

**Future Options for
The Cottons
Traveller Site**

Value for Money Report

April 2023

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1. Introduction

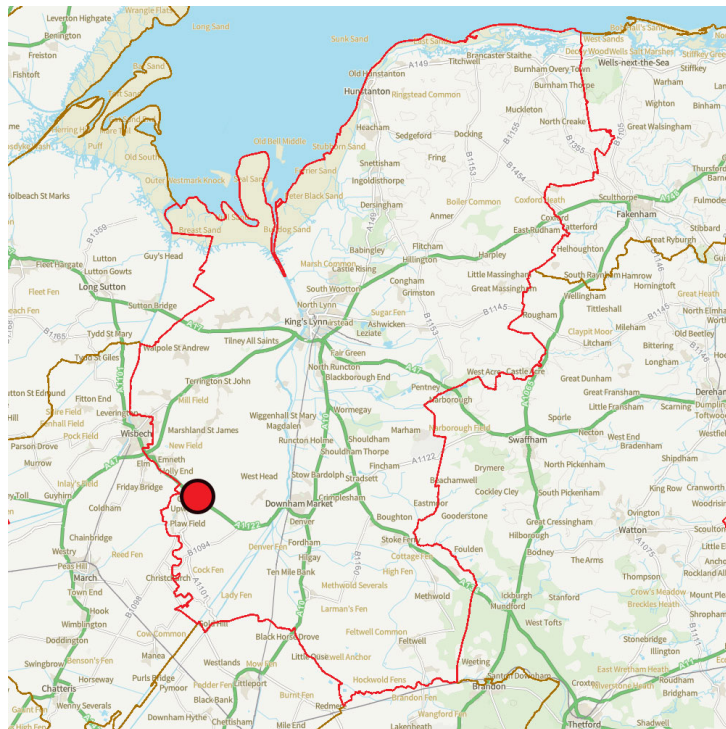


Fig. A - Location of The Cottons Traveller Site in the King's Lynn & West Norfolk Area

1.1 About the Author

The report was developed by Henry Hardwicke Carruthers.

Henry read History at the University of Cambridge. He spent seven years working in central government, at departments including the Department for Work & Pensions, the Wales Office, the Department for Business, Innovation & Skills and the Department for Business, Energy & Industrial Strategy.

During his career in government, he led on analysis and policy development, contributing to 2017 and 2018 Budget briefs, scrutinising the cost of projects at the Land Registry, Ordnance Survey and the Green Investment Bank.

He was responsible for independent reports on the Retail Sector and Arbitration, in addition to leading teams responsible for developing regulations for the Single Electricity Market and No Deal Brexit.

Since leaving Government, Henry has provided specialist consulting services on a range of complex, extraordinary residential projects. These have included a complete analysis of Basildon Borough Council's 2020 Town Centre DPD, assessments of the former Dale Farm site and numerous value for money assessments on publicly owned London Gypsy / Traveller Sites.

1.2 Purpose

The objective of this report is to provide a robust assessment on future options available to **King's Lynn & West Norfolk District Council** for the private Gypsy / Traveller Site at the **The Cottons** situated at **Cottons Head** in **Outwell, Norfolk**.

The document has been produced as evidence to support present planning applications & appeals.

Findings have been informed by bespoke analysis of the situation of the residents at The Cottons Traveller Site.

1.3 Methodology

The methodology follows standard HM Treasury Green Book valuation and the Department for Levelling Up, Housing and Communities' (DLUHC) Benefit Cost Ratio guidance.

It uses data from local sites, supplemented by assumptions reflecting local circumstances and planning policy requirements. All calculations and assumptions are provided.

The report assesses the projected public cost (local and national) involved in four specific scenarios. The costs reviewed include scenario specific, projected benefit, health, policing, civil and extraordinary expenditure incurred by both local and national



Fig. B - Location of The Cottons Traveller Site in the Outwell, West Norfolk

Government.

All projections are aligned with research on public data-sources, including insights from independent research projects developed by the author.

All methods comply with the guidance set out by DLUHC for assessing the impact of residential, commercial and transport infrastructure investments, and comply with the approach adopted by HM Treasury in Green Book Guidance, which sets out how the UK Government should measure the cost impacts of public projects.

The report provides an assessment of the projected economic and social impact of four future options for The Cottons Traveller Site:

1. Approving residential planning consent at the site;
2. Development of a new, alternative Public Gypsy / Traveller Site on Privately-Owned Land following rejection of residential planning consent at the site;
3. Refusal of planning consent and eviction of the site without the provision of any alternative site for the residents.

An assessment of the development of a Traveller Site on publicly owned land was reviewed, however, a review of public land available in the borough highlighted that there is currently no suitable land available.

1.4 Background

The Cottons Traveller Site is a proposed nine pitch, privately-owned Gypsy Traveller Site in the Emneth with Outwell ward of King's Lynn & West Norfolk. The site is situated on the southern border of Robb's Chase. The land is within the village of Outwell.

The land is approximately 1.4 hectares, the site has direct access onto Rob's Chase. The Cottons Traveller Site is proposed to accommodate 37 residents (20 adults and 17 young children) across nine pitches.

The land at Cottons Traveller Site has been owned by the residents since late 2013.

The site is not currently living at the prospective residents are currently classed as homeless. Due to a lack of provision of culturally appropriate accommodation within the borough of King's Lynn & West Norfolk, prospective residents have been forced to live on unauthorised Gypsy / Traveller Sites in the West Norfolk area over the last twenty years.

Blocking the operation of the site will result in 37 prospective residents remaining homeless. No alternative accommodation is available to the residents. The majority of the site's residents are young children, many of whom suffer from severe health challenges.

1. Introduction

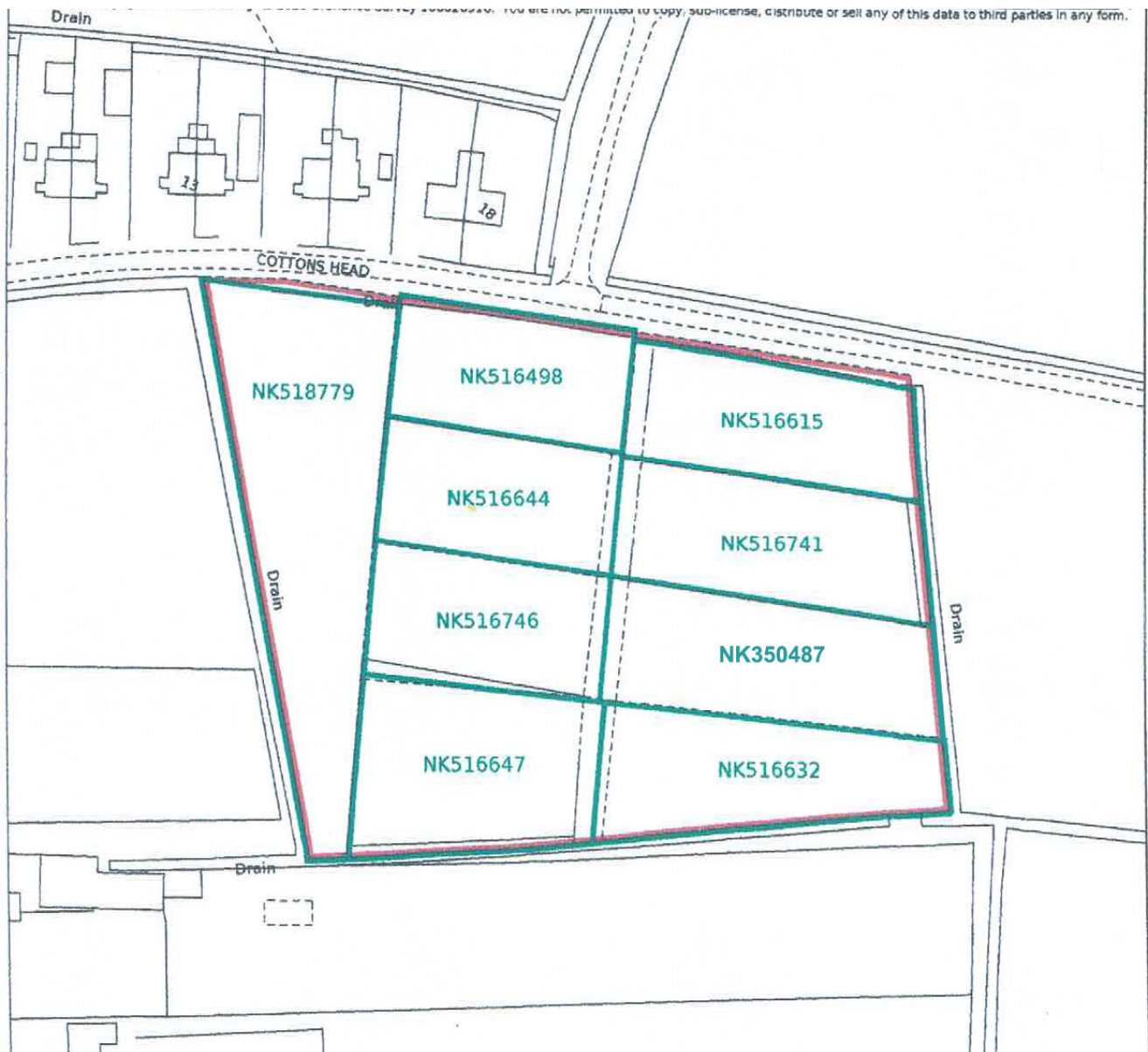


Fig. C - Proposed Layout of Plots at The Cottons Traveller Site

1.5 Planning Timeline

- **31 July 2014** - Planning Application submitted for a change of use of agricultural land to a paddock and the siting of residential caravans.
- **4 August 2014** - Planning Application 14/01130/F was formally rejected by the Planning Authority on the grounds that; 1. stationing a residential caravan in open countryside contravenes Policy CS06 of the Authority's Local Development Framework, and no necessary justifications for a change in land use at the site were provided; 2. introducing a caravan and associated residential paraphernalia to the site would detract from

the appearance and character of the locality, contravening the Authority's Planning Policies CS06 and CS12.

2. Executive Summary

2.1 Executive Summary

Refusal of planning permission at The Cottons Traveller Site will result in the continued displacement and homelessness of 37 Gypsy / Travellers, almost 50% of whom are children. These families will have no options for alternative accommodation.

King's Lynn & West Norfolk District Council do not have any current provisions or medium-term plans to accommodate homeless Gypsies / Travellers in the catchment. This is despite an acknowledged minimum need of 75 additional pitches in the West Norfolk area, which upon review appears to be a significant underestimate. If The Cottons Traveller Site is not approved, 17 very young children will be made homeless, a situation in which their safety cannot be assured.

Refusal of planning permission at The Cottons Traveller Site will directly contribute to an increase in unauthorised encampments on land not owned by the occupiers in the West Norfolk area.

The local authority has failed to enact their own Traveller policy of providing more pitches in the locality. As a result, unless The Cottons Traveller Site is awarded planning permission, or an accelerated extraordinary plan is developed to provide alternative public Gypsy / Traveller Sites in West Norfolk, residents will be rendered homeless.

To accommodate the extra 37 displaced residents not currently accounted for in the 2016 GTAA, provision of an extra nine public pitches is required. For this to be delivered on a single site, it is estimated that this would cost a minimum of £1.56 million.

King's Lynn & West Norfolk's previous record of ad hoc planning decisions that have awarded a number of Gypsy / Traveller Sites temporary

planning permission for two to three year periods have impacted the validity and effectiveness of all previous GTAA recommendations for increases to pitch provision in the local area. This is because temporary consents have been treated as permanent consents by ORS when completing GTAAs.

Planning assessments conducted by King's Lynn & West Norfolk Borough Council previously determined that The Cottons Traveller Site is not a suitable location for a Gypsy / Traveller Sites because the site is greenfield, and would not be within keeping of the local environment. These conclusions are evidence of the inconsistent application of planning policies. The approved extension of the site at Small Lodge, in Upwell in 2021, is subject to almost exactly the same concerns, however was approved.

It is estimated that the continued, long-term homelessness experienced by the prospective residents of The Cottons Traveller Site will cost both local and central Government approx. £5.72 million over the next ten years. This option offers no benefit to the prospective residents of The Cottons Traveller Site, or the wider community, and instead presents what is arguably a misuse of public funds.

It is projected that it will cost significantly less in the long-term if King's Lynn & West Norfolk District Council developed a new nine pitch Public Gypsy / Traveller Site, in place of allowing the current prospective residents to remain homeless.

However, given the planning context and land availability in West Norfolk, the most cost effective and arguably achievable option would be to award permanent planning permission to The Cottons Traveller Site. This is the only option that, following analysis, falls into an incredibly positive value for money category (an almost unprecedented BCR of 599).

3. Traveller Sites Overview



Fig. D - Location of Saddlebow Caravan Site (Public Gypsy Traveller Site)

3.1 Overview

There is not a comprehensive list of Gypsy / Traveller Sites in King's Lynn & West Norfolk. The most up to date, official review of Gypsy / Traveller Sites in the borough was conducted in the Cambridgeshire, King's Lynn & West Norfolk, Peterborough and West Suffolk Gypsy and Traveller Accommodation Assessment in October 2016.

King's Lynn & West Norfolk has two Public Gypsy / Traveller Sites, Saddlebow Caravan Site (27 pitches) and West Walton Court (16 pitches). This is in addition approx. 47 authorised private Gypsy / Traveller Sites (131 pitches total), and two private unauthorised sites (Little Acres & Spriggs Hollow - 4 pitches).

Independent reviews of additional Gypsy / Traveller Sites in the borough, conducted during the compilation of this report, confirm that this overview is largely inaccurate, and dramatically underestimates the number of Gypsy / Travellers in the borough.

This is emphasised by the authority's awareness that the current 20 adult residents seeking to settle at The Cottons Traveller Site, were not interviewed in the 2016 GTAA, despite all of them being long term residents of the area.

Further, the authority has acknowledged that existing Gypsy / Traveller Sites in the borough suffer from overcrowding. This was the leading reason for the approval of the extension of the private Gypsy / Traveller Site at Small Lodge, Upwell, by an additional four pitches in 2021.

The 2016 GTAA concluded that King's Lynn & West Norfolk required an additional 75 Gypsy / Traveller pitches from 2016-36. To date, the Local Authority has provided no additional pitches. Further, the requirement of 75 additional pitches does not factor in the additional nine that will be required for prospective residents of The Cottons, should planning permission at the site be refused.



Fig. E - Location of West Walton Court, Blunts Drove (Public Gypsy Traveller Site)

4. Planning Policies

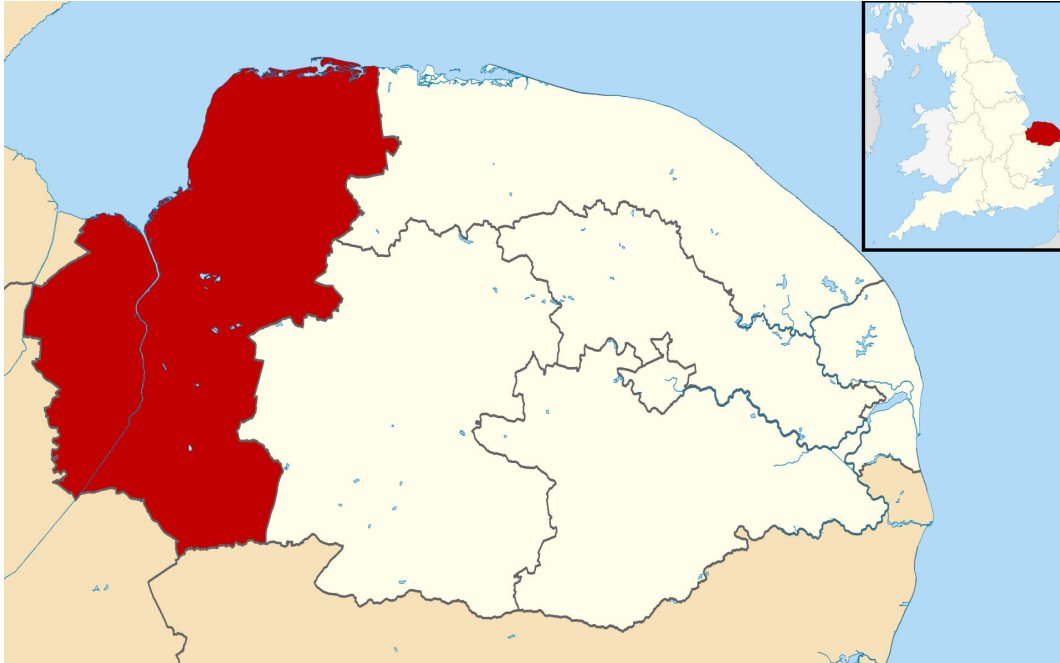


Fig. F - Kings Lynn & West Norfolk

4.1 Local Authority Overview

King's Lynn & West Norfolk Borough Council is the planning authority for Outwell, the key rural village service centre that The Cottons Traveller Site is located within. The borough's county authority is Norfolk County Council.

The Borough Council of King's Lynn & West Norfolk's current planning policies are set out in the adopted King's Lynn & West Norfolk Local Development Core Strategy. The Local Plan was adopted in July 2011.

These are supplemented by the Site Allocations & Development Management Policies Plan, adopted in September 2016.

4.2 King's Lynn & West Norfolk Local Development Core Strategy 2011 - Relevant Policies

Various policies in the King's Lynn & West Norfolk Local Development Core Strategy 2011 are relevant to the approval of Gypsy / Traveller Sites in Outwell. Each policy is provided below:

Policy CS01 Spatial Strategy

Sustainable development locations

...our approach will utilise a settlement hierarchy (set out in Policy CS02) to ensure that:

- *new investment is directed to the most sustainable places;*
- *significant emphasis is placed on brownfield redevelopment within the towns and villages;*
- *the development of sustainable urban extensions to the main towns;*
- *locally appropriate levels of growth take place in selected Key Rural Service Centres and Rural Villages;*

- *new development is guided away from areas at risk of flooding now or in the future, however recognising development may be required within flood risk areas to deliver regeneration objectives within King's Lynn and maintain the sustainability of local communities in rural areas;*
- *approximately 90% of new residential development will take place in areas identified within the settlement hierarchy to ensure reasonable access to services satisfying basic day to day needs;*
- *75% of employment land will be allocated in King's Lynn.*

Policy CS06 Development in Rural Areas

The strategy for rural areas is to:

- *promote sustainable communities and sustainable patterns of development to ensure strong, diverse, economic activity;*
- *maintain local character and a high quality environment;*
- *focus most new development in key rural service centres selected from the Settlement Hierarchy Policy CS02;*
- *ensure employment, housing (including affordable housing), services and other facilities are provided in close proximity.*

Policy CS09 Housing Distribution

Gypsies and Travellers and Travelling Showpeople

Provision will be made for a minimum of 146 permanent pitches identified in the Regional Spatial Strategy as being needed in the borough between 2006 and 2011 for Gypsies and Travellers.

Any deficit will be addressed through working with Registered Social Landlords and additionally with the gypsy and traveller community to bring forward

applications on suitable sites.

In addition the Borough Council will review by survey the need for additional pitches on an annual basis and judge this against the 3% annual compound increase indicated in Regional policy for the period 2011 - 2021

Provision for transit sites and additional provision of permanent sites for Gypsies and

Travellers above the 146 pitches will be considered where additional need is demonstrated.

Sites for Gypsies, Travellers (or travelling show people) will be given permission where they:

- *are capable of being serviced by basic utilities;*
- *meet an identified need;*
- *avoid environmentally sensitive areas and areas at risk from flooding;*
- *afford good access to main routes (including the A47(T); A17; A10; A148/9; and A134); and*
- *are located within a reasonable distance of facilities and supporting services (such as schools or health provision).*

The Borough Council will work with partners in county groupings to establish a network of transit sites and appropriate provision for travelling showpeople across the county.

4.3 King's Lynn & West Norfolk Site Allocations & Development Management Policies Plan

In the Site Allocations & Development Plan 2016, King's Lynn & West Norfolk Borough Council adopted the KPI for measuring the authority's performance against the it's Traveller Policy by ensuring that there is, "At least 5 years housing land supply at any point in time. Monitored against the housing trajectory [for Gypsy / Traveller appropriate accommodation]"

4. Planning Policies

At no point have King's Lynn & West Norfolk Borough Council published a five year housing land supply to address the number of new pitches that the Authority are required to deliver to meet demand.

Further, by the authority's own commitment to assess Gypsy / Traveller need against a projected 3% annual compound increase to the number of pitches required, there is no evidence that this has been supplied (Policy CS09).

A 3% annual compound increase of pitches, as suggested in the 2011 Local Plan, is the expected growth rate of Gypsy / Traveller Pitches in the area, which would in 2023, increase projected need from 147 pitches in 2011, to 214 pitches in 2023. Currently, there are an estimated 178 authorised Gypsy / Traveller pitches in King's Lynn & West Norfolk.

4.4 Flood Risk

The Cottons Traveller Site is subject to very low flood risk from both rivers & sea and surface water flooding, as illustrated in Figs. G & H.

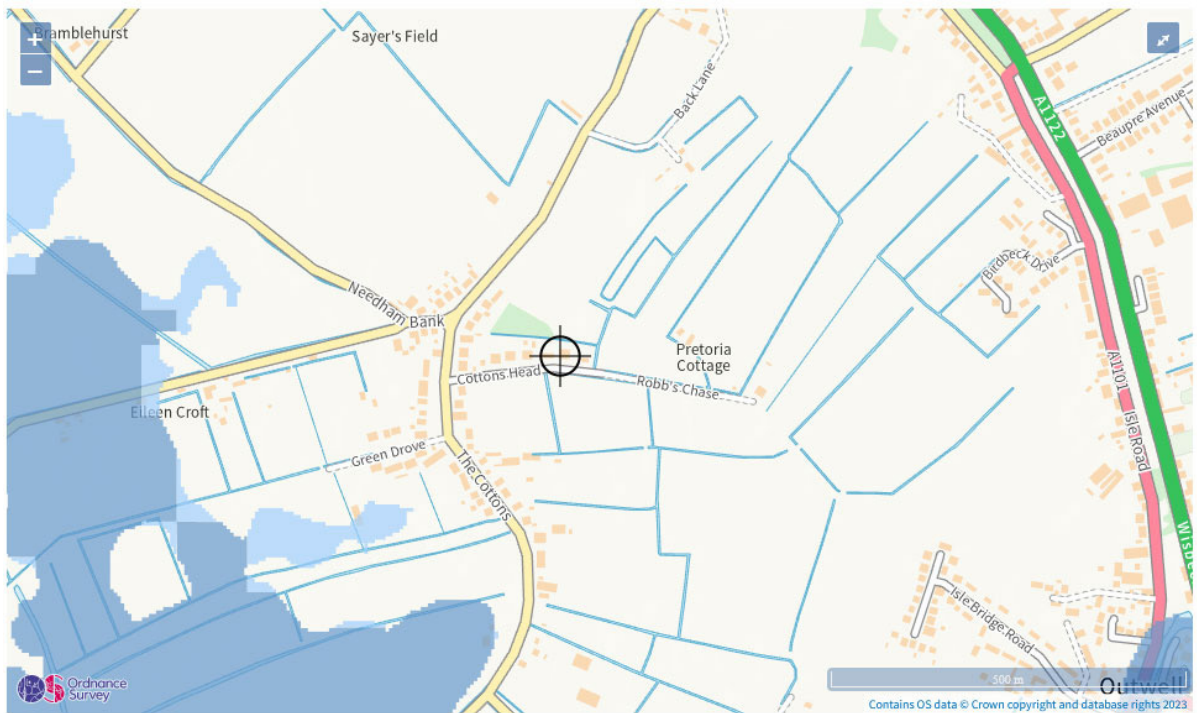
This places the site in a significantly more suitable location (with respect to flood risk), than either of the Public Gypsy / Traveller Sites in the borough. Both Saddlebow Caravan Site and West Walton Court are subject to medium rivers and sea flood risk.

4.5 Site Suitability

The Cottons Traveller Site is well located for further development, as a potential site that sits within Outwell, one of the borough's key rural service centres.

The site is subject to minimal flood risk, has existing vehicular access and given the small scale of the proposed site (nine pitches), would arguably not contribute to any further congestion on existing roads linked to the site.

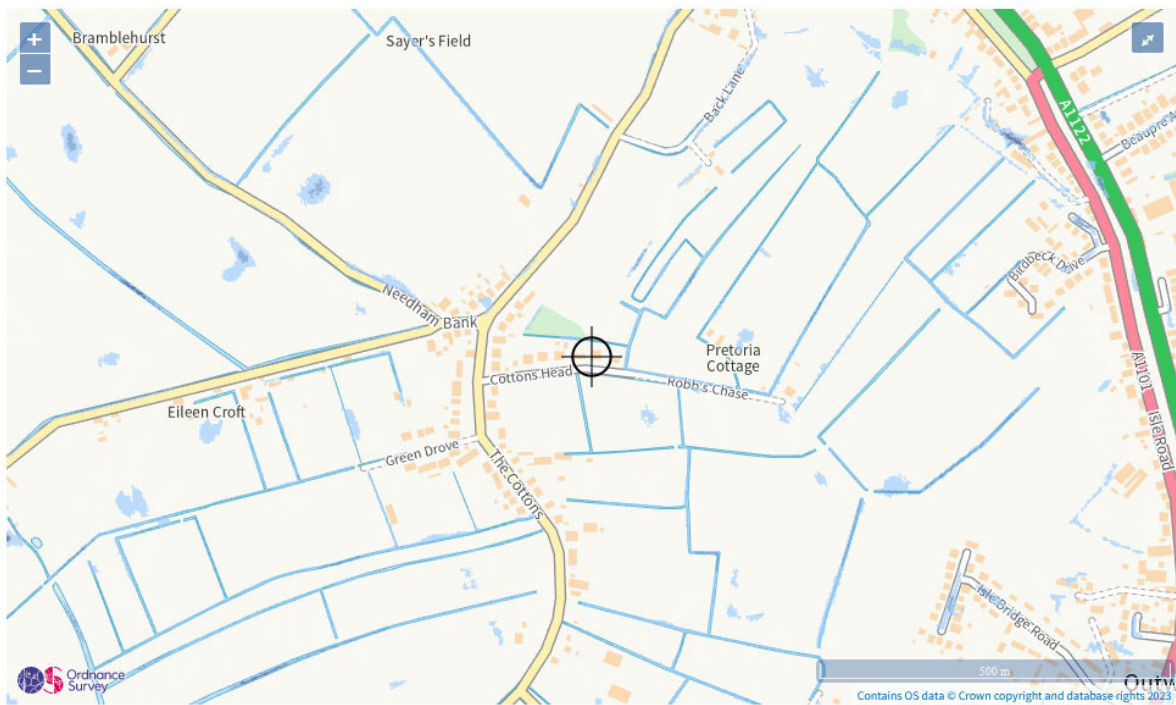
Further, there is a clearly evidenced need for additional, culturally appropriate, Gypsy / Traveller accommodation in the borough. This need for additional accommodation is clearly not being met by the local authority, despite their own policy commitments to do so. In place of the development of alternative accommodation, it is clear that no alternative site will be forthcoming for The Cottons' prospective residents.



Extent of flooding from rivers or the sea

● High
 ● Medium
 ● Low
 ● Very low
 ⊕ Location you selected

Fig. G - Map of The Cottons Traveller Site's Risk of Flooding from Rivers or the Sea (very low)



Extent of flooding from surface water

● High
 ● Medium
 ● Low
 ○ Very low
 ⊕ Location you selected

Fig. H - Map of The Cottons Traveller Site's Risk of Flooding from Surface Water (very low)

5. Cost Future Options

To assess the benefit cost ratio of each potential future option, a set of costs and assumptions are required. The projected cost of each element considered for each future option is provided below.

Projected costs are grouped together by type:

1. Establishing a new Public Gypsy / Traveller Site
2. Variations in local and public social spend
3. Variations in local authority income

All costs are supported by primary and secondary sources.

5.1 Cost of Establishing New Public Gypsy / Traveller Site(s) In King's Lynn & West Norfolk

Inability to attain privately secured accommodation will render the prospective residents of The Cottons Traveller Site homeless. Residents have no means to relocate from the area and require culturally appropriate accommodation. Residents cannot be rehoused under existing provisions, as existing public & authorised private Gypsy / Traveller Sites in King's Lynn & West Norfolk and the wider county of Norfolk have failed to meet pitch shortfalls identified since 2016.

Further, the failure of any recent Gypsy / Traveller Accommodation Assessments in King's Lynn & West Norfolk to identify the existing Traveller community that seeks to reside at the Cottons, indicates that the evidence base for these reports is severely lacking, as previous enforcement action confirms that King's Lynn & West Norfolk Borough Council is aware of this community, yet has failed in their statutory duty to assess and provide for their accommodation requirements.

Should King's Lynn & West Norfolk Borough Council meet its statutory obligation to provide necessary accommodation for these displaced residents, there is a direct cost associated with the development of

a new public Gypsy / Traveller Site.

Two principle costs are involved when establishing a new Gypsy / Traveller Site:

- Land acquisition
- Construction (including provision of amenities, hardstanding, amenity blocks, etc)

For this costing, it is assumed that the displacement of residents at The Cottons Traveller Site will require nine pitches, either across a single or multiple sites.

Land Acquisition

Should King's Lynn & West Norfolk Borough Council opt to develop a new Public Gypsy / Traveller Site, an appropriate parcel of land will need to be privately acquired, as a review of brownfield land owned by the borough confirms that there is currently no suitable site for development. To accommodate the currently homeless, prospective population at The Cottons Traveller Site, a minimum nine pitch site is required, which will necessitate a minimum land area of 1.4 hectares.

Private Land Acquisition

2019 VOA Land Value Estimates project land acquisition in King's Lynn & West Norfolk per hectare as approx. £1.15 million for residential land, £450,000 for brownfield and £21,000 for agricultural land.²³

Accounting for King's Lynn & West Norfolk's current application of planning policies on greenfield sites, it is unlikely that a suitable greenfield site can be located for a new Public Gypsy / Traveller Site. As a result, it is assumed that they would have to opt for brownfield or residential land. Assuming appropriate brownfield land can be secured, it is estimated that a single, 1.4ha site would cost approx. £630,000.

Site Construction

The cost of providing the necessary infrastructure for a new public Gypsy / Traveller Site is not insignificant. For these public sites, the financial burden of construction would sit with King's Lynn &

West Norfolk Borough Council.

Although the number of new public Gypsy / Traveller sites and cost profiles related to their construction are limited, cost estimates are available.

The estimated cost to establish the public Gypsy / Traveller Site at Burn Airfield, a 12 pitch site, in North Yorkshire, a locality with similar land value profiles to Norfolk, was estimated at between £850,000 and £940,000.³⁰ Prior to the development of the Burn Airfield Gypsy Traveller Site, the land at Burn Airfield was publicly-owned, so land acquisition was not a cost involved at this site. The construction cost was provided in 2012, so for this case inflation has been applied. This results in an adjusted estimated cost of £940,000 for the construction of a nine pitch site. This aligns with lower figure estimates of the cost of construction of a single pitch, which range from £100,000 to £250,000 depending on the Local Authority.

5.2 Social Costs

A significant proportion of the social costs stemming from each outcome cannot be quantified. These are often more impactful on individuals and communities than measured social costs.

Nonetheless, certain elements of this cost can be measured.

Displaced and homeless populations require significantly more locally and nationally funded support than settled populations, linked to a single area. This is well documented in studies on varying forms of homelessness. The immediate, measurable costs are an increase in out of work benefits, increased health costs, a loss of local authority education funding for children who frequently move across an area and the cost of temporary accommodation.

In this report, these costs have been measured as increases in spending compared to an average sample (Gypsy / Traveller community) and loss of funding.

Benefits. Added working-age benefit spend is measured as an additional £77 per person, per

week. The proportion of individuals assessed as in receipt of benefits is dependent on each scenario.

Education. Due to the nomadic character of the prospective community at The Cottons Traveller Site, and the additional hostility that each of these communities will continue to face if they remain homeless, it is assumed that all primary age children will be forced to change schools frequently, or will be unable to attend. All are classed as vulnerable children, who either already qualify for, or will qualify for pupil premium funding. These childrens' removal from schools will result in a direct loss of funding to the Local Education Authority of £1,385 per annum per primary school aged child.

Health. Even short periods of homelessness are well documented to be linked to moderate to serious health conditions. This is linked to isolation, the difficulty of accessing GP surgeries, particularly in the event that homeless communities are habitually forced to move on, and poor access to basic sanitary rights. This is modelled as an added cost, in the form of more of the studied community requiring the highest cost per patient for medical interventions caused by homelessness. The average NHS patient costs the NHS approximately £2,400 per annum. The most expensive patient categories cost the NHS approximately £9,780. This is an increase of £7,380 per annum, per person. This is applied to a specific proportion of the site's populations per annum, subject to the individual scenario.

Temporary Accommodation. Although it is projected that in the event of continued homeless, the majority of prospective residents at The Cottons Traveller Site will be forced to continue to resort to establishing short-term unauthorised encampments across the King's Lynn & West Norfolk, it is also projected that many mothers with children will require temporary accommodation support from King's Lynn & West Norfolk Borough Council.

Short-term lets at bedsits and hotels typically cost significantly more than long term rented accommodation. Although likely an underestimate, for those who do qualify for temporary accommodation, the cost is modelled at the rate of the annual benefit cap for those living outside of London, minus other

5. Cost Future Options

assumed working age benefits. For those with children, this equates to approximately £16,000 per annum. While some of this funding would be provided in the form of Housing Benefit, a significant proportion of this will also come out of Discretionary Housing Payments which are funded by the Local Authority.

5.2 Variations In Local Spend & Income

Loss of Income

Mechanisms are not in place to levy land-based tax on displaced populations. The lack of a permanent physical location prevents Local Authorities from receiving tax contributions from transient populations. Although more challenging to project, the absence of a fixed physical location for habitation severely reduces an individual's employment opportunities. This acts as one of the most significant barriers to becoming a net contributor to the UK economy. Although not measured in this study, failing to provide appropriate accommodation for the prospective residents of The Cottons Traveller Site will render the entire working population unemployed.

It is assumed that specific scenarios will result in a total loss of Council Tax income from these populations. This loss of income is measured at a Band B rate at approximately £1,615 per pitch, per annum.

Policing Costs

An independent study into the additional policing costs associated with temporary Gypsy / Traveller sites in Essex concluded that policing cost per person at these sites was approximately £930 per annum, in comparison to the national average spend of just under £200 per person per annum. The average spend on policing per person in Norfolk was approximately £199.22 in 2021/22. The difference in spend for individuals on an unauthorised Gypsy / Traveller Site and the average population is estimated at approximately £733 per annum.

This increased spend is directly linked to increased local patrols, reported crimes and often unnecessary police presence at unauthorised Gypsy / Traveller Sites. Often, these were found to be initiated by

coordinated community efforts. These costs are incurred at a much higher frequency at short-term unauthorised encampments on land not owned by the occupiers.

Eviction & Unauthorised Encampment Clearance

Failure to provide suitable accommodation for the prospective residents of The Cottons Traveller Site will result in 37 people remaining homeless. Lacking the means to relocate from the area or acquire additional land, it is assumed that residents will be forced to establish unauthorised pitches on land that they do not own.

Any unlawful encampments initiated by the failure of the authority to provide suitable accommodation will result in a direct cost, payable by the authority. When smaller scale encampments occur, they are typically cleared quickly and civil proceedings are raised against the occupants.

Based on figures from Dorset and South Norfolk District Council, it is estimated that a small unauthorised site can be cleared at a total cost of £4,000 (bailiff, legal and clearance fees). The time frame for eviction is modelled at taking 12 months. After an eviction, if no alternative accommodation is provided, individuals set up another unauthorised encampment on land not owned by themselves. This results in another eviction.

Planning Costs

The Local Government Association estimates that the cost of approving a planning application is approximately 60% more than the figure charged to the applicant. This is a cost assumed by King's Lynn & West Norfolk Borough Council. The cost of submitting a planning application for the site is estimated at £4,500 for a nine pitch site. This results in an estimated cost to the authority of approximately £6,700.

5.4 Unaddressed Costs

Long term impact of homelessness. Many impacts of homelessness cannot be quantified in this study. These include long-term mental health issues, increased probability of offending, poor educational outcomes, long-term unemployment and a

dramatically increased likelihood of both adults and children experiencing repeat homelessness. While these impacts cannot be quantified, the results are arguably more severe and long-term than those reviewed in this report.

5.5 Time Period Reviewed

To more effectively review the consequences of each scenario, projections are provided over a ten year period.

It is estimated that the delivery and eventual opening of any form of Public Gypsy / Traveller Site will take a minimum of five years on privately acquired land, as per King's Lynn & West Norfolk Borough Council's planning timescales.

6. Future Options

This section provides an overview of future options available when addressing the homelessness of prospective residents of The Cottons Traveller Site. Each is supported by **Table 1** (expanded in **Table 2**).

Option 1 - Award Residential Planning Permission at The Cottons Traveller Site

If permanent planning permission is awarded at The Cottons Traveller Site, the 37 people who have experienced homelessness for over a decade will finally achieve long-term, appropriate accommodation.

By granting permanent planning permission to The Cottons Traveller Site, it is projected that King's Lynn & West Norfolk Council will increase land based tax revenues through formal collection of Council Tax at a projected rate of 50% of the pitches at the site, delivering an estimated £80,000 over a ten year period

While a small cost is involved in this option, specifically relating to the necessary administrative costs associated with the planning applications of approximately £6,700, this is minor compared to the financial and social consequences of alternative options.

The projected unadjusted ten year benefit of this option is approx. £83,000. However, the adjusted benefit is projected at approx. £4 million. The significant difference between the adjusted and unadjusted benefits are explained by the substantial continued cost incurred by King's Lynn & West Norfolk Borough Council, caused by the long-term homelessness of the site's prospective residents.

This delivers an unadjusted cost benefit ratio of 0.05, and an adjusted cost benefit ratio of 599. An adjusted cost benefit ratio of over 5 is unprecedented and considered to be extremely good value for money.

Option 2 - Develop New Public Gypsy / Traveller Site on Privately-Owned Land

To finally address the homeless status of 37 individuals, King's Lynn & West Norfolk Borough Council has the option of delivering alternative, publicly funded, culturally appropriate accommodation in the form of a single, 1.4ha Public Gypsy / Traveller Sites. This would need to be developed on privately-owned land, as currently, there is not a suitable publicly-owned brownfield site.

It is assumed that the minimum timescale for delivering this option would be five years. During the five year lead in time, the authority has the option to either grant temporary planning permission to the existing site, or to provide temporary accommodation for the period. However, if King's Lynn & West Norfolk Borough Council proceeds with this option, it is assumed that they would not award temporary planning permission to The Cottons Traveller Site. As a result, this option has been modelled to incur significant spend on temporary accommodation, with 75% of adult residents opting for this at the projected cost of £1.15 million. It is projected that a small proportion of residents (25%) will be unable to access temporary accommodation. Without an alternative site, they will be forced to form a series of small, unauthorised encampments across West Norfolk at an estimated cost of £180,000 over five years to the authority.

The continued displacement of the prospective residents for a minimum of five years is estimated to add £465,000 to health expenditure, £300,000 to working age benefit expenditure, a loss of funding of £120,000 to the local education services, while adding an additional £110,000 to police expenditure over a ten year period.

The estimated cost of land acquisition is approx. £630,000, with site construction estimated at

Costs	Option 1 <i>Residential Planning Permission Awarded</i>	Option 2 <i>Develop New Public Gypsy / Traveller Site (Privately-Owned Land)</i>	Option 3 <i>Provide No Appropriate Accommodation (Status Quo)</i>
New Public Traveller Site(s)	£0	£1,570,000	£0
Land Devaluation (Loss)	£0	£600,000	£0
Administration Costs	£6,700	£6,700	£0
Unauthorised Encampment Clearance (10 yr)	£0	£180,000	£360,000
CIL & New Homes Bonus	£3,200	£3,200	£0
Council Tax Revenue (10 yr)	£80,000	£10,000	£0
Education Costs (additional 10 yr)	£0	£120,000	£240,000
Health Cost (additional 10 yr)	£0	£465,035	£650,000
Policing Cost (additional 10 yr)	£0	£108,599	£140,000
Benefit Cost (additional 10 yr)	£0	£300,000	£400,000
Relative Spend (adjusted)	£10,000	£2,910,000	£0
Relative Benefit (adjusted)	£4,000,000	£1,770,000	£0
Benefit Cost Ratio (adjusted)	600	0.61	1.00
Value for Money Category	Very Good	Poor	Moderate

Table 1 - Overview of Future Options at The Cottons Traveller Site

£940,000.

Given King's Lynn & West Norfolk's planning policies, it is assumed that no greenfield site will be deemed suitable for the development of a public Gypsy / Traveller Site. Instead, the development will require the change of use of a brownfield site. Establishing a public Gypsy / Traveller Site on a brownfield site will effectively render the value of the land to that of agricultural land, which is estimated to result in a loss of land value of approx. £600,000.

The total estimated adjusted spend of this option is approx. £2.9 million, with an estimated benefit of

£1.77 million. This delivers an adjusted cost benefit ratio of 0.61. The value of money rating for this option is poor.

Option 3 - Provide No Alternative Accommodation

This option involves the refusing planning permission at The Cottons Traveller Site, while King's Lynn & West Norfolk Borough Council provide no alternative accommodation for the 37 homeless, prospective residents.

This option would leave the 37 individuals, of which almost 50% are children, homeless. With no

6. Future Options



Fig. 1 - Graph of relative benefit of each option against spend.

option for alternative accommodation, a history of residency in the county and no means of securing an alternative permanent site, this option assumes that all residents would stay within the locality (West Norfolk and the surrounding county), forming a series of unauthorised encampments on land that they do not own.

This option has no associated monetary benefit.

Forcing 37 people to remain homeless for a projected ten year period would result in significant additional spend on policing (estimated £140,000), working age benefits (£400,000, not including housing benefit) and health spend, due to exasperation of serious existing long-term conditions an evidenced proportion of the population already suffer from, and developed by currently healthy residents due to a sustained period of homelessness (£650,000).

Over a ten year period, it is estimated that the total

cost of proceeding with this option would be £5.7 million. Unlike Options 1 & 2, the rate that this cost increases after the ten year period reviewed is set to accelerate, not decrease.

As there is no measurable monetary benefit when proceeding with this option, it delivers a cost benefit ratio of 0, falling in the very poor value for money category. However, as this option reflects the circumstances faced by current prospective residents, it is considered the status quo option. As the status quo option, its value for money category is artificially increased to '1', which is an 'adequate' VfM category. This is misleading, because in no way are the outcomes of the continuation of this situation adequate.

Overall, this is the most expensive option for King's Lynn & West Norfolk Borough Council to pursue.

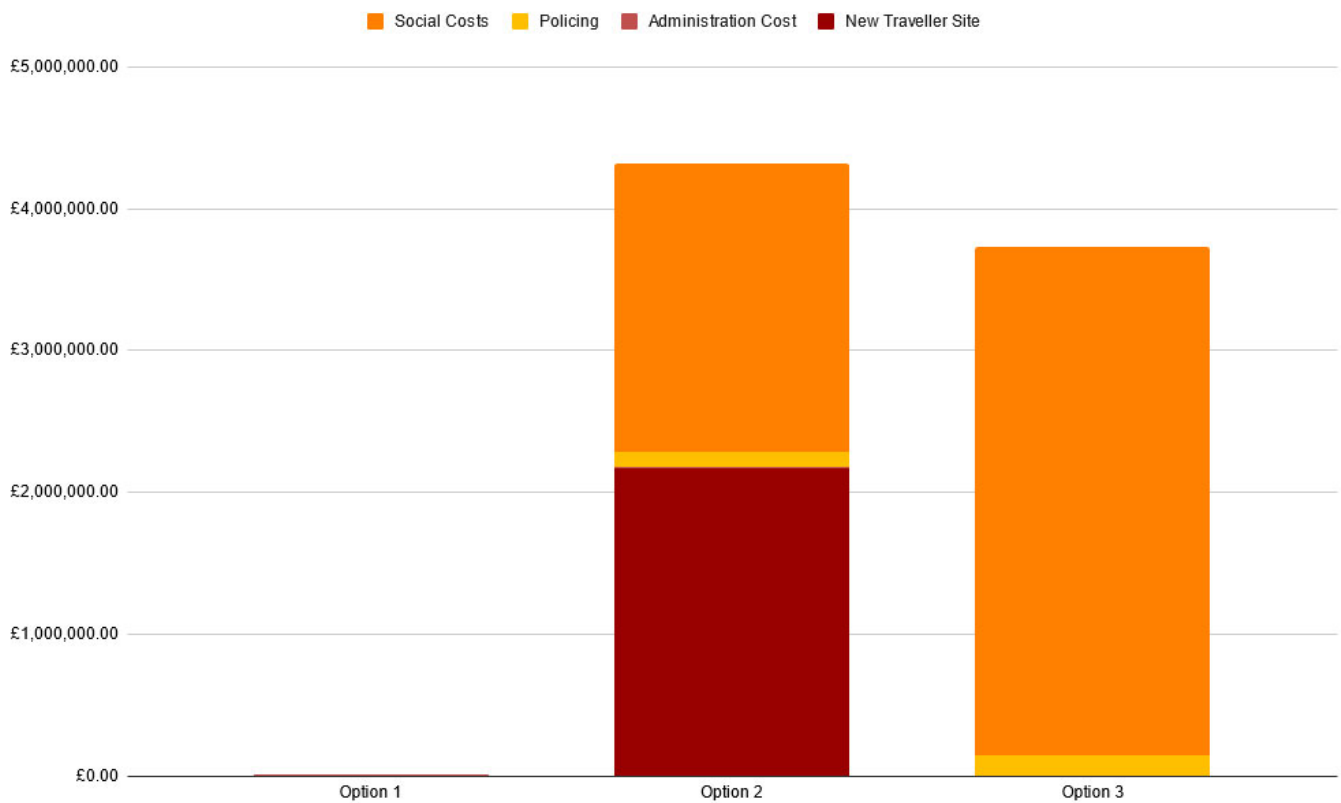


Fig. J - Breakdown of Relative Costs by Type for the three future options

Conclusion

Out of the options considered, Option 1 delivers the only positive value for money outcome for King's Lynn & West Norfolk Borough Council. Further, it is the preferred option for the prospective community at The Cottons Traveller Site.

Option 3, presents the worst value for money option for the local authority. It would also deliver the most severe consequences to 37 long-term, borough residents who the authority has a duty of care to house, while requiring high levels of public expenditure that will benefit no section of the wider community.

Although Options 2 is feasible, the expenditure and timescales required to open new public Gypsy / Traveller Sites is prohibitive.

Further, it is highly unlikely that King's Lynn & West

Norfolk Borough Council will be able to deliver new sites within the required timescales.

6. Future Options

Costs	Option 1 <i>Residential Planning Permission Awarded</i>	Option 2 <i>Develop New Public Gypsy / Traveller Site (Privately-Owned Land)</i>	Option 3 <i>Provide No Appropriate Accommodation (Status Quo)</i>
Land Acquisition Costs (Total)	£0.00	£630,000.00	£0.00
Loss In Land Value (Total)	£0.00	£600,000.00	£0.00
New Public Traveller Site – Construction Costs	£0.00	£940,000.00	£0.00
Administration Costs (planning)	£6,700.00	£6,700.00	£0.00
Temporary Accommodation	£0.00	£1,150,000.00	£2,300,000.00
Unauthorised Encampment Clearance Costs (Total)	£0.00	£180,000.00	£360,000.00
Community Infrastructure Levy (Total)	£0.00	£0.00	£0.00
New Homes Bonus Payment (First Year)	£3,200.00	£3,200.00	£0.00
Council Tax Revenue (+/gain -/ loss) (1 year)	£8,100.00	£900.00	£0.00
Council Tax Revenue (+/gain -/ loss) (10 year)	£80,000.00	£10,000.00	£0.00
Opposed Eviction Costs (Total)	£0.00	£0.00	£0.00
Education Funding Loss (Total)	£0.00	£120,000.00	£240,000.00
Health Costs pa (Total)	£120,000.00	£160,000.00	£180,000.00
Health Costs 10 year (Total)	£1,160,000.00	£1,630,000.00	£1,810,000.00
Policing Cost pa (Total)	£10,000.00	£20,000.00	£20,000.00
Policing Cost 10 year (Total)	£70,000.00	£180,000.00	£210,000.00
Benefit Costs pa (Total)	£40,000.00	£70,000.00	£80,000.00
Benefit Costs 10 year (Total)	£400,000.00	£700,000.00	£800,000.00
Total Costs / Loss of Revenue (unadjusted) (not including land devaluation)	£1,560,000.00	£5,520,000.00	£5,720,000.00
Total Costs / Loss of Revenue (unadjusted) (including land devaluation)	£1,560,000.00	£6,120,000.00	£5,720,000.00
Adjusted Relative Cost (Option 3 is Status Quo)	-£4,160,000.00	-£200,000.00	£0.00
Relative Spend	£10,000.00	£2,910,000.00	£0.00
Relative Benefit	£4,000,000.00	£1,770,000.00	£0.00
Benefit Cost Ratio (Unadjusted)	0.05	0.0021	0.00
Benefit Cost Ration (Adjusted)	599.79	0.61	1.00
VfM Category	Very Good	Poor	Moderate

Table 2- Cost Benefit Analysis of Future Options Available for The Cottons Traveller Site

