

## Gypsy & Traveller Accommodation

### Housing Evidence Base Briefing Note 19 (BN19)

#### Summary

'Local planning authorities should set pitch targets for gypsies and travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of travellers in their area.'

The identified need for Gypsy & Traveller sites has changed over time as sites have been delivered. The annual update of the model using 2014 caravan count data has reduced the number of residential pitches required in Cornwall between 2014 and 2028 to 20 pitches – all to be delivered in the first five years. Transit requirements (64 pitches) and Showpeople requirements (11 pitches) were rolled forward to 2027 based on the 2006 GTAA and the 2008 Draft Revised RSS.

#### Key Facts

There is a requirement for 20 Gypsy & Traveller residential pitches to be delivered between 2014 and 2028, plus 64 Gypsy & Traveller transit pitches and 11 plots for Showpeople.

*Source: Cornwall Council.*

#### National Context

The National Planning Policy Framework (NPPF)<sup>i</sup> (paragraph 50) states that 'to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community'. The assessment of the need for Gypsy and Travelling Communities accommodation forms part of the objectively assessed need<sup>BN1</sup> for housing in Cornwall, and is part of the Strategic Housing Market Needs Assessment<sup>BN2</sup>.

'Planning Policy for Traveller Sites'<sup>ii</sup> was issued alongside the NPPF and should be read in conjunction with the NPPF. It states that 'local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities'. The document goes on to add that 'local planning authorities should, in producing their Local Plan:

- Identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets;
- Identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15;
- Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);
- Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density;
- Protect local amenity and environment.'

All Local authorities in England are required by the government to carry out, and submit, a count of caravans<sup>iii</sup> on Traveller sites, on specified dates twice a year, in January and July, providing a snapshot of the number of caravans on the day of the count. The count takes place twice a year to reflect winter residence and summer

travelling trends. Information is collected about caravans on authorised socially-rented sites, authorised privately-funded sites, unauthorised developments (sites on land owned by Travellers for which planning permission had not been granted) and unauthorised encampments (on land not owned by Travellers and which do not have planning permission).

DCLG guidance<sup>iv</sup> on caravan counts states that 'sites and encampments should be included in the return if the occupants are: Traditional and Ethnic Gypsies and Travellers or Members of the non-traditional New Traveller groups who live in caravans or other moveable dwellings. The Count should include:

- All mobile homes, caravans, trailers and other living vehicles on traveller sites and encampments, whether or not they meet the strict legal definition of a caravan;
- Touring caravans on traveller sites and encampments even if not lived in permanently;
- Tents, benders or yurts where these are the 'permanent' living accommodation of travellers.'

## Local Context

A needs assessment for Gypsy & Traveller accommodation in Cornwall has been undertaken by consultants as part of the Strategic Housing Market Needs Assessment<sup>BN2</sup>. The need for Gypsy & Traveller accommodation forms part of the development need as identified in the Cornwall Local Plan. The 'Gypsy and Travelling Communities Strategy'<sup>v</sup> sets out how the Council will seek to facilitate the provision and good management of a range of sites for Gypsies, Travellers and Travelling Showpeople. This strategy has been developed and adopted (March 2014) by the Council as informal guidance and provides part of the evidence base to support the policies for Travellers in the Cornwall Local Plan.

The need for Gypsy & Traveller accommodation will be updated on an annual basis in Cornwall using data from the most recent caravan count.

## Definitions (from Planning Policy for Traveller Sites)<sup>vi</sup>

Gypsies and Travellers are defined as 'persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such'.

Travelling showpeople are defined as 'members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above'.

A pitch is defined as a pitch on a 'gypsy and traveller' site and a 'plot' means a pitch on a 'travelling showpeople' site (often called a 'yard'). This terminology differentiates between residential pitches for 'gypsies and travellers' and mixed-use plots for 'travelling showpeople', which may/will need to incorporate space or to be split to allow for the storage of equipment.

## Previous Needs Assessments

A Gypsy & Traveller Accommodation Assessment (GTAA)<sup>vii</sup> was undertaken in 2006 in Cornwall to assess the need for accommodation for each of the former Cornwall districts. This study was designed to assess the level of accommodation provision for Gypsies and Travellers in Cornwall (excluding Travelling Showpeople) and estimate the extent of accommodation need. The 2006 GTAA study concluded that the evidence available at the time suggested that between 2006 and 2011 there was a need for 147 residential pitches and between 33 and 45 transit pitches.

These figures were subject to public examination in 2008 as part of the partial review of the Regional Spatial Strategy (RSS) for the South West. Following the examination, the 'Draft Revised RSS Incorporating the Secretary of State's Proposed Changes for Public Consultation' was published in July 2008 and 'revised' the Cornwall GTAA figures for the period 2006-2011 to 159 residential pitches, 40 transit pitches and 6 Travelling Showpeople plots. The RSS stated that local planning authorities should consider the allocation of sites to meet longer term requirements, and that where updated data on Gypsy and Traveller requirements is not available, a 3% compound growth rate was a suitable basis for assessing longer term needs.

The residential pitch requirement element of the 2006 GTAA study was updated by consultants<sup>viii</sup> (published May 2014) using 2012 caravan count data. This new needs assessment identified a need for 105 residential pitches between 2013 and 2027, and all of these were required in the first five years. The study did not re-examine the need for transit and travelling showpeople sites, but did suggest that the Draft Revised RSS figures could be rolled forward for transit sites (not travelling showpeople) using the 3% compound growth factor (advocated by the Draft RSS) which suggests a requirement for 64 transit pitches in Cornwall between 2006 and 2027.

The May 2014 needs assessment recommended annually updating the model using the biannual caravan count to maintain an up to date position.

## Needs Assessment Update August 2014

Changes made to the methodology used in the DCLG Caravan Count in January 2014 have resulted in a tightening up of the types of travellers that should be included in the caravan count. As a result, the number of unauthorised encampments recorded in Cornwall has significantly reduced as a large number were found to be primarily migrant workers living on a Gypsy & Traveller site rather than members of the Gypsy & Traveller community.

The annual update of the model (see Appendix 1) using 2014 caravan count data has resulted in a reduction in the number of residential pitches required in Cornwall between 2014 and 2028 to 20 pitches – all to be delivered in the first five years.

**Note:** Please note that all figures in the needs assessment are rounded up.

## Anticipated Future Impact on Accommodation

The fluidity of the Gypsy & Traveller community means that it is likely that the need for accommodation will continue to fluctuate, and an annual update of the needs assessment will be required to continually monitor the need for this type of accommodation. It will also be important to monitor delivery of pitches to ensure that delivery is indeed made in the first five years as this will have implications for provision in the following 5-10 years.

## Risk Assessment

The importance of the caravan count in assessing how much Gypsy & Traveller accommodation is required has highlighted how important it is that robust and reliable data is collected and used.

It should also be noted that it is only the residential pitch element of the accommodation assessment that has been updated at this time, and the figures for transit and travelling showpeople pitches are still based on the Draft Revised RSS figures in 2008 which were based on the GTAA 2006 study.

## Use in Cornwall Local Plan

The evidence on the accommodation needs of Gypsies & Travellers has been used throughout the development of the Cornwall Local Plan as follows:

- The 2006 GTAA and the Draft Revised RSS July 2008 provided the evidence and the figures that were rolled forward to 2020 (237 residential pitches, 52 transit pitches and 9 Travelling Showpeople pitches) for the Core Strategy Options Report, 'Our Preferred Approach for a Core Strategy' and the Cornwall Local Plan: Strategic Policies Pre Submission Version - <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-local-plan/cornwall-local-plan-strategic-policies/core-strategy-options-report/> and <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-local-plan/cornwall-local-plan-strategic-policies/our-preferred-approach-for-a-core-strategy-and-options-and-preferred-options-for-minerals-energy-and-waste/> and <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-local-plan/cornwall-local-plan-strategic-policies/strategic-policies-pre-submission-stage/>;
- The GVA May 2014 updated needs assessment provided the evidence and the figures for the residential pitch requirement (105 residential pitches). Transit requirements (64 pitches) and Showpeople requirements (11 pitches) were again rolled forward to 2027 but remained based on the 2006 GTAA and the 2008 Draft Revised RSS. These were included in the Cornwall Local Plan: Strategic Policies Proposed Submission Version - <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-local-plan/cornwall-local-plan-strategic-policies/strategic-policies-proposed-submission-version/>;
- The August 2014 annual updated to the GVA May 2014 needs assessment requiring 20 residential pitches justifies the reduction in the number of residential pitches required in the Schedule of Focused Changes to the Cornwall Local Plan: Strategic Policies Proposed Submission Draft March 2014. Transit requirements (64 pitches) and Showpeople requirements (11 pitches) were again rolled forward to 2027 but remained based on the 2006 GTAA and the 2008 Draft Revised RSS - <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-local-plan/cornwall-local-plan-strategic-policies/schedule-of-focused-changes/>

## Examination Findings

A review of Local Plan examinations underway has revealed that some plans are being asked to do further work if the Inspector considered that the evidence made available on the need for Gypsy & Traveller accommodation was not considered sufficient.

## Associated Briefing Notes

BN1 – Objectively Assessed Need

BN2 – The Housing Market & the Strategic Housing Market Needs Assessment

## Further Information

Gypsy and Travelling Communities Strategy: is Cornwall's informal guidance on how the Council will seek to facilitate the provision and good management of a range of sites for Gypsies, Travellers and Travelling Showpeople -

<http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-local-plan/gypsy-and-travelling-communities-strategy/>

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<sup>i</sup> DCLG (2012) National Planning Policy Framework -

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>ii</sup> DCLG (2012) Planning Policy for Traveller Sites -

<https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>

<sup>iii</sup> DCLG (2014) Traveller Caravan Count Guidance Notes -

<https://www.gov.uk/government/collections/traveller-caravan-count>

<sup>iv</sup> DCLG (2014) Traveller Caravan Count: guidance note for July 2014

<sup>v</sup> Cornwall Council (2014) Gypsy and Travelling Communities Strategy -

<http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-local-plan/gypsy-and-travelling-communities-strategy/>

<sup>vi</sup> DCLG (2012) Planning Policy for Traveller Sites -

<https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>

<sup>vii</sup> Fordham (2006) Cornwall Gypsy & Traveller Accommodation Assessment -

<http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-local-plan/gypsy-and-travelling-communities-strategy/>

<sup>viii</sup> GVA (2014) Gypsy and Traveller Accommodation Needs Assessment for Cornwall, Plymouth, South Hams and West Devon Local Authorities - <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-local-plan/gypsy-and-travelling-communities-strategy/>

## Appendix 1: 2014 Annual update of the Gypsy & Travelling Communities Needs Assessment Model

Main Pitch & Caravan Needs Assessment (2014)		
Stage	Description	Cornwall
<b>Stage A - Supply</b>		
A1	Supply	263
A2	Turnover - pitches vacated for re-use per annum	9
<b>Stage B - Current Need (backlog) - Caravan Counts &amp; Temporary Permissions</b>		
B1	Net Local Need - Unauthorised Caravans	21
B2	<i>Of Unauthorised - conversion to pitches</i>	15
B3	Temporary Permissions - Caravans	13
B4	<i>Of Temporary Permissions - conversion to pitches</i>	10
<b>Stage C - Current Need (backlog) - Overcrowding</b>		
C1	Overcrowding - Caravans	10
C2	<i>Of Overcrowding - conversion to pitches</i>	8
<b>Stage D - Total Current Need Calculation</b>		
D1	Current Need - Caravans (D1=B1+B3+C1)	44
D2	<i>Of Current Need - conversion to pitches (D2=B2+B4+C2)</i>	<b>33</b>
<b>Stage E - Need Calculation: Years 1 - 5</b>		
E1	Newly Forming Households - Caravans (5 years)	42
E2	<i>Of Newly Forming Households - conversion to pitches</i>	30
E3	Annual Average Requirement - Meet Pitch Backlog (5 years)	7
E4	Annual Requirement - Newly Forming Households	6
E5	Average Supply from Turnover (Annual) (Step A2)	9

<i>Details / Assumptions</i>
<i>Average number of authorised caravans in previous two caravan counts (261+264/2 =263</i>
<i>Average annual turnover - data from Gypsy &amp; Traveller Liaison Officers</i>

<i>Unauthorised caravans requiring permanent pitch (CLG data) (20+21/2=21</i>
<i>Unauthorised caravans divided by LA multiplier (21/1.4=15)</i>
<i>Average number of temporary permissions from previous two caravan counts (15+10/2=13</i>
<i>Temporary permissions divided by LA multiplier (13/1.4=10)</i>

<i>Assume overcrowded if more than 4 people live in one caravan.</i>
<i>Overcrowding divided by LA multiplier</i>

*D1/1.4*

<i>Apply family formation rate - 3% added cumulatively p.a. – see table below</i>
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*E1/1.4*

*D2/5*

*E2/5*

E6	Total Need - Annual (E6 = E3 + E4 - E5)	4
E7	Total Need - Years 1 - 5 (E7 = E6*5)	<b>20</b>

**Stage F - Need Calculation: Years 6 - 10**

F1	Annual Average Requirement - Meet Pitch Backlog (5 years)	0
F2	Newly Forming Households - Caravans (5 years)	49
F3	<i>Of Newly Forming Households - conversion to pitches</i>	35
F4	Annual Requirement - Newly Forming Households	7
F5	Average Supply from Turnover (Annual) (Note - Includes assumed new supply delivered during years 1 - 5)	9
F6	Total Need - Annual (F6 = F4 - F5)	0
F7	Total Need - Years 6 - 10 (F7 = F6*5)	<b>0</b>

*Apply family formation rate - 3% of new supply added cumulatively p.a.*

*F2/1.4*

*F3/5*

**Stage G - Need Calculation: Years 11 - 15**

G1	Annual Average Requirement - Meet Pitch Backlog	0
G2	Newly Forming Households - Caravans (5 years)	57
G3	<i>Of Newly Forming Households - conversion to pitches</i>	41
G4	Annual Requirement - Newly Forming Households	9
G5	Average Supply from Turnover (Annual) (Note - Includes assumed new supply delivered during years 1 - 5)	9
G6	Total Need - Annual (G6 = G4 - G5)	0
G7	Total Need - Years 11 - 15 (G7 = G6*5)	<b>0</b>
	Total Pitch provision Years 1 - 15	<b>20</b>

*Apply family formation rate - 3% of new supply added cumulatively p.a.*

*G2/1.4*

*G3/5*

<b>Multipliers</b>	<b>Details / Assumptions</b>	
Caravan to Pitch Multiplier	Calculation from primary survey of average number of caravans per pitch in each LA	1.4

NB: Model always rounds up figures

**CORNWALL**

Family Formation  
Rate 3%

Cumulative	Supply
	(A1) 263
7.89	270.89
8.1267	279.0167
8.370501	287.387201
8.62161603	296.008817
8.880264511	304.8890815
9.146672446	314.035754
9.42107262	323.4568266
9.703704798	333.1605314
9.994815942	343.1553473
10.29466042	353.4500078
10.60350023	364.053508
10.92160524	374.9751132
11.2492534	386.2243666
11.586731	397.8110976
11.93433293	409.7454306
Years 0 - 5	41.88908154
Years 6 - 10	48.56092623
Years 11- 15	56.2954228