



MID DEVON LOCAL PLAN REVIEW 2013 – 2033

Proposed Submission (incorporating proposed modifications) Examination

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Main Hearings - Hearing 1: Thursday 14th February 2018

Matters and Issues

**Vision, Spatial and Development Strategy, and
Strategic Policies**

Statement of Mid Devon District Council

ISSUE 7 Why is there no provision for Gypsies and Travellers?

7.1 The Local Plan Review makes a positive provision for Gypsies and Travellers with the inclusion of policies to meet the identified need for new pitches and plots in a sustainable manner as follows.

7.2 Policy S3 makes specific reference to meeting gypsy and traveller pitches in criterion e). This includes the allocation of a five year supply of gypsy and traveller pitches on deliverable sites to ensure that the predicted need for traveller site will be met; identification of a further supply of developable sites or broad locations for growth equivalent to a further ten years of predicted growth; and seeking to provide a public site for gypsy and traveller pitches within Mid Devon, subject to the availability of funding.

GTAA and pitch need requirement

7.3 The Local Plan Review's policies on Gypsies and Travellers are based on the Devon Partnership Gypsy and Traveller Accommodation Assessment (GTAA, Document SOC03) carried out by RRR Consultants (2015). This was subject to further monitoring by officers and advice by RRR, particularly following the publication of the DCLG Planning Policy for Traveller Sites (PPTS) in 2015.

7.4 The GTAA identified the need in Mid Devon for 35 pitches for gypsies and travellers and 11 plots for travelling show people in the 20 year period 2014-34. The PPTS 2015 would suggest a slightly lower level of need than the GTAA's findings, because the PPTS excludes

people who have ceased to travel. However the Local Plan Review adheres to the GTAA figure in order to avoid underestimating need¹. Paragraph 2.31 (P164) of the Local Plan Review and paragraphs 3.26-3.35 of the Council's Housing Topic Paper (TP01) set out further details.

Pitch allocations in the largest strategic allocations

- 7.5 The Local Plan Review proposes to provide the bulk of its need (25 pitches) for Gypsy and Traveller sites within urban extensions/ larger housing sites as follows:
- Policy TIV1 Eastern Urban Extension, Tiverton, criterion b) “at least five pitches”
 - Policy CU1 North West Cullompton, criterion a) “at least five pitches”
 - Policy CU7 East Cullompton, criterion b) “at least 10 pitches”
 - Policy CRE5 Pedlerspool, Exhibition Road, Crediton, criterion a) “at least five pitches”
- 7.6 The remaining 10 pitches and 11 travelling showperson plots will be provided on existing sites or through new sites that will be determined in accordance with Policy DM7.
- 7.7 The Local Plan Review's focus on providing pitches as part of urban extensions is consistent with the approach in Planning Policy for Traveller Sites, particularly Policy B paragraphs 10 which states that the number of pitches should relate to the size of the surrounding population and density. Paragraph 13 emphasises the need for peaceful integrated co-existence between sites and the local community, and the location of traveller sites where they have access to health, education and other facilities.

Policy for managing Traveller sites

- 7.8 Policy DM7 (Gypsy and Traveller accommodation) manages the development of specific sites. This includes managing development proposals for pitches in villages (with cross reference to Policy S13) and in the countryside (with cross reference to Policy S14). Policy DM7 prioritises provision on sites to allocated sites or areas which are well served by services and where the environmental impact is minimised.

Five year Supply

- 7.9 Policy B of the PPTS requires Local Plans to identify and update annually a supply of 5 years' worth of specific deliverable sites; and developable sites or broad locations for years 6-10 and, where possible years 11-15. This requirement is set out in Local Plan Review Policy S3, criterion e).
- 7.10 The Council assessed its provision to date of Gypsy and Traveller accommodation in a report to Scrutiny Committee in November 2017). This indicated that there was a healthy short term supply of permissions on existing sites for the first five years of the Plan, but a need to bring forward the urban extension sites in order to maintain a rolling five year supply and meet the overall target. Permissions have subsequently come forward as part of Tiverton

¹ The Council is aware that the PPTS definition of Travellers is controversial.

EUE and a resolution to approve at Pedlerspool, Crediton, which strengthen the 5 year supply provision.

- 7.11 The Council has reviewed its five year supply at January 2019. This found a 5 year requirement for around 13 pitches/plots (2019-23) which will be met as follows:
- 5 Pitches on sites with permission at Tiverton EUE (18/00133/MARM, 14/881/MOUT), and 5 at Pedlerspool, Crediton (17/00348/MOUT- outline approval subject to S106 Agreement).
 - 3 pitches through smaller sites, determined on the basis of Policy DM7. At January 2019 there are live planning applications for 2 additional permanent pitches/plots on existing sites (19/00004, Chapel Hill, Uffculme; and 18/02066 The Corbett, Red Ball, Burlescombe).
 - This would require just 1 additional pitch to arise through windfalls in the 5 year period. Long term monitoring indicates that an element of windfall provision does occur, largely on existing sites. A conservative estimate of windfall pitches is that 1.5 pitches arise every 2 years.²
 - Cullompton North West Urban Extension is currently at outline planning stage and is not treated as providing pitches within a five year period. However the area is part of the post 5 year provision.
- 7.12 The above indicates that it is important that the largest strategic allocations play their part in providing pitches, which is made clear in Local Plan Review paragraphs 2.31 and 4.29. Where the Local Plan Review requires the provision of pitches as part of larger housing sites it is clear that the provision of these pitches must be made on-site. It also highlights that an element of provision is likely to arise on smaller sites, which could include instances where it is demonstrated that the existing consented or allocated sites will not be available to the prospective occupiers in a reasonable timescale (Local Plan Review paragraph 4.29). Policy DM7 will therefore play an important role in directing pitches to the most sustainable locations.

Review and Monitoring

- 7.13 The delivery of pitches is monitored annually as part of the Housing Land availability Monitor (MID07). The Council established a Gypsy and Traveller Forum in early 2018 to discuss planning and other matters of concern to the Gypsy and Traveller Community, including the needs of households from all travelling backgrounds and how these needs can best be met.

² The Housing Monitor records 39 additional pitches since 2012 (MID07 page 27). However most of these were recorded as being in use in the 2015 GTAA. It appears that there have been 3 net additional pitches since 2014 (over a 4 year monitoring period = 0.75 per year). The long term rate of provision since 2006 appears to be 3.5 pitches per year but it is not clear how many of these pitches existed pre-2006.

Appendix 1 Five Year Supply of Gypsy and Traveller Sites

A1.1 The 2015 GTAA and November 2017 Scrutiny Report front-loaded the need for Gypsy and Traveller sites as set out below, rather than dividing the need equally throughout the Plan period (which would indicate a need for 2.3 pitches a year). This results in a higher 5 year requirement than dividing the need equally over the Plan period.

Figure 1. Twenty Year Gypsy and Traveller pitch needs summary 2014 – 2034 (GTAA 2015)							
	Base numbers 2014	Additional need 2014-2019	Additional need 2019-2024	Additional need 2024-2029	Additional need 2029 - 2034	Additional need 2014-2034	Numbers as at 2034
Gypsies and Travellers	53	15	6	7	7	35	88
Travelling Showpeople	-	5	2 (0.2 per year)	2 (0.2 per year)	2 (0.2 per year)	+11	+11

A1.2 15 pitches have received permission since 2014 (2 of which are known to have been completed, although some of the 15 appear to have regularised existing pitches that were not recorded in the GTAA). These count against the 5 year requirement. As set out below, there is a backlog of 3 travelling showpersons' plots.

A1.3 On this basis there is a 5 year supply requirement of 6 pitches for Gypsies and Travellers and 7 for Travelling Showpeople: i.e. 13 pitches/plots in total.

Figure 2 Five year Supply Requirement for Gypsy and Traveller Pitches						
	Requirement 2014-19 (5 years)	Provision 2014-19	Permissions 2014-19*	Backlog	New Need 2019-24	Total 5 year supply requirement
Gypsies and travellers	15 (3 per year)	2	13	0	6	6
Travelling Show people	5 (1 per year)	0	0	5	2	7

Total	18	2	13	3	9	13
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*It appears that some of these permissions regularise existing pitches: but these pitches were not counted as part of the 2015 GTAA. The Scrutiny Report in 2017 sought to distinguish between pitches counted in the GTAA and those that are additional to it. 28 Pitches were counted as coming forward in 2014/15 but these have not been counted as new pitches because they were counted in the GTAA.

**Note that the Scrutiny Report identified a five year requirement as 22 pitches/plots. This is because the permissions in the system (that regularise existing pitches) were counted as future provision; whereas the above takes account of them as existing.

A1.4 The requirement for 13 pitches/plots emphasises the importance of delivery on urban extension sites. Eight pitches are considered to be deliverable within the definition in the PPTS:

- Tiverton EUE 18/00133/Major Reserved Matters. 5 Gypsy and traveller Pitches Approved October 2018
- Pedlerspool, Crediton. 17/00348/MOUT 5 Gypsy and Traveller Pitches Outline approval subject to s106 Agreement
- There are current but not determined applications for Cullompton North West Urban Extension. Policy CU1 requires the provision of 5 pitches. These are not counted as part of the five year supply of pitches at present. However they could provide pitches sooner than anticipated.
 - 17/01346/MOUT Outline Hybrid application for 200 dwellings, North of Tiverton Road
 - 17/01178/MFUL Erection of 200 dwellings, access etc. West of Willand Road
 - 17/107900 Outline hybrid application for 200 dwellings and associated infrastructure works, North of Tiverton Road

A1.5 The remaining 3 pitches will need to come forward as part of windfalls (note that it will be important not to double-count pitches that are in existence and counted in the 13 pitches above). At January 2019 there are three current planning applications, that if approved would provide four pitches/plots³.

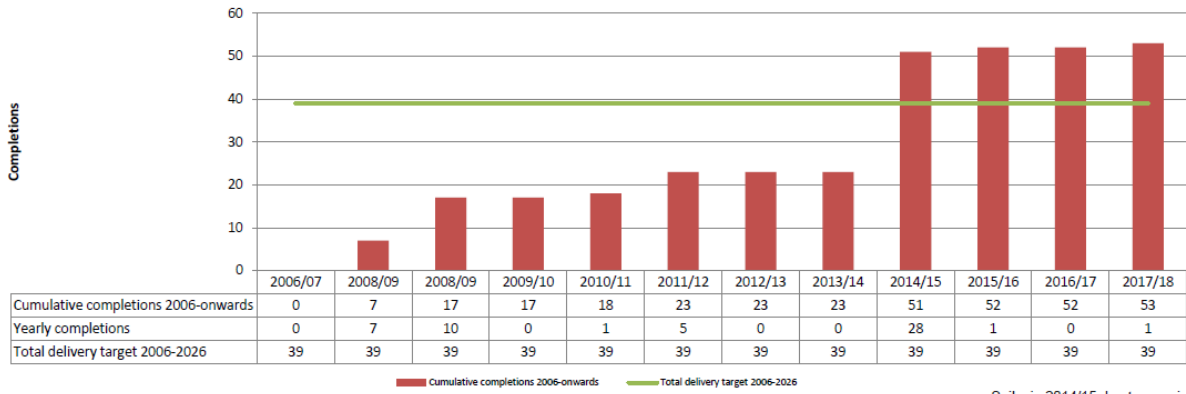
- 19/00004/Full Change of use of land to provide 1 travelling showperson's pitch, The Gardeners Nursey Chapel Hill, Uffculme.
- 18/02066: Variation of condition 4 The Corbett, Red Ball, Burlescombe to allow permanent occupation of a transit pitch.

A1.6 Over the five years since 2014 there have been 3 pitches arising through windfalls (the 28 pitches recorded in 2014/15 is a result of regularising existing pitches identified in the GTAA, but 1 pitch is identified in the Scrutiny Report as being additional to the GTAA baseline). In the 12 years since 2006/7, monitoring indicates a total of 39 pitches arising from windfalls. However this figure (3.25 pitches a year) may include longer standing pitches and the

³ This is without prejudice to the determination of these applications, although their contribution to five year supply is a material consideration).

Council would not wish to rely on this rate of windfalls. Nevertheless there is good evidence that more than 1 windfall pitch will arise.

Gypsy and traveller completions



Spike in 2014/15 due to error in earlier monitoring practices