



# Local Development Plan 2021 > 2036

Cardiff Council - May 2026

## Cardiff Replacement LDP Examination

### Report on Gypsy and Traveller Site Assessment Process



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# 1. Introduction

- 1.1 This report sets out the site selection process that led to the allocation of a site for Gypsy and Travellers (Policy H11) of the Cardiff Replacement Local Development Plan (LDP). The process has been guided by statutory duties under the Housing (Wales) Act 2014, Planning Policy Wales (PPW), and Welsh Government guidance. It has also been informed by a robust identification of potential sites and an agreed site assessment criterion, developed in consultation with stakeholders and applied consistently across all potential locations.
- 1.2 The assessment process purpose was to ensure that the Council undertook a thorough investigation of a range of potential sites capable of meeting the accommodation needs identified in the 2024 [Gypsy and Traveller Accommodation Assessment](#) (GTAA).

## Policy and Legislative Context

- 1.3 The Housing (Wales) Act 2014 places a legal duty on local authorities to assess Gypsy and Traveller accommodation needs and ensure that identified need is met through appropriate site provision. Planning guidance in PPW requires local planning authorities to allocate sufficient land to meet the need for Gypsy and Travellers, apply a step-wise approach to biodiversity and designated sites and consider health, safety, amenity, and environmental constraints.
- 1.4 More detailed Welsh Government guidance is set out *Circular 5/2018 – Planning for Gypsy, Traveller and Showpeople Sites* which sets out expectations for site suitability, access to services, environmental and health considerations and engagement with Gypsy and Traveller communities. Further Welsh Government detailed guidance and locational principles are set out in *Designing Gypsy and Traveller Sites (2015)* including preference for sites of 20 pitches or fewer unless exceptional circumstances apply, avoidance of locations unsuitable for conventional housing and ensuring safe, healthy, and accessible living environments.

## 2. Site Identification

2.1 Prior to the commencement of the assessment, a thorough process was undertaken to identify a range of potential sites across the city from analysis of the following potential sources:

- Existing authorised and unauthorised sites, and sites subject to full, temporary, or personal consent or certificates of lawful use.
- An investigation was undertaken into the potential to regularise, implement, intensify, or extend existing Gypsy and Traveller sites and permissions.
- Sites owned by Gypsies and Travellers – Sites identified by Gypsies and Travellers during the fieldwork interviews were followed up, and key Gypsy and Traveller representatives known to the local Gypsy and Traveller community were contacted to identify any additional sites.
- All candidate sites were reviewed to check if any privately-owned land was available for Gypsy and Traveller use. Publicly owned candidate sites were deemed potentially available, and discussions were undertaken with private promoters to determine availability.
- Surplus public sector land – All Council and Welsh Government landholdings were reviewed, and discussions were held with Council officers and other public stakeholders to establish potential sites for the survey.
- Strategic sites and potential urban extensions – The scope for identifying land within larger housing allocations to meet the objective of achieving mixed and balanced communities has been investigated.
- Sites owned by Housing Associations (RSLs) – Housing associations were contacted to assess whether they had any potential sites.
- Private Landowners – A Call for Sites was undertaken by contacting local agents and landowners to identify any potential from land held by private landowners or large estates.

2.2 This process resulted in the identification of a long list of 55 potential sites, which were assessed against the criteria listed below in section 3 of the report.

### **3. Site Assessment Criteria**

3.1 The Council developed an agreed set of assessment criteria to ensure a transparent, consistent, and policy-compliant approach. These criteria were informed by Welsh Government guidance and local policy considerations.

3.2 The criteria fall into the following categories:

#### **1. Availability**

- Council owned or landowner (public or private) is willing to sell to Council.
- No legal or ownership problems such as multiple ownerships, ransom strips, tenancies, or operational requirements.

#### **2. Suitability Policy**

##### **Constraints**

- The site is not within an international designation (SPA, SAC, Ramsar).
- The site does not compromise the objectives of nationally or locally recognised designations (SSSI, SINCE, LNR, RIGS, SLA, Ancient Monuments, Listed Buildings, Conservation Areas, Archaeologically Sensitive Areas, Registered Historic Parks and Gardens and locally listed buildings).

##### **Physical Constraints**

- The site has acceptable and safe access to the road, footpath, and public transport network (in case of transit site would need to be the primary highway network).
- The site has access to local services and facilities (education, health services, shops, employment, leisure, recreation, churches, and other religious establishments) including consideration of the views of the Gypsy and Traveller community.
- The site has access to utilities (water, drainage sewage, waste collection, electricity, gas, telecoms, etc.).
- Air quality and noise levels are acceptable.
- Flood risk can be managed on the site and meet the acceptable criteria defined in TAN15.

- The site is not located on unstable land or on contaminated land which cannot be mitigated.
- The site is not located in close proximity to hazardous installations or water bodies such as docks, rivers, and canals unless effective mitigation is in place.
- The site is not located on high quality agricultural land (Grades 1, 2 3A).
- There is no unacceptable impact on landscape, biodiversity, or historic environment.
- The site can meet other planning requirements.

### **3. Achievability**

- Any physical constraints identified are capable of being overcome.
- The total cost (including any abnormal costs) does not prejudice the ability of the site to be developed.

3.3 These criteria were applied consistently to all 55 potential sites.

## 4. Findings

- 4.1 The assessment was undertaken in three phases against this agreed assessment criteria set out in Chapter 3. Phase 1 was applied to the long list of 55 potential sites and identified any sites with absolute constraints such as unacceptable flood risk, sites in a designated green wedge, sites with physical constraints that could not be overcome and sites that are already developed or are required for operational purposes and would not be available in the long term.
- 4.2 A total of 19 potential sites were identified with absolute constraints, which left 36 sites to proceed to the Phase 2 assessment. The Phase 2 assessment comprised a more detailed assessment of the sites that remained in the process after the Phase 1 assessment. To inform this a wider consultation process took place and expert opinion was sought from Natural Resources Wales, in addition to all appropriate departments across the Council (Ecologist, Highways, Strategic Estates, Economic Development, Highways, Education, Waste Management, Pollution Control, Tree Officer and Drainage).
- 4.3 The outcome of the Phase 2 assessment excluded a number of sites to produce the final shortlist. The grounds for omission include:
- Location within a Site of Special Scientific Interest (SSSI).
  - Unacceptable impact on the historic environment.
  - Land under long term lease for other use.
  - Protected trees.
  - Sewage issues.
  - Land is a key development site in ongoing regeneration programme.
  - Land that forms part of a larger allocation in the Local Development Plan for a Strategic Employment Site.
  - Covenant on land for drainage or recreational purposes only.
  - Drainage capacity issues, and
  - Land that raised issues in relation to total cost as it was now in the process of being sold / used for residential or business use or required for operational purposes.
- 4.4 At this point it became clear it was not possible to identify a suitable transit site through the process.
- 4.5 As the shortlisted sites were all located in close proximity to each other a further phase 3 assessment was undertaken to determine the best site to take forward looking at potential mitigation measures, relative suitability, and ability to contribute to the identified need.
- 4.6 This resulted in the Pengam Green allocation being identified as the preferred site for the following reasons:

- Acceptable and safe access.
- Good access to local services and facilities.
- Consultation with Gypsy and Traveller community showed broad support for the site.
- Availability of utilities.
- No legal or ownership issues.
- Minimum landscape impact.
- No Impact on historic environment.
- No impact on agricultural land quality.
- Site can be landscaped and delivered on a phased basis; and
- Cost of delivery

4.7 Since the identification of this site is a preferred site significant work has begun to prepare for a planning application submission for the site. This has included, a detailed site appraisal, completion of a design brief, appointment of a design team, detailed topographic surveys of the site, biodiversity studies, flood risk studies, a tree survey, utility searches, constraints and opportunities mapping and pitch layout designs.

4.8 Through this process the Council explored the potential for meeting need through multiple smaller sites. However, many smaller sites were unavailable or undeliverable, some were too constrained to provide safe or acceptable living conditions and others could only deliver a very small numbers of pitches. The scale of Cardiff's need (117 permanent pitches) meant smaller sites alone could not meet statutory obligations.

## 5. Conclusions

- 5.1 The Pengam Green allocation emerged as the only site capable of delivering a significant proportion of the identified need. Its selection was based on:
- Availability of land – the Council own this site and the wider Pengam Green area.
  - Capacity to deliver up to 80 pitches in a phased approach.
  - Integration with wider regeneration and infrastructure proposals for the wider Pengam Green site.
  - Potential for mitigation of flood risk, biodiversity, noise, and air quality impacts.
  - Deliverability within the plan period.
- 5.2 The Council acknowledge that the site is not without constraints, but the assessment concluded that these can be addressed through:
- Detailed flood risk, ecological surveys, and mitigation.
  - Noise and air quality assessments.
  - Infrastructure improvements.
  - Master planning and design measures.
- 5.3 These matters are now being addressed through detailed work to inform the submission of a planning application for the site later this year.
- 5.4 The Council acknowledge that the GTAA identifies a need for 10 transit pitches. However, as outlined above it was not possible to identify a suitable site through this assessment process. Given this the Council is working with neighbouring authorities on a regional approach, and a study has been commissioned by Welsh Government looking at transit provision across Wales to inform this process.
- 5.5 The Council consider that this process provides a robust assessment in line with national policy and guidance. The assessment has applied an agreed, transparent, and robust assessment criteria to a wide range of potential sites. This has included an assessment of environmental, social, health and deliverability constraints and engagement with the Gypsy and Traveller community.
- 5.6 The findings of this assessment confirm that the Pengam Green allocation is the only realistic and deliverable option capable of meeting a substantial proportion of the identified need. The Council considers the process to be sound, evidence-based, and compliant with statutory duties.

# Appendix 1: Table summarising assessment of potential sites

Site Name	1. Availability		2. Site Suitability -														3. Achievability	Phase removed	Reason for removal
			Policy Constraints		Physical Constraints														
	Council owned or landowner (public or private) is willing to sell to Council	No legal or ownership problems such as i. Multiple ownerships ii. Ransom strips iii. Tenancies	Not within an international designation (SPA, SAC, RAMSAR)	Does not compromise nationally or locally recognised designations (SSSI, SIN, LNR, RIGS, SLA, Ancient Monuments, Listed Buildings, Conservation Areas, Archaeologically Sensitive Areas, Registered Historic Parks and Gardens and locally listed buildings)	Acceptable and safe access to i. the road, footpath, and public transport network (in case of transit site would need to be the primary highway network)	ii. local services and facilities (education, health services, shops, employment, leisure, recreation, churches, and other religious establishments) including consideration of the views of the Gypsy and Traveller	iii. utilities (water, drainage sewage, waste collection, electricity, gas, telecoms etc)	Air quality and noise levels are acceptable	Flood Risk	Not on unstable land	Not located on contaminated land	Not in close proximity to hazardous installations or water bodies unless effective mitigation in place	Not located on high quality agricultural land (1,2,3a)	Unacceptable impact on landscape, biodiversity, or historic environment	Can meet other planning requirements	Physical constraints identified are capable of being overcome	Total cost (including any abnormal costs) does not prejudice the ability of the site to be developed		
1. Newlands Road, Wentloog (CAR001)																	2	Site located within Existing Employment Area which is protected for employment purposes	
2. Ynys House, Heol Yr Ynys, Tongwynlais (CAR002)																	1	Unacceptable flood risk	
3. Rover Way Caravan Park, Rover Way, Pengam (CAR003)																	1	No capacity for extension	
4. Shirenewton Gypsy Site, Wentloog Road, Wentloog (CAR004)																	1	No capacity for extension	
5. Land adj to Rhosog Fawr Reen, Wentloog Road (CAR005)																	2	Site located in SSSI and further intensification of site would increase impact. Site not owned by Council total cost could prejudice the	

																			ability for the site to be developed
6. The Pony Paddock, Wentloog Road (CAR006)																			2 Site located in SSSI and further intensification of site would increase impact. Site not owned by Council total cost could prejudice the ability for the site to be developed
7. New Farm Yard, Wentloog Road (CAR007)																			2 Site not owned by Council total cost could prejudice the ability for the site to be developed
8. Land adjacent K&L Dismantlers, Wentloog Road, Wentloog (CAR008)																			1 No capacity for extension
9. Ely Bridge Farm, Dyfrig Road, Ely (CAR025)																			1 Site not available as part of residential development scheme
10. Queen Alexandra Head (CAR026)																			2 Site not in Council ownership and identified for other uses
11. Former Queens Gate Car Park (CAR028)																			2 Site not in Council ownership and identified for other uses

12. Land at areas 9-12, St Mellons (CAR029)																			3	Access poor and potential impact on nature conservation interests and historic environment
13. Trowbridge Mawr – Land west of Trowbridge Road, South of Greenway Park and north of Wentloog Road (CAR030)																			3	Potential impact on nature conservation interests and historic environment
14. Land east of Cypress Drive, St Mellons (CAR032)																			2	Site not available as part of LDP Strategic employment site
15. Land at Brindley Road, Leckwith (CAR039)																			2	Site not available as part required for operational purposes and remainder recently sold by Council
16. Rookwood Hospital (CAR043)																			2	Site identified for other uses and unacceptable impact on the historic environment
17. Former Lansdowne Hospital Site (CAR044)																			2	Site not owned by the Council and identified for residential development
18. Whitchurch Hospital Sites (CAR047)																			2	Site identified for residential development and unacceptable impact on the historic environment
19. Greenhill School, Heol Brynglas, Rhiwbina (CAR101)																			1	Site identified for other uses





46. Pen-y-Bryn (New site 15)																		2	Site required for operational purposes
47. Community Centre, St Mellons (New site 16)																		1	Site required for operational purposes
48. Nettlefold Road (New site 17)																		1	Site too small required for operational purposes
49. Corner of Greenway Rd/Wentloog Rd (New site 18)																		2	Site not available as leased for grazing purposes
50. Recycling Centre, Waungron Road, Fairwater (New site 19)																		1	Site required for operational purposes
51. Bessemer Close, Grangetown (Site 1) (New site 20)																		2	Site required for operational purposes
52. Bessemer Close, Grangetown (Site 2) (New site 21)																		2	Site sold for other uses
53. Land at Church Road, Pontprennau (New site 22)																		2	Site identified for residential uses
54. Land at New Mill Farm, Mill Lane, Llanrumney																		1	Unacceptable flood risk
55. Scout Hut and adjoining land off Cemaes Crescent, Trowbridge																		1	Site required for operational purposes