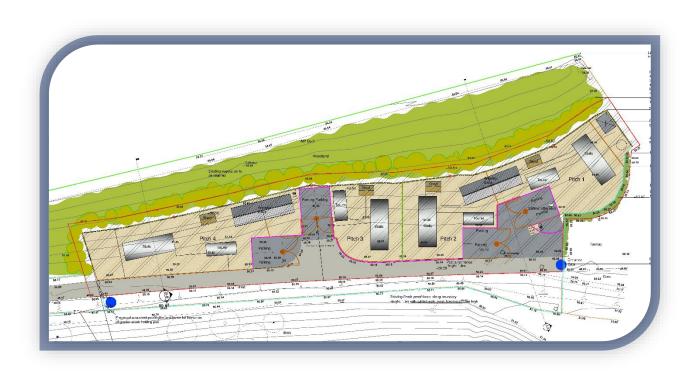




**BP 15: Gypsy and Traveller Accommodation Needs Assessment** 



# Gypsy and Traveller Accommodation Needs Assessment January 2017



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## **Chapter One: Policy context**

A Gypsy and Traveller (G&T) Accommodation Assessment is designed to provide an understanding of the G&T accommodation issues so that provision can be put in place. Such planned and specialist provision eases the potential for ad-hoc or unauthorised sites to evolve. These sites tend to lack the necessary infrastructure to support needs and will also have inherent legal issues.

Producing and then acting upon a G&T Accommodation Assessment is a statutory requirement as set out in the Housing (Wales) Act 2014. The assessment has been carried out with reference to the following additional legislation and guidance:

- Mobile Homes (Wales) Act 2013 powers.
- Planning circulars 30/2007 and 78/91.
- Welsh Government Designing Gypsy and Traveller Sites guidance.

This assessment has been conducted jointly with Denbighshire County Council although separate documents will be submitted by each authority.

#### **Relevant Local Policies**

The key local policy concerning Gypsy and Traveller Accommodation is contained within the Conwy Local Development Plan 2007 –2022 as: Policy HOU/9 'Meeting the site need for Gypsies and Travellers' which states:

- '1. Where a need is identified for a Gypsy and Traveller caravan site, proposals will be permitted provided all of the following criteria are met:
  - a. the site must be suitable for this type of use with a realistic likelihood that the site can be developed during the plan period;
  - b. previously developed land, or vacant land, on the edge of urban areas will be considered before sites in rural locations. Sites in rural or semi-rural settings may also be acceptable provided they respect the scale of nearby communities and do not place an undue burden on local infrastructure:

- c. a site allocated for other uses will only be released as an exception where a local housing needs assessment has established a need for a Gypsy or Traveller site, the need cannot be met in any other way and the scale of development does not exceed the level of need identified;
- d. the site is accessible to shops, schools and health facilities by public transport, on foot or by cycle;
- e. there is good access to the main transport network and the proposed development will not cause traffic congestion and highway safety problems;
- f. the site is already appropriately screened or capable of being adequately screened and landscaped;
- g. the site will have adequate on-site services for water supply; power; drainage; sewage disposal; and waste disposal facilities.
- h. The proposal would not be detrimental to the amenity of adjacent occupiers.

The LDP also includes rural exemptions policies in relation to the development of affordable housing. However, Gypsy and Traveller site accommodation is not considered within the Welsh Government definition of 'affordable housing' so there is no direct impact on this study.

During 2016 a new residential site has been developed at Bangor Road, Conwy to meet the needs identified in the previous assessment. This is accessed in the same way as social housing accommodation.

A common housing register and allocations policy have been designed to reflect new legislation and a new code of practice issued by Welsh Government.

#### These are:

- Housing (Wales) Act 2014
- Code of Guidance for Local Authorities on the Allocation of
  Accommodation and Homelessness Welsh Government April 2015

The register is managed by Cartrefi Conwy and enables customers to apply to one source for any social landlord in Conwy. The Policy can be accessed via the following link:

 $\frac{http://www.conwyhousing.co.uk/index.php?section=accommodation\&optio}{n=chs\_sarth}$ 

A local lettings policy for the Bangor Road site is being developed to ensure that allocations are conducted sensitively and take account of specific accommodation needs for the Gypsy Traveller Community.

#### Definition of key terms

This report uses common definitions to those included in the Welsh Government's *Undertaking Gypsy and Traveller Accommodation*Assessments guidance. This includes the definition of Gypsy and Travellers as follows:

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 dependant's educational or health needs or old age, have ceased to travel temporarily or 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

Other key definitions can be seen in the Glossary in appendix 1 below.

## Chapter Two: Background and analysis of existing data

This G&T Accommodation Assessment is not the first to be conducted for the North Wales area. The previous most recent Gypsy and Traveller Accommodation Assessment was conducted by Bangor University on a North Wales Regional basis in 2013. Entitled the North West Wales Gypsy & Traveller Accommodation Needs Assessment, it assessed the G&T needs for Conwy, Denbighshire, Gwynedd, Flintshire and the Isle of Anglesey.

The assessment utilised primary data in the form of a questionnaire survey. The sampling procedure used was purposive, which is an apt sampling methodology when targeting a specific social group and where proportionality is not a primary concern.

The following data informed the conclusions on level of requirement for residential sites.

Table 1: Gypsy and Travellers Accommodation Needs 2011–2016. Source: North West Wales Gypsy & Traveller Accommodation Needs Assessment; Bangor University.

		Conwy	Denbighshire	Gwynedd	Anglesey	Flintshire	Total
	Current Residential Supply						
1	Socially rented pitches	0	0	7	0	20	27
2	Private authorised pitches	0	0	5	0	44	49
3	Total authorised pitches	0	0	12	0	66	78
4	Plots for Travelling Show people	0	0	0	0	0	0
	Residential pitch need 201	1-16					
5	End of temporary planning permissions	0	0	0	0	6	6
6	New household formation from sites	0	0	2	0	10	12
7	Unauthorised developments [Tolerated/not tolerated]	0	0	2	0	2	4

8a	Movement between sites and housing (out of site)	0	0	-1	0	0	-1
8b	(into site)	2	1	5	1	5	14
9	Closure of sites	0	0	0	0	0	0
10	Unauthorised encampments	1	1	1	10	1	14
11	Additional residential need						
a	:Currently overcrowded	0	0	1	0	12	13
b	:Net in migration/outmigration	0	0	0	0	0	0
С	:Other residential need	0	0	0	0	0	0
	Additional supply 2011-16						
12	Pitches currently closed but re-entering use	0	0	0	0	0	0
13	Pitches with permission but not developed	0	0	0	0	0	0
14	New sites planned	0	0	0	0	0	0
15	Vacancies on socially rented sites	0	0	0	0	0	0
16	Total Supply 2011-16	0	0	0	0	0	0
17	Remaining Residential Need Shortfall 2011-16	3	2	10	11	36	62

The 2013 study found a need for 3 residential pitches to cope with demand from Conwy. A suitable site of 4 pitches has been developed at Bangor Road in Conwy to meet this need.

The 2013 study reached the following conclusions in relation to the need for Transit sites.

- Annually, about 55 encampments occur in the study area
- 10% of temporary encampments, about six during the year, will be from those looking for permanent site accommodation, and are discussed under the permanent site requirement
- Thus 90% of encampments, about 49 in total, would require transit accommodation
- The maximum stay would be for one month, though some encampments would be for a shorter period
- Accommodation for 7 caravans would deal with most encampments.

Using 7 as a working figure, transit requirements would be for (49 multiplied by 7) caravans per annum, or 343 over the year. On a monthly basis, this amounts to 28.5 caravans. However, [...] this can involve some element of double counting. Proportionately, about 47% of encampments are recorded in the Gwynedd and Ynys Môn area, 15% in the central area of Conwy and Denbighshire, and 37% in Flintshire.

It is therefore suggested that the authorities work together to consider three or four transit sites accommodating up to seven caravans. More than one site is to be preferred, for a number of reasons

- They are more likely to be used if close to traditional stopping places
- The size of each site would be reduced
- Difficulties arising from ethnic or inter-family tensions would be reduced.
- A single transit site for the area would not resolve the issues. It is important that there is somewhere for occupants to move on, and a network is required. The local authorities should work jointly to identify appropriate sites for temporary accommodation on a regional basis.<sup>1</sup>

Since submitting the 2016 assessment officers from each Authority have been exploring the practicalities of developing a joint transit site.

A 'call for sites' consultation carried out in 2015 considered a site at Smithy Layby, near St George a potential transit site or temporary stopping place, raising considerable local opposition. Discussions are on-going with Welsh Government and other interested parties regarding land ownership. The main obstacle to joint provision is the limitations of police powers to move on unauthorised encampments.

Should trespassers refuse to adhere to a request to leave the land, sections 61 – 62 of Criminal Justice and Public Order Act 1994 gives the police discretionary powers to direct trespassers to leave and remove any property or vehicles they have with them, where defined criteria are met.

<sup>1</sup> 

Police have separate powers under sections 62 A-E of the Act 1994 to direct both trespassers and Travellers to leave land and remove any vehicle and property from the land where there is a suitable pitch available on a caravan site elsewhere in the local authority area. Therefore if a transit site was provided in Denbighshire only, unauthorised encampments within Conwy County could not be moved onto it.

The use of police powers is therefore an important consideration when determining how to progress transit provision. If the police cannot use their powers the Authority must take steps in the County Court to seek possession of the land which is time consuming for officers, has a financial cost to the Authority and negative impact on Traveller–Council relations. The unauthorised occupiers of land must be served with notice to leave and the Authority must then wait for both a Court Order for possession and a Warrant for Possession before steps can be taken to physically remove the encampment.

#### Population data

Alongside the primary data collection there are other secondary data sources available. This data is only supplementary and to be used to support the main primary resource.

A useful secondary source is the 2011 Census. For the first time, the 2011 Census included in its ethnic group question a Gypsy and Traveller option. The data for those Gypsy and Travellers is included in the below table.

Table 2: Number of Gypsy and Travellers in Local Authorities 2011. Source: ONS; © Crown Copyright

Local Authority	<b>Total Population</b>	White: Gypsy and Travellers
Conwy	115,228	65

Table 3: CT0128 – Accommodation type – All Household Reference Persons with ethnic group White: Gypsy or Irish Traveller; Source: 2011 Census (27 March)

	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Conwy	33	29	2	1

According to the 2011 Census, there are 65 persons identifying as Gypsy or Travellers in Conwy. There were 33 Gypsy Traveller households 32 of whom were accommodated in Bricks and Mortar. It is likely that these numbers are an under representation of the numbers in the local authority at the time given. Research in other areas suggests that it is likely that some Gypsies or Travellers may be reluctant to declare themselves. The areas with the highest density of Gypsy and Travellers in Bricks and Mortar accommodation has been mapped see appendix 2 below.

#### Caravan Count

A further secondary source of data is the Caravan Count taken from the biannual Gypsy and Traveller Caravan Count conducted by local authorities in Wales and compiled nationally by Welsh Government. The biannual counting arrangement is recognised by the local authority and Welsh Government as being inadequate and will be replaced by a rolling count from April 2016. Conwy record very low numbers of caravans when using this method.

A much clearer picture emerges from local unauthorised encampment data. In the future this data will be able to feed the new rolling count methodology for the nationally collated Caravan Count Dataset. These local data tables are discussed as part of the section on <u>Transit Requirements below</u>

Table 4: Number of sites by authorisation and local authority 2014–2015; Source: Statistics Wales © Crown Copyright.

	Jan	-14	Jul	-14	Jan	-15	Jul	-15
	Authorised Sites (1)	Unauthorised Sites (2)						
Conwy	0	0	0	1	0	2	1	1

Table 5: Number of caravans by authorisation and local authority 2014–2015; Source: Statistics Wales © Crown Copyright.

• • •									
		Jul-14			Jan-15			Jul-15	
	Authorised Sites (with planning permission) (2)	Unauthorised Sites (without planning permission) (3)	. All Caravans	Authorised Sites (with planning permission) (2)	Unauthorised Sites (without planning permission) (3)	. All Caravans	Authorised Sites (with planning permission) (2)	Unauthorised Sites (without planning	ש
Conwy	0	5	5	0	3	3	2	2	4

Table 6: Number of pitches by local authority; Source: Statistics Wales © Crown Copyright.

	Jan-15				Jul-15	
	Residential occupied (1)	Residential vacant (2)	Total of all pitches (5)	Residential occupied (1)	Residential vacant (2)	Total of all pitches (5)
Conwy	0	0	0	2	0	2

We know from an examination of figures for Gwynedd and Anglesey that in general terms, a higher number of caravans is recorded in July than in January. This shows the transient nature of the Gypsy Traveller community and the propensity to travel to North West Wales during the summer months. It is perhaps important to note the location of Holyhead Irish Sea Port. Although not captured in these figures both Conwy and neighbouring Denbighshire appear to be stopping places in this seasonal migration. This appears to be particularly the case for Irish Travellers stopping in the Kinmel Bay, Conwy / Rhyl, Denbighshire area.

A residential site of 4 pitches is being developed in Conwy County at Bangor Road, Conwy.

The bi-annual Caravan Count identified unauthorised sites in Conwy in 2011 and in 2014.

Table 7: Number of sites by authorisation;

Source: Statistics Wales © Crown Copyright

		Conwy
Authorised	Jan-10	0
	Jul-10	_
	Jan-11	0
	Jul-11	_
	Jan-12	0
	Jul-12	0
	Jan-13	0
	Jul-13	0
	Jan-14	0

	Jul-14	0
Unauthorised	Jan-10	0
	Jul-10	_
	Jan-11	1
	Jul-11	_
	Jan-12	0
	Jul-12	0
	Jan-13	0
	Jul-13	0
	Jan-14	0
	Jul-14	1

## **Chapter Three: Methodology**

Although this report considers the accommodation needs in Conwy County, the methodology for the Accommodation Needs Assessment and data collection was agreed jointly between Conwy and Denbighshire, including a joint steering group and joint commissioning of fieldwork.

Welsh Government advocate the need for a steering group "to ensure the process is informed by all available expertise to produce the most effective assessment possible. It is important that key stakeholders are aware and involved at an early stage. Fundamentally, the group should be composed of those who have established networks within these communities and those with accountability for meeting the accommodation needs of these communities.

These may include representatives from:

- Local Authority Housing and Planning Departments;
- Local Gypsy and Traveller community;
- organisations working to support Gypsy and Traveller communities;
- other relevant services such as Traveller education services, Gypsy and Traveller liaison officers or health board officers who work closely with Gypsy and Traveller communities and may have the best knowledge of communities in the area; and
- Local Authority Councillor, for example, the Equality or Planning portfolio holder.

For practical reasons there are two ways in which the methodology for this assessment has not followed the Welsh Government guidance above.

Firstly, due to timescales and the need to engage consultants in a timely fashion in order to undertake survey work during the travelling period, the Steering Group did not meet until the draft assessment was available for discussion.

Officers in both Counties feel that considerable knowledge of communities in the study area was collected through promotion and information gathering from partner agencies such as health and education (see below). Whilst a formal meeting did not take place before the fieldwork, it is not felt that this impacted on the level of information available.

Officers connected regionally through the North Wales Gypsy Traveller Accommodation Forum. A working group of Housing and Planning Officers from each Authority meet on a regular basis to review progress.

Secondly, the Welsh Government Guidance calls for members of the Gypsy Traveller Community to be members of the steering group "to counter perceptions the study is being done 'to' Gypsy and Traveller communities, rather than 'with' them......[and] provide a crucial perspective on the travelling patterns of communities and the need (or otherwise) to work on a regional basis.

With such a small population base to engage with, it became apparent that the individuals in the community who were willing to join the steering group were the same people who were expressing a need for accommodation. The group decided that there would be a conflict of interest when discussing overall need figures and any issues around local connection or cultural aversion. It was agreed that it was more appropriate for community members to attend when the assessment had been finalised and the steering group changed its focus to provision.

A key representative from the Gypsy and Traveller community was invited to attend but declined the invitation.

Unity were present at the steering group to provide general cultural awareness information.

#### Project steering group composition

Name	Representing
Cllr Barbara Smith	Denbighshire CC - Lead for Modernisation &
	Housing
Cllr Phil Edwards	Conwy CBC - Lead for Housing & Social Care
Angela Loftus	Denbighshire CC - Planning Policy & Housing
	Strategy
James Harland	Conwy CBC - Planning Policy
Bryn Kyffin	Conwy CBC - Planning Policy
Sue Lewis	Denbighshire CC - Housing Strategy
Wendy Dearden	Conwy CBC - Housing
Bryn Hall	Unity Project

Mohammed Dhalech	North Wales Race Equality Network (invited)
Wayne Wheatley	Denbighshire CC - Education (invited)
Noella Roberts	Conwy CBC - Education (invited)
Members of travelling community	Invited
Betsi Cadwaladr Health Board	Invited

#### **Engagement and Promotion of the Study**

Unfortunately this Assessment was not able to draw upon personal data from the 2013 Assessment to make contact with the 9 households previously interviewed as this was not provided to the commissioning organisations.

Personal data is also unavailable for the 34 households identified by the 2011 Census.

This Assessment has therefore had to begin the engagement process from the first principles through promotion of the assessment and inviting interested households to make contact.

The bullet points below outline the promotion and engagement activity undertaken by Conwy County Borough Council in partnership with Denbighshire County Council, and Opinion Research Services (ORS) to ensure that the Travelling community knew about the Gypsy and Traveller Accommodation Assessment and were encouraged to participate.

- The Gypsy and Traveller Accommodation Assessment was advertised via both the Denbighshire County Council and the Conwy County Borough Council Websites.
  - a. CCBC Website –
    <a href="http://intranet/doc.asp?cat=10719&doc=33172&Language=1">http://intranet/doc.asp?cat=10719&doc=33172&Language=1</a>
  - b. DCC Website –
    <a href="https://www.denbighshire.gov.uk/en/resident/home.aspx">https://www.denbighshire.gov.uk/en/resident/home.aspx</a>
- 2. Social Media was used to promote participation in the Assessment itself and also to promote the engagement event associated with it.

- a. 25/8/15 the two local authority Facebook pages Do you or your family need a pitch or yard in Conwy or Denbighshire?
- b. 1/10/15 and 13/10/15 CCBC Twitter Do you or your family need a pitch or yard in Conwy or Denbighshire?
- c. 13/10/14 CCBC tweet advertising the survey and drop in session
- d. 15/10/15 North Wales Regional Equality Network tweet advertising the survey and drop in session
- e. 15/10/15 Friends Families and Travellers Facebook post advertising the survey and drop in session
- f. Advertisement placed on the Travellers Times Facebook pages.

#### 3. Advertising in relevant publications

- a. Adverts placed in the Travellers Times (Print) and on the Travellers Times Website
- b. Adverts Placed in World's Fair
- c. A feature article in World's Fair written by colleagues in Ynys Mon and placed on behalf of the North Wales regional group promoted the reviews taking place across North Wales.
- 4. Direct approaches with support agencies and relevant community groups. Letters were sent out to Catholic Churches across the two local authority areas advertising the survey and requesting that any members of the Gypsy or Traveller communities in the congregation be advised of the survey and put in contact with the local authority if they wished. These included:
  - St Michaels RC Church, Conwy
  - Our Lady Star of the Sea RC Church, Llandudno
  - St Joseph's RC Church, Colwyn Bay
  - Our Lady of The Assumption RC Church, Rhyl
  - St Therese of Lisieux, Abergele
  - Christ the King, Kinmel Bay
  - Diocese of Wrexham, Wrexham

A similar letter was sent to Planning Aid to ask that the survey be advertised to anyone they were working with from the Gypsy or Traveller communities.

The main direct approaches to support agencies was via email. The following agencies were asked to promote the survey and drop in event with their membership and contacts. They were also asked to pass on to the local authorities any additional information that they thought should be considered.

- 'info@gtwales.org.uk'; (Gypsy Traveller Wales)
- 'travellingahead@savethechildren.org.uk'; (Travelling Ahead)
- 'unity@pembrokeshire.gov.uk'; (**Unity**)
- 'isaacblake@romaniarts.co.uk'; (Romani Cultural and Arts Company)
- 'lb2@smt.org.uk'; (The Bridges Projects)
- 'leesashowmensguild@yahoo.com'; (The Showmen's Guild of Great Britain)
- 'info@travellersschool.org.uk'; (The Travellers School Charity)
- 'info@travellermovement.org.uk'; (**The Traveller movement**)
- 'fft' <fft@gypsy-traveller.org>; (Friends, Families and Travellers)
- 'natglg@outlook.com'; (National Federation of Gypsy Liaison Groups)
- 'info@nationalgypsytravellerfederation.org'; (The National Federation of Gypsy Liaison Groups)
- 'info@gypsy-association.com'; (The Gypsy Council)
- 'info@romasupportgroup.org.uk' (Roma Support Group)

Whilst informative replies were received from Gypsy Traveller Wales and Travelling Ahead, no information was received about Gypsy Traveller households in the County. This may reflect the lack of Gypsy Traveller support agencies operating in North Wales historically. It is acknowledged that The Unity Project now has a Support/Engagement Officer based in North Wales.

Travelling Ahead acknowledged that publicity regarding site development in Conwy and opposition from some elected members and members of the community may make positive engagement more difficult in the County. Gypsies and Travellers may not feel confident that the information will be used to their benefit.

- 5. Publication materials for the drop in session and participation in the assessment were distributed as flyers in the following community locations in the two Local Authority areas:
  - a. Flyers to CCBC and DCC Education to pass to families with children in local authority schools
  - b. Libraries
  - c. Leisure centres
  - d. Laundrettes
  - e. Surgeries and hospitals
  - f. Also Co-operative Abergele
  - g. Abergele Post Office
  - h. Kinmel Bay Post Office
  - i. Jacko's Odds and Ends
  - j. Foryd Centre
  - k. Ruthin Post Office
  - I. Rhyl Town Hall
  - m. Denbighshire Council's Brighton Road Office (Supporting People)
  - n. Westminster Park Pharmacy Ltd
- 6. Multi-Agency Drop in session on 20/10/15 drop in sessions were held throughout the day at Kinmel Bay Community Centre (the area with the largest volume of unauthorised encampments in recent years). The event included participants from North Wales Regional Equality Network (NWREN), North Wales Fire and Rescue Service, Betsi Cadwaladr University Health Board, and the two local authorities; Conwy County Borough Council and Denbighshire County Council. Two previously unidentified households attended the drop in and went on to take part in the assessment, indicating a preference for

accommodation in Denbighshire. It is acknowledged that attendance at the drop in could have been improved with better prior notice.

- 7. The assessment also attempted to utilise other data sources available to the local Authority and to housing partners.
  - Housing data all housing associations were contacted to identify
    Gypsy Traveller tenants and equalities data on the housing registers
    was examined. Both Councils' housing waiting lists were
    interrogated in terms of applicants identifying themselves as
    Gypsies and Travellers. A single applicant/tenant was identified in
    Denbighshire and was invited to participate but did not respond.
  - Planning data there have been no planning applications for private sites within either County. WG have approached Conwy separately with a query about why a planning enforcement case was not included in the assessment. Further enquiries have revealed that although on appearances the case appears to be a Travelling family, the household had not identified themselves as Gypsy Travellers when contacted by Planning Enforcement Officers. This highlights the key difficulty in identifying community members for the assessment if they choose not to identify themselves to Council services.
  - Education data information sharing between education and housing departments was an issue for Conwy. Education colleagues distributed information flyers to known households. In Denbighshire addresses were provided and information sent (including the flyer) but no response was forthcoming.
- 8. Finally a number of direct contacts were made with individuals from the Gypsy and Traveller communities known to the local authorities whom we felt may have an interest in the survey.

#### **Study Methodology**

The study consisted of gathering secondary data from Census, Local Authority, Education, Health and other partners (discussed above) and a new collection of primary data. The new primary data was collected, by joint arrangement of Conwy County Borough Council and Denbighshire County Council, in the form of the Universal Questionnaire, which was adopted unamended from the Welsh Government Guidance<sup>2</sup>.

The sampling procedure used was purposive, which is an apt sampling methodology when targeting a specific social group and where proportionality is not a primary concern.

In addition to the collection of primary data through the Universal Questionnaire further insights were gained from additional interviews. These were conducted with Show People residing within and outside the Conwy and Denbighshire areas, who responded to advertisements in *World's Fair* but did not wish to participate in the Universal Questionnaire.

#### Who undertook the study?

Fieldwork and Data Collection for the survey was undertaken by Opinion Research Services (ORS) on behalf of Denbighshire County Council and Conwy County Borough Council. An independent group, rather than the local authority, was chosen as it was felt it would be able to engage with a wider range of community members including those who may have negative attitudes towards or have had negative experiences in the past in their dealings with local authorities and other statutory agencies. A competitive procurement process was undertaken to award the contact and ORS were chosen.

ORS have a proven track record of engagement specifically with the Gypsy and Traveller Community in Wales. They have experience of conducting Gypsy and Traveller Needs Assessments in the past and were engaged to conduct a number of assessments across Wales this time. As such they are well placed to understand the communities in Wales and their travel patterns.

<sup>2</sup> Welsh Government, Undertaking Gypsy and Traveller Accommodation Assessments, May 2015

Analysis of the data was completed by Denbighshire County Council's Research and Intelligence Team.

# Dates of undertaking survey.

Project Stages and Key	Aug-	Sep-	Oct-	Nov-	Dec-	Jan-
Milestones	15	15	15	15	15	16
Appointment to						
Contract						
Fieldwork Publicity						
Site Interviews						
Bricks and Mortar						
Interviews						
Data Processing						
Submission of Raw Data						
Analysis of Data						
Meeting with Steering						
Group						
Production of Draft						
Report						

# Compliance with engagement checklist.

1.	Visit every Gypsy and Traveller household identified through the data analysis process up to 3 times, if necessary.	All identified families visited
2.	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.	Details published including on website, Travellers Times & World's Fair. See details above
3.	Consult relevant community support organisations, such as those in Annex 1.	Direct approaches to support agencies and relevant community groups. See details above
4.	Develop a Local Authority waiting list for both pitches and housing, which is accessible and communicated to community members.	Conwy is developing a local lettings policy and waiting list for the Bangor Road Site.
5.	Endeavour to include Gypsies and Travellers on the GTAA project steering group.	No Gypsy and Traveller representative was included in the first Steering Group due to a conflict of interest and another member of the community refusing to attend. Unity attended the steering group meeting. Every effort will be made to include a representative in future meeting. Further details are contained at the start of Chapter 3 – methodology
6.	Ensure contact details provided to the Local	All identified families visited.
	Authority by community members through the	

	survey process are followed up and needs assessed.	
7.	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.	Multi-agency drop in session held throughout the day on 20/10/15 at Kinmel Bay Community Centre. This area has had the largest volume of unauthorised encampments in recent years.

## **Chapter Four: Survey Findings**

Following the engagement exercise described in the methodology section, 5 households were identified for inclusion in the fieldwork for Conwy.

Table 8 - Interview Log

Interview Summary	Number of Households	%
Interviews Attempted	5	100
Interviews Completed	5	100
Vacant Pitches	0	0
Away	0	0
Non-Travellers	0	0
Refusals	0	0

Despite efforts to promote the Assessment and to engage with households, this is low compared to the previous GTAA which interviewed 9 households in the County and the Census 2011's suggestion that 33 households reside in the area.

A more detailed interview log is available is at Appendix 6.

At the time of the Assessment, 3 of the 5 households were living on an authorised/tolerated encampment waiting for the Bangor Back Lane Site to be completed. A 4<sup>th</sup> household was living on a residential site outside the area but wishing to return to Conwy due to family connections. Further clarification has been conducted with these households during the process of finalising the assessment.

A further household was residing on a private site in Flintshire, but was expressing a wish to live in Conwy. They had previously resided in and have family connections in Denbighshire. As there was no evidence to suggest a local connection with Conwy County, this case was referred to Flintshire for consideration and is also being considered by Denbighshire. This household has not therefore been assessed as having a need for accommodation in Conwy County and has been excluded from the following analysis.

Each household was asked if it was aware of other members of the Travelling community who would wish to take part in the Conwy assessment. This

process identified one family member who does not currently live in Conwy but would like to join a future waiting list for the Bangor Road site when it is operational. A survey has not been completed with this individual, although the family reported that the need for a pitch in Conwy is a possibility for the future and not a definite accommodation need. Although specific details are not available for this individual, their future desire for a residential pitch is included in the "new households to arrive" section of the calculation.

Table 9 - Number of households broken down by type of accommodation

Count of A1 Where do you live now?	
	Conwy
Bricks and Mortar - Privately Rented	
Local Authority ("Council") residential site	1
Unauthorised encampment	3
Grand Total	4

All of the households identified themselves as Romany Gypsies.

Table 10 - Number of households broken down by household type

Count of A1 Where do you live now?			
	Couple	Couple with dependent children	Grand Total
Local Authority ("Council") residential site	1		1
Unauthorised encampment <sup>3</sup>	2	1	3
Grand Total	3	1	4

#### Demographic profile of population

The households included in this Assessment comprise 9 individuals.

Table 11 - Age and Gender (Count)

		18 and Over			Under 18			
	Male	Female	Total	Male	Female	Total	Total	
Conwy	4	4	8	1	0	1		9

#### Suitability of current accommodation

This section deals with questions on satisfaction with accommodation, intended duration of stay, required improvements and the issue of overcrowding within current accommodation provision.

Each of the interviewees declared that they were not satisfied with their current accommodation (A2).

Three households currently resident in an unauthorised site in Conwy (Bangor Back Lane) indicated their wish that a permanent authorised site be developed in Conwy. Specifically the Bangor Road site was mentioned by one household with 'planning permission granted' listed as a required improvement when they were asked 'Would you stay longer if changes or improvements were made to your current accommodation?' (A6). They also declared that they did not intend to move when asked 'How long do you think you'll stay here?' (A7). Another of these households declared that they were just passing through and refused to answer questions A6 and A7. The other two refused to answer A7 although one of these stated that they did not know how long they intended to stay in their current accommodation.

Two households in Conwy stated that there were not enough sleeping areas for all residents (B2). However, in both cases the information given on the make-up of the household (B1) shows that both are 2 person households with the two people in each case described as partners. It is thought that these responses are indicative of the nature of the tolerated encampment at Bangor Road at the time of the assessment and the fact that further caravans could not be accommodated.

Table 14 - Satisfaction with Where do you live now?

Satisfaction with Where do you live now?				
	Yes		No	
Local Authority ("Council") residential site				1
Unauthorised encampment				3
Grand Total		0		4

Table 15 - How long do you think you'll stay here?

How long do you think you'll stay here?		
	Total	
Do not intend to move		1
Don't know		1
Refused		2
Grand Total		4

Table 16 – If living in caravans, are there enough sleeping areas for all residents?

If living in caravans, are there enough sleeping areas for all residents?		
	Total	
No		2
Not Asked		
Yes		2
Grand Total		4

## Accommodation aspirations

This section builds on the one above and looks at accommodation aspiration taking into account stated intentions, reasons for dissatisfaction with current arrangements.

Table 17 - Reasons for Dissatisfaction with Current Accommodation

	Total
No Response	2
IMPROVE THE SITE. GOING THROUGH	1
PLANNING PERMISSION	
NEW SITE BEING BUILT.	1
Grand Total	4

#### Household growth

No new households are expected to form in the next 2-5 years. There is no expectation of further family growth (within the interviewed families) that is likely to lead to new household formation within the period. Household growth is based on the responses given by those interviewed. (D1 and D2).

This is case for the LDP period. The current Conwy LDP runs from 2007–2022.

#### Additional Information from Show People with an interest in the area

A number of households made contact with the two Authorities in response to our advertisement in *World's Fair*. None of these households wished to complete the survey. Nevertheless, each household had business interests in the area.

#### These included:

- A household living in Bolton with plans to purchase an amusement arcade in Towyn and a desire to find private land for purchase to accommodate the household and equipment. The household expressed a wish to discuss the availability of suitable land with the local authority and has been directed to the relevant department.
- A household currently residing in Greater Manchester but working the
  circuit of festivals and shows in North Wales and using equipment storage
  in Rhuddlan responded to the advert in World's Fair and expressed an
  interest in accommodation in North Wales but have not participated in the
  survey and detailed requirements and preferences are unknown. When
  followed up this interest was just for a storage facility.
- A household happily residing in Rhyl in Bricks and Mortar accommodation expressed an interest in a yard for storage of fairground equipment and asked to discuss the availability of suitable land with the local authority and has been directed to relevant department.

A household in search of a yard to store show equipment, requested
contact with the local authority to discuss the availability of suitable land
with the local authority and has been directed to the relevant department.
 It was not thought appropriate to include these households in the
accommodation assessment calculations.

Since the assessment fieldwork was completed Conwy County has also received a Planning Enquiry from a Showman wishing to establish a privately owned site in the County with up to 10 residential pitches. The households did not engage with the assessment as they were not made aware of it by the Showman's Guild. The timing of the fieldwork also conflicted with a busy time for their business. Following discussion with Welsh Government, the assessment of accommodation need for these households will be conducted separately to the main GTAA assessment.

# Chapter Five: Assessing accommodation needs

Current residential supply	Number of pitches		
A. Occupied Local Authority pitches	0		
B. Occupied authorised private pitches	0		
Total	0		

Planned residential supply	Number of pitches
C. Vacant Local Authority pitches and	0
available vacant private pitches	
D. Pitches expected to become vacant	0
in near future (see note 1)	
E. New Local Authority and private	4
pitches with planning permission	
Total	4

Current residential demand	Pitch demand
F. unauthorised encampments	3
G. unauthorised development	0
H. overcrowded pitches (see note 2)	0
I. Conventional housing (see note 3)	0
J. New households to arrive (see note	2
4)	
Total	5

Current households ( see	Future households (at	Future households (Plan	
note 7)	year 5)	period)	
K. 4	5	5	
L. Additional household	0	0	
pitch need			

Unmet Need	Need arising	Need accommodated
M. Current residential demand	5	
N. Future residential demand (5 year)	5	

O. Future residential	5	
demand (plan period)		
P. Planned residential	4	4
supply		
Q. Unmet need (5 year)	1	
R. Unmet need (Plan	1	
period)		

#### Transit unmet need

Despite little evidence from the national caravan count data and from the survey undertaken as part of this assessment there is sufficient local data to demonstrate a need for transit provision. Survey responses (E4) show that interviewees suggest that transit sites are required all over Wales and particularly in Conwy and Denbighshire.

However, current local data show a large proportion of unauthorised encampments occurring in a geographical area close to the north west border of Denbighshire and north east border of Conwy.

In the 12 month period since October 2014 17 of the 29 unauthorised encampments within the Conwy County Borough Council boundary occurred in Kinmel Bay. Over the longer period from 2012 11 of 20 unauthorised encampments in Denbighshire occurred in the Kinmel Bay's neighbouring town Rhyl. The point is further emphasised when it is considered that 71 of the 83 recorded occupants of unauthorised encampments in Conwy resided in unauthorised encampments in Kinmel Bay. Unfortunately we do not have occupant level data for Denbighshire.

In addition the geographical analysis of the Bricks and Mortar population identified in the census show concentration in these areas suggesting the likelihood of family and cultural ties in the area.

When considering potential solutions for this identified transit need we have to consider the likely pitch requirements and the cultural requirements. The largest group in unauthorised encampments throughout the year is Irish Travellers at encampments in Kinmel Bay. The next largest being Gypsies (English, Welsh or Scottish) also at Kinmel Bay. From the conversations

between Officers of Conwy Council and these communities we know that the two groups follow different patterns of encampment.

For Irish Travellers the Kinmel Bay and Rhyl area is an important stopping place on the route between Ireland and Britain via the Holyhead ferry terminal and is used throughout the year although predominantly in spring and summer.

For the Gypsy community this area is important for less frequent but larger gatherings. The figures for Conwy show the mean number of caravans per encampment 2 and the mean number of occupants 3, although where also an estimated 9 motorhomes in use as accommodation across all encampments during the period.

In addition to the fieldwork, transit provision has been discussed during the completion of Welfare Assessments at unauthorised encampments. A number of Irish Travellers indicated that they would use transit provision, although it depended on other occupants at the site at the time.

Unauthorised Encampments in the 12 months from October 2014 - Conwy				
Kinmel Bay	17			
Llandudno	3			
Llanfairfechan	2			
Rhos on Sea	2			
Betws y Coed	1			
Colwyn Bay	1			
Conwy	1			
Craig y Don	1			
Penmaenmawr	1			
Grand Total	29			

Unauthorised Encampments in the 12 months from October 2014 – Number of Caravans<sup>4</sup>

33

<sup>&</sup>lt;sup>4</sup> This excludes motorhomes that may also be in use as accommodation.

	Gypsies (English, Welsh	Irish Traveller	New Traveller	Not Known	Rough Sleeper	Grand Total
	or Scottish)	S	S	KIIOWII	этеерет	Ισιαι
Kinmel Bay	4	28	0	2		34
Penmaenmawr		7				7
Llanfairfechan				4		4
Llandudno		3		0		3
Betws y Coed		2				2
Colwyn Bay		2				2
Craig y Don				1		1
<b>Grand Total</b>	4	42	0	7	0	53

Unauthorised Encampments in the 12 months from October 2014 - Total Occupants <sup>5</sup>						
	Gypsies	Irish	New	Not	Rough	Grand
	(English, Welsh	Traveller	Traveller	Know	Sleeper	Total
	or Scottish)	S	S	n		
Kinmel Bay	18	50	3	0		71
Betws y Coed		9				9
Rhos on Sea				0	2	2
Conwy					1	1
Grand Total	18	59	3	0	3	83

-

<sup>&</sup>lt;sup>5</sup> It is no possible to gain an accurate figure for number of occupants in all cases

## **Chapter Six: Conclusions and Recommendations**

The Housing (Wales) Act 2014 clearly sets out that Local Authorities have to assess the needs of Gypsies and Travellers and meet any need identified.

The Conwy Gypsy and Traveller Accommodation Assessment 2016 has been carried out in accordance with Welsh Government guidance and considers the potential future need for both residential and transit Gypsy and Traveller Accommodation provision.

It should be noted that the Authority recognises the lower level of engagement in this assessment compared with the previous one in 2013. Lessons have been learnt during the process in terms of advertising, arrangements for events, the most appropriate form of communication and data sharing.

It should also be noted however that the assessment was completed at a difficult time for the Authority. Both the development of the residential site in Bangor Road, Conwy and investigation into Transit provision at Smithy Layby, near St George and opposition by the wider community and some elected members to the developments has been covered by the local media. The trust relationship between the Travelling community and Local Government can be difficult due to the history of enforcement. This negativity around provision may have made the Travelling community less likely to engage in the assessment.

Travelling Show People have also reported that the timing of the assessment fieldwork conflicted with a busy time for their business and resulted in their non-engagement.

#### **Residential Provision**

#### **Recommendations:**

 Establish a waiting list for pitches at the Bangor Road site to enable subsequent allocations of vacant pitches and Gypsy and Traveller Accommodation Assessments to be handled quickly and consistently. - Further investigation into the potential need for a further pitch, taking advice from Welsh Government.

## **Next Steps:**

### Waiting List:

At the time of completing this assessment the final works were being completed to the Bangor Road site and arrangements were being made for pitch agreements to be signed. The four residential pitches had been preallocated to residents of the tolerated encampments and their family members. For this reason the decision was taken not to operate a waiting list for the site until it was operational.

The waiting list will be held by Cartrefi Conwy, the site agents and also the Council's partner in administration of the social housing waiting list. Access to the list will be via the standard housing options triage conducted by the Conwy Housing Solutions Service.

A local lettings policy for the Bangor Road site has been drafted to ensure that allocations are conducted sensitively and take account of specific accommodation needs for the Gypsy Traveller Community. This will be submitted to the SARTH (Single Access Route to Housing) Steering Group alongside the current Common Allocation Policy Review.

#### Residential Pitch:

Although there is no likelihood of household growth during the LDP period it does appear that potential additional need may arise from family members wishing to join the Bangor Road site. Whilst it has been confirmed that this is not an immediate need, for the purpose of further investigation a future need of one pitch in the next 2 to 5 years has been included in this assessment.

Further advice will be taken from Welsh Government on this matter and it is believed that the situation will become clearer after a period of time of having the Bangor Road site and its waiting list operational.

It should be noted that it will be challenging to provide a further pitch at Bangor Road due to a lack of available land. Conwy County Borough Council also acknowledges that a one pitch site may not represent value for money.

#### **Transit Provision**

#### **Recommendations:**

 In light of the need evidenced for transit provision, but also the limitations of joint provision, develop a transit site for Conwy County subject to Council approval. Encampments in the County vary in size; however it is recommended that 7 transit pitches (as per the 2013 assessment) would be sufficient for the majority.

## **Next Steps:**

Upon approval of the GTAA by Welsh Government, the next steps are to progress a 'call for sites' and site deliverability assessment. Subject to further agreement by Cabinet, the preferred location for a transit site will then be progressed via a formal planning application and/or the formal LDP Review process. The LDP Review starts early 2017 following submission of a LDP Review Report to Welsh Government.

An LDP Review Task and Finish Group and Housing Sub Group has been established to progress the LDP Review, evidence, land requirements and policy formulation. The overall process and 'call for sites' will be progressed via these formal governance arrangements and as required by the Planning and Compulsory Purchase Act 2004 and Town and Country Planning (Local Development Plan) (Wales) Regulations 2005. The Site Deliverability Assessment and preferred site will be informed by Welsh Government's 'Designing Gypsy and Traveller Sites Guidance' (May 2015)

Following previous agreement by Cabinet, all sites submitted to an earlier round of 'call for sites' consultation carried out in 2015 will be reconsidered in undertaking a site deliverability assessment.

# Appendix 1 Glossary

Definitions of key terms and concepts in this report

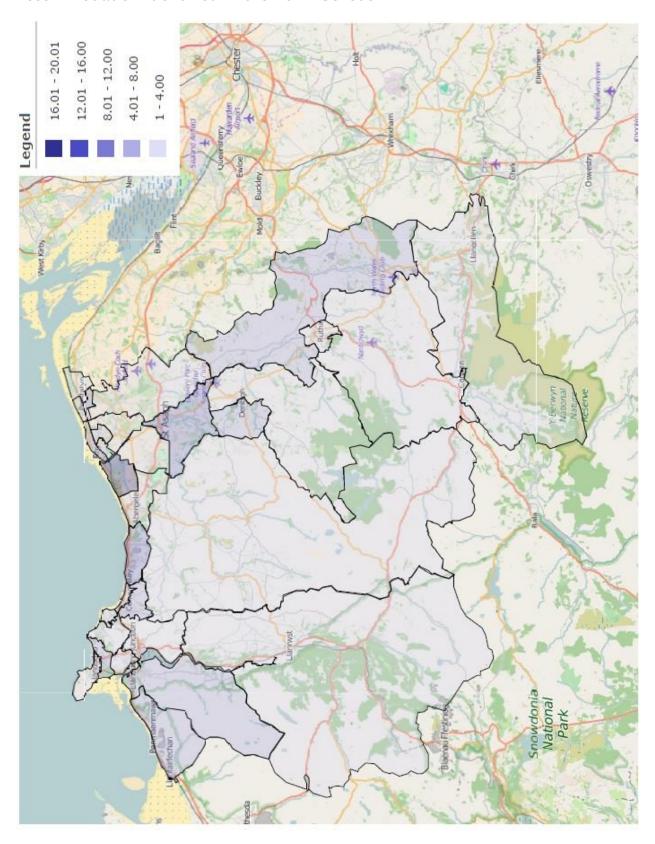
Gypsies and Travellers	(a) Persons of a nomadic habit of life, whatever their race or origin, including: (1) Persons who, on grounds only of their own or their family's or dependant's educational or health needs or old age, have ceased to travel temporarily or permanently, and (2) Members of an organized 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		
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.		

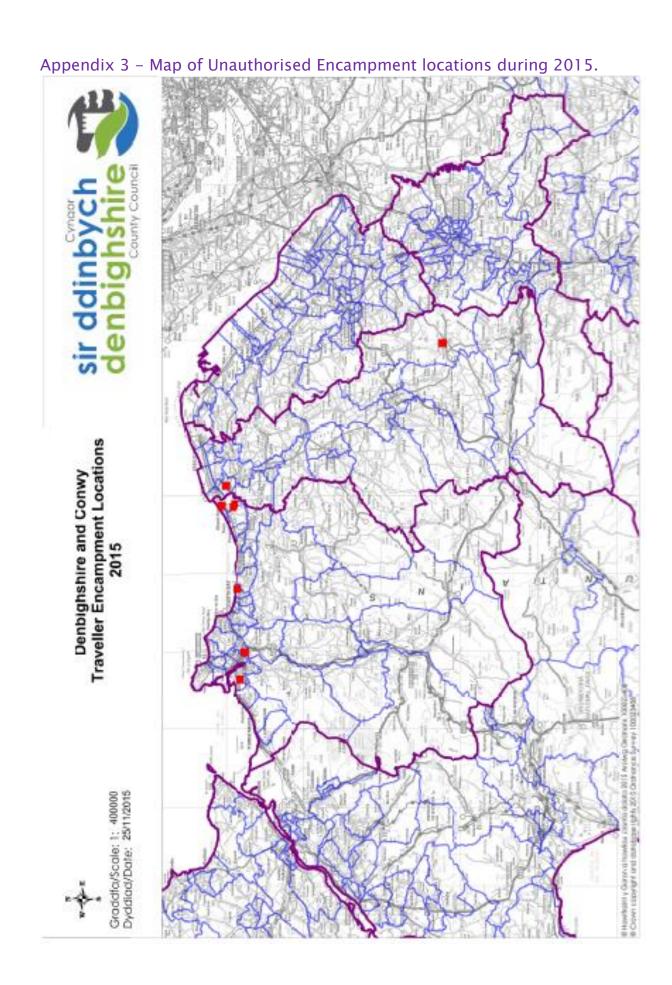
	Specific terms under the Mobile Homes (Wales) Act				
	2013 apply on these sites. Working space may also be				
	provided on, or near, sites for activities carried out by				
	community members.				
Temporary Stopping Place	Also known as a 'stopping place', 'Atchin Tan', or 'green lane', amongst other 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	The ultimate calculation of unmet accommodation			
pitch need	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	The number of authorised pitches which are vacant			
pitch supply	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 or 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.			

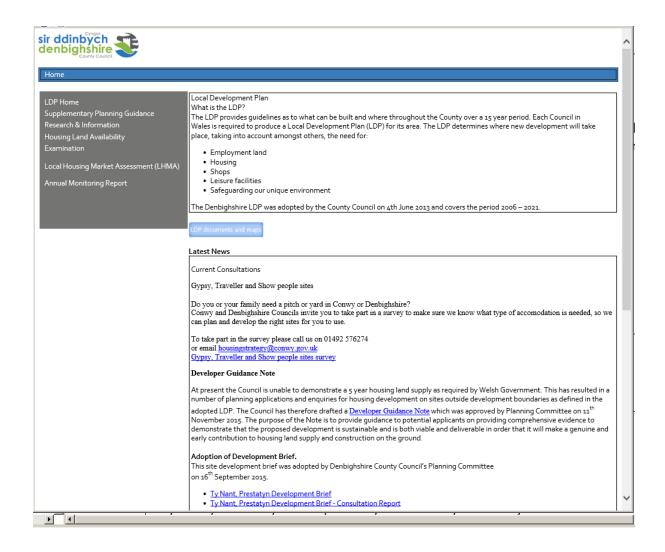
Concealed or	This refers to households which are unable to achieve			
'doubled-up'	their own authorised accommodation and are instead			
household	living within authorised accommodation (houses or			
	pitches) assigned to another household.			
	This may include adult children who have been unable			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

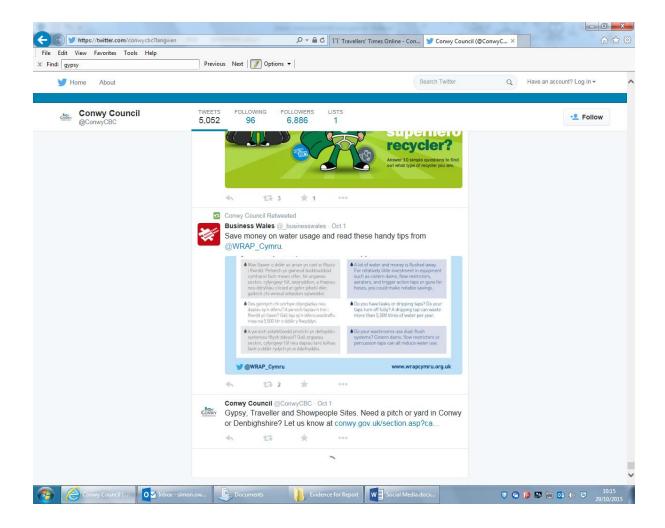
Appendix 2 - Map of Density of Gypsy and Travellers in Bricks and Mortar Accommodation identified in the 2011 Census.



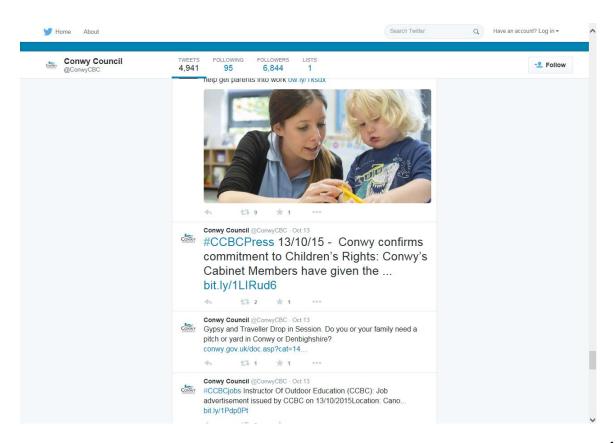


## Appendix 4 – Examples of Social Media/Website Advertising















http://travellerstimes.org.uk/Events/Conwy-and-Denbighshire-Drop-In-session.aspx











## Appendix 5 - Promotional Flyer

## Gypsy, Traveller and Showpeople Sites

### Do you or your family need a pitch or yard in Conwy or Denbighshire?

Before February 2016, all Welsh Councils must speak to Gypsy and Traveller families in their area to find out how many pitches, sites or yards are needed. A new law called the Housing (Wales) Act 2014 means each Local Council must then make sure they are built.

Conwy and Denbighshire Councils invite you to take part in a survey to make sure we know what type of accommodation is needed, so we can plan and develop the right sites for you to use.



## To take part in the survey

Please call us on 01492 576274
Or email housingstrategy@conwy.gov.uk
You will need to give your full name and phone number or email address

Thank you for your help.







# Safleoedd i Sipsiwn, Teithwyr a Pherfformwyr Teithiol

#### A ydych chi neu eich teulu angen llain neu iard yng Nghonwy neu Sir Ddinbych?

Cyn mis Chwefror 2016, mae'n rhaid i holl Gynghorau Cymru gysylltu â theuluoedd Sipsiwn a Theithwyr yn eu hardal i ganfod faint o leiniau, safleoedd neu iardiau sydd eu hangen. Mae deddf newydd, Deddf Tai (Cymru) 2014, yn golygu y bydd yn rhaid i bob Cyngor Lleol sicrhau y caent eu hadeiladu.

Mae Cynghorau Conwy a Sir Ddinbych yn eich gwahodd i gymryd rhan mewn arolwg i sicrhau ein bod yn gwybod pa fath o lety sydd ei angen, er mwyn i ni allu cynllunio a datblygu'r safleoedd cywir i chi eu defnyddio.



#### Er mwyn cymryd rhan yn yr arolwg

Ffoniwch ni: 01492 576274

Neu e-bostiwch: strategaethtai@conwy.gov.uk Bydd angen i chi ddarparu eich enw llawn a rhif ffôn neu gyfeiriad e-bost

Diolch am eich help.







# Appendix 6 – Interview Log

Address	Type of tenure	Interview attempts	Engagement techniques used	Questionnaire completed or refusal?	Reasons for refusal?
Bangor Road, Conwy	Unauthorised encampment	20/10/2015	Pre-arranged Interview	Υ	N/A
Bangor Road, Conwy	Unauthorised encampment	15/09/2015	Pre-arranged Interview	Υ	N/A
Bangor Road, Conwy	Unauthorised encampment	15/09/2015	Pre-arranged Interview	Υ	N/A
Unknown - Tel Interview	Local Authority site	20/10/2015	Pre-arranged Telephone Interview	Υ	N/A
Flint, Flintshire	Private authorised site	14/09/2015	Pre-arranged Interview	Υ	N/A