

Central Lincolnshire Policy S83 Gypsy and Traveller and Travelling Showpeople Evidence Report

Formerly Policy S82

March 2022



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1. Introduction

- 1.1. The Central Lincolnshire Local Plan is being updated since the first Local Plan for Central Lincolnshire, an area covering the districts of City of Lincoln, North Kesteven and West Lindsey, was adopted in April 2017.
- 1.2. This Evidence Report (which is one of a collection) provides background information and justification for Policy S83 Gypsy and Traveller and Travelling Show People, which relates to the provision of meeting accommodation needs.

2. Policy Context

National Policy and Guidance

- 2.1. Chapter 5, Delivering a Sufficient Supply of Homes of the National Planning Policy Framework [NPPF] (2021) sets out the requirements. Paragraph 62 sets out:

“Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers²⁷ people who rent their homes and people wishing to commission or build their own homes²⁸).”

- 2.2. The Planning Practice Guidance (PPG), which is a live working document, includes guidance on meeting the needs of different types of housing.

“Addressing the need for different types of housing

How do the housing need of particular groups relate to overall housing need calculated using the standard method?

The standard method for assessing local housing need identifies an overall minimum average annual housing need figure but does not break this down into the housing need of individual groups. This guidance sets out advice on how plan-making authorities should identify and plan for the housing needs of particular groups of people.

This need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method. How can needs of different groups be planned for?

Strategic policy-making authorities will need to consider the extent to which the identified needs of specific groups can be addressed in the area, taking into account:

²⁷ *Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.*

²⁸ *Under section 1 of the Self Build and Custom Housebuilding Act 2015, local authorities are required to keep a register of those seeking to acquire serviced plots in the area for their own self-build and custom house building. They are also subject to duties under sections 2 and 2A of the Act to have regard to this and to give enough suitable development permissions to meet the identified demand. Self and custom-build properties could provide market or affordable housing.*

- the overall level of need identified using the standard method (and whether the evidence suggests that a higher level of need ought to be considered);
- the extent to which the overall housing need can be translated into a housing requirement figure for the plan period; and
- the anticipated deliverability of different forms of provision, having regard to viability.

Authorities must also consider the implications of their duties under the Equality Act 2010, including the Public Sector Equality Duty.

Further advice in relation to the housing needs of specific groups is provided in other sections of this guidance, see the separate guidance on older and disabled people, and the Planning policy for traveller sites.

Plan-making authorities should assess the need for housing of different groups and reflect this in planning policies.

When producing policies to address the need of specific groups, plan-making authorities will need to consider how the needs of individual groups can be addressed having regard to deliverability.

The household projections that form the baseline of the standard method are inclusive of all households including travellers as defined in Planning policy for traveller sites.

Paragraph: 001 Reference ID: 67-001-20190722
Revision date: 22 07 2019”

- 2.3. The government has also produced the Planning Policy for Traveller Sites, released in August 2015 which should be read in conjunction with the NPPF and NPG. This document sets out some additional policy advice regarding traveller sites.

“Paragraph 13. Local planning authorities should ensure that traveller sites are sustainable economically, socially and environmentally. Local planning authorities should, therefore, ensure that their policies:

- a) promote peaceful and integrated co-existence between the site and the local community*
- b) promote, in collaboration with commissioners of health services, access to appropriate health services*
- c) ensure that children can attend school on a regular basis*
- d) provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment*
- e) provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers that may locate there or on others as a result of new development*
- f) avoid placing undue pressure on local infrastructure and services*
- g) do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans*
- h) reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability.”*

Local Policy

- 2.4. Policy LP56: Gypsy and Traveller and Travelling Showpeople Accommodation sets out the policy provision for Central Lincolnshire in meeting the needs accommodation needs for Gypsy and Traveller and Travelling Showpeople.
- 2.5. LP56 of the current local policy was based on the evidence put together from the Gypsy and Traveller Accommodation Assessment (GTAA) (2013). The policy sets out details of the sites being allocated within Central Lincolnshire. The second part of the policy sets out a criteria-based framework for assessing applications on non-allocated sites.

3. Context and Evidence

- 3.1. The Central Lincolnshire authorities commissioned RRR Consultancy Ltd to complete a Gypsy and Traveller Accommodation Assessment (GTAA). The final report was published in February 2020.
- 3.2. The report details the findings in relation to the number of pitches both existing and projected to be needed. This incorporated collecting data from a range of sources including interviews with Travellers, Ministry Housing Communities and Local Government (MHCLG) data and Lincolnshire County Council monitoring and enforcement records.
- 3.3. Within the report, paragraph 1.10 summed up the following key statistics: 111 pitches in Central Lincolnshire, 50 occupied authorised private pitches, 26 occupied local authority manage pitches, 18 vacant pitches, 13 Local authorities and 5 private sites, 11 potential pitches (with planning but not yet used), 10 on private land, 1 on a local authority site and 4 transit pitches and 2 pitches on unauthorised development.
- 3.4. Importantly the GTAA also identified the projected need for Gypsy and Traveller sites in Central Lincolnshire throughout the plan period. This was detailed in Table S5 of the GTAA as replicated below. The report also confirmed that there was no identified need relating to Travelling Showpeople in the plan period across Central Lincolnshire.

Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	5	-4
Total 2024-29	10	10
Total 2029-34	11	11
Total 2034-40	15	15
Total 2019-40	41	32

Source: GTAA 2020

- 3.5. There were also a number of planning policy recommendations included within the report as follows:
 - Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
 - To liaise with owners of the small, privately owned sites to determine how they could expand the number of pitches to meet the family's accommodation needs.
 - To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites.

- To consider alternative options for developing new sites such as sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to families for their own use.
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.
- To consider safeguarding Gypsy, Traveller and Travelling Showpeople sites and yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- The population size and demographics of the Gypsy, Traveller and Travelling Showpeople communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

3.6. There were also recommendations for the management and monitoring of sites within Central Lincolnshire.

3.7. In an effort to address this identified need, the Central Lincolnshire Authorities commissioned RRR Consultancy Ltd to undertake additional work to investigate how the need would be best met.

3.8. In April 2021 the Meeting the Accommodation Needs of Gypsies and Travellers report was published. This report details findings of research into what and where the need was arising, and potential ways in which it could be met and involved a number of data sources including face to face meetings with the Gypsy and Traveller community.

3.9. This report identified a number of in-principle ways to deliver additional pitches that would help meet the need and some site-specific analysis. It also calculated the potential new pitches these actions would create.

3.10. These recommendations have informed the policy in the new plan and will continue to be monitored to ensure delivery does meet needs.

4. Issues and Options Consultation

4.1. During the Issues and Options consultation in 2019 various proposals and questions were asked.

4.2. Proposal 21 related to Gypsies and Travellers and it stated:

“It is intended that the evidence of need for accommodation for Gypsies and Travellers and Travelling Showpeople will be refreshed, and the new Local Plan will account for any requirements for land or policy provision arising from this evidence.”

4.3. Question 21 then went on to ask “Are you aware of any specific needs for Gypsy, Traveller or Travelling Showpeople Accommodation in Central Lincolnshire? If yes, please provide details.”

4.4. The responses to Question 21 can be summarised as:

- Provide well-managed sites near to main roads.
- There must be a need otherwise they wouldn't squat every year on common land.

- A number of incidences of illegal caravans locating in the city area over recent months highlights the need to review current needs and requirements and how the new plan may address them.
- Reconsider the Gypsy and Traveller site in Trentport Road, Marton - It is a totally inappropriate site for this area.
- There should be no concentrations of sites in one place.
- Based on discussions had with travellers and Local Authorities experience of travellers, the main identified need for travellers is transit sites. Transit sites are required close to major routes providing facilities to enable Gypsy and Travellers to have an available place to stop while travelling. It is expected this will be a recommendation that comes out of the GTAA. The GTAA is due by the end of 2019.
- There is a need to identify appropriate sites to allow them to live freely. Unrealistic to have no provision but prosecute inappropriate land use. Providing facilities and upholding the law needs to run concurrently.
- Not aware of any specific needs.
- Current need appears to be fulfilled in this area.
- Potential harm to heritage assets and their settings must be assessed.
- Already a site which will be used and is capable of expansion. Will be sustainable with wind and solar and water and food. Also access to Trent for transport.

4.5. The consultation report identified the next steps in this piece of work as “3.79. A new Gypsy and Traveller Accommodation Assessment will be undertaken, and the findings will be addressed through the plan. Specific proposals will be brought to the Committee for consideration as part of the draft plan”.

5. Regulation 18 Consultation

5.1. A Consultation Draft of the Local Plan was published for consultation between 30 June and 24 August 2021. During this eight-week consultation comments were received on the plan, the policies within the plan, and supporting information and evidence.

- Objections to the existing Gypsy and Traveller site at Marton on the following grounds:
 - Inadequate access;
 - Impact on neighbouring cemetery;
 - Flood risk on the only access road;
 - Proximity of other Gypsy and Traveller sites;
 - Incapable of sewage connection at site;
 - Impacts on historic environment and archaeology;
 - Limited facilities available locally including public transport;
 - Impact on open countryside; and
 - Strong local opposition which would preclude the opportunity of integrated co-existence

5.2. The comments received were carefully considered. The issues being raised during the examination of the 2017 Local Plan where this site was allocated. Nothing has changed on this site, and it is still considered to be a suitable site for Gypsy and Traveller pitches.

6. Proposed Approach in Draft Local Plan

6.1. The policy in the Local Plan is separated into three distinct parts.

- 6.2. The first part relates to existing Gypsy and Traveller sites and seeks to provide protection for these and to allow a flexible position to allow for intensification and extension where appropriate.
- 6.3. The second part relates to the sites being specifically allocated for Gypsy and Traveller site. The two sites being allocated are both carried forward from the existing local plan. The one allocation in the 2017 Local Plan that has not been brought forward has now been delivered.
- 6.4. The third part of the policy relates to proposals for new sites and provides a positive framework to ensure that they can be appropriately considered on their merits.
- 6.5. These elements all align with the findings of the GTAA and the subsequent document relating to meeting Gypsy and Traveller Needs.

7. Reasonable Alternative Options

- 7.1. The following alternative options have been considered for this policy (option 1 being the preferred option).

Option 1: A policy which will deliver adequate pitches to meet the evidenced need and provide a criteria-based policy for considering applications for new sites.

Option 2: A policy which will deliver adequate pitches to meet the evidenced need but without a policy framework against which new sites can be considered.

Option 3: No policy and instead rely on wider Local Plan policies or national policy.

8. Conclusion

- 8.1. This Evidence Report demonstrates the rationale for the proposed policy as contained in the Proposed Submission Draft Central Lincolnshire Local Plan. This helps bring together relevant evidence that has informed this policy and how we have responded to comments received during the plan making process, as well as how the latest evidence and national guidance has been taken into account.