

**West Suffolk Gypsy and Traveller
Accommodation Needs
Assessment (GTANA) Update
2012**

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Note on data sources

The GTANA modeling and calculation is based on data provided by third parties. While this has been verified where possible, it is not possible to verify all data.

The base data is for 2010 to 2012, with the most recent figures being DCLG caravan count figures for January 2011.

¹ From mid 2011 CCC Research Group is called 'LGSS Research and Performance'. The previous name – CCCRG was used in the 2011 GTANA.

Contents

1	Summary	4
2	Introduction.....	6
3	Need for Gypsy and Traveller permanent provision: methodology	7
4	Summary of results.....	18
5	Results – the GTANA assessment update for Forest Heath and St Edmundsbury	19
6	Comparison of 2012 and 2011 figures.....	22
7	Travelling Showmen or Showpeople (TSP)	24
8	Glossary	26
9	Appendix 1 – supporting information	29
10	Appendix 2 – Travelling Showpeople Initial and moderated figures and RSS Revision figures for Travelling Showpeople	32
11	Appendix 3 – Gypsies and Travellers moving into and out of houses	33

1 Summary

- 1.1 This Gypsy and Traveller Accommodation Needs Assessment (GTANA) uses a modeling based approach which was developed in partnership with Planning, Housing and Traveller Liaison Officers in the Cambridge sub-region plus two neighbouring authorities of King's Lynn and West Norfolk, and Peterborough.
- 1.2 The model takes account of guidance and policy from Government and fits within a suite of other local Gypsy and Traveller focused needs assessments and strategies. The robustness of this approach is that it is based on counted numbers of caravans and young people from the bi-annual caravan counts, planning records and education data.
- 1.3 The basic approach to modeling is this:
 - Take actual figures for each district based on counted caravans and pitches, such as: unauthorized caravans and temporary planning permissions from the DCLG six-monthly caravan counts; Gypsies and Travellers registered for housing; and counted numbers of young people of family forming age from Travellers Education Services and the Schools Census.
 - Apply adjustments to the counted figures to allow for such things as unauthorized caravans visiting for temporary work rather than requiring a permanent pitch, and young people forming families wishing to move into houses rather than onto sites.
 - Total the figures produced to provide a final set of results.
- 1.4 The two key outputs of this modeling are:
 - The Gypsy and Traveller pitch needs assessment 2011-2031, broken into three time phases (2011 to 2016; 2016 to 2021; 2021 to 2026; and 2026 to 2031 - shown in Table 1. 2016 and 2031 figures are for guidance only as they are based on projections from current base data at 2011.
 - The Travelling Showpeople indicative pitch needs assessment 2011-2016 which are shown in Tables 1 and 2.

Table 1. Summary results - Gypsies and Traveller pitch needs assessment 2011 to 2016 and 2016 to 2021

	GTANA assessed need 2011 – 2016	GTANA assessed need 2016 – 2021*	GTANA projected need 2021 – 2026	GTANA projected need 2026 – 2031	GTANA Total 2011 – 2021	GTANA Total 2011 – 2031
Forest Heath	9	6	10	6	15	31
St Edmundsbury	2	2	2	1	4	7
Total	11	8	12	7	19	38

Source: LGSS RP 2011

Table 2. Travelling Showmen/Showpeople pitch indicative need by local authority 2011 – 2016

	Total 2011 – 2016
Forest Heath	2
St Edmundsbury	1

Source: LGSS RP 2011

2 Introduction

- 2.1 The DCLG publication 'Planning policy for traveller sites' (March 2012)² states that local planning authorities should:
- 'make their own assessment of need for the purposes of planning.' (point 4)
 - 'Use a robust evidence base to establish accommodation needs to inform the preparations of local plans and make planning decisions.' (point 6.c)
- 2.2 This report presents the figures from the 2012 Gypsy and Traveller Accommodation Needs Assessment update for Forest heath and St Edmundsbury. It is intended to inform the local authority plan-making process to meet the requirements of 'Planning policy for traveler sites'.
- 2.3 It includes an assessment of need for permanent pitch provision for Gypsies and Travellers. The appendix contains an indication of need in relation to Travelling Show People taken directly from the 2011 Cambridge sub-Region GTANA as the updated data does not indicate any change in that need. The 2011 sub-regional GTANA provides background information such as policy context and strategic fit, which are not repeated in this report.
- 2.4 The work was carried out on behalf of St Edmundsbury Borough Council (SEBC) and Forest Heath District Council (FHDC).
- 2.5 The permanent need results consist of:
- An assessment of the need for permanent pitches in each of the two local authority areas up to 2016.
 - Guidance figures for permanent pitches from 2016 to 2031.
 - An indicative assessment of the need for accommodation for Travelling Showpeople to 2016 taken from the Cambridge GTANA.
- 2.6 It provides figures for:
- Permanent accommodation need in the Gypsy and Traveller, and Travelling Showpeople communities who are located in local authority areas at the time of the Assessment;
 - Future need of young families from those communities.
- 2.7 These figures provide an evidence base to help inform local policy-making and planning decisions. While the model is based on actual numbers, modeling is not an exact science, and as such provides robust but indicative figures. The figures provided are not intended to be taken as targets for local authorities to provide or enable provision. Any such targets are a matter for local policy makers.
- 2.8 The approach taken in this Assessment is to focus on the numbers of pitches assessed as being needed rather than on broader Gypsy and Traveller needs.

² <http://www.communities.gov.uk/publications/planningandbuilding/planningpolicytravellers>

3 Need for Gypsy and Traveller permanent provision: methodology

- 3.1 The GTANA uses a population-based model to assess need for permanent provision for Gypsies and Travellers, and for Travelling Showpeople rather than new primary research; using information from existing local primary and secondary sources, including the number of young people of family forming age, and unauthorized caravans recorded in the caravan counts. The modelling approach has a number of strengths, making it a viable alternative to a large-scale primary survey. Notably, actual numbers from existing local data sources are used as the base for much of the model, including actual numbers of young people of family-forming age and actual numbers of unauthorised caravans.
- 3.2 Needs for permanent provision for Travelling Showpeople provision are dealt with separately.
- 3.3 The population model used works by:
- Taking counted numbers of unauthorized caravans from the twice-yearly caravan counts and adjusting them for temporary visitors for seasonal work and other reasons.
 - Taking account of overcrowding.
 - Taking account of moves into and out of houses.
 - Recording caravans on existing long term tolerated sites.
 - Recording existing temporary planning permissions.
 - Taking counted numbers of young people of family forming age to give a figure for newly forming households, then adjusting that figure to take account of moves into houses and on to existing family pitches.
 - Taking account of turnover of pitches.
- 3.4 It does not include specific mortality figures. Travellers Liaison Officers advise that it is almost unknown for a death on a pitch to result in a vacant pitch as other members of the same family will be living on that pitch. Some deaths may free space for a newly formed family to move on to the family pitch. That scenario is included in the figures relating to newly forming families.
- 3.5 A description of the methodology is given below at Table 3 for St Edmundsbury and Forest Heath. The multipliers referred to are listed in Table 4.

Table 3. Summary of methodology

Stage	Description	Notes, assumptions and adjustments
Main pitch and caravan needs assessment update - Gypsies and Travellers (2012)		
Step a	Supply	
a1	Supply	<p>Average number of caravans in the previous two caravan counts (July 2011 and January 2012). Caravans included in supply are:</p> <ul style="list-style-type: none"> • Authorised pitches with permanent planning permission • Pitches which are long-term tolerated <p>Long-term tolerated pitches are included as supply rather than demand as legal rights begin to accrue after residence for a period of years</p> <p>Caravans on pitches which are unauthorised and are not tolerated are excluded from supply.</p> <p>The previous two caravan counts are used to give an up to date figure across two points over the previous year.</p>
a2	<i>Of this supply, number tolerated</i>	<i>The average number of tolerated caravans in the previous two caravan counts is given for information only.</i>
a3	Turnover – the number of pitches becoming vacant each year	<p>The turnover figure is based on local planning and Travellers Liaison Officer (TLO) data.</p> <p>4% of all pitches are assumed to become vacant through turnover each year. This is a conservative estimate. Other studies can be as high as 12% with 8% often used. However, some studies show lower rates. Having a higher rate of turnover would increase the supply in theory, but may not in practice as not all vacant pitches are available to house families who require a pitch. For example, events such as a death of a leaseholder do not necessarily lead to a pitch becoming available as other family members may already live on the pitch. Therefore a higher rate could give a misleading impression of the availability of pitches.</p> <p>The 4% turnover rate is based on the actual numbers of <u>pitches</u> becoming vacant in South Cambridgeshire as a percent of stock. South Cambridgeshire was used to measure turnover as the low levels of pitch turnover means that a large stock is required to get a robust figure. South Cambs had 244 pitches in the 2011 GTANA. The South Cambs figure was assessed by TLOs across the Cambridge sub-region as being appropriate for use across the districts.</p> <p>Turnover is also taken account of in other parts of the model when considering moves into houses and newly forming households moving on to a family pitch.</p>

Stage	Description	Notes, assumptions and adjustments
Step b	Current need (backlog) - caravan counts and temporary permissions	
b1	Net local need (unauthorised caravans)	<p>The average number of unauthorised caravans for the district taken from the previous two caravan counts and adjusted to show local need only.</p> <p>TLOs report systematic high figures in both the January and July caravan counts caused by visiting Gypsies and Travellers and those in temporary employment (basis: TLO knowledge of Gypsy and Traveller culture). To take account of this, the number of unauthorised not-tolerated caravans is decreased by 40%. This figure is based on the difference between the January and July counts of unauthorised caravans which are not tolerated. TLOs considered 40% to be a reasonable figure to apply across the Cambridge sub-region for districts with a higher level of temporary workers and visitors and 20% for districts with a lower level, such as Cambridge City.</p> <p>There are no unauthorised caravans which are not tolerated shown in recent caravan counts for SEBC or FHDC, so it might be argued that 100% of such caravans counted in future should be discounted from the net local need figure. However, the model including up to 40% being discounted is designed to work across the Cambridge sub-region as a whole.</p>
b2	Net local need from unauthorised (pitches)	<p>Number of unauthorised not-tolerated caravans (b1) divided by a local multiplier of 2.3 caravans per pitch.</p> <p>As there are no unauthorised and not-tolerated pitches in Forest Heath or St Edmundsbury, the figure of 2.3 is calculated from aggregated robust data on caravans per pitch for unauthorised pitches from three rural Cambridgeshire districts: East Cambridgeshire, Fenland and Huntingdonshire.</p>
b3	Temporary permissions (caravans)	<p>Average of previous 2 caravan counts temporary permissions. There are no temporary planning permissions in Forest Heath or St Edmundsbury and there have been none since at least the January 2010 counts.</p> <p>The caravan counts are used so as to have a compatible data source across the Cambridge sub-region.</p>
b4	Temporary permissions (pitches)	<p>= Number of temporary permissions (b3) divided by local multiplier of 1.6 caravans per pitch.</p> <p>As there are no temporary permissions in Forest Heath or St Edmundsbury, the figure of 1.6 is calculated from</p>

Stage	Description	Notes, assumptions and adjustments
		aggregated robust data on caravans per pitch for all tenures (authorised and unauthorised) from the largest area where robust data exists in the Cambridge sub-region: East Cambridgeshire, Fenland, Huntingdonshire King's Lynn and West Norfolk, and Peterborough.
Step c	Current need (backlog) – Overcrowding	
c1	Overcrowding (number of caravans)	2% of social housing pitches are assumed to be overcrowded and requiring additional pitches. This is based on the Cambridge area 2006 GTAA along with local TLO evidence across the Cambridge sub-region. The 2006 GTAA used a figure of 10% overcrowding, which is considered too high when considered against local evidence from TLOs. Using 2% lowers the level of overcrowding and therefore total need. Reasons why private pitches are not included in the overcrowding are that they tend to be larger than pitches provided on council or housing association sites and that they may expand should additional family members move on to the site, although those new additions may be unauthorized.
c2	Overcrowding (number of pitches)	= Overcrowding (d1) divided by a figure of 2 caravans per pitch. As the number of caravans per pitch on overcrowded sites cannot be used as a basis to calculate the need for new pitches, a standard good practice approach of suggesting that future provision should be for pitches to hold 2 caravans. This is based on TLO knowledge of Gypsy and Traveller culture and good practice; to allow for one static and one tourer per pitch.
Step d	Current need calculation (backlog)	
d1	Current need (caravans)	= Net local need (b1) plus temporary permissions (b3) plus overcrowding (c1) ALL EXPRESSED AS NUMBER OF CARAVANS
d2	Current need (pitches)	= Net local need (b2) plus temporary permissions (b4) plus overcrowding (c2)

Stage	Description	Notes, assumptions and adjustments
		ALL EXPRESSED AS NUMBER OF PITCHES
Near future need 2011 – 2016		
Step e	2011-2016 family, pitch and caravan calculation	
e1	Newly forming households annual 2011 to 2016 (caravans)	<p>Newly forming families: Based on local Education data which provides the actual number of young people of family forming age (whether or not attending school). The figures are compared to the School Census data and against local data for similar authorities. (School Census data does not count those not attending school.) In Forest Heath and St Edmundsbury figures are given for primary and secondary ages. Cambridgeshire figures are available by KS level. It is assumed that the number of children/young people per year is evenly spread across the years for each of the primary and secondary age groups. That gives a basic population which can be aged year by year to estimate natural growth in the near future.</p> <p>This number of young people per year is divided by 2 to give a number of potential new families per year. It is assumed that the number of individuals marrying and moving out of the area balances the number moving into the area. Two reductions to that figure are made:</p> <ul style="list-style-type: none"> • A reduction of 10% of young people not forming a family. • A reduction of 10% of newly forming households moving into houses rather than requiring a pitch. <p>Consideration was given to newly forming families moving on to vacant places on existing family pitches, such as following a death. In Forest Heath and St Edmundsbury no adjustment was made because the stock of existing authorised and tolerated pitches is small enough that such occurrences (a death, vacant place and newly forming family moving on to that place) would be very rare.</p> <p>TLOs confirmed these reductions as being reasonable.</p>
e2	Newly forming households annual 2011 to 2016 (pitches)	<p>= Newly forming households (e1) times 1 as each newly forming family is assumed to require 1 pitch.</p> <p>Planning to provide more than 1 pitch per family is unreasonable or nonsensical. Planning to place more than one family on a single pitch is nonsensical as a pitch for two families would need to be twice the size of a pitch for one family, otherwise it would be overcrowded.</p>
Longer term need 2016 – 2021		

Stage	Description	Notes, assumptions and adjustments
Step f	2016-2021 family, pitch and caravan calculation	
f1	Newly forming households annual 2016 to 2021 (caravans)	Actual number of young people from the relevant age cohort whether or not attending school, based on education service data, or those attending school from School Census data
f2	Newly forming households annual 2016 to 2021 (pitches)	= Newly forming households (f1) times 1 (see assumptions below this table).
Pitches per year		
Step g	Pitches per year 2011 to 2016	
g1	Base - current need 2011	= Current need pitches (d2)
g2	Average annual provision to meet backlog over agreed period	= Current need pitches divided by 5
g3	Annual need 2011 to 2016 (newly forming households)	= Newly forming households (annual 2011 - 2016) – pitches (e2)
g4	Average supply from turnover	= Turnover (a3)
g5	Total Annual Need 2011 – 2016	= Current need (g2) plus newly forming households (pitches) (g3) minus turnover (g4)
g6	Total Need 2011 to 2016 (all 5 years)	= Total annual need (g5) times 5
Step h	Pitches per year	

Stage	Description	Notes, assumptions and adjustments
	2016 to 2021	
h1	Future need 2016 to 2021 (Newly forming households)	= Newly forming households (pitches) (f2)
h2	Average supply from turnover	= Average supply from turnover at the same rate as for 2011 – 2016, assuming: <ul style="list-style-type: none"> Pitches provided 2011 - 2016 will be not make a significant difference to the turnover.
h3	Total Annual Need 2016 to 2021	= Future need 2016 – 2021 (Newly forming households) (h1) minus Average supply from turnover (h2)
h4	Total Need 2016 to 2021 (all 5 years)	= Total Annual need 2016 – 2021 (h3) times 5
Step i	Pitches per year 2021 – 2026 (Projected)	
i1	Future need 2021 to 2026 (newly forming households)	= Newly forming households (pitches) from the relevant age cohort from TES.
i2	Average supply from turnover (subtract from total)	= Average supply from turnover at the same rate as for 2011 – 2016, assuming: <ul style="list-style-type: none"> Pitches provided 2011 - 2021 will be not make a significant difference to the turnover.
i3	Total Annual Need 2021 to 2026	= Future need 2021 – 2026 (Newly forming households) (i1) minus Average supply from turnover (i2)
i4	Total Need 2021 to 2026 (all 5 years)	= Total Annual need 2021 – 2026 (i3) times 5
Step j	Pitches per year 2026 – 2031 (Projected)	

Stage	Description	Notes, assumptions and adjustments
j1	Future need 2026 to 2031 (newly forming households)	= Newly forming households (caravans) calculated from the trend from all age cohorts from TES data.
j2	Average supply from turnover (subtract from total)	= Average supply from turnover at the same rate as for 2011 – 2016, assuming: <ul style="list-style-type: none"> • Pitches provided 2011 - 2026 will be not make a significant difference to the turnover.
j3	Total Annual Need 2026 to 2031	= Future need 2026 – 2031 (Newly forming households) (j1) minus Average supply from turnover (j2)
j4	Total Need 2026 to 2031 (all 5 years)	= Total Annual need 2026 – 2031 (j3) times 5

3.6 Multipliers, assumptions and adjustments

Assumptions behind the multipliers used to calculate the number of caravans per pitch in the calculation

- **Current need**, this is based on local data and discussions with Travellers Liaison Officers (TLOs). The figure used is an actual figure from the local data in authorities or 2.0 caravans per pitch. Using a figure of 2.0 gives a realistic view of the number of pitches required. Using a lower figure would overestimate the number of pitches required and lead to pitches which may not be viable because of being too small.
- **Current need – unauthorized pitches**, this is based on local data and discussions with Travellers Liaison Officers (TLO). The figure used is the actual figure from the local data in authorities where that figure is above 2.0 caravans per family. Where the actual figure is below 2.0, the figure of 2.0 is used. Using a figure of at least 2.0 gives a more realistic view of the number of the number of pitches based on the caravan counts. Using a lower figure would overestimate the number of pitches.
- **Future need**, a figure of 2.0 caravans per pitch is used across the board. This is based on advice from TLOs and will help to avoid overcrowding on future pitches.
- **Future need for newly forming families**, a figure of 1.0 caravan per family and 1.0 pitch per family is used. This happens to equal 1 caravan per pitch. The rationale is that a newly forming family that requires a pitch will generally consist of a couple without children, who will need one caravan. Gypsies and Travellers do not usually share pitches, therefore they will need a pitch for that caravan. The GTANA makes no comment on pitch sizes, but on TLO advice and the fact that their families are likely to grow, it would be sensible to provide pitches large enough for 2 caravans.

Table 4. Multipliers for conversion of caravans to number of pitches

		Conversion multiplier	Notes and sources
Forest Heath	Unauthorised pitches	2.3	Aggregated local data giving caravans to pitch ratio on unauthorised sites
	Temporary permissions	1.6	Aggregated local study area data giving caravans to pitch ratio on all sites
	Moves from houses	1.6	Aggregated local study area data giving caravans to pitch ratio on all sites
St Edmundsbury	Unauthorised pitches	2.3	Aggregated local data giving caravans to pitch ratio on unauthorised sites
	Temporary permissions	1.6	Aggregated local study area data giving caravans to pitch ratio on all sites
	Moves from houses	1.6	Aggregated local study area data giving caravans to pitch ratio on all sites

3.7 Data sources

This GTANA 2011 and this update for Forest Heath and St Edmundsbury uses the following sources of secondary data:

- The number of Gypsy and Traveller caravans and type of site on which they are located are recorded by the local authority via the Gypsy and Traveller caravan count.
- From local authority site management records; households, pitch turnover, site waiting lists and movement between site accommodation and bricks and mortar housing or vice versa.
- Information relating to private authorised sites including the number of caravans permitted on each site, whether the planning permission was granted on a permanent or temporary basis.
- Local authority data on unauthorised encampments and unauthorised developments in their area, including the number of caravans and family groups on each site and the up to date position regarding planning applications.

- Planning applications for Gypsy and Traveller caravan sites which have been refused
- Planning permissions which have been granted by the local planning authority over the previous 5 years.
- Additional local authority sources of data about local Gypsy and Traveller populations from Traveller Education Service (TES).
- School Census data.
- Traveller Liaison Officers' (TLOs) records of encampments which are useful in assessing the need for transit provision along with detailed personal knowledge of the communities.

The GTANA 2011 also uses the following local (primary) surveys:

- East Cambridgeshire Sub-District Gypsy and Traveller Needs Assessment 2007
- King's Lynn and West Norfolk Gypsy and Traveller Survey 2009
- Cambridge Sub-Region Traveller Needs_Assessment 2006
- Cambridge Area Gypsy and Traveller Accommodation Assessment 2006, which involved a survey of local Gypsies and Travellers carried out during 2005.

3.8 A note on rounding

Rounding of sometimes small numbers can be problematic. Rounding up will inevitably provide larger numbers, and rounding down will produce smaller numbers. The GTANA has to take account of figures such as a need for 1 pitch every three years, which cannot be represented as 1/3 pitch per year. This leads to minor inconsistencies in the total figures compared to the figures making up that total.

4 Summary of results

- 4.1 Summary results for permanent pitch need as shown in Table 5.
- 4.2 Figures from the RSS and previous GTANA are included in Table 11 and Table 12 for comparison.

Table 5. Summary results: Gypsies and Traveller pitch needs assessment 2011 to 2016 and 2016 to 2021 and 2016 to 2021

	GTANA 2012 assessed need 2011 – 2016	GTANA 2012 assessed need 2016 – 2021*	GTANA 2012 projected need 2021 – 2026	GTANA 2012 projected need 2026 – 2031	GTANA 2012 Total 2011 – 2021	GTANA 2012 Total 2011 – 2031
Forest Heath	9	6	10	6	15	31
St Edmundsbury	2	2	2	1	4	7
Total	11	8	12	7	19	38

Source: LGSS RP 2011

5 Results – the GTANA assessment update for Forest Heath and St Edmundsbury

- 5.1 The following tables show the Assessment for permanent pitches for Gypsies and Travellers for each of the local authorities in the study area, presented in alphabetical order.
- 5.2 Detailed notes on each stage are included in section 3.5 above, and apply to each district the same. Section 3.5 also includes tables of local data and multipliers used.
- 5.3 The results tables should be read in conjunction with the following notes.
- The final figures for each 5-year period are the most important, the others show the steps along the way to reach those 5-year totals.
 - Totals and sub-totals may not sum exactly due to rounding. This is because the figures are presented as whole numbers for ease of reading.
 - The TES data shows an increasing population of young people reaching a peak in 2021 – 2026, followed by a decrease. This trend occurs across all authorities and is demonstrated in the annual school Census data for authorities in the Cambridge area.
 - The figures are a function of: the size of the existing population; the structure of the existing population, such as there being a smaller or larger number of young people; moves into housing, and; local policies of each authority over the previous few years, such as moving temporary planning permissions to permanent. The interaction between these factors plays out differently for the different authorities across the 5-year periods 2011 - 2031. For example, local authorities with a larger population also have more stock, which can lead to benefits such as more provision available from turnover, leading to a lower overall need for new pitches than might otherwise be expected, while those with a smaller population may have a higher overall need for new pitches than might otherwise be expected.
 - Forest Heath and St Edmundsbury have a relatively large number of young people for the size of the population, particularly Forest Heath. This leads to a greater need than might otherwise be expected.

Table 6. Forest Heath

Stage	Description	2012
Main pitch and caravan needs assessment - Gypsies and Travellers (2011)		
Step a: Supply		
a1	Supply	63
a2	<i>Of these supply, Tolerated (information only)</i>	1
a3	Turnover - number of pitches becoming vacant each year	1
Step b: Current need (backlog) - caravan counts and temporary permissions		
b1	Net local need - unauthorised caravans	0
b2	Net local need from unauthorised – pitches	0
b3	Temporary permissions (Caravans)	0
b4	Temporary permissions (Pitches)	0
Step c: Current need (backlog) – Overcrowding		
c1	Overcrowding - number of caravans	0
c2	Overcrowding - number of pitches	0
Step d: Current need calculation (backlog)		
d1	Current need caravans	0
d2	Current need pitches	0
Near future need 2011 – 2016		
Step e: 2011-2016 family, pitch and caravan calculation		
e1	Newly forming households (annual 2011 - 2016) - Caravans	3
e2	Newly forming households (annual 2011 - 2016) - Pitches	3
Longer term need 2016 – 2021		
Step f: 2016-2021 family, pitch and caravan calculation		
f1	Newly forming households (annual 2016 - 2021) - Caravans	2
f2	Newly forming households (annual 2016 - 2021) - Pitches	2
Pitches per year		
Step g: Pitches per year 2011 to 2016		
g1	Base - current need 2012	0
g2	Average annual provision to meet backlog over agreed period	0
g3	Annual need 2011 - 2016 (newly forming households)	3
g4	Average supply from turnover (subtract from total)	-1
g5	Total Annual Need 2011 – 2016	2
g6	Total Need 2011 - 2016 (5 years)	9
Step h: Pitches per year 2016 to 2021		
h1	Future need 2016 – 2021 (Newly forming households)	2
h2	Average supply from turnover (subtract from total)	-1
h3	Total Annual Need 2016 - 2021	1
h4	Total Need 2016 - 2021 (5 years)	6
Step i: Pitches per year 2021 – 2026 (Projected)		
i1	Future need 2021 – 2026 (Newly forming households)	3
i2	Average supply from turnover (subtract from total)	-1
i3	Total Annual Need 2021 - 2026	2
i4	Total Need 2021 - 2026 (5 years)	10
Step j: Pitches per year 2026 – 2031 (Projected)		
j1	Future need 2026 – 2031 (Newly forming households)	2
j2	Average supply from turnover (subtract from total)	-1
j3	Total Annual Need 2026 - 2031	1
j4	Total Need 2026 - 2031 (5 years)	6

Source: LGSS RP 2012

Table 7. St Edmundsbury

Stage	Description	2012
Main pitch and caravan needs assessment - Gypsies and Travellers (2011)		
Step a: Supply		
a1	Supply	19
a2	<i>Of these supply, Tolerated (information only)</i>	7
a3	Turnover - number of pitches becoming vacant each year	0
Step b: Current need (backlog) - caravan counts and temporary permissions		
b1	Net local need - unauthorised caravans	0
b2	Net local need from unauthorised – pitches	0
b3	Temporary permissions (Caravans)	0
b4	Temporary permissions (Pitches)	0
Step c: Current need (backlog) – Overcrowding		
c1	Overcrowding - number of caravans	0
c2	Overcrowding - number of pitches	0
Step d: Current need calculation (backlog)		
d1	Current need caravans	0
d2	Current need pitches	0
Near future need 2011 – 2016		
Step e: 2011-2016 family, pitch and caravan calculation		
e1	Newly forming households (annual 2011 - 2016) - Caravans	1
e2	Newly forming households (annual 2011 - 2016) - Pitches	1
Longer term need 2016 – 2021		
Step f: 2016-2021 family, pitch and caravan calculation		
f1	Newly forming households (annual 2016 - 2021) - Caravans	1
f2	Newly forming households (annual 2016 - 2021) - Pitches	1
Pitches per year		
Step g: Pitches per year 2011 to 2016		
g1	Base - current need 2012	0
g2	Average annual provision to meet backlog over agreed period	0
g3	Annual need 2011 - 2016 (newly forming households)	1
g4	Average supply from turnover (subtract from total)	0
g5	Total Annual Need 2011 – 2016	0*
g6	Total Need 2011 - 2016 (5 years)	2
Step h: Pitches per year 2016 to 2021		
h1	Future need 2016 – 2021 (Newly forming households)	1
h2	Average supply from turnover (subtract from total)	0
h3	Total Annual Need 2016 - 2021	0*
h4	Total Need 2016 - 2021 (5 years)	2
Step i: Pitches per year 2021 – 2026 (Projected)		
i1	Future need 2021 – 2026 (Newly forming households)	1
i2	Average supply from turnover (subtract from total)	0
i3	Total Annual Need 2021 - 2026	0*
i4	Total Need 2021 - 2026 (5 years)	2
Step j: Pitches per year 2026 – 2031 (Projected)		
j1	Future need 2026 – 2031 (Newly forming households)	1
j2	Average supply from turnover (subtract from total)	0
j3	Total Annual Need 2026 - 2031	0*
j4	Total Need 2026 - 2031 (5 years)	1

Source: LGSS RP 2012

*Less than 1 per year

6 Comparison of 2012 and 2011 figures

6.1 The updated figures vary from those produced in 2011, as was expected in making the decision to run an update.

Table 8. Forest Heath 2011 and 2012

Step g: Pitches per year 2011 to 2016			
		2011	2012
g1	Base - current need 2011/12	0	0
g2	Average annual provision to meet backlog over agreed period	0	0
g3	Annual need 2011 - 2016 (newly forming households)	3	3
g4	Average supply from turnover (subtract from total)	-1	-1
g5	Total Annual Need 2011 – 2016	2	2
g6	Total Need 2011 - 2016 (5 years)	8	9
Step h: Pitches per year 2016 to 2021			
h1	Future need 2016 – 2021 (Newly forming households)	2	2
h2	Average supply from turnover (subtract from total)	-1	-1
h3	Total Annual Need 2016 - 2021	1	1
h4	Total Need 2016 - 2021 (5 years)	6	6
Step i: Pitches per year 2021 – 2026 (Projected)			
i1	Future need 2021 – 2026 (Newly forming households)	3	3
i2	Average supply from turnover (subtract from total)	-1	-1
i3	Total Annual Need 2021 - 2026	2	2
i4	Total Need 2021 - 2026 (5 years)	10	10
Step j: Pitches per year 2026 – 2031 (Projected)			
j1	Future need 2026 – 2031 (Newly forming households)	2	2
j2	Average supply from turnover (subtract from total)	-1	-1
j3	Total Annual Need 2026 - 2031	1	1
j4	Total Need 2026 - 2031 (5 years)	6	6

Source: LGSS RP 2012

6.2 The only difference to Forest Heath need figures is that the backlog of need to 2016 is increased from 8 to 9 pitches. This is due to rounding following a small increase in the number of young people counted for Forest Heath in the model. The annual figures at step g5 are multiplied by 5 to give the need over the five years 2011 – 2016. To one decimal point, the figure at g6 for 2011 was 8.5, whereas in 2012 it is 8.7.

Table 9. St Edmundsbury 2011 and 2012

Step g: Pitches per year 2011 to 2016			
		2011	2012
g1	Base - current need 2011/12	0	0
g2	Average annual provision to meet backlog over agreed period	0	0
g3	Annual need 2011 - 2016 (newly forming households)	1	1
g4	Average supply from turnover (subtract from total)	0	0
g5	Total Annual Need 2011 – 2016	1	0*
g6	Total Need 2011 - 2016 (5 years)	3	2
Step h: Pitches per year 2016 to 2021			
h1	Future need 2016 – 2021 (Newly forming households)	1	1
h2	Average supply from turnover (subtract from total)	0	0
h3	Total Annual Need 2016 - 2021	1	0*
h4	Total Need 2016 - 2021 (5 years)	3	2
Step i: Pitches per year 2021 – 2026 (Projected)			
i1	Future need 2021 – 2026 (Newly forming households)	1	1
i2	Average supply from turnover (subtract from total)	0	0
i3	Total Annual Need 2021 - 2026	1	0*
i4	Total Need 2021 - 2026 (5 years)	4	2
Step j: Pitches per year 2026 – 2031 (Projected)			
j1	Future need 2026 – 2031 (Newly forming households)	1	1
j2	Average supply from turnover (subtract from total)	0	0
j3	Total Annual Need 2026 - 2031	0	0*
j4	Total Need 2026 - 2031 (5 years)	2	1

Source: LGSS RP 2012

- 6.3 The 2012 need figures for St Edmundsbury are lower than the 2011 assessment by 1 pitch for each five-year period. This is due to rounding through marginally smaller numbers of young people counted for St Edmundsbury in the model.
- 6.4 The underlying cause of the two changes is an increase in the average number of private authorized caravans in the Forest Heath caravan counts. Young people in the model are counted from a single combined set of data for Forest Heath and St Edmundsbury which is distributed according to the current population based on the number of authorised and tolerated caravans in the caravan counts. The Forest Heath count for January 2011 showed 33 private authorised caravans. All other counts from July 2009 to January 2012 show between 59 and 70 private authorised caravans. It appears that the January 2011 count of 33 for Forest Heath is an anomaly.

7 Travelling Showmen or Showpeople (TSP)

- 7.1 The evidence collected during this update exercise suggested no change to the need for Travelling Showpeople in Forest Heath or St Edmundsbury from the 2011 GTANA.
- 7.2 The Needs Assessment for Travelling Showpeople was calculated using a simpler version of the methodology described for permanent pitches for Gypsies and Travellers. The results of this simplified methodology were moderated as shown in Appendix 2.
- 7.3 The model used for Gypsies and Travellers can only be applied in a limited way to Travelling Showpeople in the study area, because of the small number of people involved and a shortage of available data.
- 7.4 Steps a, b and e in Table 3 have been used based on the following data for Travelling Showpeople:
 - Local authority planning data of authorized and unauthorized pitches
 - Showmens Guild figures provided for the Regional Spatial Strategy Examination in Public (2008)
 - The two above allow a calculation of backlog of need.
 - Traveller Education Service data on young people of family forming age, allowing natural growth to be calculated.
- 7.5 Once the calculation provided needs figures for TSPs, Traveller Liaison Officers from each district were asked to apply their local knowledge to the figures, resulting in the figures provided in Table 10.
- 7.6 These figures are indicative, owing to the limited amount of information available on which to carry out the assessment.
- 7.7 Future need is mainly through natural growth and there is unlikely to be an identifiable backlog of need.
- 7.8 It is often useful to consider the accommodation needs of TSP in terms of 'plots' alongside or instead of pitches: a plot has space for living accommodation and storage of equipment, which can be very large. However, as the overall GTANA uses the term 'pitches', the same term is used for TSP. A pitch can be thought of as a plot.
- 7.9 It is not feasible to assess longer term need for Travelling Showpeople beyond 2016 because of the small numbers involved.

Table 10. Travelling Showpeople indicative needs assessment

	Total 2011 – 2016
Forest Heath	2
St Edmundsbury	1

Source: LGSS RP 2011

7.10 The Travelling Showmen’s Guild advise the following which are directly relevant to this and future GTANAs:

- Travelling Showpeople are generally able to provide for their own accommodation needs, such as raising finance to buy sites.
- They do not identify as being Gypsies/Travellers and are usually not perceived as Gypsies/Travellers by the settled community. They often inhabit small sites, in terms of numbers of people, without large concentrations of population around single villages.

7.11 There is far less evidence available about the accommodation needs of Travelling Showpeople within the study area than there is for Gypsies and Travellers. It is recommended that a small piece of primary research, either a small survey or some qualitative work, be carried out to provide a more accurate assessment of needs. It could also provide information about how local authorities could best work with this group to address their own accommodation needs.

8 Glossary

Abbreviations

CBL	Choice Based Lettings
CLG or DCLG	(Department of) Communities and Local Government
EERA	East of England Regional Assembly, now known as the East of England Local Government Association
GTAA	Gypsy and Traveller Accommodation Assessment (refers to the Cambridge Sub-Region Traveller Needs Assessment, May 2006)
GTANA	Gypsy and Traveller Accommodation Needs Assessment, 2011
JSNA	Joint Strategic Needs Assessment
KL&WN	King's Lynn and West Norfolk Borough Council
KS1	Key Stage 1 (children aged 5 to 7)
KS2	Key Stage 2 (children aged 7 to 11)
KS3	Key Stage 3 (children aged 11 to 14)
KS4	Key Stage 4 (young people aged 14 to 16)
LA	Local Authority
Locata	A computer package which records Choice Based Lettings across the participating local authorities
PPS	Planning Policy Statement
RSS	Regional Spatial Strategy
SHMA	Strategic Housing Market Assessment
TES	Travellers Education Service
TLO	Travellers Liaison Officer

Terminology

Emergency stopping place *

Authorised developments intended for very short use; overnight with a maximum of 28 days. The facilities at such places would normally be minimal.

Gypsy / Traveller

The DCLG Guidance on GTANA (2007) states:

'The following definition of "gypsies and travellers" should now be used:

- (a) persons with a cultural tradition of nomadism or living in a caravan; and*
- (b) all other persons of a nomadic habit of life, whatever their race or origin, including:*

- (i) such persons who, on grounds only of their own or their family's or dependant's educational or health needs or old age, have ceased to travel temporarily or permanently; and*
- (ii) members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).'*

Roadside encampments

Short term encampments involving stays of a few days or weeks, usually by Gypsies and Travellers in transit or visiting. They may be at the side of the road or on other land.

Short-term unauthorised encampments

Short term encampments involving stays of a few days or weeks, usually by Gypsies and Travellers in transit or visiting. They may be at the side of the road or on other land. They are usually referred to as roadside encampments. 'Short-term unauthorized encampments' is used to distinguish these from longer term unauthorised encampments where Gypsies/Travellers may be looking for permanent accommodation.

Temporary permission

Temporary planning permissions set for a fixed term. They are often for a named family or families. Some authorised sites only benefit from Temporary Planning Permission for a specific time period, often three or five years. Reasons for a temporary planning permission include where it is expected that the planning circumstances will change in a particular way at the end of the period of the temporary permission. Sites with temporary planning permission cannot be counted towards long term supply, and as the period of consent runs out during the period of the needs assessment they have been identified as need.

Tolerated site

An unauthorized site which is action is not taken against because it is deemed to be in the best interest of all parties to tolerate the site. Many are long established and they often move to become regulated sites with retrospective planning approval or accrue legal rights after existing for a specified number of years.

Transit site *

Authorised developments intended to meet the needs of those families moving around particularly during the summer months. Transit sites have basic facilities; less than one would expect on a permanent authorised development but more than that found on an emergency stopping place. They can only be occupied for a fixed, short, period of time.

Traveller Liaison Officer

An officer who works to liaise with the local Gypsy and Traveller community in a local authority area. They have many duties, which may include: managing sites, resolving disputes, and involvement in planning decisions and appeals. They are often from the local authority or a housing association, but are sometimes from private company.

Travelling Showmen / Travelling Showpeople

The CLG Circular 04/2007, 'Planning for Travelling Showpeople, defines Travelling Showpeople as:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the ground of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined in ODPM Circular 1/2006.

The Showmen's' Guild prefer the term 'Showmen' to 'Showpeople'

Unauthorised development *

Developments that occur when Gypsies or Travellers buy a piece of land which does not have planning permission for a dwelling and proceed to place a chalet, trailer or caravan on it. Eviction can normally only be secured through the planning appeals system, and can be protracted.

Unauthorised encampment *

The use of land by Gypsies or Travellers for living on which they do not own. Local authorities and the police have a range of enforcement actions available to them to evict households in unauthorised encampments and can do so relatively quickly if they wish. Consequently, neither the council nor the households living there invest in any facilities and conditions are very basic (for instance no toilets or running water) and families tend not to stay more than a few hours, days or weeks.

* These definitions are taken from the Tribal Consulting report, 2007: 'Gypsy and Traveller accommodation needs assessment for the Nottinghamshire local authorities'.

9 Appendix 1 – supporting information

9.1 Fulfilling government guidance

Guidance	How the GTANA meets relevant guidance
<p>PPS3, DCLG, June 2011</p> <p>PPS3 effectively places GTANA as part of a Strategic Housing Market Assessment by requiring that a SHMA should form an evidence base including considering: <i>future demographic trends and identify the accommodation requirements of specific groups such as...Gypsies and Travellers.</i></p>	<p>This GTANA is part of the Cambridge sub-region SHMA, although it covers a larger area. It meets the requirements of PPS3 by assessing existing accommodation needs such as from unauthorized caravans and overcrowding along with using a simple demographic-based approach of actual numbers of young people of a range of Key Stage level ages to identify natural growth from within the existing communities.</p>
<p>Strategic Housing Market Assessment Guidance, CLG, 2007</p> <p>The SHMA guidance includes the need to identify <i>the accommodation requirements of Gypsy and Traveller communities</i> and recommends working with local authority Gypsy and Travellers teams.</p>	<p>As well as being part of the SHMA, this GTANA takes account of the local knowledge and expertise of Travellers Liaison Officers and data from Traveller Education teams.</p>
<p>Gypsy And Traveller Accommodation Needs Assessments, DCLG, 2007</p> <p>The GTANA guidance suggests using existing data and information, an approach which is in line with the general SHMA guidance, but also recommends conducting a <i>specialist survey and/or qualitative research to obtain further more detailed information.</i></p>	<p>Primary research has not been carried out for this GTANA –for reasons spelt out in the Appendix 1 at 12.2</p> <p>The GTANA uses most of the sources of secondary data or information recommended by the GTANA guidance. The data used is set out in section 3.7</p>
<p>‘Planning policy for traveller sites’, DCLG, March 2012</p> <p>There are three key points in this policy document to consider for the GTANA:</p> <ul style="list-style-type: none"> • To allow targets to be set, robust evidence should be provided of local need in the light of historic demand. • Local authorities are to set their own targets for site provision. • Local authorities are to maintain a 5-year supply of pitches and plots 	<p>This GTANA meets the guidance and requirements in ‘Planning policy for traveller sites’ by providing figures for each local authority within the study area based on actual counted caravans and people, from local sources.</p> <p>These figures identify local need, as they are based on the existing population in each local authority area, or originating in that area, rather than potential in-migration of people with little or no local connection.</p> <p>This GTANA does not seek to set targets for provision.</p>
<p>Draft National Planning Policy Framework, DCLG, July 2011</p> <p>The draft National Planning Policy Framework is intended to replace detailed planning guidance with a broad framework. The Framework does not mention Gypsies and Travellers, however</p>	<p>This GTANA provides the relevant evidence base for Gypsies and Travellers and is part of the SHMA.</p>

Guidance	How the GTANA meets relevant guidance
<p>Planning for Travellers Sites will be merged in to the Framework once consultation is complete. The general considerations in the draft Framework such as planning for people and sustainable development are relevant to delivery of Gypsy and Traveller sites.</p> <p>The draft Framework does note the importance of having an evidence base that local authorities should use <i>to ensure that their Local Plan meets the full requirements for market and affordable housing in the housing market area</i>, which might be expected to cover Gypsy and Traveller sites along with other housing. The draft Framework also notes that SHMAs are <i>a key part of the evidence base required to ensure the delivery of housing that meets the needs of communities now and in years to come</i>.</p>	
<p>Planning Circulars 01/2006 and 04/2007</p> <p>These provide the context for the preparation of plans for Gypsy, Traveller and Travelling Showpeople until they are replaced by the Draft National Planning Policy Framework</p>	<p>This GTANA provides the relevant evidence base for Gypsies and Travellers and is part of the SHMA.</p>

9.2 Previous RSS targets from the Single Issue Review

Table 11. Previous RSS requirements³

	RSS additional pitch requirement by 2011	RSS requirement 2011 - 2016	RSS requirement 2016 - 2021	RSS 2011 - 2021
Forest Heath	18	7	8	15
St Edmundsbury	20	8	9	18
Total	38	15	17	33

9.3 Results of GTAA 2006

Table 12. Results of GTAA 2006⁴

	GTAA 2006 2005 – 2010
Forest Heath	15 – 20
St Edmundsbury	10 – 20
Total	25 - 40

³ Figures in the RSS were re-apportioned from South Cambridgeshire, Fenland and Basildon Districts as set out in Planning Inspector's recommendations and accepted by the Government of the time. This resulting in a lower pitch requirement in some districts than is shown in the 2006 GTAA, but an increase elsewhere including Peterborough and St Edmundsbury. Details are available at: <http://www.eera.gov.uk/What-we-do/developing-regional-strategies/east-of-england-plan/planning-for-gypsy-and-traveller-accommodation-single-issue-review/>

⁴ Figures from the 2011 GTANA for 5 years are lower than those shown in the 2006 GTAA for 5 years. Reasons for this include the treatment of tolerated sites, overcrowding and natural growth. For example, in the GTANA 2011, natural growth is based on actual numbers of young Gypsies and Travellers, whereas in the 2006 GTAA it was based on theoretical work. Available at <http://www.cambridgeshire.gov.uk/business/research/populationresearch/population/travellersresearch/Travellersresearch.htm>

10 Appendix 2 – Travelling Showpeople Initial and moderated figures and RSS Revision figures for Travelling Showpeople

	Existing Pitches/ Plots	Annual 2011 to 2016 modelled			2011 to 2016 Final assessment		Showmen's' Guild Figures RSS (5 Years)		Moderation - rational
		Backlog (pitches)	Natural growth (pitches)	Natural growth (pitches) - 5 years	Backlog (pitches)	Natural growth (pitches) - 5 years	Backlog (pitches)	Natural growth (pitches)	
Forest Heath	2	1	0.3	1.3	1	1	1	0	Natural growth of 1.5 in 5 years from base of 2 pitches is too high, round down to 1 to note some provision probably needed
St Edmundsbury	4	0	0.1	0.5	0	1	0	1	Natural growth of 0.3 in 5 years from 4 pitches is reasonable, round up to 1

Source: LGSS RP 2011

11 Appendix 3 – Gypsies and Travellers moving into and out of houses

The turnover figure is evidenced by local turnover rates, other studies and Gypsies and travelers moving into and out of houses, which generally involves a net move away from pitches into houses. This Appendix outlines the modeling of Gypsies and Travellers moving into and out of houses. The resulting figures are not used in the calculation, but were considered in setting the turnover rate.

The starting point in assessing the numbers of moves into and out of houses is Gypsies and Travellers expressing an interest in moving **off site into houses**, a figure based on the Housing Register is used for each authority. At March 2012 there were:

- 2 families listed on Locator CBL system for Forest Heath
- 4 families listed on Locator CBL system for St Edmundsbury

The Locator figures are used as a proportion of all Gypsies and Travellers in the area. The resulting figure is **increased** by 20% to take account of Gypsies and Travellers not registering their ethnicity as evidenced by TLO and national studies. The figure is then **lowered** by 20% to take account of Gypsies and Travellers who register for housing not taking up tenancies when offered, for reasons such as only registering just in case they need housing in the future.

The number of Gypsies and Travellers wishing to move **out of houses on to sites** is then expressed as a proportion of the total population. This proportion is 0 based on advice from TLO that local Gypsies and Travellers moving out of houses will not wait for a pitch, but be counted in the unauthorized caravans.

The number wishing to move off sites into houses is subtracted from the number wishing to move out of houses onto sites.

Returning families with a strong and identifiable local connection: It is assumed that the number of such families returning to the area will balance with the number moving from the area to another area they have a local connection with. Therefore the final figure is 0.