

NEWARK & SHERWOOD LOCAL DEVELOPMENT FRAMEWORK

Gypsy and Traveller Accommodation Assessment 2013-2028

Produced October 2015 Updated June 2016

NEWARK & SHERWOOD GYPSY AND TRAVELLER ACCOMMODATION ASSESSMENT 2013-2028

Section 1 – Introduction

1.1 This document contains an assessment of current and future accommodation needs of Gypsies and Travellers in the Newark and Sherwood District. The Council believes there are a small number of Showmen in the district but during preparation of the assessment no specific responses were received and consequently no separate assessment has been carried out. The assessment will be used to inform decisions relating to housing need generally and to specifically inform the consideration of Gypsy and Traveller sites through the development plan process and decisions on planning applications.

Section 2 - Background

- 2.1 Local Authorities have a duty under Housing Legislation to consider, and periodically review, housing needs within their area both generally and specifically for the Gypsy and Traveller population. Government planning policy also requires local authorities to maintain a specific deliverable five year supply of sites for Gypsies and Travellers together with a supply of specific deliverable sites, or broad locations for growth, for years 6 to 10 and where possible for years 11-15. In the past, the number of Gypsy and Traveller pitches required to be provided was set through Regional Spatial Strategies (RSS's) but these have now been revoked and the introduction of the Governments' 'Planning policy for traveller sites' in March 2012 set the requirement for local authorities to carry out local needs assessments to set their own pitch requirements and deliver these through Local Plans. A new 'Planning Policy for traveller sites' was issued in August 2015, after this needs assessment had been carried out, which maintains the basic requirement to carry out and plan in response to local assessments but introduces some changes, the implications of which are discussed below.
- 2.2 Newark and Sherwood accommodates a large Gypsy and Traveller population compared to many other local authorities. Planning for the needs of this community forms a significant consideration in planning for the housing needs of the whole of the districts population. The last Gypsy and Traveller Accommodation Assessment (GTAA) for the district was carried out by Tribal Consultants, in partnership with six other Nottinghamshire Authorities and the East Nottinghamshire Travellers Association (ENTA) in 2007. The full GTAA can be viewed at: https://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=2&cad=rja&uact=8 &ved=0CCYQFjABahUKEwj38ubEpbXIAhXGuxQKHW81At0&url=https%3A%2F%2Fwww.bass etlaw.gov.uk%2Fmedia%2F103325%2FBSGypsyTravellerNeedsOtherNottsLAs.pdf&usg=AFQji <u>CNFnKo-rDakOlb025 0q7ja5Ae7uQ</u>. The GTAA at that time set a requirement of 88 pitches for Newark and Sherwood. This informed the production of the East Midlands Regional Spatial Strategy which required Newark and Sherwood to provide 84 pitches up to 2012. This was facilitated through Core Policy 4 of the Core Strategy adopted in March 2011.
- 2.3 The pitch requirements of Core Policy 4 were exceeded by the grant of planning permissions for 92 pitches and the policy has also now time expired. The Council must now therefore carry out its own assessment of current and future need. In preparing for the review of the development plan the Council has prepared this need assessment to inform pitch provision for the remainder of the plan period.

Section 3 – <u>Methodology and Information Gathering.</u>

- 3.1 The methodology was developed jointly by all local authorities in Nottinghamshire, and representatives of the travelling community in order to ensure a consistent approach across the county when undertaking assessment of need for new pitch provision. It has been subject to countywide stakeholder consultation and two rounds of public consultation within Newark and Sherwood. The version presented here incorporates amendments made following those consultations.
- 3.2 The methodology takes a supply versus need approach to assess new pitch requirements. To determine these requirements both supply and need are assessed using available data as of March 2013.
- 3.3 Information gathering was carried out in accordance with the approach set out in previous consultation documents; In the west of the district the County's Gypsy and Traveller Liaison Officer carried out one to one interviews with owners and occupiers of sites and achieved a high level of response. ENTA undertook the same exercise in the east of the district but unfortunately were unable to record any responses. In light of this and in consultation with ENTA, data from the west of the district has been extrapolated and other sources used. If consultation yields more information the assessment will be updated accordingly.
- 3.3 To determine where need for new permanent gypsy and traveller pitches may arise in the future the assessment considers:
 - Levels of need arising from unauthorised developments (These are pitches of any type that do not have planning permission);
 - The expiry of temporary permissions during the study period (These are pitches that have planning permission for a set number of years);
 - The number of housed Gypsies and Travellers who have a demonstrable need for site based accommodation (These are Gypsies and Travellers who live in bricks and mortar because they cannot find pitches on sites); and
 - how many new households requiring site based accommodation will be formed during the calculation period (This is the number of pitches required by Gypsies and Travellers forming new family units)
- 3.4 Each section of the calculations set out in the spreadsheets below carries an explanation.

Section 4 – Implications of 2015 Planning policy for traveller sites

- 4.1 This assessment was firstly carried out prior to the introduction of the Governments August 2015 Planning policy for traveller sites. For the purposes of calculating need, the main implication arising from this was the change in definition of Gypsies and Travellers for the purposes of planning policy. The requirement to plan for pitch provision now only relates to the section of the community that have not ceased to travel permanently.
- 4.2 As this was the first time such a distinction had been made, it was not reflected in any of the collected data and therefore was not possible to make a distinction in the previous assessment.
- 4.3 Since that time, consultation on the Local Development Framework Review Issues Paper was used to seek views on the matter. In the absence of any base line information, the reasonableness of a 50/50 split between those who continued to travel and those who have

ceased to travel permanently was offered for consideration. There was general disagreement to this approach, from both the travelling and non-travelling community mainly due to there being no evidence to support it. Consequently, we re-visited the data and established that housing records and the 2011 census gave us a good indication of the numbers and locations of Gypsies and Travellers who lived in 'bricks and mortar'. Knowing that none of these had formally expressed a preference to be on sites, either through previous consultations or the Councils housing services, we considered them to have permanently ceased travelling. The calculation still makes an allowance for those in bricks and mortar who wish to be on sites to cater for any unidentified need.

4.4 The calculations within the GTAA have been adjusted to reflect this distinction and future GTAA's will continue to make an assessment of the whole Gypsy and Traveller population, with, for planning purposes, a distinction between those who continue to travel and those who have ceased to travel permanently.

Newark and Sherwood Gypsy and Traveller Accommodation Assessment (GTAA) : 2013 – 2018

Stage 1: Establish general baseline data			
Step	Action	Figure	
1a	Enter the total Gypsy and Traveller household population for area		
Notes	The January 2013 Traveller Count (https://www.gov.uk/government/collections/traveller- caravan-count) recorded 292 caravans across the district. In accordance with the Nottinghamshire GTAA undertaken in 2007 by Tribal (updated in 2010) an assumption is made that there are 1.7 caravans to one household (para. 4.2.6 pg. 46) \therefore 292/1.7 = 172 households . The 2011 Census recorded a Gypsy & Travellers (G&T) population of 253 . The Ward Location of G&T sites in the district is Castle (recorded population of 41) and Ollerton & Boughton (recorded population of 14) \therefore assumption made from 2011 Census that 55 G&T residents live on a site and remainder in bricks & mortar accommodation which = 198 . For planning purposes this proportion of the community are considered to have ceased travelling permanently. The Tribal study (para. 3.6, pg.33) assumes that that the average household size of the G&T population in the district is 3.3 \therefore 55/3.3 = 17 households. \therefore The total Gypsy and Traveller household population for area is 172 + 17 = 189 .	189	

Stage 2: Current known pitch need by 31st March 2013		
Step	Action	Figure
1	Unauthorised developments (including temporary permissions) that did not gain planning permission by 31st March 2013	0
2	Unauthorised encampments as of 31st March 2013 where demonstrable local need for <u>permanent</u> pitches	0
Notes	None recorded at March 2013	

3	Number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation as of 31st March 2013		
Notes	From the face to face survey work undertaken in 2014 (west of the district only) and the Council's housing register & homelessness records no need was identified. However in recognition that there may still be those in bricks and mortar who wish to be on a site an assumption has therefore been made in accordance with the Tribal Study (para 4.7.5 pg.54) that 33% of those households in bricks & mortar would take up a place on site if offered. \therefore Brick & Mortar calculation in cell B6 198 x 2 (50%) = 396/3.3 = 120 hh 120/33% = 40	40	
4	Number of concealed households with known need for site based accommodation as of 31st March 2013		
Notes	Based on 2014 survey data for the west of District this yields a 21% concealed household growth over the period = 12 pitches. Then applying the same principle to the household numbers in the Newark area - 232 caravans from the January 2013 Traveller count, divided by 1.7 (Tribal make the assumption that there are 1.7 caravans to one household) = 136 households then x this by 21% = 29 pitches to meet the concealed household growth. \therefore 29+ 12 = 41	41	
5	Applicants on public site waiting lists as of 31st March 2013	0	
Notes	Not Applicable as there are no public sites in the district.	0	
6	Total known pitch need	81	
Stage 3	: Forecast of pitch need from after 31st March 2013 – 20	18	
7	Temporary permissions due to end between 31st		
/	March 2013 -2018		
Notes	The sites with temporary permissions are: Edingley (4),Green Park, Tolney Lane (10) and former abbatoir Tolney Lane (15)	29	
8	Forecast of number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation between 31st March 2013 – 2018	40	

Notes	The 2011 Census recorded a Gypsy & Travellers (G&T) population of 253 . The Ward Location of G&T sites in the district is Castle (recorded population of 41) and Ollerton & Boughton (recorded populatio of 14) \therefore assumption made from 2011 Census that 55 G&T residents live on a site and remainder in bricks & mortar accommodation which = 198 . The 2011 Census recorded a total G&T population of 253 . The Tribal study at para. 4.2.9, pg. 47, assumes that housed G&T's represent 50% of the overall population \therefore 198 x 2 = a total housed population 396 . Para. 4.2.7, pg.47 of Tribal study states that the number of households can be estimated by dividing the total population by 3.3 \therefore 396/3.3 = 120 households . The Tribal Study at page 118 assumes for the district that 33% of those in housing would take up a place on site if offered \therefore 120 x 33% = a forecast of 40 .			
9	Forecast of household growth (family formation) requiring site based accommodation from present population (*at present includes site and housing based population*) - 5 year figure calculated	19.8	Total Household Population 2013 Tribal Study assumes that household growth is 2.10% (para. 4.9, pg. 54), when compared to recent studies undertaken by other local authorities assumptions appears reasonsable.	189 2.10%
10	Total forecast pitch need 31st March 2013 – 2018		88.8	

<u>Total Need for 2013 – 2018</u>

<u>169.8</u>

Stage 4: Supply of known Gypsy and Traveller Pitches by base date		
12	Total number of pitches currently available to G&T's as of 31st March 2013	203
Notes	From records of approved planning permissions and the Traveller Count 300 pitches are available. However, the following sites have been identified as current, long term voids: 21 pitches from Land North of Ropewalk, 34 Ropewalk Farm Tolney Lane & 28 Church View Tonley Lane \therefore 300 - 83 = 217 minus 14 expired C7 = 203	
13	Total number of pitches in use by G&T's as of 31st March 2013	172
Notes	The Janunary 2013 Traveller Count (https://www.gov.uk/government/collections/traveller- caravan-count) recorded 292 caravans across the district. In accordance with the Nottinghamshire GTAA undertaken in 2007 by Tribal (updated in 2010) an assumption is made that there are 1.7 caravans to one household (para. 4.2.6 pg. 46) ∴ 292/1.7 = 172 households . From CIG Count Jan 2013 292 caravans/1.7 (tribal 1.7 caravans = 1 hh/pitch) = 172	
14	Total number of pitches not in use, but available to G&T's	31.0

-	5: Forecast of supply of known Gypsy and Travell een 31st March 2013 – 2018	er Pitches	
15	Forecast of turnover of sites in use for G&T's, which will accommodate <u>new need</u> (as opposed to site by site transfer) - <u>5 year figure used</u>	86	10.00%

11

18 19 Stage	Total Number for forecast supply 31st March 2013 – 2018 <u>Total Supply 31st March 2013 - 2018</u> e 6: Total Pitch Requirements	125.0 <u>156.0</u>	
	2018		
18	2018	125.0	
Notes	**If the following don't come forward as assumed = 0 *****Land North of Ropewalk Farm (21 pitches) & Church View (additional 28 pitches as 7 occupied on CLG Jan 13 count), owner has provided written assurance that the sites are likely to be brought back into use within next 5 years.	0	
17	Forecast of total number of pitches not in use, but expected to be so by 2018(with planning permission)		
Notes	The Tribal study made the assumption that 4.5% (para. 4.4.2, pg.49) of G&T's that lived on authorised sites would prefer to live in housing ∴= 172 x 4.5 = 7.4 x 5 years = 39	39	
16	Forecast of transfers to housing from sites - <u>5 year</u> figure to be used		
Notes	recorded, though these sites are commonly transitory in nature. For the east of the district an analysis of Council tax data was undertaken resulting in a turnover rate of 45%, however it is not known if this was a result of site to site transfer or new residents. Taking into consideration these figures, the Tribal turnover figure of 8% (para. 4.11.9, pg. 59) and recent studies undertaken by other local authorities (with turn over assumptions ranging from 4 - 12%) it was considered that 10% is a reasonable assumption to make for this GTAA. (It should be noted that as the district has no public sites a turnover will always have been based on broad assumptions.)		

NB: The 2007 GTAA Study was undertaken by the consultants Tribal who undertook the GTAA for the whole of Nottinghamshire (with the exception of Bassetlaw) providing a district level 5 year need figure for additional permanent pitches. The Study was updated in 2010. Copies of each study are available on request from the District Council. The Methology and Approach to the above calculation was consulted on and adopted across all Nottinghamshire authorities. In taking forward Newark & Sherwood districts 2013 GTAA face to face surveys with 16 households were completed on sites in the west of the district during the period October -November 2013.

Newark and Sherwood Gypsy and Traveller Accommodation Assessment (GTAA) : 2018 – 2023

Stage 1: Establish general baseline data			
Step	Action	Figure	
1a	Enter the total Gypsy and Traveller household population for area		
Notes	This is an estimate based on the baseline data established in the 2013-2018 assessment with the addition of the pitches required by that assessment	203	

Stage 2: Current known pitch need by 31st March 2018		
Step	Action	Figure
1	Unauthorised developments (including temporary permissions) that did not gain planning permission by 31st March 2018	0
2	Unauthorised encampments as of 31st March 2018 where demonstrable local need for <u>permanent</u> pitches	0
Notes	Will be updated at beginning of calculation period	
3	Number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation as of 31st March 2018	
Notes	This calculation maintains the assumption set out in the 2013-2018 assessment that 33% of the total population that live in bricks and mortar would prefer to be on sites.	40

4	Number of concealed households with known need for site based accommodation as of 31st March 2013			
Notes	Based on 2014 survey data for the west of District this yields a 21% concealed household growth over the period = 12 pitches. Then applying the same principle to the household numbers in the Newark area - 232 caravans from the January 2013 Traveller count, divided by 1.7 (Tribal make the assumption that there are 1.7 caravans to one household) = 136 households then x this by 21% = 29 pitches to meet the concealed household growth. \therefore 29+ 12 = 41		41	
5	Applicants on public site waiting lists as of 31st March 2018		0	
Notes	Not Applicable as there are no public sites in the district.			
6	Total known pitch need		81	
Stage 3	: Forecast of pitch need from after 31st March 2018 – 202	23		
7	Temporary permissions due to end between 31st March 2018 -2023			
Notes	The sites with temporary permissions are: Green Park, Tolney Lane (10) and former abbatoir Tolney Lane (15)		25	
8	Forecast of number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation between 31st March 2018- – 2023		42	
Notes	This calculation maintains the assumption set out in the 2013-2018 assessment that 33% of the total population that live in bricks and mortar would prefer to be on sites.		43	
9	Forecast of household growth (family formation) requiring site based accommodation from present population (*at present includes site and housing based population*) - 5 year figure calculated	21.3	Total Household Population 2013	203

		Tribal Study assumes that household growth is 2.10% (para. 4.9, pg. 54), when compared to recent studies undertaken by other local authorities assumptions appears reasonsable.	2.10%
10	Total forecast pitch need 31st March 2018 – 2023	89.3	
11	<u>Total Need for 2018–2023</u>	<u>170.3</u>	

Stage 4: Supply of known Gypsy and Traveller Pitches by base date		
12	Total number of pitches currently available to G&T's as of 31st March 2018	203
Notes	From records of approved planning permissions and the Traveller Count 300 pitches are available. However, the following sites have been identified as current, long term voids: 21 pitches from Land North of Ropewalk, 34 Ropewalk Farm Tolney Lane & 28 Church View Tonley Lane \therefore 300 - 83 = 217 minus 14 expired C7 = 203	
13	Total number of pitches in use by G&T's as of 31st March 2013	172

14	Total number of pitches not in use, but available to G&T's	31.0	
Notes	The Janunary 2013 Traveller Count (https://www.gov.uk/government/collections/traveller- caravan-count) recorded 292 caravans across the district. In accordance with the Nottinghamshire GTAA undertaken in 2007 by Tribal (updated in 2010) an assumption is made that there are 1.7 caravans to one household (para. 4.2.6 pg. 46) \therefore 292/1.7 = 172 households . From CIG Count Jan 2013 292 caravans/1.7 (tribal 1.7 caravans = 1 hh/pitch) = 172		

	5: Forecast of supply of known Gypsy and Travell en 31st March 2013 – 2018	er Pitches	
15	Forecast of turnover of sites in use for G&T's, which will accommodate <u>new need</u> (as opposed to site by site transfer) - <u>5 year figure used</u>		
Notes	Based on the 2014 survey data in the west of the district a turnover rate of approximately. 40% was recorded, though these sites are commonly transitory in nature. For the east of the district an analysis of Council tax data was undertaken resulting in a turnover rate of 45%, however it is not known if this was a result of site to site transfer or new residents. Taking into consideration these figures, the Tribal turnover figure of 8% (para. 4.11.9, pg. 59) and recent studies undertaken by other local authorities (with turn over assumptions ranging from 4 - 12%) it was considered that 10% is a reasonable assumption to make for this GTAA. (It should be noted that as the district has no public sites a turnover will always have been based on broad assumptions.)	86	10.00%
16	Forecast of transfers to housing from sites - <u>5 year</u> figure to be used		
Notes	The Tribal study made the assumption that 4.5% (para. 4.4.2, pg.49) of G&T's that lived on authorised sites would prefer to live in housing ∴= 172 x 4.5 = 7.4 x 5 years = 39	39	
17	Forecast of total number of pitches not in use, but expected to be so by 2018(with planning permission)	0	

Notes	**If the following don't come forward as assumed = 0 *****Land North of Ropewalk Farm (21 pitches) & Church View (additional 28 pitches as 7 occupied on CLG Jan 13 count), owner has provided written assurance that the sites are likely to be brought back into use within next 5 years.		
18	Total Number for forecast supply 31st March 2018 – 2023	125.0	
19	Total Supply 31st March 2018 - 2023	<u>156.0</u>	
Stage	6: Total Pitch Requirements		
20	Total Gypsy and Traveller pitch requirements 2018 – 2023	<u>14.3</u>	

Newark and Sherwood Gypsy and Traveller Accommodation Assessment (GTAA) : 2023 – 2028

Stage 1: Establish general baseline data		
Step	Action	Figure
1a	Enter the total Gypsy and Traveller household population for area	
Notes	This is an estimate based on the baseline data established in the 2018-2023 assessment with the addition of the pitches required by that assessment	218

Stage 2: Current known pitch need by 31st March 2023		
Step	Action	Figure
1	Unauthorised developments (including temporary permissions) that did not gain planning permission by 31st March 2023	0
2	Unauthorised encampments as of 31st March 2023 where demonstrable local need for <u>permanent</u> pitches	0
Notes	Will be updated at beginning of calculation period	
3	Number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation as of 31st March 2023	40

Notes	This calculation maintains the assumption set out in the 2013-2018 assessment that 33% of the total population that live in bricks and mortar would prefer to be on sites.			
4	Number of concealed households with known need for site based accommodation as of 31st March 2023			
Notes	Based on 2014 survey data for the west of District this yields a 21% concealed household growth over the period = 12 pitches. Then applying the same principle to the household numbers in the Newark area - 232 caravans from the January 2013 Traveller count, divided by 1.7 (Tribal make the assumption that there are 1.7 caravans to one household) = 136 households then x this by 21% = 29 pitches to meet the concealed household growth. \therefore 29+ 12 = 41		41	
5	Applicants on public site waiting lists as of 31st March 2023		0	
Notes	Not Applicable as there are no public sites in the district.			
6	Total known pitch need		81	
Stage 3	: Forecast of pitch need from after 31st March 2023 – 20	28		
7	Temporary permissions due to end between 31st March 2023 -2028			
Notes	Estimated		20	
8	Forecast of number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation between 31st March 2018- – 2023		43	
Notes	This calculation maintains the assumption set out in the 2013-2018 assessment that 33% of the total population that live in bricks and mortar would prefer to be on sites.		45	
	Forecast of household growth (family formation)		Total	

10	Total forecast pitch need 31st March 2023 – 2028	85.9	
11	<u>Total Need for 2023 – 2028</u>	<u>166.9</u>	
		Tribal Study assumes that household growth is 2.10% (para. 4.9, pg. 54), when compared to recent studies undertaken by other local authorities assumptions appears reasonsable.	2.10%

Stage date	e 4: Supply of known Gypsy and Traveller Pi	tches by base
12	Total number of pitches currently available to G&T's as of 31st March 2018	203
Notes	From records of approved planning permissions and the Traveller Count 300 pitches are available. However, the following sites have been identified as current, long term voids: 21 pitches from Land North of Ropewalk, 34 Ropewalk Farm Tolney Lane & 28 Church View Tonley Lane \therefore 300 - 83 = 217 minus 14 expired C7 = 203	
13	Total number of pitches in use by G&T's as of 31st March 2013	172

14	Total number of pitches not in use, but available to G&T's	31.0	
Notes	The Janunary 2013 Traveller Count (https://www.gov.uk/government/collections/traveller- caravan-count) recorded 292 caravans across the district. In accordance with the Nottinghamshire GTAA undertaken in 2007 by Tribal (updated in 2010) an assumption is made that there are 1.7 caravans to one household (para. 4.2.6 pg. 46) \therefore 292/1.7 = 172 households . From CIG Count Jan 2013 292 caravans/1.7 (tribal 1.7 caravans = 1 hh/pitch) = 172		

	5: Forecast of supply of known Gypsy and Travell een 31st March 2013 – 2018	er Pitches	
15	Forecast of turnover of sites in use for G&T's, which will accommodate <u>new need</u> (as opposed to site by site transfer) - <u>5 year figure used</u>		
Notes	Based on the 2014 survey data in the west of the district a turnover rate of approximately. 40% was recorded, though these sites are commonly transitory in nature. For the east of the district an analysis of Council tax data was undertaken resulting in a turnover rate of 45%, however it is not known if this was a result of site to site transfer or new residents. Taking into consideration these figures, the Tribal turnover figure of 8% (para. 4.11.9, pg. 59) and recent studies undertaken by other local authorities (with turn over assumptions ranging from 4 - 12%) it was considered that 10% is a reasonable assumption to make for this GTAA. (It should be noted that as the district has no public sites a turnover will always have been based on broad assumptions.)	86	10.00%
16	Forecast of transfers to housing from sites - <u>5 year</u> figure to be used		
Notes	The Tribal study made the assumption that 4.5% (para. 4.4.2, pg.49) of G&T's that lived on authorised sites would prefer to live in housing ∴= 172 x 4.5 = 7.4 x 5 years = 39	39	
17	Forecast of total number of pitches not in use, but expected to be so by 2018(with planning permission)	0	

Notes	**If the following don't come forward as assumed = 0 *****Land North of Ropewalk Farm (21 pitches) & Church View (additional 28 pitches as 7 occupied on CLG Jan 13 count), owner has provided written assurance that the sites are likely to be brought back into use within next 5 years.	
18	Total Number for forecast supply 31st March 2023 – 2028	125.0
19	Total Supply 31st March 2023 - 2028	<u>156.0</u>
Stage	6: Total Pitch Requirements	
20	Total Gypsy and Traveller pitch requirements 2023 – 2028	<u>10.9</u>