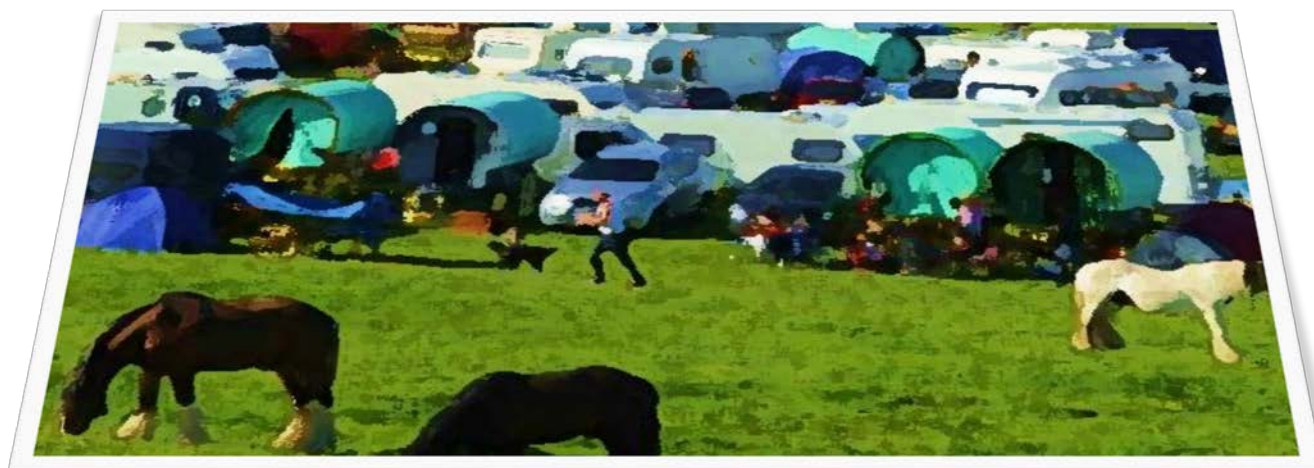


# Mansfield District Council

## Traveller Accommodation Needs Assessment and Strategy



April 2015

[www.mansfield.gov.uk](http://www.mansfield.gov.uk)



**Mansfield**  
District Council



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## **Glossary of terms and abbreviations**

**Allocations** – Potential development sites identified and protected for specific uses.

**Authorised site** – A site with planning permission for a specified number of pitches, owned by either the Local Authority or a Registered Social Landlord.

**Authorised private site** – An authorised site owned by a private individual (who may or may not be a Gypsy or a Traveller). These sites can be owner occupied, rented or a mixture of owner occupied and rented pitches.

**Bricks and mortar** – Permanent mainstream housing.

**Caravan** – Mobile accommodation used by Gypsies, Travellers and Travelling Showpeople. Also referred to as trailers.

**Communities and Local Government (CLG)** – The Government department responsible for Gypsy and Traveller accommodation issues.

**Development Plan Documents (DPDs)** – Documents which outline the key development goals of the Local Development Framework

**Gypsy and Traveller Accommodation Needs Assessment (GTAA)** – Documents produced or commissioned by a Local Authority that identifies the accommodation requirements of Gypsies and Travellers in their administrative area.

**Gypsies and Travellers** – This is the term used to include all ethnic Gypsies and Irish Travellers, plus other Travellers who adopt a nomadic or semi-nomadic way of life. It does not include Travelling Showpeople.

**Local Plan** – This document sets out the planning policies in a local authority area. These are very important when deciding planning applications. They are subject to independent examination. Local plans must be positively prepared, justified, effective and consistent with national policy.

**Pitch** – An area of land on a site / development, generally home to one household. Can be varying sizes and have varying caravan occupancy levels.

**Site** – An authorised area of land on which Gypsies and Travellers are accommodated in trailers, chalets or vehicles. It can contain one or multiple pitches.

**Transit site** – Sites which provide accommodation for short, albeit undefined periods. These can be either authorised or unauthorised sites.

**Travelling Showpeople** – Commonly referred to as Showmen, these are occupational Travellers who work on travelling shows and fairs

**Unauthorised development** – This refers to a caravan / trailer or group of caravans / trailers on land owned (possibly developed) by Gypsies and Travellers without planning permission.

**Unauthorised encampment** - Stopping on private / public land without permission (For example, camping at the side of the road)

## 1: INTRODUCTION

- 1.1 This report sets out Mansfield District Council's preferred approach to the issue of identifying and if necessary meeting any Gypsy, Traveller and Travelling Showmen (hereafter referred to as Travellers) accommodation needs for Mansfield for the period 2014 to 2029.
- 1.2 It is based on work done with Ashfield and Bassetlaw District Council's to enable the partner authorities to derive locally set targets for travellers' pitches and plots to be addressed through the development plan process, as well as gaining an understanding of local issues facing travellers. There are separate calculations for Gypsies and Travellers as well as Travelling Showpeople, and consideration has been given to the requirement for transit sites.
- 1.3 The assessment was undertaken using a joint methodology (Nottingham and Nottinghamshire Traveller Accommodation Needs Assessment Methodology - Notts. Local Authorities, October 2013), which has been or is intended to be adopted by all the local authorities in Nottinghamshire. This sets out how the current and future needs in Nottinghamshire have been assessed in accordance with the provisions of the Housing Act 2004 and the government's planning policy for Traveller sites March 2012 (PPTS). In a minor change to the methodology, the partner authorities have taken the decision to change the base date from April 2013 to April 2014 in order to utilise the most up-to-date information.
- 1.4 The assessment has drawn on a number of primary and secondary data sources including:-
  - **Primary data** – Face to face surveys with the traveller community, information from planning applications and caravan counts
  - **Secondary information** – Secondary data analysis and literature review, including examples of good practice from other local authorities and previous GTAAS (Gypsy and Traveller accommodation assessments)
  - **Stakeholder consultation** - Workshop with service providers, representatives from the travelling communities, neighbouring local authorities/organisations and other relevant stakeholders
- 1.5 It was clear from early on in the process that Mansfield which does not have a notable Traveller community, would have difficulty in providing useable and robust data from the recognised sources. However, by applying the agreed methodology and by considering all other forms of data reflecting what demand there may be for sites within the district a robust assessment has been achieved.

- 1.6 It was also recognised that if there is no identifiable demand for Traveller provision within the district, the correct outcome may be not to bring forward a site or sites through the emerging Local Plan for which there is no specific demand but recognise that this may be an issue on which the council should take a supportive approach, should such a demand become evident in the future.

## **BACKGROUND**

- 1.7 Prior to the publication of the PPTS, the number of pitches for travelling communities that each local authority needed to provide was determined at a regional level by Regional Planning Bodies (RPBs) and subsequently set out in Regional Spatial Strategies (RSSs). In Nottinghamshire, this was based on the 2007 Countywide Gypsy and Traveller accommodation assessment (GTAA) by Tribal and the Bassetlaw GTAA which set out pitch requirements up until 2011 and 2010 respectively. This requirement of need was then extended to 2012 in the now revoked East Midlands Regional Plan.
- 1.8 Policy 16 of the Regional Plan stated that  
“Local Authorities and other relevant public bodies should identify land for additional pitch provision based on clearly evidenced assessments of need, working together across administrative boundaries where possible Local Development Frameworks should make provision for the minimum additional pitch requirements set out in appendix 2 (of the Regional Plan) taking account of the need arising from future growth beyond 2012 as set out in paragraph 3.1.18.”
- 1.9 For Mansfield the requirement for Gypsies, Travellers and Travelling Showpeople for the period 2007 – 2012 was given as 5, compared to 8 for Ashfield, 25 plus 18 transit pitches for Bassetlaw and 84 for Newark and Sherwood. Although this assumed need was not provided for, there has been no evidence of unmet need within the district.
- 1.10 In August 2009, a temporary planning permission was granted for change of use of redundant electricity sub-station site to Showman’s yard (2009/0433/NT), which the council considered would meet or at least contribute to meeting the need indicated by the Regional Plan. The use was temporary until 2011 and there have been no subsequent applications at the site.
- 1.11 Following the revocation of the Regional Plan, the PPTS sets out that it is now the responsibility of individual local authorities to identify the requirement for Traveller pitches/plots based on local needs assessments, but does not include any requirement to follow specific national guidance on how to do this.
- 1.12 In light of this, the seven boroughs and districts in Nottinghamshire prepared a joint methodology to provide a framework for the assessment of

accommodation needs. This adopts an approach which takes account of previous guidance and current good practice, and was tested through a technical consultation with key stakeholders, local community representatives, known interested parties and agents in July 2013. Amendments were made in response to comments received and further consideration. The resulting methodology was utilised by all participating authorities at different points in time according to the timescales of their plan making processes.

- 1.13 Generally when applying the methodology in practice it became apparent that some of the stages in assessing the overall need could be improved upon, or required an alternative approach as a result of difficulties in obtaining data. This assessment therefore uses a method of calculation which revises some aspects of the original methodology in order to achieve a more robust outcome with regard to assessment of need. Changes from the original assessment approach (as set out in the 2014 methodology report) are set out in appendix B.
- 1.14 It should be noted that some of the information within the original 2007 Tribal assessment, (such as formulas for converting population into households), are still considered relevant and have been used where there is an absence of any more up-to-date information. More detail on assumptions and calculations is included in section 5 of this report.
- 1.15 Whilst the lack of sites, or responses from Travellers within bricks and mortar, means that generally there are zero entries resulting in the complexities of the methodology appearing pointless, it was felt that to maintain a common approach with other districts and to show that the approach had been applied robustly, these steps should not be missed out.

## **2: POLICY BACKGROUND**

### **NATIONAL POLICY CONTEXT**

#### **Planning Policy for Traveller sites (PPTS)**

- 2.1. National policy and guidance in respect of planning for Travellers is set out in PPTS (CLG, March 2012). This policy replaces Circular 01/2006 'Planning for Gypsy and Traveller Caravan Sites' and Circular 04/2007 'Planning for Travelling Showpeople'.
- 2.2. The PPTS contains two policies which relate to the assessment of the need and future provision of new sites. Policy A deals with 'Using evidence to plan positively and manage development' and policy B provides advice on 'Planning for Traveller sites'. The main thrust of these policies is to:-



- a. give local planning authorities the responsibility to determine the right level of traveller site provision in their area in consultation with local communities, while ensuring fairness in the planning system;
- b. remove the specific reference and requirement for Gypsy and Traveller Accommodation Assessments (GTAA), though a duty still remains to have a robust evidence of need to inform local plans;
- c. enable local planning authorities to use their assessment of need to set their own targets for pitch/plot provision; and
- d. encourage local planning authorities to plan for sites over a reasonable timescale and identify sufficient deliverable sites to deliver site need in the first five years and broad locations for developable sites for years 6-10 and years 11-15.

### **The National Planning Policy Framework (NPPF)**

- 2.3. The government states that the PPTS should be read in conjunction with the Government's National Planning Policy Framework 2012 (NPPF) which aims to protect the environment while promoting sustainable growth.
- 2.4. The NPPF sets out the overarching priorities for the planning system, against which Local Plans are to be prepared and decisions made on planning applications.
- 2.5. The NPPF directs local planning authorities to the Planning Policy for Traveller Sites document when assessing the accommodation needs of travellers. The NPPF will however, be an important consideration when identifying sites for travellers' accommodation subsequent to a needs assessment.

### **The Housing Act 2004**

- 2.6. Whilst there have been numerous changes to the planning policy framework at the national level, the requirement to assess the accommodation needs for travelling communities remains firmly embedded in the Housing Act 2004. The Act requires local housing authorities to include travellers in their accommodation assessments and to take a strategic approach.

### **Gypsy and Traveller Accommodation Assessments Guidance (CLG, 2007)**

- 2.7. Whilst the NPPF replaces a plethora of Planning Policy Statements (PPSs) and Guidance Notes (PPGs), a number of guidance documents still remain. This includes the Gypsy and Traveller Accommodation Assessment Guidance (2007).

- 2.8. The 2007 GTAA guidance is expected to be formally withdrawn by the Government, though the duty to complete assessments will remain. However, some basic principles are considered to be relevant and have been taken into account in undertaking this assessment. This is set out in greater detail in the 2014 joint Methodology document (paragraph 2.12).

## **LOCAL POLICY CONTEXT**

- 2.9. The Mansfield District Local Plan 1998 has no specific policy in relation to sites for Travelling Showpeople and Gypsies. However, at para 6.16.1 it states that the council will liaise with the Showman's Guild of Great Britain in identifying the demand for and availability of suitable sites for this purpose and will consult with the County Council in identifying any suitable sites for gypsies should such a need arise.
- 2.10. This new assessment will inform future policy and site allocations in the emerging Mansfield Local Plan which is anticipated to be published as a Consultation Draft Local Plan in late 2015.
- 2.11. Please see the Council's website for more details about the existing Local Plan:-  
<http://www.mansfield.gov.uk/localplan1998>

### **3. STAKEHOLDER CONSULTATION**

#### **Workshop**

3.1 A stakeholder workshop was undertaken in November 2013 in order to provide qualitative information about the accommodation needs of travellers and help gain an understanding of local issues specific to the study area. The study area for this event also included Newark and Sherwood District and attendees included representatives from:-

- the traveller community
- adjoining local authorities
- service providers – health, education, social care, police, fire service
- Rural community action group – travelling together
- Nottinghamshire gypsy liaison officer
- Derbyshire gypsy liaison group
- Local housing, planning and environmental health officers
- Consultants undertaking comparable work for Derbyshire and Staffordshire local authorities

3.2 The partner authorities also attended the neighbouring Derbyshire GTAA focus group session in February 2014 and in Lincolnshire in March 2013, with the aim of obtaining an overall perspective on issues facing the travelling community in the wider area. A summary of themes discussed and general findings are set out below.

#### **Existing site accommodation**

3.3 Stakeholders discussed current known traveller sites in the study area as identified on maps by the participating local authorities. These include authorised and unauthorised residential sites and Travelling Showmen sites. No additional sites were identified by those present.

#### **Issues outside of the study area (including Newark & Sherwood District)**

3.4 Matters reaching beyond Ashfield, Bassetlaw, Mansfield and Newark & Sherwood that affect Traveller communities were discussed. Issues arising included:-

- The need for awareness of double counting in respect of requirements e.g., Brigg/ Gainsborough travel to and from Newark.

#### **Travel flow**

3.5 Attendees made reference to local travel patterns as follows:

- New residents moving from Worksop to Newark.
- Significant cross boundary movement from Chesterfield and Doncaster to Newark as children move away due to land availability
- Pleasley site (in Bolsover district) is poor with little facilities
- Some travellers were known to have moved into housing due to lack of available pitches
- During the summer months, many Travellers travel nationwide (in line with information identified in the 2007 Tribal study)

### **Site requirements**

#### **3.6 Site size:**

The stakeholders discussed that a site size of 10 -12 plots would suit one extended family, although smaller would be acceptable. It was agreed that most people prefer a family site rather than large sites.

It was also emphasised that smaller, family run sites don't experience management problems which can sometimes be associated with larger sites.

It was generally agreed that the size of a site would need to reflect size of any neighbouring settlement, in line with government guidance.

#### **3.7 Pitch/plot size:**

No definitive response was forthcoming on this subject, although at the Derbyshire event, the GLG (2007) guidance on good site design which promotes minimum standards was cited. One stakeholder suggested that shared facilities were preferable, but in contrast, others felt that each pitch should have its own utility block.

#### **3.8 Occupation and ownership:**

Consideration needs to be given to the different types of Travellers within the community. Certain groups live in harmony, but there have been difficulties in the past with unmanageable public sites outside of the study area. Some council's operate allocation policies on socially rented sites which acknowledge cultural differences, although this can sometimes be interpreted as prejudice.

Some stakeholders felt that a council owned site is more likely to meet the needs of those on unauthorised encampments as those who buy land generally use it for family. An additional problem with privately owned sites can be overcharging for services. There is currently only 1 public site in Nottinghamshire (Bassetlaw district).

Conversely, at the Derbyshire event, the general consensus was that larger sites are better managed by Gypsies or Travellers who fully understand the needs of the community. However, it was advised that there needs to be a formal agreement between landlords and occupiers.

3.9 Location:

Agreement that sites need to be near services. No issues from the Traveller community with sites being adjacent to the settled community. It was thought that some Travellers may wish to return to the Newark area, although the priority is for families to stay together.

3.10 Provision for the elderly:

Stakeholders were asked whether there is scope to consider delivering a bespoke site specifically for older members of Traveller communities (i.e. something akin to a retirement home). The general consensus was that separate sites are not required as community generally prefer to live as family units, although some adaptable amenity blocks would be helpful. However, it was noted that the cost of adaptations could increase rent on private sites.

A representative of Health Care Services advised that support could be given with the provision of adaptations and disabled facilities.

### **Bricks and mortar accommodation**

- 3.11 There was a general consensus that the needs of Travellers currently residing in bricks & mortar accommodation should be included, but agreement that it is very difficult to measure or estimate numbers of households. CLG don't offer guidance on the proportion of the community living in housing, or information on the distribution of the housed population. Anecdotally, one stakeholder believed the proportion in housing to be around 50%.

### **Transit sites**

- 3.12 Stakeholders felt that there was probably a need for more transit/emergency sites throughout the area and nationwide. A lot of the community travel in the summer to find work.

The Gypsy and Traveller Liaison Officer is undertaking work to establish travel patterns in the locality, which would assist in identifying appropriate locations for any such sites. However as their responsibility only extends as far as highway and NCC land, obtaining information has so far proved difficult. Data protection has hindered progress to a large extent.

Stakeholders agreed that there is a need to prioritise the assessment for permanent site accommodation in the first instance.

### **Barriers to provision**

- 3.13 The perceptions held by local council members and a lack of political will for making decisions about the location of traveller sites were cited as the biggest obstacle to provision. The group felt there was a knowledge gap and some members should be more aware that the travelling community are also their constituents.
- 3.14 The cost of planning applications and procedures were also cited as an obstacle. Many applications have been refused in the first instance and then won on appeal.

### **Other information**

- 3.15 Councils are at different stages in the plan making process which will make a joint study impractical. However, all authorities will take on board responses from the stakeholder event and use a framework as set out in a joint assessment methodology.

## **4 The Mansfield situation**

- 4.1. Mansfield has never had a significant or regular demand for sites from the traveller communities. Whilst there have been occasional unauthorised encampments, there is no specific pattern or group and often it appears to simply be travellers who are passing through the district on their way to or from a specific event or occasion. Table 1 in appendix C reflects all of the recorded occurrences over the last three years.
- 4.2. Table 2 in appendix C, provides the Caravan count data over the last 10 counts since 2009. This count is carried out by all authorities on a January and July cycle. The table, whilst clearly only a snap shot at a specific time, indicates the general lack of demand for sites within the district.
- 4.3. There are no authorised traveller sites and a review of planning records uncovered only one related planning applications for such uses over the last 10 years. This application (2009/0433/NT) granted a temporary permission for a change of use of redundant electricity sub-station site to showman's yard (now lapsed), which it is believed it was never implemented.
- 4.4. The council is aware of a long standing use of land for fairground related storage by travelling show people at Ley Lane in Mansfield Woodhouse.

The site is part of a large privately owned field which has long been used for local fairs, with a small section fenced off by temporary barriers to provide private living and storage areas.

- 4.5. We are also aware of a few households within Warsop with apparently traveller origins, although the census return only records 2 instances within Mansfield district.
- 4.6. However, whilst several approaches were made by council officers to talk to these people about the Gypsy and Traveller questionnaire, all requests were rejected. It is clearly not possible or desirable for people to be harassed over such matters so it has been decided to take a nil return in relation to this.
- 4.7. There are currently no authorised traveller accommodation sites within Mansfield district.

### **Census data**

- 4.8. The 2011 census holds data 'White; Gypsy or Irish Traveller' population at ward level for each local authority. This figure does not include Travelling Showmen. It should be noted this data has limitations and is likely to under-represent the whole Traveller community, including those in transit or on unauthorised sites. The data also represents individuals, rather than households and is therefore not directly comparable with pitch requirements. A summary table for the study area is set out below.
- 4.9. In the 2011 census only 2 people considered themselves to be, "White; Gypsy or Irish Traveller", which is the equivalent of a single household.
- 4.10. A report published by the Irish Traveller movement in Britain estimates that the 2011 census undercounts by 47% across the East Midlands region.
- 4.11. In Mansfield's case, the census data for Travellers within bricks and mortar does appear to be lower than the number of households based on local knowledge. However, it may be that people who have chosen to leave that life style no longer consider themselves as Gypsy or Travellers and our experiences of trying to question this part of the population accords with this view.

### **Unauthorised developments**

- 4.12. There are no unauthorised development sites known to be operating within the district of Mansfield.

## 5. Traveller accommodation needs assessment - Data source and assumptions

- 5.1. This section sets out the steps for assessing need, including data sources and assumptions made where information is lacking. The stages referred to relate to the tables of assessment in appendix A of this report.

### Stage 1 – Total traveller populations for the district.

- 5.2. **Assumption for what constitutes a pitch or yard in terms of caravan numbers** – Information sourced from stakeholder groups, planning applications, other GTAA's and site owners. Questionnaire and stakeholder event suggested best size pitch to be 2 caravans plus amenity block and 2 car parking spaces. This is also consistent with government guidance which suggests as a general guide, a family pitch should have enough space to accommodate a large trailer (which could be a static caravan), a touring caravan, an amenity building, parking for two vehicles and a small garden area.
- 5.3. **Assumption for what constitutes average household** - The previous Nottinghamshire GTAA suggested 3.3 persons/hh, while neighbouring counties of Leicestershire and Derbyshire suggest 4.0 persons/hh and 3.5 persons/hh respectively. We have therefore taken an average of 3.6 persons/hh across the three counties.
- 5.4. **Establishing a household population** - Two sources have been considered.
- Updating the figures established in the Nott's GTAA 2007 and Bassetlaw GTAA and applying the multiplier to include Travellers in housing (50% in the Nott's GTAA). It should be noted that the original GTAA's included Showpeople in their calculations. This group is now assessed separately and data will therefore need to reflect this.
  - Using census 2011 information, considering that the numbers from the census may be an under representation in some instances. Apply a multiplier of 47% which reflects the estimate of undercount as set out in the report by the Irish Traveller movement. (N.B. Census data does not include Travelling Showpeople).
- 5.5. In Mansfield's case, and based on the lack of response to requests for data, both methods result in a zero result and no notable resident Traveller population.

### Stage 2- Current known pitch need by 31st March 2014

- 5.6. **Unauthorised development plots as of 31<sup>st</sup> March 2014** - Would help to indicate a demonstrable local need for permanent pitches, however in Mansfield's case the lack of any unauthorised development sites and in fact,



the lack of take up of a recent permission indicates a lack of demand for sites within the district. The very limited and occasional unauthorised encampments and the caravan count figures given in appendix C does not show a clear and justifiable requirement for permanent sites within Mansfield.

- 5.7. **Unauthorised encampment households as of 31<sup>st</sup> March 2014** – In Mansfield the lack of any unauthorised development sites does not generate additional requirements where the number of unauthorised plots were less than the number of households living within the site, i.e., there are household needs that are currently not being met. The very limited and occasional unauthorised encampments and the caravan count figures given in appendix C does not show a clear and justifiable requirement for permanent sites within Mansfield.
- 5.8. **Number of traveller households in bricks and mortar** - These people could also demonstrate a need for site based accommodation, if that was what they or members of their households would prefer. However, despite the efforts of the council we were unable to identify any additional needs from trying to interview those people we knew had a Traveller background. There is no definitive known need on housing register or from questionnaires. Whilst anecdotal evidence from stakeholder discussions suggests that such needs do exist, the work we have done indicates to the contrary.
- 5.9. **Applicants on public site waiting lists as of 31<sup>st</sup> March 2013** – This does not apply to Mansfield as we have no public sites.

### **Stage 3: Forecast of pitch need from after base date 2014 – 2019**

5.10. This takes account of:-

- a. **Temporary permissions due to end between 2014 and 2019** – In Mansfield's case there are no temporary permissions currently outstanding.
- b. **Forecast of household growth (family formation)** - requiring site based accommodation from present population residing in bricks and mortar– a growth rate of 2.1% can be applied. However, in Mansfield's case where people within housing do not want to engage at all with the idea of identifying a need for Gypsy and Traveller sites, it appears unsupportable and a zero figure has been taken.
- c. **Forecast of household growth (family formation)** based on existing sites – A future requirement based on the growth of households from the present population residing on sites – a growth rate of 2.1% has been applied, as set out above. In Mansfield as we have no such sites, the growth is zero.

### **Stage 4: Supply of known Gypsy and Traveller Pitches by 31<sup>st</sup> March 2014**

- Total number of pitches currently available to Gypsy and Traveller's as of 31<sup>st</sup> March 2014 – taken from tables in section 4 of this document. In Mansfield's case, this is zero.

- Total number of pitches in use by Gypsy and Traveller's as of 31<sup>st</sup> March 2014 – taken from tables in Section 4 of this document. In Mansfield's case, this is zero.

### **Stage 5: Forecast of supply of known Gypsy and Traveller pitches between 2013 – 2018**

- Forecast of turnover of sites in use for Gypsy and Traveller's, which will accommodate new need (as opposed to site by site transfer) - Percentage rate calculated which is applied to pitch figure at step 14 giving a total number of vacant pitches per annum. This is then multiplied by 5 to give total 5 year number.

The 2007 Tribal study <sup>1</sup>assumed a turnover rate of 8%, but did not include 5 year figure for those moving from sites to housing. Any percentage turnover used in this step therefore needs to acknowledge that any pitches freed up from those moving into housing from sites is accounted for below in step 22.

This step ultimately represents those freeing up pitches and moving out of the district, i.e., 'out' migration. This needs to be balanced with any known 'in' migration.

- Forecast of transfers to housing from sites – No primary data available. Utilised the 2007 Tribal study assumption of 4.5% applied to current site based households over a 5 year period.
- Forecast of total number of pitches not in use, but expected to be so by 2018. This includes all sites with planning permission not yet implemented.

5.11 In Mansfield's case, as demonstrated in appendix A this results in a zero figure.

### **Stage 6: Total pitch requirements 2014-2019**

This is the pitch requirement for each local authority for period between 2013 – 2018 - **Step 11 minus step 19 equals 5 year pitch requirements for 2013 – 2018**

### **Stage 7: Future need calculation 2019 – 2024**

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<sup>1</sup> Tribble study May 2007. Notts, Gypsy & Traveller Accommodation needs study.

- Total number of pitches by 2018 (pitches from 2014 plus need for 2014-2019) - This figure will include the total number of pitches at the start of the assessment (step 11), plus those pitches expected to come back into use by 2018 (step 17), as these will be additional supply, plus any new pitches required between 2014 – 2019 (step 20).
- Turnover and forecast of movement between housing and sites as applied in Stage 6
- Compound increase in Gypsy and Traveller site based households between 2018 – 2023 - For the purpose of clarity; this step has been revised to reflect a 5 year forecast of household growth from Travellers living on sites only. Household formation from those currently residing in bricks and mortar are now included at step 26. The 2007 tribal study assumed a 2.1% household formation rate. When compared to other recent studies, this assumption appears reasonable and has therefore been applied.
- In Mansfield's case, this results in a zero figure.

#### **Stage 8: Future need calculation 2024 – 2029**

- This is the same approach as stage 7 but rolled on by five years and using the updated figures from stage 7. However, due to the situation within Mansfield this still results in a zero figure.

### **6. Conclusions and policy response**

- 6.1. In relation to Gypsy and Travellers, both the modelling and the factual data show no substantive demand for a Traveller site within Mansfield district.
- 6.2. It is accepted that the lack of existing sites and the limited number of Travellers within bricks and mortar, who did not want to take part in the study, means that the chosen methodology was always likely to indicate no substantive demand within the Mansfield district. However this does not mean that the methodology agreed was not justified or robust.
- 6.3. The aim of the study was to see whether there is a need for a Traveller site and how big that need is. The methodology as applied to Mansfield has shown that there is no substantive need. When compared to the evidence given in appendix C, related to interviews with and the number of unauthorised stops and the Caravan Count data, it is clear that Mansfield is not an area where Travellers seek to locate, rather it is simply an area that is sometimes passed through which occasionally necessitates a short stop.
- 6.4. The results are not surprising. There is not a historic basis of Travellers staying in the area or unauthorised sites leading to greater and greater demand for permissions to be granted or sites to be set up.

- 6.5. Economically Mansfield is not an area with high employment availability or significant seasonal work that may attract migrant labour unlike other areas.
- 6.6. Also, importantly, Mansfield does not have direct access to the major north/south road links of the A1 or M1, or the east /west links of the M60 or M42 to the north and south of the district.
- 6.7. This has always limited the attractiveness of Mansfield to Travellers and has resulted in the relatively low incidence of unauthorised Traveller encampments.
- 6.8. Based on the methodology, primary and secondary data and consideration of the nature of the district, there appears to be no justification for allocation and provision of a traveller site within the district. Allocation of a site would require clearly evidence of a need and information to inform the potential location and size of any site. No such information is currently available.
- 6.9. In terms of Travelling Showpeople, there is one existing site within the area. Whilst efforts have been made to contact the users, operators and owners of the site they have indicated an unwillingness to answer questions related to the site. The site is much larger than the area which is used for habitation and which is separated from the rest of the site by heras type moveable fencing and would allow for some possible expansion of this facility if required.
- 6.10. However, it is accepted that matters may change over time and there may be a need identified in the future. For this reason it is considered that the Local Plan, whilst not allocating a site at this time, should make provision for a potential site in the future to meet any identified need.
- 6.11. The following policy will therefore be promoted through the Local Plan to meet any future needs.

**Proposed policy on Gypsy and Traveller, or Travelling Showpeople site provision**

Where there is a proven local need for a site to provide for Gypsy and Traveller accommodation, or for the needs of Travelling Showpeople, within the district, planning permission will be granted, where all of the following criteria can be met;

- a) The site is within or adjoining an urban area, in order to maximise the possibilities for social inclusion and sustainable patterns of living and accessibility to all necessary physical and social infrastructure.
- b) The accommodation proposed is to meet the needs of people with an existing significant and long standing family, educational or employment connection to the area and is not disproportionate to the scale of the existing settlement whether singly or cumulatively

- c) The proposed site will integrate with the existing settlement pattern and surrounding land uses and would have an acceptable impact on the character and appearance of the area.
- 6.12. The above policy will be subject to consultation through the Local Plan process and independent examination prior to its adoption. However, in view of the lack of any clear evidence regarding need within the district, both in terms of nature, size or potential location, it is considered the most reasonable approach to take.

## Appendix A

## District breakdown of net future need

## Gypsy and Traveller Accommodation Assessment (excluding Showpeople): 2014 – 2029

Stage 1: Baseline data			
Step	Action	Figure	Notes
1a	Total Gypsy and Traveller household for area	1-4	2011 census data indicates 2 people within a single household. Housing records indicate 2 households. Local knowledge indicates up to 4 households. In all cases interviews have indicated a strong desire not to be involved in any questionnaire.

Stage 2: Current known pitch need by 31st March 2015			
Step	Action	Figure	
1	Unauthorised development pitches (including temporary permissions) that did not gain planning permission by 31st March 2014	0	No known need.
2	Unauthorised encampment households as of 31st March 2014 where demonstrable local need for <u>permanent</u> pitches	0	No known need.
3	Number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation as of 31st March 2014	0	No demonstrable known need on housing register or from attempts to complete questionnaires. Evidence suggests no demonstrable need within Mansfield district.
4	Number of existing concealed households with known need for site based accommodation as of 31st March 2014	0	No known need of particular concealed households.
5	Applicants on public site waiting lists as of 31st March 2013	0	No public sites in Mansfield
6	<b>Total additional pitch need at 31st March 2014</b>	<b>0.0</b>	Sum of step 1 to 5

Stage 3: Forecast of pitch need from after 31st March 2015 – 2020			
7	Temporary permissions due to end between 31st March 2014 -2019	0	None
8	Forecast of household growth (family formation) requiring site based accommodation from present population residing in bricks and mortar - 5 year figure calculated.	0	All approaches to locally known Traveller families have resulted in no positive engagement or wish to see sites provided. Zero figure therefore used. .

9	Forecast of household growth (family formation) requiring site based accommodation from present population residing on sites - 5 year figure calculated.	0	No recognised sites therefore, this generates no requirement.
10	<b>Total forecast pitch need 31st March 2014 – 2019</b>	<b>0</b>	sum of step 7 to 9
11	<b>Total additional need for 2014 – 2019</b>	<b>0</b>	sum of step 6 and step 10

#### 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 2014	0	Sourced from Table 1
13	Total number of pitches in use by G&T's as of 31st March 2014	0	Sourced from Table 1
14	<b>Total number of pitches not in use, but available to G&amp;T's</b>	<b>0</b>	step 12 minus step 13

#### Stage 5: Forecast of supply of pitches between 31st March 2014 – 2019

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>	0	This step represents those freeing up pitches and moving out of the district, i.e., 'out' migration. And needs to be balanced with any known 'in' migration. The primary data obtained from survey work across neighbouring districts did not indicate any desire to move from or to Mansfield.
16	Forecast of transfers to housing from sites <u>5 year figure to be used</u>	0	Due to no sites
17	Forecast of total number of pitches not in use, but expected to be so by 2019 (with planning permission)	0	Due to no sites
18	<b>Total number for forecast supply 31st March 2014 – 2019</b>	<b>0</b>	Sum of step 15 to step 17
19	<b><u>Total supply 31st March 2014 - 2019</u></b>	<b><u>0</u></b>	Sum of step 14 and step 18

#### Stage 6: Total pitch requirements

20	<b>Total Gypsy and Traveller pitch requirements 2014 – 2019</b>	<b><u>0</u></b>	Step 11 minus step 19
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<b>Stage 7: Future need calculation 2019 – 2024</b>			
<b>Forecast supply 2019 - 2024</b>			
<b>Step</b>	<b>Action</b>	<b>Figure</b>	<b>Notes</b>
21	Total number of pitches by 2019 (will be pitches from 2014 plus need for 2014-2019)	0	Step 12 + step 17 + step 20 <i>if positive number</i>
22	Turnover of sites in use for G&T's, which will accommodate <u>new pitch need</u> (as opposed to site by site transfer) - <u>5 year figure to be used</u>	0.0	As per step 15
23	Forecast household transfers to housing from sites	0	Step 16 figure re-used
24	<b>Total forecast unoccupied pitch supply 2019 – 2024</b>	<b>0</b>	Step 22 + step 23
<b>Forecast Need 2019 - 2024</b>			
25	Compound increase in Gypsy and Traveller households on sites between 2019 – 2024.	0	Due to no sites
26	Compound increase in Gypsy and Traveller households in bricks and mortar between 2019 – 2024 who may wish to take up a pitch if offered	0	Figure from step 8 re-used
27	<b>Total forecast pitch need 2019 – 2024</b>	<b>0</b>	Step 25 + step 26
28	<b>Total Gypsy and Traveller pitch requirements 2019 – 2024</b>	<b>0</b>	Step 27 minus step 24

<b>Stage 8: Future Need Calculation 2024 – 2029</b>			
<b>Forecast Supply 2024 - 2029</b>			
<b>Step</b>	<b>Action</b>	<b>Figure</b>	
29	Total number of pitches by 2024 (will be pitches from 2018 plus need for 2024-2029)	0	Step 21 + <i>if positive number</i> step 28
30	Turnover of sites in use for G&T's, which will accommodate <u>new pitch need</u> (as opposed to site by site transfer)	0.0	As per step 15
31	Forecast household transfers to housing from sites	0	Step 23 figure re-used
32	<b>Total forecast unoccupied pitch supply 2024 – 2029</b>	<b>0</b>	Step 30 + step 31
<b>Forecast Need 2024 - 2029</b>			
33	Compound increase in Gypsy and Traveller households between 2024 – 2029	0	Due to no sites



34	Compound increase in Gypsy and Traveller households in bricks and mortar between 2024 – 2029 who may wish to take up a pitch if offered	0	Figure from step 26 re-used
35	<b>Total forecast pitch need 2024 – 2029</b>	<b>0</b>	Step 33 (c72) + step 34 (c75)
36	<b>Total Gypsy and Traveller pitch requirements 2024 – 2029</b>	<b>0</b>	Step 35 (c76) minus step 32 (c70)

## Appendix B

### **Changes to 2014 methodology assessment stages resulting from practical application**

The table below sets out minor revisions and clarification to the 2014 Nottinghamshire methodology for calculating future Traveller accommodation needs. In applying the 2014 methodology in practice it became apparent that some of the stages in assessing the overall need could be improved upon, or required an alternative approach as a result of difficulties obtaining data. This assessment therefore uses a method of calculation which revises some aspects of the original methodology in order to achieve a more robust outcome with regard to assessment of need. The stages/steps referred to directly to the tables of assessment contained in the 2014 methodology report, and those in section 7 of this document.

In addition to the changes identified below, the base date for information has been brought forward to April 2014 in order to utilise more up to date information. All subsequent dates have also been revised accordingly.

Stage	Step	Description	Agreed 2014 Methodology	Notes and Revised 2015 Methodology
2	3	Number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation as of 31 <sup>st</sup> March 2013.	Only included as a figure if local authority has specific knowledge of particular bricks and mortar households in need of site based accommodation.	<p>No known need. A number of sources were investigated; including the housing register and questionnaires, but no reliable data was available.</p> <p>Census information suggested 2 people making up a single household whilst local knowledge identified four potential households. All people were approached but declined to take part in the survey or answer any questions. Whilst attendees at the stakeholder workshop gave anecdotal evidence that some bricks and mortar travellers would prefer to reside on a site, this has not proved to be the case in relation to the work carried out within Mansfield district.</p>
2	4	Number of concealed households with known need for site based accommodation as of 31 <sup>st</sup> March 2013	Only included as a figure if local authority has specific knowledge of particular concealed households in need of additional site based accommodation.	<p>No known need. A number of sources were investigated, including the housing register and questionnaires, but no need was actually identified.</p> <p>Due to the work identified above, it was considered that a zero submission was appropriate.</p>
3	8	Forecast of number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation between 2013 – 2018	<p>Range of sources could be considered;</p> <ul style="list-style-type: none"> <li>• Information from site owners</li> <li>• focus groups with members of Gypsy and Traveller communities</li> <li>• planning applications (if gives evidence of circumstances of applicants)</li> <li>• housed population figures</li> <li>• Assumptions made in other assessments and previous the GTAA's.</li> </ul> <p>Likely to be an assumption based on some, or all, of above.</p>	<p>For the purpose of clarity, this step was revised to reflect a 5 year forecast of household growth from Travellers living in bricks and mortar (originally included at step 9, together with household formation emanating from site based travellers).</p> <p>See comments above</p>
3	9	Forecast of household growth (family formation) requiring site based accommodation	As above, leading to a % family formation rate per annum established and then applied to site based population figure over 5 years, which has	For the purpose of clarity, this step has been revised to reflect a 5 year forecast of household growth from Travellers living on sites only. Household formation from those currently residing in bricks and mortar are now

		from present population ( <i>*at present includes site and housing based population*</i> )	been established at step C to give an overall number. * To note the GTAA 2007 applied the household growth across all household population regardless of where they resided (on sites and in housing) – needs to be considered if this is applied to just site based Gypsy and Traveller’s or the whole Gypsy and Traveller population.	included at step 8 above.  See comments above
5	15	Forecast of turnover of sites in use for Gypsy and Traveller’s, which will accommodate <u>new need</u> (as opposed to site by site transfer)	<p>Range of sources could be considered;</p> <ul style="list-style-type: none"> <li>• Information from site owners</li> <li>• focus groups with members of Gypsy and Traveller communities</li> <li>• information from other areas with public sites</li> <li>• assumptions made in other assessments and previous GTAA.</li> </ul> <p>Likely to be an assumption based on some, or all, of above. Percentage rate calculated which is applied to pitch figure at step 14 giving a total number of vacant pitches per annum. This is then multiplied by 5 to give total 5 year number.</p>	<p>The 2007 tribal study assumed a turnover rate of 8%, but did not include 5 year figure for those moving from sites to housing.</p> <p>Any percentage turnover used in this step therefore needs to acknowledge that any pitches freed up from those moving into housing from sites is accounted for below in step 22.</p> <p>This step ultimately represents those freeing up pitches and moving out of the district, i.e., ‘out’ migration. This needs to be balanced with any known ‘in’ migration.</p> <p>In Mansfield’s case there is nowhere to migrate ‘out’ from and no evidence from adjacent studies of any demand to migrate into the area.</p>
7	22	Turnover of sites in use for Gypsy and Traveller’s, which will accommodate <u>new pitch need</u> (as opposed to site by site transfer)	Unlike step 15, the turnover rate at this stage is applied across the total number of pitches. This is because it is impossible to know what the rate of occupation will be in 2018-2023	See notes for step 15.
7	25	Compound increase in Gypsy and Traveller households between 2018 – 2023	This is quite a complex calculation. Like step 9, the household growth rate for site based Gypsy and Travellers is applied to the total known Gypsy and Traveller household population numbers (which includes housed and site based Gypsy	For the purpose of clarity, this step has been revised to reflect a 5 year forecast of household growth from Travellers living on sites only. Household formation from those currently residing in bricks and mortar are now included at step 26 below.

			and Travellers). At this stage the total household population needs to be established at first. So this would include the starting population household number identified at the start of the assessment (step C). Then the increases provided by sites expected to be back in use by 2018 (step 17) and if new pitches are required in 2013 – 2018 (step 20). It is presumed that 1 household equals 1 pitch and vice versa.	See relevant comments above
7	26	Forecast of number of Gypsies and Travellers households in bricks and mortar housing with demonstrable known need for site based accommodation between 2018 - 2023	As this is a future forecasting exercise the figure established at step 8 will be used	For the purpose of clarity, this step has been revised to reflect a 5 year forecast of household growth from Travellers living in bricks and mortar (originally included at step 27, together with household formation emanating from site based travellers).  See relevant comments above
8	30	Turnover of sites in use for Gypsy and Traveller's, which will accommodate <u>new pitch need</u> (as opposed to site by site transfer)	Same approach as step 22	Same new approach as step 22
8	33	Compound increase in Gypsy and Traveller site based households between 2023 – 2028	Same approach as step 25 + step 28	Same new approach as step 25 + step 28
8	34	Forecast of number of Gypsies and Travellers households (in bricks and mortar housing with demonstrable known need for site based accommodation	Same approach as step 26	Same new approach as step 26

## APPENDIX C

Table 1

**Record of unauthorised Gypsy and Traveller stops within the district 2012-2015**

REF	Date of arrival	Location	Number	Length of stay	Reason/Comments	Any other information
G4	08/08/2012	Carrs recreational grounds Warsop	2 adults 9 children	11/08/2013 (3-4 days)	Children with opticians appointments	
G1	4/09/2012	Unit B1 Crown Farm industrial park. Long Stoop Way.	30 adults 22-24 children	Unspecified		
G2	5/09/2012	Carrs recreational grounds Warsop	2 adults	Unspecified	Direction to leave served effective from 11/09/2012	
G3	19/09/2012	Black Scotch Lane, off mini roundabout on A617	5 adults 1 child	Unspecified	Hospital visit. Asked for information on local sites they could rent. Referred to NCC.	
NCC record	30/04/13	Blackscotch Lane	1 adult	Unspecified	Visiting a sister in the area, no other site known	
NCC record	25/07/13	Warsop	9 adults 11 children	Unspecified		Irish Travellers 5 vans possibly 2 encampments
G5	29/05/2014	Old Citroen garage Nottingham Road	20 adults 20 children	3-4 days	Stop off on way to Appleby Fair permanent Travellers. Would consider a permanent site in the area if one came up. Police dealt with.	Irish travellers
NCC record	17/03/15	Enterprise Way Mansfield	4 adults about 4/5 children	Unspecified	On holiday from Dublin	

