



## **Cornwall Local Plan**

# **Gypsies, Travellers and Travelling Communities**

## **Monitoring Report 2014-15**

**Cornwall Council  
October 2015**

## 1.1 Introduction

- 1.1 This is the first Monitoring Report published by Cornwall Council on the delivery of Gypsy, Traveller and Travelling Showpeople pitches and plots in Cornwall. As a consequence, this document provides more detail than might normally be expected, including the development and setting of local accommodation targets plus detailed information on delivery to date. In addition, readers may wish to look at the Cornwall Council Housing Evidence Base [Briefing Note 19 on Gypsy & Traveller Accommodation Needs](#) as this provides useful contextual information including national policy and DCLG caravan counts. Future versions of this Monitoring report will focus on delivery against targets for the monitoring year in question and other information as appropriate.

## 2.1 National Policy

- 2.1 Planning Policy for Traveller Sites<sup>i</sup> was published in March 2012 and seeks to ensure fair and equal treatment for Travellers in a way that facilitates the traditional and nomadic way of life of Travellers while respecting the interests of the settled community. National policy requires that local planning authorities in 'producing their Local Plan:
- *Identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets;*
  - *Identify a supply of specific developable sites or broad locations for growth, for years six to ten, and, where possible, for years 11-15;*
  - *Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);*
  - *Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density;*
  - *Protect local amenity and environment'.*
- 2.2 In August 2015 the Government published updated '[Planning Policy for Traveller Sites](#)' guidance<sup>ii</sup> which proposes to change the definition of 'traveller' for planning related purposes so that it would exclude those who have permanently ceased from travelling. The guidance also strengthens policy in terms of the Green Belt and other protected areas.

## 3.1 Gypsy & Traveller Accommodation Needs Assessments and the Development of Targets for Cornwall

- 3.1 A [Gypsy & Traveller Accommodation Assessment \(GTAA\)](#)<sup>iii</sup> was undertaken in 2006 in Cornwall to assess the need for accommodation for each of the former

Cornwall districts. The study concluded that the evidence available at the time suggested that between 2006 and 2011 there was a need for 147 residential pitches and between 33 and 45 transit pitches.

- 3.2 These figures were subject to public examination in 2008 as part of the partial review of the Regional Spatial Strategy (RSS) for the South West. Following the examination, the '[Draft Revised RSS Incorporating the Secretary of State's Proposed Changes for Public Consultation](#)'<sup>iv</sup> was published in July 2008 and 'revised' the Cornwall GTAA figures for the period 2006-2011 to 159 residential pitches, 40 transit pitches and 6 Travelling Showpeople plots. It was these figures that were used, rolled forward to 2020, to indicate the need for Gypsy, Traveller and Travelling Showpeople pitches/plots in the Cornwall Local Plan up to Pre-Submission stage (table 1):

<b>Table 1: Local Plan Targets up to Pre-Submission Stage</b>		
<b>2006-20</b>	<b>2006-20</b>	
237 Residential Pitches	52 Transit Pitches	9 Showpeople Plots

- 3.3 The residential pitch requirement elements of the 2006 study were updated by consultants<sup>v</sup> ([GTANA published May 2014](#)) using 2012 caravan count data. This new needs assessment identified a need for 105 residential pitches between 2013 and 2027, and all of these were required in the first five years. The study did not re-examine the need for transit and travelling showpeople sites, but did suggest that the Draft Revised RSS figures could be rolled forward for transit sites using the 3% compound growth factor (advocated by the Draft RSS) which suggested a requirement for 64 transit pitches in Cornwall between 2006 and 2027. It was these new assessment figures that were used at the Cornwall Local Plan Proposed Submission Stage together with a rolled forward figure for Travelling Showpeople plots using the same methodology as for transit sites (table 2):

<b>Table 2: Local Plan Targets at Proposed Submission Stage</b>		
<b>2013-27</b>	<b>2006-27</b>	
105 Residential Pitches	64 Transit Pitches	11 Showpeople Plots

- 3.4 The 2014 GTANA recommended annually updating the model using the biannual caravan count to maintain an up to date position and this [Update](#)<sup>vi</sup> was undertaken in August 2014 using 2014 caravan count data. Changes made to the methodology used in the DCLG Caravan Count in January 2014 resulted in a tightening up of the types of travellers that should be included in the caravan count. As a result, the number of unauthorised encampments recorded in Cornwall significantly reduced - a large number were found to be primarily local and migrant workers living on Gypsy & Traveller owned sites at [Minorca Lane](#)<sup>vii</sup> rather than members of the Gypsy & Traveller community.

- 3.5 The annual update of the model using 2014 caravan count data has resulted in a reduction in the number of residential pitches required in Cornwall between 2014 and 2028 to 20 pitches – all to be delivered in the first five years. It was these new updated figures that were used at the Cornwall Local Plan Focused Changes stage together with rolled forward figures for transit and Travelling Showpeople pitches and plots (table 3):

<b>Table 3: Local Plan Targets at Focused Changes Stage</b>		
<b>2014-28</b>	<b>2006-28</b>	
20 Residential Pitches	64 Transit Pitches	11 Showpeople Plots

- 3.6 The Cornwall Local Plan: Strategic Policies document has been submitted to the Secretary of State for examination, and this document is currently subject to the determination of its soundness through the Planning Inspectorate.
- 3.7 The Inspector examining the Cornwall Local Plan: Strategic Policies document at the first week of Hearings in May 2015 considered that *'the methodology for identifying the permanent accommodation needs of Gypsies and Travellers is not sufficiently robust and comprehensive to provide a sound figure of need in the plan'*. His main concerns were a lack of active and targeted consultation with representatives of the Gypsy & Traveller community, the use of data on overcrowding on pitches, vacancy rates and the limited mix of Travellers on the public sites and no up to date assessment of Travelling Showpeople needs. He also concluded that the target for Gypsies, Travellers and Travelling Showpeople should be up to 2030. Concentrating on the delivery of transit sites was more important to the Inspector than additional work on updating evidence as the need for these types of sites should be reviewed in the light of provision made in the short term.
- 3.8 The Cornwall Local Plan: Strategic Policies examination is currently suspended until early 2016 in order that Cornwall Council undertake further work including updating the evidence that underpins the Gypsy & Traveller Policy.
- 3.9 It is the intention of the Council to produce a Travelling Communities Site Allocations Development Plan Document (DPD). It is proposed that the DPD will identify a range of residential, transit and Showpeople sites as required to meet the needs identified in the Local Plan: Strategic Policies and to identify small sites as emergency stopping places. Given current evidence, the focus for the DPD will be on transit sites. The Council intends to publish a scoping report for consultation during 2015-16.

## **4.1 Monitoring Framework**

- 4.1 National policy is clear that Cornwall Council needs to identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth

of sites against their locally set targets and a supply of specific developable sites or broad locations for growth for years 6-10 and where possible for years 11-15.

- 4.2 Once the Travelling Communities Site Allocations DPD is sufficiently advanced, a detailed Travelling Communities Pitch and Plot Trajectory will be prepared and monitored. In the interim, development is likely to continue to come forward through the delivery of windfall sites which can be monitored.
- 4.3 Windfall sites are sites that come forward outside of the plan making process and receive planning permission. Historically, windfall sites have been the main source of Gypsy and Traveller pitch delivery in Cornwall since 2006 as demonstrated by the numbers that have been approved during this time, i.e. around 13 Gypsy and Traveller private pitches have been delivered per year (see Appendix 1). The introduction of an adopted Local Plan and associated Travelling Communities Site Allocations DPD means delivery on this scale is unlikely to continue throughout the whole Local Plan period. In the interim, based on past experience, windfall delivery is likely to continue to some extent, and even if the historic delivery rate were to halve it is possible that nearly 100 private pitches could still come forward over the remaining fifteen years of the plan period through windfall, infill or extensions to existing sites. An allowance for windfall development can be built into the latter part of the Local Plan timeframe.
- 4.4 There is currently no up to date adopted Gypsy, Traveller and Travelling Showpeople requirement for Cornwall. It is acknowledged that there have been a number of objections to the proposed level of provision in the submitted Strategic Policies document, including those raised by the Inspector examining the Cornwall Local Plan.
- 4.5 Table 4 below identifies the number of new pitches that have been granted permission between the 1<sup>st</sup> August 2014 and the 31<sup>st</sup> March 2015:

<b>Table 4: Delivery of Residential Pitches</b>			
<b>Site</b>	<b>Pitches</b>	<b>Caravans</b>	<b>Date Permitted</b>
Land SE of Glenthams (new site)	1	2	21/10/14
Land E of Moorland View, Conce Moor (new site)	1	2	25/11/14
Land N of Mount Stamper Cottage (new site)	1	2	04/12/14
<b>Totals</b>	<b>3</b>	<b>6</b>	

- 4.6 Based on the only Gypsy & Traveller residential accommodation target available at this time as identified in table 3 above, 3 pitches were granted planning permission up to the 31<sup>st</sup> March 2015 which leaves a requirement for a further 17 pitches by the 31<sup>st</sup> March 2019 if the current target is found to be appropriate.

4.7 In terms of transit and Travelling Showpeople sites there have been no permissions granted between 1<sup>st</sup> August 2014 and 31<sup>st</sup> March 2015. A fifteen pitch transit site was refused permission and is currently at appeal.

## Appendices

### Appendix 1

Tables 5 and 6 provide an overview of the number of pitches and plots permitted up to the start of the Cornwall Local Plan: Strategic Policies timeframe.

<b>Table 5: Permitted Sites Pre 2006</b>					
<b>Name</b>	<b>Settlement</b>	<b>Site Type</b>	<b>Pitches/ Plots</b>	<b>Caravans</b>	<b>Tenure Type</b>
Foredown Parc	Pensilva	Residential	10	20	Social
Boscarn Parc	Redruth	Residential	30	48	Social
Rowlands	St Blazey	Showpeople	1	unknown	Private
Wheal Jewel	Carharrack	Residential	24	36	Social
Lark Meadows Field	Chacewater	Residential	1	2	Private
Pendeen	High Street	Residential	2	4	Private
The Paddock	Penstraze	Residential	3	6	Private
<b>Total</b>			<b>71</b>	<b>116+</b>	

<b>Table 6: Permitted Sites 2006 - 2009</b>					
<b>Name</b>	<b>Settlement</b>	<b>Site Type</b>	<b>Pitches/ Plots</b>	<b>Caravans</b>	<b>Tenure Type</b>
<b>2006</b>					
Hallenbeagle	Chacewater	Residential	unknown	11	Private
Lovely Vale	Perranporth	Residential	1	2	Private
The Meadow	Redruth	Residential	1	2	Private
<b>2007</b>					
Apondarosa	Bugle	Residential	2	4	Private
Middle Gillies	Lockengate	Residential	4	8	Private
Land at Well Lane	Redruth	Residential	1	3	Private
Wheal Grambler	Redruth	Residential	1	2	Private
Treleigh Paddock	Redruth	Residential	1	2	Private
Fairacres	Porthtowan	Showpeople	1	2	Private
<b>2008</b>					
The Paddock Hallew	Bugle	Residential	2	4	Private
5 Conce Road	Lockengate	Residential	unknown	6	Private
Tremmer	Pensilva	Residential	3	6	Private
Tolgus Meadow	Redruth	Residential	1	2	Private
The Paddock	Sticker	Residential	1	2	Private
Chavastan/Paddock	St Blazey	Residential	6	12	Private
<b>2009</b>					
Trenisson	Bugle	Residential	4	8	Private
Woodlands	Illogan	Residential	1	2	Private
Rear of Moorview	Indian Queens	Residential	5	10	Private
Sunny Corner	Lockengate	Residential	2	4	Private
The Preserves	St Blazey	Residential	10	20	Private
The Preserves	St Blazey	Transit	2	4	Private
Coppergone	Par	Residential	4	unknown	Private
Maude's	Illogan	Residential	1	1	Private
<b>Total</b>			<b>54+</b>	<b>117+</b>	

Table 7 provides an overview of the number of pitches and plots permitted up to the 31<sup>st</sup> March 2015 (the first five years of the plan period):

<b>Table 7: Permitted Sites 2010 - 2015</b>					
<b>Name</b>	<b>Settlement</b>	<b>Site Type</b>	<b>Pitches/ Plots</b>	<b>Caravans</b>	<b>Tenure Type</b>
<b>2010</b>					
Land at Treshba	Ashton	Residential	1	2	Private
The Stables	Camborne	Residential	1	3	Private
Land E of Conce Round	Lockengate	Residential	2	4	Private
Orchard View	Lockengate	Residential	1	1	Private
The Stables	Lockengate	Residential	1	1	Private
Roxy's Meadow	Redruth	Residential	1	2	Private
Wheal Rose	Scorrier	Residential	2	4	Private
<b>2012</b>					
Land at Roswin	Connor Downs	Residential	1	2	Private
Starhysky	Coombe	Residential	1	2	Private
Valley View Stables	East Looe	Residential	1	2	Private
Valley View Stables	East Looe	Transit	10	20	Private
Land OS 1292	Pensilva	Residential	6	12	Private
Penlowen Caravan Site	Porthtowan	Residential	3	5	Private
Mandalay	St Columb	Residential	3	5	Private
Little Tredinnick	St Neot	Residential	1	1	Private
Land St Stephen Rd	Sticker	Residential	1	2	Private
The Old Warehouse	Whitemoor	Residential	3	5	Private
<b>2013</b>					
Little Meadow	Bugle	Residential	4	8	Private
Pirates	Illogan	Residential	1	2	Private
Lowarneek	Mount Hawke	Residential	3	unknown	Private
Land at B3274	Stenalees	Residential	3	6	Private
Hatchintan	Pensilva	Residential	1	2	Private
<b>2014</b>					
Horse Shoe Haven	Bugle	Residential	3	unknown	Private
E of Moorland View	Bugle	Residential	1	2	Private
Moorland View	Bugle	Residential	1	2	Private
Land SE of Glenthams	Constantine	Residential	1	2	Private
Crasken Farm	Helston	Residential	Unknown	10	Private
Land at Toldish Road	Indian Queens	Residential	2	4	Private
Land OS 7682	Praze n Beeble	Residential	1	2	Private
N of Mount Stamper Cottage	Screda	Residential	1	2	Private
Land at Kehelland	Kehelland	Residential	1	1	Private
Travellers Rest, Minorca Lane	Bugle	Certificate of Lawful Use	unknown	7	Private
5 Minorca Lane	Bugle	Certificate of Lawful Use	unknown	3	Private
5 Minorca Lane	Bugle	Certificate of Lawful Use	unknown	2	Private
<b>Total</b>			<b>62+</b>	<b>130+</b>	



## Glossary

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

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

**Pitch:** *a pitch on a gypsy and traveller site, i.e. residential pitches for "gypsies and travellers.*

**Plot:** *a pitch on a Travelling Showpeople site (often called a yard), i.e. mixed-use plots which may/will need to incorporate space or to be split to allow for the storage of equipment.*

**Authorised Site:** *a site which has planning permission for use as a Gypsy and Traveller site.*

**Emergency Stopping Place:** *a licensed short-term Gypsy and Traveller site (or sometimes a 'tolerated' but unauthorised location) to which Gypsies and Travellers can be directed when in need. Fewer facilities are available than on transit sites and usually residents would only be able to remain at such a site for a few days.*

**Permanent / Residential Site:** *an authorised site intended for long-stay use by residents. No maximum length of stay is set unless planning permission is on a temporary basis.*

**Transit Site:** *an authorised site intended for short-term use by those in transit to other areas. The site is permanent but people who stay on it may only do so for a temporary period (normally for up to three months). Normally these sites have fewer facilities than permanent/residential sites.*

**Unauthorised Encampment:** *a piece of land where Gypsies and Travellers reside without planning permission. The land is not in the ownership of those involved in the encampment.*

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i [DCLG \(2012\) Planning Policy for Traveller Sites](#)

ii [DCLG \(2015\) Planning Policy for Traveller Sites](#)

iii [Fordham Research \(2006\) Cornwall Gypsy & Traveller Accommodation Assessment](#)

iv [South West Regional Assembly \(2008\) The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes](#)

v [GVA \(2014\) Gypsy and Traveller Accommodation Needs Assessment for Cornwall, Plymouth, South Hams and West Devon Local Authorities](#)

vi [Cornwall Council \(2014\) Housing Evidence Base Briefing Note 19 \(BN19\) Gypsy & Traveller Accommodation needs](#)

vii [Cornwall Council \(2014\) What is the Minorca Lane Project](#)