

London Borough of Islington – Gypsy and Traveller Accommodation Assessment

Report

July 2019

RRR Consultancy Ltd



ISLINGTON



RRR Consultancy
High Quality Social Research & Training

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Executive Summary

Introduction

- S1. In January 2019 the London Borough of Islington commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Needs Assessment study (GTAA) for the period 2020-2035, with the assessment of accommodation need carried out in 2019. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Travellers (DCLG, 2015).
- S3. This assessment covers need for caravans insofar as this relates to Gypsies, Travellers, and Travelling Showpeople. It also considers the accommodation needs of boat dwellers.
- S4. It is important to note that previous and current guidance documents are useful in helping guide the GTAA process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis following practice guidance set out by Communities and Local Government (DCLG) in recent 'Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats' (March 2016), and 'Planning Policy for Traveller Sites' (August 2015).
- S5. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2019) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - Telephone and email consultation with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies and Travellers.
 - Consultation with Gypsies and Travellers (there are no known Travelling Showpeople in the local area) residing in bricks and mortar accommodation in the borough.
 - Consultation with the Canal and River Trust and the National Barge Travellers Association (NBTA) regarding boat dwellers' accommodation needs.

Policy context

- S6. In August 2015, the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
- S7. The draft London Plan (August 2018) adopts an 'ethnic identity' definition of Gypsies and Travellers i.e. it suggests that accommodation needs figures should be based on self-identifying Gypsy and Traveller households.
- S8. Given differences in defining Gypsies and Travellers this GTAA provides three needs figures: first, one based on an 'ethnic identity' of Gypsy and Traveller households i.e. those who self-identify as Gypsies and Travellers; second, one based on the PPTS 2015 definition i.e. the accommodation needs of families who have not permanently ceased to travel; and third, the accommodation needs of households who only travel for work purposes.
- S9. It is the first definition of accommodation need i.e. that based on ethnic identity that this GTAA recommends is adopted by the local authority. All three interpretations consider the accommodation needs of households residing in caravans as well as households residing in bricks and mortar accommodation.
- S10. In March 2016, the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that, when considering the need for caravans and houseboats, local authorities will need to include the needs of a variety of residents in differing circumstances including, for example, caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.
- S11. Although there are currently no Gypsy and Traveller sites or Travelling Showpeople yards located within the borough, Islington's 2011 Core Strategy acknowledges that there is still a need for the council to include criteria for the location of Gypsy and Traveller sites. Also, it recognises that there may be some families in permanent accommodation who consider themselves to be Gypsies/Travellers and may need to return to non-fixed accommodation in the future

Population Trends

S12. The 2011 Census suggests there were 163 Gypsies and Travellers living in Islington representing around 0.08% of the usual resident population. The 2011 Census records a total of 77 Gypsy and Traveller households residing within Islington, over half of which were residing in social housing. The MHCLG January 2019 Traveller Count shows no caravans recorded in the City of London or Islington compared with 5 caravans recorded in Camden, 13 in Haringey, 29 in Tower Hamlets, and 47 in Hackney. The average number of caravans for the pan-London area in January 2019 was 28.

Stakeholder Consultation

S13. Consultations with a range of stakeholders were conducted in January and February 2019 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, and Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area.

S14. Whilst there is no current Gypsy and Traveller provision within Islington, it is apparent that there is accommodation need within neighbouring boroughs. Generally, a lack of sites within London has led to issues with affordability, overcrowding, families residing in B&B accommodation or hostels, or being moved outside of boroughs. There is also a lack of moorings for boat dwellers.

S15. Stakeholders considered the main drivers of accommodation need for Gypsies and Travellers in inner London to include household growth i.e. young people requiring their own accommodation, demand from overcrowded or concealed households, households residing in bricks and mortar accommodation who would prefer to reside on a site, relationship breakdown, and domestic violence.

S16. However, stakeholders acknowledged that a shortage of vacant sites, very high land values, and pressure to meet need for conventional housing and employment uses mean that there are limited opportunities to provide Gypsy and Traveller pitches both locally and throughout the subregion. One suggestion was for the accommodation needs of Gypsy and Traveller households to be determined and met at a subregional level.

Consultation with Gypsy and Traveller families

S17. Between February and April 2019 consultation was undertaken with 10 out of an estimated 77 Gypsy and Traveller households residing in bricks and mortar accommodation, and 2 households residing on unauthorised encampments. Reflecting longevity of tenure, most of the households have lived in Islington for more than 5 years. Some households spoke of how they or their parents first travelled to Islington in the 1970s in a caravan and would pull up on land and stay there for a period. As a result of policy changes, it became more

difficult for them to travel by caravan (or horse and wagon) around London. Consequently, some households moved into bricks and mortar accommodation in Islington as they did not have any alternative.

- S18. Households spoke about wanting to stay in Islington or nearby, whether on a site or in housing. Some had family and friends who had moved to neighbouring authorities or further afield in order to reside on a site. The Islington households spoke of being connected to the local area and regarding it as home.

Accommodation need

- S19. Accommodation need for the study area was assessed using analysis of primary and secondary data. The accommodation needs calculation steps were based on a model in accordance with both previous and current Practice Guidance issued by the Department of Communities and Local Government (DCLG). It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on primary data.
- S20. Table S1 summarises accommodation need over the period 2020-35. It shows that a further 10 Gypsy and Traveller permanent accommodation pitches (based on the ethnic identify definition), 6 pitches (based on PPTS 2015), or 2 pitches (based on work interpretation of PPTS 2015) are needed over 15 years in Islington. The main driver of need is from the psychological aversion of households living in bricks and mortar accommodation. There are no known Travelling Showpeople residing in the Islington. As such, there is no need for Travelling Showpeople plots within the Borough. Also, there is no need for residential caravan pitches. Consultation with boat dwellers indicates that there is a need for 7 additional permanent moorings. There is also a need to protect existing transit moorings.

Table S.1: Summary of accommodation need 2020-35

	Gypsy and Traveller Pitches	Travelling Showpeople Plots	Residential Caravan Pitches	Permanent Moorings for Boat Dwellers
Ethnic	10	0	0	7
PPTS	6	0	0	NA
Work	2	0	0	NA

Source: GTAA 2019

- S21. In relation to transit provision for Gypsies and Travellers, it is recommended that the local authority has a corporate policy in place to address negotiated stopping places for small scale transient encampments, and that it works with local authorities across the subregion to provide new transit provision.

- S22. It is apparent that Islington faces a specific set of circumstances – such as extreme competing development pressures, shortage of vacant sites and very high land values - which will need to be addressed before any site could be delivered.
- S23. Given such constraints it is recommended that Islington LBC works closely with neighbouring authorities in order to meet accommodation need identified by the GTAA. This could include negotiating nominations to Gypsy and Traveller sites located in neighbouring boroughs and jointly identifying land suitable for development as permanent or transit sites. Also, the local authority could help Gypsy and Traveller households in Islington locate small parcels of land suitable for development.

Conclusions

- S24. As well as quantifying accommodation need, the study also makes recommendations on key issues including:

Planning policy:

- For Islington Council to adopt needs figures based on the ethnic identity method of defining Gypsies and Travellers (in accordance with the draft London Plan 2018).
- For Islington Council to develop criteria and processes for determining the suitability of Gypsy and Traveller sites for including in emerging/future Local Plans.
- For Islington LBC to work closely with neighbouring authorities to help determine how the accommodation needs for both Gypsies and Travellers and boat dwellers can be met on a subregional basis.
- For Islington LBC to work closely with the Canal and River Trust to specifically help address the accommodation needs of boat dwellers and ensure the safeguarding of the transit mooring spaces

General:

- For the Council to consider applying to the London Mayor's 'Affordable Homes Programme' for funds to develop sites.
- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both the study area and neighbouring local authorities.
- The population size and demographics of all two community groups can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.
- For the Council to implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.

1. Introduction

Study context

- 1.1 In January 2019 the London Borough of Islington commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Needs Assessment study (GTAA) for the period 2020-2035, with the assessment of accommodation need carried out in 2019. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015).
- 1.3 It is apparent from key stakeholders and local authority data that there are no residential caravan sites occupied by members of the settled community or Travelling Showpeople yards located within the Borough. Although there are no current Gypsy and Traveller sites located within the Borough there are around 77 households residing in bricks and mortar accommodation. Similarly, from consultation with the Canal and River Trust who manage the canal waterways in Islington, there is evidence of boat dwellers residing permanently within the borough. As such, the GTAA focusses on the accommodation needs of Gypsies and Travellers and boat dwellers permanently residing in Islington.

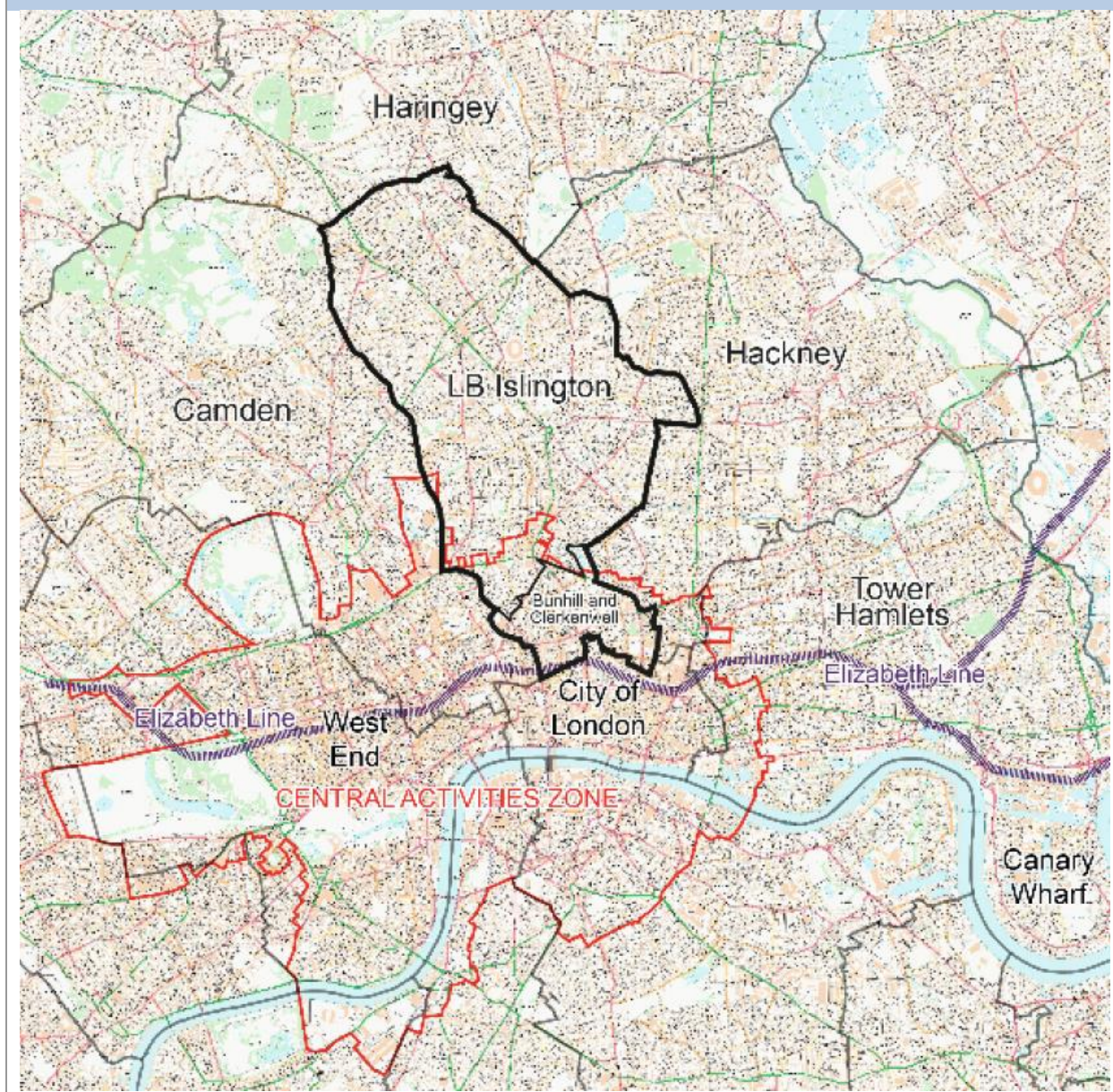
Methodological context

- 1.4 To achieve the study aims, the research drew on a number of data sources including:
 - Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2019) DCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - Telephone and email consultation with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies and Travellers.
 - Consultation with Gypsies and Travellers (there are no known Travelling Showpeople in the local area) residing in bricks and mortar accommodation in the borough.
 - Consultation with the Canal and River Trust, boat dwellers, managers of moorings in Islington, Islington Boat Club and the National Bargee Travellers Association (NBTA) regarding boat dwellers' accommodation needs.
- 1.5 The above provided an extensive range of data enabling a robust and reliable assessment of accommodation needs.

Geographical context

1.6 The following is a map of the GTAA study area (thick black border) with neighbouring London local authorities.

Figure 1.1 Study Area (with neighbouring local authorities)



Source: Islington LBC Draft Local Plan 2019

Islington Borough

- 1.7 The estimated 2019 population of Islington borough is 242,800 people (ONS 2018). According to the Council's Local Plan (2018)¹, Islington is affected – directly and indirectly – by changes at the London level, and beyond. Islington is part of Inner London: it borders the Inner London boroughs of the City of London, Camden, Hackney to the south, west and east respectively, and the Outer London borough of Haringey to the north. It is both a gateway to the commercial heart of the city and to the suburbs, and the varied character of the borough reflects this.
- 1.8 The borough is less than 6 square miles in size, making it one of the smallest local authorities in the country by area. There have been significant population increases in recent years, with projections showing further steep increases. Islington has a broad multi-ethnic population from a variety of backgrounds, a variety of faith communities, a significant proportion of disabled people, as well as one of the most concentrated LGBTQI+ populations in the U.K.
- 1.9 Islington is easily accessible via a number of transport modes. Direct rail links connect Islington with Inner and Outer London as well as the wider South East, with Crossrail and (potentially) Crossrail 2 poised to open up additional capacity to alleviate pressure on the existing transport network. The borough is a popular place to live and visit and is valued for its built environment. Islington's mix of shopping, restaurants, culture and night-time economy, rich architecture and walkable environment draws visitors wishing to explore beyond the standard tourist attractions of central London.
- 1.10 Islington is an important employment centre, evidenced by the significant positive net inflow of employees, the fourth highest of all Inner London boroughs. As manufacturing has shrunk dramatically over recent years, office-based businesses including financial and business services and, more recently, technology and creative industries, have all grown rapidly, mirroring the structural shift towards a service-based economy seen across the UK. At present, employment sectors are diverse although most employment space and jobs are concentrated in the south of the borough.
- 1.11 The challenges facing the borough are considerable. The borough contains both some of the country's most deprived neighbourhoods in close proximity to areas of very considerable wealth; the borough registers as the thirteenth most deprived in the country. This contrast, and particularly the effects of poverty and lack of affordable housing, are crucial issues for the borough.

¹ Islington Council Local Plan – Strategic and development management policies September 2018

Definition Context

- 1.12 It is essential to consider definitions relating to the Gypsy and Traveller population. According to Niner², there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.
- 1.13 Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality Act 2010. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain's estimated 300,000 Gypsies and Travellers are thought to live in conventional housing, some by choice, and some because of the severe shortage of sites³.
- 1.14 In relation to planning the draft London Plan (August 2018) adopts an 'ethnic identity' definition of Gypsies and Travellers i.e. it suggests that accommodation needs figures should be based on self-identifying Gypsy and Traveller households.
- 1.15 However, in August 2015, the DCLG amended its definition of Gypsies and Travellers, as set out below:

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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

In determining whether persons are "gypsies and travellers" for the purposes of planning policy, consideration should be given to the following issues amongst other relevant matters:

- a) whether they previously led a nomadic habit of life*
- b) the reasons for ceasing their nomadic habit of life*
- c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*

² Pat Niner (2004), Counting Gypsies & Travellers: A Review of the Gypsy Caravan Count System, ODPM, February 2004 located at <http://www.communities.gov.uk/documents/housing/pdf/158004.pdf>.

³ Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

1.16 Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as ‘travelling showpeople’, Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority⁴.

1.17 According to DCLG (August 2015) guidance on planning policy for traveller sites, the definition of Travelling Showpeople is:

*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, but excludes Gypsies and Travellers as defined above.*⁵

1.18 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAA’s), Travelling Showpeople are included under the definition of ‘Gypsies and Travellers’ in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople’s own needs and requirements should be separately identified in the GTAA⁶. To ensure it is following DCLG guidance, this GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG ‘Planning Policy for Traveller Sites’ (August 2015) (see above).

1.19 In relation to boat dwellers, the Housing and Planning Act 2016 requires Local Housing Authorities (LHAs) to consider the needs of people residing on places on inland waterways where houseboats can be moored. However, the term ‘houseboat’ is not defined by DCLG guidance. It is common to adopt the widely-adopted VAT definition which defines a houseboat as being a floating decked structure which is designed or adapted for use solely as a place of permanent habitation, and which does not have the means of, and which is not capable of being readily adapted for, self-propulsion (VAT Notice 701/20, December 2013). However, there may be boat dwellers who are licensed to permanently reside on other types of boats. As such, this needs assessment covers all households residing permanently on any type of boat. Because it is moorings that the Local Plans can allocate land for, as well as using the VAT definition of ‘houseboat’, this report adopts a definition which was first used by the Broads Authority who define boat dwelling as:

“one where someone lives aboard a vessel (which is capable of navigation), that the vessel is used as the main residence and where that vessel is moored in one

⁴ DCLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p.8.

⁵ DCLG, *Planning Policy for Traveller Sites*, August 2015.

⁶ DCLG, *Planning Policy for Traveller Sites*, August 2015 and DCLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

location for more than 28 days in a year. The vessel may occasionally/periodically go cruising and return to base”.

Summary

- 1.20 Whilst the Housing and Planning Act 2016 removes the requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers, the August 2015 Planning Policy for Traveller Sites (PPTS) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision. The PPTS amended the definition of Gypsies and Travellers for planning purposes.
- 1.21 The purpose of this assessment is to quantify the accommodation and related support needs of Gypsies, Travellers, and boat dwellers in Islington between 2020 and 2035. This is in terms of permanent pitches (and sites) and transit sites and/or negotiated stopping arrangements for Gypsies and Travellers, and transit and permanent moorings for boat dwellers. The results will be used as an evidence base for corporate policy development in housing and planning.
- 1.22 To achieve the study aims, the research drew on several data sources: a review of secondary information; consultation with organisations involved with Gypsy and Traveller and Travelling Showpeople issues, and consultation with Gypsies and Travellers residing in bricks and mortar accommodation. These provided an extensive range of data enabling a robust and reliable assessment of accommodation needs.
- 1.23 Islington is the most densely populated and third smallest (by land area) local authority in England. It is an inner-London borough which developed from a number of distinct villages. It contains a number of clearly identifiable centres such as Highbury Barn, Newington Green and Clerkenwell. The borough is home to substantial employment and entertainment spaces, which includes internationally renowned theatres as well as bars and nightclubs. It also includes a number of street markets. However, the borough also contains a number of very deprived neighbourhoods and is the thirteenth most deprived in the country. The borough context is clearly going to be an important consideration for the council when considering practical responses to the findings of this assessment.

2. Policy context

Introduction

- 2.1 To assess the current policy context, existing documents have been examined to determine what reference is made to Gypsy and Traveller and Travelling Showpeople issues.
- 2.2 The intention is to highlight areas of effective practice in the study area, and examine the extent to which authorities are currently addressing the issue. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies and Traveller, Travelling Showpeople, and boat dwellers.

National Policies

DCLG Planning Policy for Traveller Sites (PPTS) (August 2015)

- 2.3 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:
- effectively engage with both settled and traveller communities
 - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
 - and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions
- 2.4 There are some key differences between the March 2012 and August 2015 versions of the PPTS, including the weight which can be given to any absence of a five year supply of permanent sites when deciding planning applications for temporary sites⁷.
- 2.5 One important amendment relates to the change in the definitions of Gypsies, Travellers, and Travelling Showpeople. The August 2015 PPTS changed the definition to exclude households who have permanently ceased to travel – in effect, for planning purposes,

⁷ House of Commons Library, *Gypsies and Travellers: Planning Provisions*, Briefing Paper 07005, 4 January 2016 p.14.

PPTS regards such households as members of the settled community. As such, their accommodation needs are not considered as part of Gypsy and Traveller accommodation assessments, and so this is the approach taken in this GTAA.

- 2.6 Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
- 2.7 One interpretation is that ‘a nomadic habit of life’ means travelling for an economic purpose. Previous case law e.g. *R v Shropshire CC ex p Bungay* (1990) and *Hearne v National Assembly for Wales* (1999) has been used to support this point. However, there is nothing within PPTS which indicates that Gypsy or Traveller status (for planning purposes) is solely derived from whether there is any employment-related travelling. Also, such case law precedes the August 2015 definition change and it is believed that there has not yet been any caselaw in relation to the updated definition.
- 2.8 More recent Planning Inspectors’ reports have reached differing conclusions regarding whether the Gypsy and Traveller status (for planning purposes) should be based on patterns of employment-related nomadism. For example, a planning appeal decision regarding a site at Throcking, Hertfordshire, in 2016 concluded the appellant was not a Gypsy and Traveller for planning purposes as there was insufficient evidence “that he is currently a person of a nomadic habit of life”⁸ for employment purposes (i.e. he did not meet the August 2015 PPTS definition).
- 2.9 In contrast, some other Planning Inspectors’ reports have appeared to give less weight to the travelling status of Gypsies and Travellers. For example, an appeal decision regarding a site in Suffolk, states that whilst the appellant had permanently ceased to travel, he is nonetheless an ethnic Romany gypsy with protected characteristics under the Equality Act 2010⁹. *RRR Consultancy* is also aware of current and potentially forthcoming legal challenges to the August 2015 PPTS definition. For example, the Community Law Partnership is preparing a legal challenge to the definition on behalf of a Gypsy woman. It is therefore *possible* that applying a strict employment-based interpretation of the August 2015 definition for planning purposes could lead to difficulties, but it is also possible that the legal challenge to PPTS could fail and the employment-based interpretation become more settled.

⁸ Appeal Ref: APP/J1915/W/16/3145267 Elmfield Stables, Thirty Acre Farm, Broadfield, Throcking, Hertfordshire, 6 December 2016. SG9 9RD

⁹ Appeal Ref: APP/J3530/A/14/2225118, Pine Lodge, Hazels Lane, Hinton, Blythburgh, Suffolk IP17 3RF 1 March 2016.

- 2.10 In the absence of caselaw on the current (2015) PPTS definition, the key conclusion to draw on this matter is that there is no firm, settled understanding of the extent to which nomadism for employment-related purposes is determinative of the planning status of a self-identifying Gypsy and Traveller. As the differing appeal decisions show, the facts of each individual case are very important in reaching a conclusion.
- 2.11 Given the above, our approach is to undertake a methodology which provides three needs figures: first based on accommodation needs of families ethnically identified as Gypsies and Travellers (in line with the Draft London Plan); second based on the needs of families who have not permanently ceased to travel; and third considers the needs only of families who travel in a caravan for work purposes. Using these methods will 'future-proof' the Accommodation Needs Assessment and ensure that the revised definition is applied in both a fair and objective manner. As such, the accommodation needs of Gypsies and Travellers are able to be determined in respect of the current definition that is both robust and reliable and minimises possible future challenges. Different GTAAs reach differing conclusions on this matter and it is for the Local Authorities to decide individually which approach to take for planning purposes. It is recommended that this be kept under review in the light of evolving appeal decisions and caselaw.

DCLG Draft Guidance on Housing Needs (March 2016)

- 2.12 In March 2016 DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:
- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop on.
 - Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).
- 2.13 Importantly, in respect of this report, the draft guidance states that assessments should include, but are not limited to, Romany Gypsies, Irish and Scottish Travellers, New Travellers, and Travelling Showpeople.

2.14 The DCLG draft guidance (2016) recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:

- their nomadic or semi-nomadic pattern of life
- their preference for caravan and houseboat-dwelling
- movement between bricks-and-mortar housing and caravans or houseboats
- their presence on unauthorised encampments or developments.

2.15 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:

- co-operating across boundaries both in carrying out assessments and delivering solutions
- the timing of the accommodation needs assessment
- different data sources

2.16 Finally, the DCLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature should be considered.

Housing and Planning Act 2016

2.17 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified ‘gypsies and travellers’ as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople and to identify supply of specific and deliverable sites. In relation to the need for permanent moorings, the council are required to identify the need, but not the land to meet that need.

Regional and Local Planning Policies

Draft New London Plan (July 2019)

2.18 Consultation on the draft New London Plan took place between 1 December 2017 and 2 March 2018. In July 2019 the Mayor of London published a Draft London Plan – Consolidated Suggested Changes Version combining various changes arising from consultation and discussions at the Examination in Public. An Examination in Public on the draft London Plan took place between January and May 2019. The Draft London Plan suggests that there are around 30,000 Gypsies and Travellers residing in London, and that

around 85% of Gypsy and Traveller families in London have been forced to live in housing, or on roadside encampments due to overcrowding, or an unsuitability, or lack of availability of, pitches. Importantly, the Plan rejects the DCLG definition of Gypsies and Travellers as outlined in PPTS August 2015 as leading to under-estimations of accommodation need. Instead, it adopts a new definition based on cultural identity and which includes those Gypsy and Traveller families who have permanently ceased to travel (see below).

2.19 Policy H16 of the July 2019 version of the London Plan states that:

- A. Boroughs should plan to meet the identified need for permanent Gypsy and Traveller pitches and must include ten-year pitch targets in their Development Plan documents.
- B. As of the start of this Plan period, boroughs should use the following definition of 'Gypsies and Travellers' as a basis for assessing need:
People with a cultural tradition of nomadism, a nomadic habit of life, or living in a caravan, whatever their race or origin, including:
 - 1) those who are currently travelling or living in a caravan
 - 2) those who currently live in bricks and mortar dwelling households whose existing accommodation is unsuitable for them by virtue of their cultural preference not to live in bricks and mortar accommodation
 - 3) those who, on grounds of their own or their family's or dependants' educational or health needs or old age, have ceased to travel temporarily or permanently.
- C. Boroughs that have not undertaken needs assessment since 2008 should identify need by either:
 - 1) undertaking a Gypsy and Traveller accommodation needs assessment within the first two years of this Plan period using the definition for Gypsies and Travellers set out above; or
 - 2) use the figure of need for Gypsy and Traveller accommodation provided in Table 4.4A¹⁰ as identified need for pitches until a needs assessment is undertaken as part of their Development Plan review process.
- D. Boroughs that have undertaken a needs assessment since 2008 should update this based on the definition set out above as part of their Development Plan review process.
- E. Boroughs should undertake an audit of existing local authority provided Gypsy and Traveller sites and pitches, working with residents occupying these, identifying:
 - 1) areas of overcrowding
 - 2) areas of potential extra capacity within existing sites

¹⁰ Table 4.4A shows the midpoint 2007-2017 accommodation need figures derived from the 2008 London GTAA. The mid-point figure for Islington is 2 additional pitches.

3) pitches in need of refurbishment and/ or provision of enhanced infrastructure (including utilities, open space and landscaping).

Boroughs should plan to address issues identified in the audits.

F. Boroughs should actively plan to protect existing Gypsy and Traveller and Travelling Showpeople pitch or plot capacity, and this should be taken into account when considering new residential developments to ensure inclusive, balanced and cohesive communities are created.

(London draft Plan, July 2019 Consolidated Suggested Changes version p.197)

Islington Council 'Core Strategy' (Adopted February 2011)

- 2.20 Although Islington is one of 8 London boroughs which do not contain Gypsy, Traveller or Travelling Showpeople sites, the 2011 Core Strategy acknowledges that there is still a need for the council to include criteria for the location of Gypsy and Traveller sites. Also, it recognises that there may be some families in permanent accommodation who consider themselves to be Gypsies/Travellers and may need to return to non-fixed accommodation in the future. It cites the GTAA London 2008 as having identified a minimum need of zero pitches and maximum need of 3 pitches (equating to a land requirement of approximately 0.1 hectares) for Gypsies and Travellers residing in housing for the period 2007 to 2017.
- 2.21 The Core Strategy states that the council will seek to identify any possible sites in the Site Specific Allocations, and will work on a sub-regional basis to try and satisfy any identified need. The council will work actively with its development partners to seek to deliver a site for Gypsies and Travellers as required by government policy. Similar to stakeholder comments discussed in Chapter 4, the Core Strategy acknowledges that Islington faces a specific set of circumstances – such as extreme competing development pressures, shortage of vacant sites and very high land values - which will need to be addressed before the sites can be delivered. The council will work to promote harmonious relations between the settled community and any future Gypsy and Traveller site in the borough, and will work towards proper site management in accordance with principles of good housing management.

Duty to cooperate and cross-border issues

- 2.22 The duty to cooperate was created in the Localism Act 2011. It places a legal duty on local planning authorities, county councils in England, and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.
- 2.23 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more

flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area.

- 2.24 As part of this assessment consultation in relation to Gypsies, Travellers and Travelling Showpeople was undertaken with adjoining planning and housing authorities. The findings from the consultation are discussed in detail in Chapter 4.

Gypsy and Traveller Accommodation Assessments (GTAA's)

- 2.25 Given the transient nature of Gypsies and Travellers it is important for the GTAA to consider Gypsy and Traveller accommodation need in neighbouring authorities. Also, the travelling patterns of Gypsies and Travellers transcend local authority boundaries. As such, the following section discusses the results of GTAA's recently undertaken by neighbouring and nearby local authorities specifically in relation to accommodation need and travelling patterns.

Camden Gypsy and Traveller and Travelling Showpeople Accommodation Assessment 2014

- 2.26 The GTAA identifies a need for 16 additional pitches for the period 2013-2031 including 3 pitches for the period 2013-2018, 11 pitches for the period 2018-2023, 1 pitch for the period 2023-2028, and one pitch for the period 2029-2031. The GTAA identifies one Travelling Showpeople yard within the borough but does not identify need for any additional plots. Also, given that there are no known travelling routes within the borough, the GTAA does not identify a need for transit provision.

Hackney Gypsy and Traveller Accommodation Assessment 2015

- 2.27 In Hackney there are 5 public residential sites and no other provision for Gypsies, Travellers or Travelling Showpeople. 2 of the public sites in Hackney fall within the administrative boundary of the London Legacy Development Corporation. The remaining 3 sites provide a total of 22 authorised residential pitches. The GTAA identifies a need for 78 additional pitches for the period 2015-2030 including 56 pitches for the period 2015-2020, 10 pitches for the period 2020-2025, and 12 pitches for the period 2025-2030. The study recommends that there is no need for any provision for Travelling Showpeople to be made given that none were identified living in Hackney or seeking to move to Hackney. Also, given that there are only a very small number of roadside encampments in Hackney each year the GTAA does not recommend any further transit provision.

Haringey

- 2.28 There are two existing permanent Gypsy and Traveller sites in Haringey providing 10 pitches, one at Wallman Place, N22 and one on Clyde Road, N15. The Council states that

it will continue to safeguard these sites and refurbish where needed. Any potential new sites will be identified in the Site Allocations Document¹¹. The 2008 London GTAA identified a need for 4 additional pitches in Haringey although the council is currently (April 2019) updating the accommodation needs figures internally.

Tower Hamlets Gypsy and Traveller Accommodation Assessment 2016

- 2.29 Tower Hamlets has one publically owned site containing 19 pitches with the capacity to accommodate 38 caravans. The site was opened in 2014. According to the 2016 GTAA there is a need for only 1 additional pitch for Gypsy and Traveller households who meet the 2015 PPTS definition, although there may be a need for 12 additional pitches for the period 2016-2031 for non-travelling households.

West London Alliance Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA), 2018

- 2.30 The West London GTAA was completed on behalf of 6 London local authorities including Barnet, Brent, Ealing, Harrow, Hillingdon and Hounslow. At the time of the GTAA there were 105 authorised permanent Gypsy and Traveller pitches and 47 Travelling Showpeople plots throughout the study area. The GTAA identifies a need for 20 additional Gypsy and Traveller pitches for households who meet the PPTS definition and 224 pitches for households who do not meet it. The GTAA also identifies a need for 25 additional Travelling Showpeople plots for households who meet the PPTS definition and 28 plots for households who do not meet it. Given the low number of unauthorised encampments, the GTAA does not recommend a need for transit provision within the study area.

Summary

- 2.31 DCLG Planning Policy for Traveller Sites (August 2015) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in the district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 2.32 In relation to regional planning policy, the draft London Plan (July 2019) estimates that there are around 30,000 Gypsies and Travellers residing in London. Importantly, it rejects the DCLG (2015) definition of Gypsies and Travellers as outlined in PPTS August 2015 as leading to under-estimations of accommodation need and instead adopts a new definition based on cultural identity.

¹¹ Haringey's Local Plan Strategic Policies 2013 – 2026, March 2013.

- 2.33 Although there are currently no Gypsy and Traveller sites or Travelling Showpeople yards located within the borough, Islington's 2011 Core Strategy acknowledges that there is still a need for the council to include criteria for the location of Gypsy and Traveller sites. Also, it recognises that there may be some families in permanent accommodation who consider themselves to be Gypsies/Travellers and may need to return to non-fixed accommodation in the future
- 2.34 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains some Gypsy and Traveller accommodation need throughout central and west London.

3. Trends in the population levels

Introduction

- 3.1 This section examines population levels in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the MHCLG Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice-yearly count for the MHCLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting need.
- 3.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the rapidly fluctuating number and distribution of unauthorised encampments. Also, some authorities include Travelling Showpeople in the same figures as Gypsies and Travellers, whilst others distinguish between the different groups and do not include Travelling Showpeople.
- 3.3 Significantly, the count is only of caravans and so Gypsies and Travellers living in bricks and mortar accommodation are excluded. It should also be noted that pitches / households often contain more than one caravan, typically two or three.
- 3.4 However, despite concerns about accuracy, the count is valuable because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 3.5 The MHCLG Count includes data concerning both Gypsies and Travellers sites¹². It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down as to whether they are tolerated or not tolerated. The analysis in this chapter includes data from January 2015 to January 2017.

Population

- 3.6 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000¹³ (1994) to 300,000¹⁴ (2006). There are

¹² Data regarding Travelling Showpeople is published separately by the DCLG as 'experimental statistics'.

¹³ J. P. Liegeois, (1994) *Romas, Gypsies and Travellers* Strasbourg: Council of Europe. This is equivalent to 0.15% to 0.21% of the total population.

¹⁴ Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in bricks and mortar accommodation. Estimates produced for the MHCLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.

- 3.7 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the MHCLG. The January 2019 Count (the most recent figures available) indicated a total of 22,662 caravans. Applying an assumed three person per caravan¹⁵ multiplier would give a population of almost 68,000.
- 3.8 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,¹⁶ gives a total population of around 136,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.
- 3.9 For the first time, the national census, undertaken in 2011, included the category of ‘Gypsy or Irish Traveller’ in the question regarding ethnic identity. The 2011 Census suggests there were 163 Gypsies and Travellers residing in Islington representing around 0.08% of the usual resident population.¹⁷

Table 3.1 Gypsy and Travler Population			
	Population (no.)	G& Pop (n o.)	G&T Pop (%)
Islington	206,125	163	0.08%

Source: NOMIS 2019

- 3.10 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Derived from 2011 Census data, Table 3.2 shows the tenure of 77 Gypsy and Traveller households. The most common tenure is social rented housing occupied by over half (56%) of households, followed by over a third (35%) who rent privately, and around a tenth (9%) who own the property they occupy.

Table 3.2 Gypsy and Traveller Population by tenure								
	Social rented		Private rented		Owned		Total	
	No.	%	No.	%	No.	%	No.	%
Islington	43	56%	27	35%	7	9%	77	100%

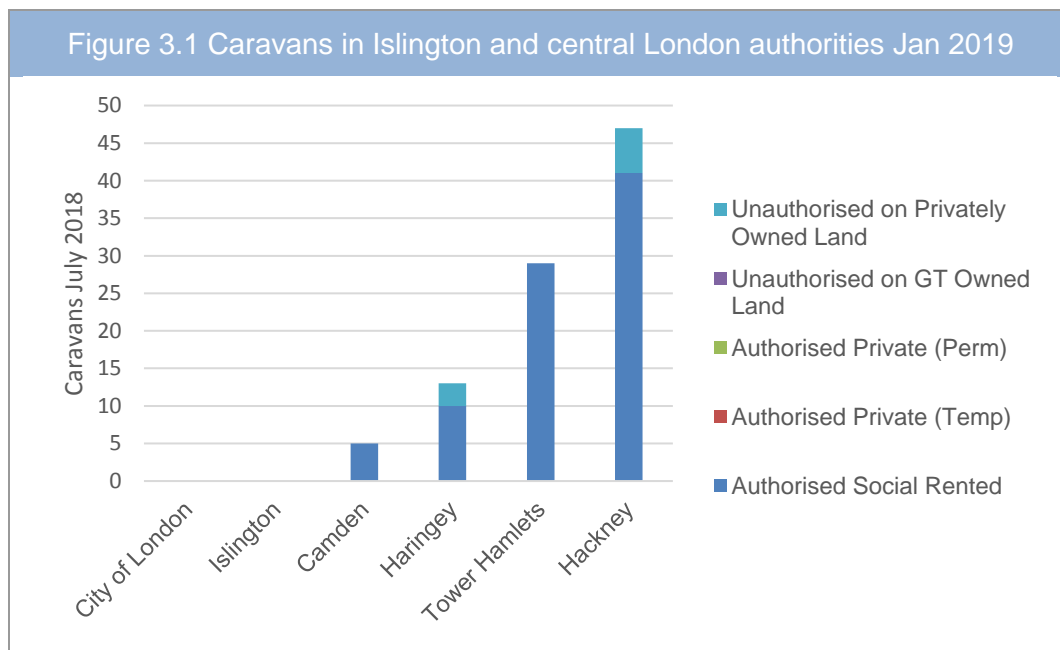
Source: NOMIS 2018

¹⁵ Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

¹⁶ Ibid.

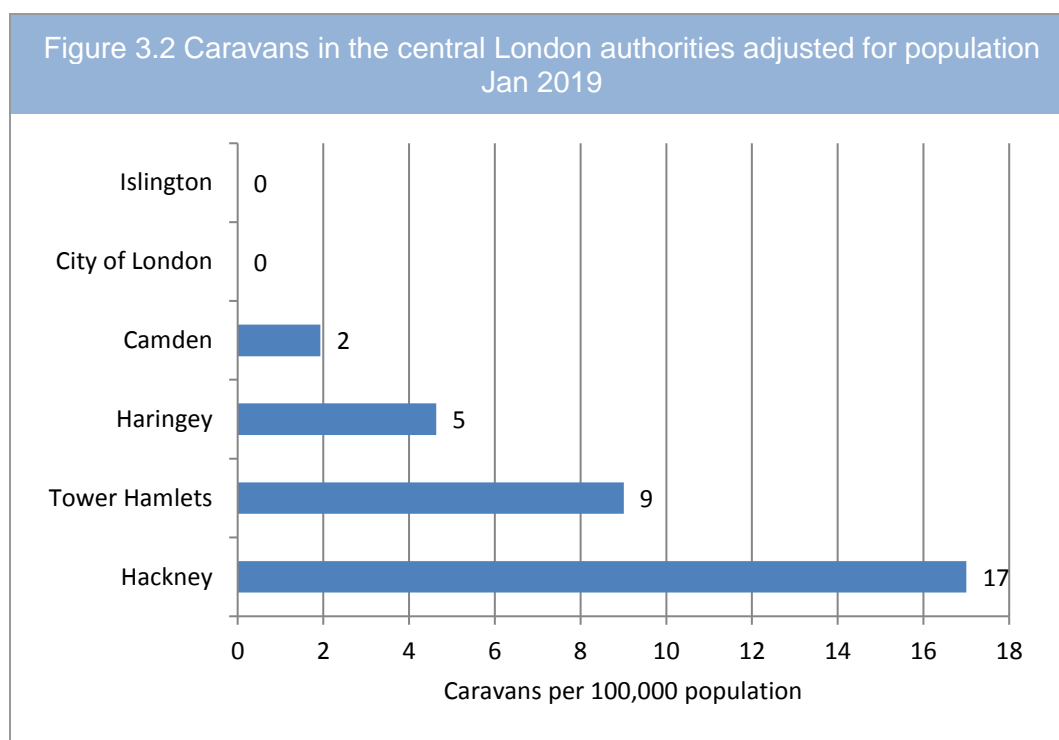
¹⁷ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

- 3.11 Although Islington contains no Gypsy and Traveller pitches it remains useful to consider the Gypsy and Traveller population of neighbouring authorities as this may help determine demand for pitches throughout the subregion.
- 3.12 Figure 3.1 shows Islington’s Traveller January 2019 Caravan Count in the context of neighbouring London local authorities. There is some variation in the number of caravans in each local authority with no caravans recorded in the City of London and Islington. This compares with 5 caravans recorded in Camden, 13 in Haringey, 29 in Tower Hamlets, and 47 in Hackney. The average number of caravans for the pan-London area in January 2019 was 28.



Source: MHCLG Traveller Caravan Count, January 2019

- 3.13 Figure 3.2 shows that when the population is taken into account the density of caravans varies. Islington, and City of London (0 caravans per 100,000 population), Camden (2), and Haringey (5) are below the subregional average of 7 caravans per 100,000 population, whilst Tower Hamlets (9) and Hackney (17) are above the subregional average.



Source: MHCLG Traveller Caravan Count, Jan 2019

Permanent residential pitches within the borough

3.14 There are no permanent residential pitches within the borough. However, as discussed in Chapter 2 Islington LBC's 2011 Core Strategy acknowledges that there is still a need for the council to include criteria for the location of Gypsy and Traveller sites. This approach is continued in the emerging Local Plan.

Travelling Showpeople

3.15 Data is also available in the study area from planning data showing provision for Travelling Showpeople. The study area currently contains no plots. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot. It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design. The January 2019 MHCLG Traveller Count indicates that there were no Travelling Showpeople caravans recorded in Islington.

Boat Dwellers

3.16 There are 59 known permanent moorings located within the local authority area. The Canal and River Trust's (CRT) National Boat Count recorded 204 boats on the Islington stretches of the Regent's Canal in 2019. There are also transient boat dwellers which consist of a combination of constant cruisers who live on their boats and constantly move about, and leisure cruisers who occasionally use their boats (including hire boats).

- 3.17 Islington Draft Local Plan acknowledges that there are accommodation needs for boat dwellers in the areas discussed further in Chapter 6.

Summary

- 3.18 The 2011 Census suggests there were 163 Gypsies and Travellers living in Islington representing around 0.08% of the usual resident population. The 2011 Census records a total of 77 Gypsy and Traveller households residing within Islington, over half of which were residing in social housing. The MHCLG January 2019 Traveller Count shows no caravans recorded in the City of London or Islington compared with 5 caravans recorded in Camden, 13 in Haringey, 29 in Tower Hamlets, and 47 in Hackney. The average number of caravans for the pan-London area in January 2019 was 28.

4. Stakeholder consultation

Introduction

- 4.1 Consultations with a range of stakeholders were conducted in January and February 2019 to provide in-depth qualitative information about the accommodation needs of Gypsies and Travellers. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the borough. The consultation took the form of an online survey and interviews. In recognition that Gypsy and Traveller issues transcend geographical boundaries and the need to cooperate in addressing the needs of Gypsies and Travellers, consultation was undertaken with officers from neighbouring authorities.
- 4.2 Key stakeholders involved in the consultation included housing and planning officers from Islington Council and neighbouring authorities, and representatives from London Gypsies and Travellers, Irish Traveller Movement, Canal and River Trust (CRT), the National Bargee Traveller Association (NBTA), and the Travelling Showman's Guild.
- 4.3 Themes discussed through the consultation included: the need for additional accommodation and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of the consultation with stakeholders and highlights the main points that were raised.

Accommodation needs

- 4.4 Stakeholders commented on the main issues regarding the accommodation needs of Gypsies and Travellers and Travelling Showpeople in the borough. There are currently no Gypsy and Traveller sites or Travelling Showpeople plots in the borough. However, stakeholders from neighbouring local authorities identified accommodation need in their respective areas. A stakeholder from Hackney stated that the Council undertook a Gypsy and Traveller Accommodation Needs Assessment in 2015 which was updated in 2018 for the period 2016-2033. It identified a need of 8 new pitches (based upon the 2015 Planning Policy for Traveller Sites), and another 84 pitches based upon the previous national planning definition and Policy H16 of the Draft New London Plan (December 2017).
- 4.5 It was noted that Hackney Council's Traveller Team owns and manages 27 pitches over 5 public sites. Three are located within the borough with the other 2 sites providing 5 pitches located in Hackney's section of the London Legacy Development Corporation (LLDC) area. All pitches are currently occupied with the council accommodation waiting list at around 34 households. According to an Islington stakeholder, the most recent GLA accommodation needs assessment showed that there was very little need for Gypsy and Traveller pitches in Islington.

- 4.6 General stakeholder comments regarding accommodation need included that a lack of sites within London had led to issues with affordability, overcrowding, families residing in B&B accommodation or hostels, or being moved outside of boroughs. Some families were residing in temporary accommodation for years leading to feelings of isolation. It was noted that some local authority sites in London are overcrowded with few alternatives available. For example, it was suggested that there is overcrowding on two Haringey Council sites.
- 4.7 Stakeholders from the boat dwelling community stated that many boats are in serious need of repair. The cost of undertaking repairs combined with too few marine engineers is leading to a 'quasi-homeless' lifestyle for some boat dwellers. Also, there are too few facilities such as taps, elsans (transportable chemical toilets), pump outs, and waste disposal facilities for local boat dwellers.
- 4.8 According to stakeholders, the main drivers of accommodation need for Gypsies and Travellers in inner London include household growth i.e. young people requiring their own accommodation, demand from overcrowded or concealed households, households residing in bricks and mortar accommodation who would prefer to reside on a site, relationship breakdown, and domestic violence.
- 4.9 An Islington Council stakeholder stated that there is no history of need for Gypsy and Traveller accommodation in Islington, aside from some families in permanent accommodation who consider themselves to be Gypsies or Travellers and may need to return to non-fixed accommodation in the future. It was stated that there are no sites for Gypsies and Travellers in Islington, as the Council never met its duty under the 1968 Caravan Sites Act to provide for this community. A Camden Council stakeholder stated that current provision in the borough is insufficient to meet demand. Similarly, a stakeholder from Hackney Council stated that pitches in the borough are considered attractive and that the extent of waiting lists suggest that current demand for pitches was not being met.
- 4.10 Stakeholders from the boat dwelling community stated that there is a lack of moorings with suitable facilities such as mooring rings, sanitation disposal, domestic rubbish disposal/recycling, water taps, toilets and showers. It was suggested that the selling of some mooring facilities to private developers had led to some boats having to double or triple moor. The spreading of moorings throughout London would not only help meet demand but prevent the impact of smoke from boat engines and wood stoves from concentrating in certain areas.
- 4.11 Stakeholders acknowledged that if the need for new permanent accommodation is identified in Islington, it is unlikely that there are suitable sites. A shortage of vacant sites, very high land values, and pressure to meet significant need for conventional housing and business floorspace mean that there will be limited opportunities to provide Gypsy and Traveller pitches. However, Islington Council is seeking to identify sites to meet any defined need in the Site Allocations document and will work subregionally with other boroughs. The council is also undertaking an assessment of its own sites to determine potential for council

housebuilding; they are exploring extending this to include consideration of potential land for Gypsy and Traveller sites.

- 4.12 A stakeholder from Camden stated that the Council is searching for suitable locations for new sites within its boundaries. It was suggested that determining the accommodation needs of Gypsies and Travellers would be better undertaken at the subregional level. This would better reflect the constraints and current level of provision in individual boroughs.
- 4.13 General stakeholder comments regarding the location of any new provision included that sites should easily accessible from the public highways, within reasonable travelling distance of social infrastructure such as shops, health centres and local schools' facilities, in localities with sufficient space where economic development would not be compromised, not between tower blocks or secluded areas, and within 500m of a town centre. As suggested above, these locations are likely command higher land values.
- 4.14 Stakeholders from the boat dwelling community stated that any new moorings should ideally be located at regular intervals along the Regent's Canal. Currently, there is only 6 water points, 5 elsans, and 1 pump-out facility along a 16 mile stretch of canal between Hackney and Wembley. Stakeholders suggested that there needs to be a variety of facilities in good working order every two miles along the canal. Current facilities are often out of order or locked and boaters may have to travel further afield to access facilities. Spreading out new moorings would impact less on certain locations e.g. between the Hertsford Arm (Victoria Park) and Limehouse Basin, and on the Regent's Canal between Warwick Avenue and Lisson Grove, and beyond to Camden where there are very few mooring spaces available.

Barriers to provision

- 4.15 The main barriers to delivering new sites were regarded as: a lack of suitable land; the high cost of suitable land; a lack of funding for new sites; and a lack of political will to provide new sites. The high cost of land in inner London compared with the low value of Gypsy and Traveller sites mean that it is difficult to make a business case for new sites. There is no dedicated fund for the provision of new pitches at regional or national levels. It was suggested that there is little capacity to expand current sites located in inner London boroughs. Also, that the accommodation needs of Gypsies and Travellers is not always correctly assessed meaning that need may be underestimated.
- 4.16 According to a Hackney Council stakeholder, the Gypsy and Traveller sites in the borough are publically owned. Although a site with temporary planning permission was granted full planning permission in 2014, a new site has not been developed in Hackney since 2007. However, the Council have been working with the London Legacy Development Corporation (LLDC) to identify potential sites.

- 4.17 In relation to new provision in Islington, it was suggested that the borough faces extreme circumstances: land supply is constrained, and the borough is the most densely populated and third smallest (by land area) English local authority area. Local evidence indicates that there is need for new, especially affordable, housing within the borough. The borough faces an acute affordability issue which means that a simple 'supply and demand' model of housing delivery will not address the needs of its growing population. In this context land supply for conventional housing and genuinely affordable housing are considered the top priority because they are the most sustainable use of land in Islington and meet the broadest range of housing needs.
- 4.18 Stakeholders suggested that it would be helpful for the Greater London Authority (GLA) to consider Gypsy and Traveller accommodation needs and opportunities for new provision at a strategic pan-London level. It would also be helpful for the GLA to release some of its own landholdings for new pitches, and to offer funding at a realistic level to fund a significant proportion of the cost of bringing forward borough-owned land that would otherwise be developed for much higher value uses. The subsequent allocation and management of sites would need to be considered. There may also be opportunities for councils to discuss the provision of new sites with housing associations.
- 4.19 One neighbouring authority had sought to identify suitable brown field sites for new provision. However, the demand for general housing means that such sites are being targeted for high density housing, inconsistent with new pitch provision. Government initiatives such as office-to-residential conversions mean that ex-employment sites are effectively carrying residential land uses, excluding them from consideration of acquisition for new pitches. Similarly, businesses are being driven out to Haringey and much of the old vacant stock and land is being taken up. More fringe sites are also being targeted for housing by prospective developers. This severely restricts opportunities to secure new provision.
- 4.20 In relation to the boat dwelling community, it was suggested that most new boat moorings in London tend to meet the needs tourists or wealthy boat dwellers rather than residents permanently residing on boats. This means that the people temporarily residing on boats such as tourists may have little incentive to ensure the sustainability of waterways. Better facilities such as more bins and recycling facilities alongside the moorings would improve sustainability. New housing or office developments alongside canals can create wind tunnels, whilst high-rise buildings may block sunlight and prevent boaters from generating green energies. Islington is entirely covered by an Air Quality Management Area and any more stringent measures to tackle air quality, including an eco-mooring zone, could impact on the running of boat engines or prohibit the use of solid wood and coal stoves.

Transit provision and travelling patterns

- 4.21 According to stakeholders Gypsies and Travellers residing in inner London tend to travel for events such as weddings and funerals. They are more likely to travel during the summer

months and Christian holidays such as Easter. However, it was suggested that there is no evidence of Gypsies, Travellers and Travelling Showpeople traveling within Islington.

- 4.22 There are settled communities of Travelling Showpeople and Irish Travellers in Camden. The same family of Travelling Showpeople have owned their site at the Vale of Health for decades. Whilst some of the Travelling Showpeople residing in Camden are retired, other Showpeople families within the borough remain active and travel during the summer months to work at fairs.
- 4.23 Irish Travellers have resided on the two Camden Council sites for over 30 years. Some of Camden's Irish Travellers travel to gatherings in the UK and Ireland although it is not certain whether these trips are for economic or social purposes. It was suggested that most of the Gypsy and Traveller households on unauthorised encampments in Hackney reside in neighbouring boroughs (combination of in bricks and mortar and on sites).
- 4.24 According to stakeholders from the boat dwelling community, patterns of travel in London around the river vary quite considerable depending on the boater. People who live and work in London will travel the length of the Regent's Canal from Wembley to as far north of the river as Hertford North or Bishop Stortford, whilst some travel as far as Milton Keynes or Watford on the Grand Union. Patterns of movement adhere to the British Waterways Act 1995 which states that boat dwellers may remain in one place for 14 days or more if it is reasonable to overstay due to circumstances (although such circumstances are not predefined).
- 4.25 Stakeholders from across the local authorities stated that there have been few unauthorised encampments of Gypsies and Travellers in inner London during recent years. According to stakeholders, there have not been any unauthorised encampments taking place in Camden in recent years, whilst the number of unauthorised encampments taking place in Hackney have decreased. Only a representative from London Gypsies and Travellers stated that the number of unauthorised encampments in London have increased in recent years. It was suggested that although there is no specific information regarding unauthorised encampments in Islington, across London there have been an increasing number of encampments. However, the stopping time for each encampment has decreased as families are swiftly evicted.
- 4.26 According to the boat dweller stakeholders, the number of illegal moorings has increased in recent years. A lack of mooring spaces means that boaters may moor in unusual places such as in front of locks. One stakeholder cited an example of having to moor a boat using only half a mooring ring, as the remainder of the moorings were situated on private property. Heavy winds meant that it was difficult to move the boat, although the two-week rule (requiring boats to reside in one place for only 14 days) necessitated movement. Moving the boat in such conditions threatened the safety of the boat's occupants. Having to move the boat also meant that the stakeholder lost 2 days' work.

- 4.27 There was no consensus amongst stakeholders as to whether the August 2015 PPTS change in definition impacted on travelling patterns i.e. whether it had led to Gypsies and Travellers being more likely to travel in order to prove their status. Stakeholders from Camden, Hackney, Haringey and Islington stated that there was no evidence that the change in definition had impacted on travelling patterns in the respective boroughs.
- 4.28 The August 2015 PPTS impacts on how accommodation needs are determined by excluding households who have permanently ceased to travel. It was acknowledged by stakeholders that the change in definition excludes households who have permanently ceased to travel. These may be households e.g. those who are older or in poor health who may have most need for permanent accommodation. Also, it was recognised that the draft London Plan uses a different definition based on the ethnic identity of Gypsies and Travellers, and acknowledges that accommodation need may derive from Gypsy and Traveller households residing in bricks and mortar accommodation.
- 4.29 Stakeholders also noted that PPTS 2015 limits site development in open countryside. This can make it harder for Gypsies and Travellers to gain planning permission for new sites in green belt areas. As land in development zones is very expensive this add further restrictions which makes it almost impossible for Gypsies and Travellers to get planning permission on their own land in such areas.
- 4.30 Most stakeholders stated that there is no need for transit provision within inner London. The pan-London GTAA 2008 did not indicate a need for transit provision in central London, whilst the 2014 Camden GTAA did not identify need for transit provision in the local area. However, a stakeholder from Hackney Council stated that there is a local need for such provision. It was suggested that any new transit provision should be located close to existing permanent sites.
- 4.31 The London Gypsies and Travellers (LGT) stated that they support the negotiated stopping model of dealing with unauthorised encampments. The Greater London Authority (GLA) have commissioned De Montfort University to undertake research considering the development of a proposal for introducing negotiated stopping in London. The LGT regard negotiated stopping place policy as a balanced and humane approach to dealing with unauthorised encampments based on dialogue and building a relationship between Traveller families and councils, where there is a mutual agreement on the length of stay on a suitable piece of vacant land and provision of basic facilities (e.g. rubbish collection, portaloos) as well as signposting to schools, health services etc. The LGT prefer the negotiated stopping policy in contrast to evictions which may incur high costs incurred for cleaning, police etc. Also, a negotiated stopping policy does not require capital expenditure on new transit provision. However, the main barriers to providing new transit provision were deemed to be the same as barriers to providing new permanent provision i.e. little suitable land, the high cost of suitable land, pressure to find sites for new general housing and employment uses, and local opposition to new sites.

4.32 According to the boat dwelling stakeholders, a lack of moorings impacts on quality of life including health. Not being able to stay in one place means it is difficult to maintain a full-time job or friendships. This has also impacted on the health of one stakeholder which has declined severely in the last two years and led to both physical and mental health issues. It was suggested that improved mooring facilities and greater flexibility regarding the 14-day travel rule would help improve the lives of boat dwellers.

Relationship between Gypsies, Travellers and the settled community

4.33 Stakeholders discussed the relationship between Gypsies and Travellers and the settled community. It was noted that the relationship between two groups can be poor. There is a negative perception of Gypsies, Travellers, and Travelling Showpeople which can lead to tensions with the settled community. Also, the Gypsy and Traveller community is sometimes perceived to be disruptive and unwilling to contribute to the local community.

4.34 According to an Islington Council stakeholder, Gypsy and Traveller households residing in the borough live in housing and are part of the local community. However, they may experience discrimination on a daily basis regarding social interactions, in accessing services, from public institutions, from the media, politicians and public figures etc. This causes most Gypsies and Travellers to hide their ethnic identity.

4.35 The Camden Council stakeholder stated that Gypsy and Traveller sites in the borough are small so there are relatively few incidents or complaints involving conflict between travellers and the settled community. However, national statistics from the Equality and Human Rights Commission suggest that travellers suffer extensively from discrimination and inequality.

4.36 Similarly, the Haringey Council stakeholder stated that there is a very good relationship between the Gypsy and Travellers in the borough and local communities. Families residing on local sites self-manage the sites and maintain them to a high standard.

4.37 Stakeholders from the boat dwelling community stated that the relationship with the settled community is usually positive. Local people tend to be friendly and welcome boat dwellers. Boats mooring along long stretches of the canal provides a sense of safety amongst boat dwellers. However, there is sometimes animosity between boat dwellers and cyclists along tow paths. Cyclists travelling too fast can pose health and safety issues to boat dwellers residing alongside tow paths. They consider adopting the towpath as part of London's cycle super highway a mistake as it causes safety issues for boat dwellers, children and pets. Also, water rowers who travel faster than the recommended 4mph speed limit on the canal can create waves or wakes which cause greater wear and tear on the canal walls and increases costs of maintenance.

4.38 In terms of improving relationships between the Gypsy and Traveller, and settled community, it was suggested that there is a need for senior council officers, elected

members, and council media teams to more proactively engage with local residents who may object to new sites. It is important to improve awareness regarding Gypsies, Travellers, and Travelling Showpeople with the settled community such as explaining the impact that failing to adequately meet their needs can have on them and others.

- 4.39 Local events could be undertaken to highlight the diversity within existing communities, so that each community can appreciate one another break down barriers. There are opportunities for positive contact and greater mutual understanding between the different communities. As one stakeholder stated, “London is incredibly culturally diverse, and encouraging schoolchildren to discuss their own cultural background with each other is a good place to start”.
- 4.40 According to a London Gypsy and Traveller (LGT) stakeholder, it is important for councils, and especially elected members, to give public recognition and support of the Traveller community. Public services and institutions need to be openly welcoming to Travellers. LGT have designed an antidiscrimination campaign¹⁸ which they encourage London local authorities to adopt. There are also opportunities to celebrate Traveller communities and culture during June 2019 which is ‘Gypsy Roma Traveller History Month’.
- 4.41 Boat dwellers stated that there is a need for more social enterprises and community support to help provide more mooring facilities. It is important for the boat dwelling community to gain the support of house dwellers who reside close to canals. Skill- sharing could help educate boat dwellers regarding how best to build and maintain boats.
- 4.42 The boat dwelling stakeholders stated it is important to challenge negative stereotypes of the boat dwelling community such as they do not pay council tax. Some local residents have offered to share e.g. toilet and cooking facilities with members of the boat dwelling community. Older local residents may welcome the company of the boat dwelling community although connecting the two communities can be difficult. Undertaking community events would help. Both boat dwellers and the settled community have an interest in maintaining local canals.

Access to Health/Education/Services

- 4.43 Stakeholders were asked if they were aware of any particular health, education or any other service issue experienced by the Gypsies and Travellers and Travelling Showpeople currently based in their local area. Stakeholders did not identify specific health or education needs of Gypsies and Travellers residing locally. However, it was suggested that residing in bricks and mortar accommodation due to a lack of choice may impact on the mental health

¹⁸ See <http://www.londongypsiesandtravellers.org.uk/news/2017/05/08/we-are-all-so-many-things/>

of Gypsy and Traveller households. Not being able to participate in the traditional Gypsy and Traveller lifestyle may lead to feelings of isolation. Also, it was suggested that experiencing discrimination may impact on the mental health of the Gypsy and Traveller community. It was noted that suicide rates amongst the Gypsy and Traveller community, especially young men, has been rising in recent years. In relation to the health and education needs of boat dwellers, the extent to which households have to travel may impact on children's ability to attend school. Also, that constantly travelling can negatively impact on both the education and health of boat dwelling households.

Cooperation and joint working

- 4.44 According to stakeholders there generally needs to be better coordination and communication between local authority departments and agencies in local areas regarding Gypsy and Traveller issues. An Islington Council stakeholder stated that there is a multi-agency response to unauthorised encampments within the local area to help determine needs although Gypsy and Traveller households do not always engage with the team. The Gypsy and Traveller sites in Hackney are managed by a dedicated team. According to a boat dwelling stakeholder, there needs to be much better cooperation and communication between agencies regarding boat dwelling issues.

Summary

- 4.45 The consultation with key stakeholders offered important insights into the main issues regarding Gypsies, Travellers, and boat dwellers both locally and within inner London. Whilst there is no current Gypsy and Traveller provision within Islington, it is apparent that there is accommodation need within neighbouring boroughs. Generally, a lack of sites within London has led to issues with affordability, overcrowding, families residing in B&B accommodation or hostels, or being moved outside of boroughs. There is also a lack of moorings for boat dwellers.
- 4.46 Stakeholders considered the main drivers of accommodation need for Gypsies and Travellers in inner London to include household growth i.e. young people requiring their own accommodation, demand from overcrowded or concealed households, households residing in bricks and mortar accommodation who would prefer to reside on a site, relationship breakdown, and domestic violence.
- 4.47 However, stakeholders acknowledged that a shortage of vacant sites, very high land values, and pressure to meet need for conventional housing and employment uses mean that there are limited opportunities to provide Gypsy and Traveller pitches both locally and throughout the subregion. One suggestion was for the accommodation needs of Gypsy and Traveller households to be determined and met at a subregional level.

- 4.48 Any new provision should be easily accessible from the public highways, within reasonable travelling distance of social infrastructure such as shops, health centres and local schools' facilities, in localities with sufficient space where economic development would not be compromised, not between tower blocks or secluded areas, and within 500m of a town centre. Similarly, new moorings should have access to facilities such as mooring rings, sanitation disposal, domestic rubbish disposal/recycling, water taps, toilets and showers. Whilst it was suggested that there is limited need for transit provision within inner London, it was suggested that local authorities adopt the 'negotiated stopping' model in responding to unauthorised encampments.
- 4.49 It was acknowledged that relations between the Gypsy, Traveller, boat dwelling, and settled community can be difficult. However, undertaking awareness raising events and better communication between local authorities, agencies, and the different communities may help improve relations. There also needs to be better cooperation and communication regarding Gypsy and Traveller, and boat dwelling issues between local authorities and agencies.

5. Gypsies and Travellers residing in Islington

Introduction

- 5.1 This chapter provides a snapshot of households living in Islington at the time of the survey and an analysis of need for current and future pitches across the borough. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller families. It is based on consultation in relation to 10 households of the estimated 77 residing in bricks and mortar¹⁹ during the survey period.
- 5.2 Significant efforts were made to access households residing in bricks and mortar accommodation. The methods used in attempting to contact households residing in bricks and mortar accommodation included:
- Contacting key stakeholders such as local schools and colleges, council departments and officers, and Gypsy and Traveller support groups (including the London Travellers Group) to request help to access Gypsies and Travellers living in bricks and mortar; and
 - Seeking information about the location of households residing in bricks and mortar accommodation through the stakeholder interviews
 - Support in accessing households by the London Travellers Group
- 5.3 The consultation was undertaken between February and April 2019. The consultation was carried out over the telephone, and involved completion of a survey with households. The format of the consultation was primarily in the form of a conversation, but ensured that all of the questions were addressed.

Population Characteristics

- 5.4 As discussed in Chapter 3, the 2011 Census identified 77 households residing in bricks and mortar accommodation within the borough. According to consultees, some of the Gypsy and Traveller families reside in overcrowded privately rented flats.
- 5.5 From consultation it is apparent that the households residing in bricks and mortar accommodation in Islington consist of both Irish Travellers and Romany Gypsies. Most of the families have close links and have resided in the borough for years.

¹⁹ Based on the Census 2011

- 5.6 Household size varied between 1 person and 8 persons. Some households consist of three generations living together in one house and in some cases in two- or three-bedroom flats due to a lack of alternative accommodation. Although most households consist of wholly Gypsies and Travellers some partners of heads of households are members of the settled community.

Residency characteristics

- 5.7 Reflecting longevity of tenure, most of the households have lived in Islington for more than 5 years. Some households spoke of how they or their parents first travelled to Islington in the 1970s in a caravan and would pull up on land and stay there for a period. They stated that as a result of policy changes, it became more difficult for them to travel by caravan (or horse and wagon) around London. Consequently, some households moved into bricks and mortar accommodation as they did “not have any alternative at the time or since”.

Satisfaction

- 5.8 Households in bricks and mortar accommodation commented on why they would prefer to reside on a site. They spoke of how residing on a site would enable them to live close to family and friends, to feel space around them, and to feel safe. They stated that residing in houses has led to overcrowding, separation of families and feelings of being “hemmed in”.
- 5.9 Households spoke about wanting to stay in Islington, whether on a site or in housing. Some had family and friends who had moved to neighbouring authorities or further afield in order to reside on a site. They spoke of having connections with the area and regarding it as home.
- 5.10 Households residing on unauthorised encampments stated that uncertainty and lack of a permanent base negatively impacted on family members’ health and education.

Services and health

- 5.11 Households stated that they had experienced discrimination due to their cultural identity. They also stated that they had considered it necessary, on occasion, to hide their ethnic identity in order to access services. Some stated that it was ‘part of life for us’. However, few households stating that they had experienced discrimination reported it to the relevant authorities. The main reasons for not reporting it included wanting to ignore it or believing that reporting incidences to authorities would be ineffective.
- 5.12 Households reported mixed responses in relation to reporting discrimination. Some local schools responded positively to reported incidents of discrimination against Gypsy and Traveller children, alternatively, some households stated that they lack confidence in relation to statutory bodies or agencies responding to issues regarding discrimination. One consultee stated that reporting discrimination only led to further discrimination.
- 5.13 In relation to accessing health services all households were registered with a local General Practice. Health issues reported included: problems due to old age, mental health issues,

cancer, long-term illness, high blood pressure, asthma and chest complaints, and physical disability. Compared with the settled community, the health status of Gypsies and Travellers tends to be poorer than the general population²⁰.

Education and employment

- 5.14 Education was regarded by households as important. Some respondents commented on how it was important for children and grandchildren to receive an education as they did not have the same opportunity. Some families with pre-school children recognised the importance of early education and planned to send children to a nursery once old enough.
- 5.15 In relation to children of school age, all primary aged children were receiving school education. Some households stated that this was a key factor that enabled them to justify living in housing as it enabled their children easier access to education than those households residing on the roadside. Some households stated that while their children were at school, they found ways to cope residing in bricks and mortar accommodation and would remind themselves when they struggled that it was for the sake of their children's future. However, a lack of suitable accommodation has meant that some adult children have left the Islington area.
- 5.16 Households commented on how traditional employment opportunities for Gypsies and Travellers are now less available and this is why education is becoming more important. Although Gypsy and Traveller children have not traditionally done so, more families are ensuring that children gain qualifications either by attending secondary school, college, university or undertaking home tutoring. Some families spoke about how well their children were doing in terms of education and how well their grown-up children were doing in terms of careers.
- 5.17 Employment status varied, including the majority of households with the main earner being self-employed, followed by unemployed, housewives and retired household members. Other careers included education sector, administration, beauty, building and construction work, retail and health care.

Travelling

- 5.18 This GTAA provides three needs figures: first, a need figure based on ethnic identity; a second figure based on the PPTS (August 2015) definition; and a third based on the travelling for work purposes interpretation of the PPTS definition.
- 5.19 For planning purposes, the revised PPTS (August 2015) definition only includes the accommodation needs of families who have not permanently ceased to travel. Few

²⁰ Cemlyn, Sarah, Greenfields, Margaret, Burnett, Sally, Matthews, Zoe and Whitwell, Chris (2009) *Inequalities Experience by Gypsy and Traveller Communities: A Review*, Equality and Human Rights Commission, London.

surveyed households stated that they have permanently ceased travelling. However, they stated that, reflecting cultural identity, they still feel a desire to travel even if they had not done so for many years. Households who had stopped travelling did so due to health issues, old age or being unable to travel. Not all travel in their own caravans, as many are unable to keep a caravan where they live and are unable to store one. However, due to what they refer to as their need to travel, they travel when they can with family who have access to a caravan.

- 5.20 In relation to travelling for work purposes, very few households with need spoke about needing to travel a distance in their caravans for work. Some spoke about the types of jobs and careers Gypsies and Travellers are involved with within the study area. They stated that this is moving away from traditional Gypsy and Traveller work and towards work that can be undertaken locally. Some households travel for work including those involved in horse trading, sales and construction. When possible, such households combine travelling and work.

Accommodation need

- 5.21 All households stated that there is a need for permanent sites in Islington and the need for some form of transit provision for households who visit or travel through the area. They stated that they are only residing in housing due to a lack of permanent pitch provision in Islington and the surrounding areas. Some surveyed households commented on how older children often have to stay with families longer due to lack of available pitches and the high cost of pitches or alternative accommodation.
- 5.22 Some households spoke about how adult children have been on housing waiting lists in London boroughs for years but, as one stated, are “still no closer to being housed”. One household commented on how a lack of accommodation means that her family is unable to reside together in the borough. One adult daughter now resides on a site outside of London, two other adult children reside on the roadside, and a further two reside with her in her flat. Households commented on how a key part of the Gypsy and Traveller culture is to have family living close by, and how a lack of suitable accommodation makes this very difficult.
- 5.23 One consultee suggested that the provision of new sites for Gypsies and Travellers would lead to properties currently being occupied by families becoming available for members of the settled community. From consultation with households it was determined that small family sites are ideal. However, respondents stated that there needs to be sufficient space on sites to enable family and friends to visit.
- 5.24 They also stated that negotiated stopping agreements may be preferable to permanent transit sites. This would involve the police and local authorities developing a formal agreement with households residing on unauthorised encampments as to where and how long they could stay. They commented on how smaller sites tend to be more accepted by the local settled community and leads to better integration. Some said that because they

were struggling to live in houses, any type of site would do them, as long as they could be on a site with their family and in or near the local area.

- 5.25 Some households stated that they preferred to remain in bricks and mortar accommodation as they had become accustomed to such a lifestyle and appreciated supportive neighbours. This includes Gypsy and Travellers who have married members of the settled community or wanted to remain close to schools in order to facilitate their children's education. As they do not need a pitch, these households are therefore not included in the needs assessment below.

Requirement for residential pitches 2020-2025²¹

- 5.26 The need for residential pitches in Islington is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 5.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.
- 5.27 As discussed in Chapter 2, there are differing interpretations of the PPTS (August 2015) definition. As such, the needs assessment provides three accommodation needs figures: first, based on ethnic identity ('Ethnic' column); second, based on PPTS 2015 ('PPTS' column); and third, including the accommodation needs only of households who travel for work purposes ('work' column).

²¹ Please note that due to rounding column totals may differ slightly from row totals

Table 5.1 Estimate of the need for permanent residential site pitches 2020-2025

	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	0	0	0
<i>Current residential supply</i>			
2) Number of unused residential pitches available	0	0	0
3) Number of existing pitches expected to become vacant through mortality 2019-2024	0	0	0
4) Net number of family units on sites expected to leave the Borough in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use 2019-2024	0	0	0
7) Less pitches with temporary planning permission	0	0	0
Total Supply	0	0	0
<i>Current residential need: Pitches</i>			
8) Family units (on pitches) seeking residential pitches in the area, 2019-2024, excluding those counted as moving due to overcrowding in step 11	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0	0
10) Family units on unauthorised encampments requiring residential pitches in the area	0	0	0
11) Family units on unauthorised developments requiring residential pitches in the area	0	0	0
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing an emerging family unit in step 8	0	0	0
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units on sites	0	0	0
Total Need	0	0	0
<i>Current residential need: Housing</i>			
15) Family units in housing but with a psychological aversion to housed accommodation	8	4	2
Total Need	8	4	2
<i>Balance of Need and Supply</i>			
Total Additional Pitch Requirement	8	4	2
Annualised Additional Pitch Requirement	2	1	0

Source: GTAA 2019

Requirement for residential pitches 2020-2025: steps of the calculation

5.28 The calculations depend on base information derived from the GTAA using data corroborated by local authorities in the Borough. The key variables used to inform the calculations include:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)
- The number of temporary pitches
- The number of vacant pitches

- The number of planned or potential new pitches
- The number of transit pitches

5.29 The remainder of this chapter describes both the process and results of the Gypsy and Traveller needs calculations.

Supply of pitches 2020-2025

5.30 Supply (steps 1 to 7) steps are the same irrespective of the definition of accommodation need used.

Step 1: Current occupied permanent site pitches

5.31 Based on information provided by the Council and corroborated by information from consultation carried out, there are currently 0 occupied authorised Gypsy and Traveller pitches in the Borough.

Step 2: Number of unused residential pitches available

5.32 There are currently 0 vacant pitches.

Step 3: Number of existing pitches expected to become vacant 2020-2025

5.33 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.²² As there are no sites or pitches in the Borough, this resulted in the supply of 0 pitches.

Step 4: Number of family units in site accommodation expressing a desire to leave the Borough

5.34 As there are no sites or pitches in the Borough, this resulted in the supply of 0 pitches.

²² E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

Step 5: Number of family units in site accommodation expressing a desire to live in housing

5.35 This is usually determined by survey data. It was assumed that all those currently living on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 11), would be able to do so. As there are no sites or pitches in the Borough, this resulted in the supply of 0 pitches.

Step 6: Residential pitches planned to be built or brought back into use, 2020-2025

5.36 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted planning permission but have not yet been developed. Potential pitches include those which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. There are no pitches in the Borough that are expected to be built or brought back into use in the Borough during the period 2020-2025.

Step 7: Pitches with temporary planning permission

5.37 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2020-2025 will still require accommodation within the Borough. There are currently 0 pitches with temporary planning permission located in the Borough.

Need for pitches 2020-2025

5.38 This needs assessment provides three accommodation needs figures: first, based on ethnic identity ('Ethnic' column); second, based on PPTS 2015 ('PPTS' column); and third, including the accommodation needs only of households who travel for work purposes ('work' column).

Step 8: Family units on pitches seeking residential pitches in the Borough 2020-2025

5.39 This is usually determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.

5.40 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which both are overcrowded and seeking accommodation are deducted from this total. As there are no pitches or sites in the area, this generates a total need of 0 pitches in the Borough.

Step 9: Family units on transit pitches seeking residential pitches in the Borough 2020-2025

5.41 This is determined by survey data. These family units reported that they required permanent pitches within the Borough in the next five years. As there are no pitches or sites in the area, this generates a total need of 0 pitches as there is no transit site in the Borough.

Step 10: Family units on unauthorised encampments seeking residential pitches in the area

5.42 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the Borough. Please note that only Gypsies and Travellers requiring permanent accommodation within the Borough have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. There were 0 households residing on unauthorised encampments interviewed during the survey period.

Step 11: Family units on unauthorised developments seeking residential pitches in the area

5.43 This was determined by survey data. The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is estimated that as there are no unauthorised developments in the Borough, this will result in the formation of 0 new households requiring residential pitches over the period 2020-2025 ('ethnic definition'), 0 pitches ('PPTS' definition), and 0 pitches ('work' definition).

Step 12: Family units on overcrowded pitches seeking residential pitches in the area

5.44 This was determined by survey data. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The calculations suggest that as there are not sites of pitches in the area there is no overcrowded pitches and therefore there is a need for 0 additional pitches in the Borough to resolve overcrowding over the period 2020-2025.

Step 13: New family units expected to arrive from elsewhere

5.45 In the absence of any sustainable data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those households outside the Borough moving into the area, as in the case of those moving out of the area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. In

addition, inflow equivalent to the outflow of newly forming family units must be considered. Together, this amounts to a net inflow of 0 households into the Borough.

Step 14: New family formations expected to arise from within existing family units on sites

- 5.46 This was determined by survey data. The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is estimated that as there are no sites or pitches in the area that this will result in the formation of 0 new households requiring residential pitches over the period 2020-2025 ('ethnic definition'), 0 pitches ('PPTS' definition), and 0 pitches ('work' definition).

Step 15: Family units in housing with a psychological aversion to housed accommodation

- 5.47 The 2011 Census records 77 households residing in the Borough. As there are no sites currently located in the area, it is accepted that these are all residing in bricks and mortar accommodation. As such, the calculation for those with psychological aversion is based on the 77 households residing in bricks and mortar accommodation. It is estimated that 10% of households are suffering from psychological aversion and require accommodation on sites. Applying the ethnic definition leads to a need of 8 pitches. It is evident that some households have permanently ceased to travel resulting in a need of 4 pitches based on the PPTS definition. Few households travel for work purposes resulting in a need of 2 pitches.
- 5.48 The 10% is based on previous GTAA's undertaken by *RRR Consultancy Ltd*, and consultation carried out for this GTAA with stakeholders and households living in bricks and mortar. From previous GTAA's undertaken by *RRR Consultancy Ltd* it is estimated that a minimum of 10% of Gypsies and Travellers residing in bricks and mortar accommodation experience psychological aversion and require accommodating on sites. In relation to Islington there is insufficient evidence that the psychological aversion is above 10%. However, future evidence may indicate that the percentage is higher or lower than the current estimated 10%.

Balance of Need and Supply

- 5.49 From the above the Total Additional Pitch Requirement is calculated by deducting the supply from the need.

Table 5.2: Summary of Gypsy and Traveller pitch needs 2020-25

	Ethnic	PPTS	Work
Supply	0	0	0
Need	8	4	2
Difference	8	4	2

Source: GTAA 2019

Requirement for residential pitches 2025-2035

5.50 Considering future need it is assumed that those families with psychological aversion will move onto sites within a 5-year period. As such, only natural population increase, mortality, and movement into and out of the Borough need be considered. The base figures regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.3 below. Please note that the 2020 base figures include both authorised occupied and vacant pitches, whilst the 2025 base figures assume that any potential pitches have been developed. Any need not met within the first 5 years will have to be met in the subsequent 5-year periods.

Table 5.3 Base figures for pitches as at 2025 assuming all need is met for 2020-2025

	2020 Base	Vacant	Potentials 2020-25	Need 2020-25	2025 Base
Ethnic	0	0	0	8	8
PPTS	0	0	0	4	4
Work	0	0	0	2	2

Source: GTAA 2019

5.51 In March 2014 Brandon Lewis (Parliamentary Under Secretary of State within the Department for Communities and Local Government) confirmed that the 3% household growth rate for Gypsy and Traveller households does not represent national planning policy. Alternatively, it is suggested that an annual household growth rate of between 1.5% to 2.5% is more appropriate. For the purpose of this GTAA, a growth rate of 2.0% has been applied.

5.52 The following tables show the accommodation need for the periods 2025-2030, and 2030-2035.

Table 5.4 Estimate of the need for residential pitches 2025-2030			
<i>Pitches as at 2025-2030</i>			
	Ethnic	PPTS	Work
1) Estimated pitches occupied by Gypsies and Travellers	8	4	2
<i>Supply of pitches</i>			
2) Pitches expected to become vacant due to mortality	0	0	0
3) Number of family units on pitches expected to move out of the Borough	0	0	0
Total Supply	0	0	0
<i>Need for pitches</i>			
4) Family units moving into the Borough (100% of outflow)	0	0	0
5) Newly forming family units	1	1	0
Total Need	1	1	0
<i>Additional Need</i>			
Total additional pitch requirement	1	1	0
Annualised additional pitch requirement	0	0	0

Source: GTAA 2019

Table 5.5 Estimate of the need for residential pitches 2030-2035			
<i>Pitches as at 2030-2035</i>			
	Ethnic	PPTS	Work
1) Estimated pitches occupied by Gypsies and Travellers	9	5	2
<i>Supply of pitches</i>			
2) Pitches expected to become vacant due to mortality	0	0	0
3) Number of family units on pitches expected to move out of the Borough	0	0	0
Total Supply	0	0	0
<i>Need for pitches</i>			
4) Family units moving into the Borough (100% of outflow)	0	0	0
5) Newly forming family units	1	1	0
Total Need	0	0	0
<i>Additional Need</i>			
Total additional pitch requirement,	1	1	0
Annualised additional pitch requirement	0	0	0

Source: GTAA 2019

Requirements for transit pitches / negotiated stopping arrangements: 2020-2035

5.53 It is recommended that the Council considers setting up a negotiated stopping places policy. The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period, with the provision of limited services such as

water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents. The results of the ongoing De Montfort University research which considers the development of a proposal for introducing negotiated stopping in London should be considered.

Summary

5.54 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. Accommodation needs resulting from the calculations in the tables above are summarised in Table 5.6. As further discussed in Chapter 6, due to the lack of potential land in the Islington area it is likely that the accommodation need will have to be met on a cross-boundary basis outside the Borough.

Table 5.6: Summary of Gypsy and Traveller pitch needs 2020-35				
Period	2020-2025	2025-2030	2030-2035	Total
Ethnic	8	1	1	10
PPTS	4	1	1	6
Work	2	0	0	2

Source: GTAA 2019

6. Boat dwellers

Introduction

- 6.1 This chapter considers the accommodation needs of boat dwellers. Unlike Gypsies and Travellers, boat dwellers are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. However, recent Government guidance (March 2016) and paragraph 124 of the Housing and Planning Act 2016 indicates that local authorities must consider the accommodation needs of boat dwelling households.

Method

- 6.2 A range of primary data collection methods were used to gain insight into the number and accommodation needs of people living permanently on boats in Islington. The Canal and River Trust (CRT) manage the main waterways within Islington and neighbouring authorities including most of the transit and permanent moorings on the Regent's Canal which traverses Islington. Consultation took place with the CRT, boat dwellers, managers of moorings in Islington, Islington Boat Club, and the National Bargee Travellers Association (NBTA) regarding boat dwellers' accommodation needs in the Islington area. This involved email and telephone communication, face-to-face discussions, and surveys. These methods helped to gain insight into people's experiences and reasons for living on boats in Islington and their accommodation needs.

Population Characteristics

- 6.3 The average size of households living on the moorings in Islington is 1.5 people compared to a 2011 UK average of 2.4 people. This is mainly because most of the families residing on moorings consist of single male occupancy, young couples and young families, with some older individuals and couples with grown up children who have left home prior to them living on the boat.
- 6.4 There is a broad range of occupation statuses of boat dwellers residing in Islington including self-employed, artists, actors, musicians, business owners, educational services, financial services, retail services and civil servants. Two surveyed boat dwellers were voluntary waterways 'caretakers' whose roles involved helping to maintain the waterways and ensuring that boat dwellers adhere to waterways rules and regulations.

Accommodation Provision

- 6.5 There are 59 known permanent moorings located within the local authority area. CRT's National Boat Count recorded 204 boats on Islington's stretches of the Regent's Canal in 2019. The National Boat Count takes place on a given day in March 2019.

- 6.6 There are 33 permanent moorings managed by the CRT's Waterside Mooring provider in Islington: 25 moorings at Ice Wharf Marina, 4 at Fife Terrace, and 4 at Wharf Road – and 26 privately owned permanent moorings in Islington. This does not include the City Road Basin where the Islington Boat Club moors its leisure boats.
- 6.7 Boat dwellers with CRT licences are able to moor alongside the towpath where rings or bollards are available. Alternatively, boats may moor on stretches of the canal without rings or bollards by using a mooring pin (whilst avoiding damaging the canal infrastructure). Transit moorings are managed by the CRT and are usually available for up to 14 days.

Services and Provisions

- 6.8 Boat dwellers on CRT managed waterways must be licensed and meet the terms of conditions of the licence. There is an annual fee which varies depending on the size of boat and its use. The license fee for most boats in Islington ranges from around £1,000 to £1,200 per year. This gives them access to a range of facilities and enables them to use transit moorings along the towpaths and to constantly cruise the waterways.
- 6.9 Access to provisions and services varies from area to area. The whole of the towpath along the Regent's Canal in Islington is concrete with adjoining paving slabs. This enables the boats to be moored close to the canal edge and provides safe access from the boat to the land. There are hooks set along sections of the towpath for mooring boats. However, due to age and decay some hooks would benefit from being replaced.
- 6.10 Some moorings are close to water supplies and household waste disposal facilities. However, most boat dwellers stated that there is limited access to water and waste disposal and recycling facilities. Limited access to electric hook-up points only concerned those boat dwellers without solar panels (which the majority had). There was some concern about the speed of cyclists using the towpath. Some boat dwellers suggested placing signs along the Regent's Canal advising cyclists to slow down.
- 6.11 The permanent moorings are mainly leased annually and include the mooring space for the boat (the size mooring required is agreed with the manager of the mooring), and access to drinking water, electricity, elsan disposal, storage space and refuse disposal. All CRT permanent moorings and some private permanent moorings in Islington have secure gated access. Vacant moorings are allocated using a system by which prospective leaseholders submit bids for the moorings. The boat dweller submitting the highest bid is allocated the mooring. The annual lease for CRT permanent moorings in Islington is around £12,500 per annum. According to boat dwellers the bidding system acts as a disincentive to applying for permanent moorings as they are unlikely to succeed.

Travelling

- 6.12 Similar to tourists, permanent boat dwellers frequently travel around the waterways but are more likely to do so throughout the whole year. Such households are constant cruisers. Consultees regarded the travelling patterns of the boat dwellers as being mainly determined by a lack of affordable permanent moorings in the London area. Consultees agreed that most boat dwellers in Islington are unable to afford permanent mooring fees. Consequently, they constantly cruise along London's waterways using transit moorings.
- 6.13 Constant cruisers stated that conditions relating to the use of transit moorings i.e. a maximum stay of 2 weeks and limitations as to when they can return to the same area – mean that they usually stay at any one mooring for around 2 weeks. There are 2 separate sections of the Regent's Canal in Islington. As such, boat dwellers can reside in the borough for a maximum of one month before moving on. Constant cruisers are likely to visit the same moorings throughout the year on a regular basis.

Accommodation Need

- 6.14 Boat dwellers were asked if their household contains any persons who may require separate accommodation within the next 5 years. This question helps to determine the extent of future accommodation needs deriving from existing households. It is important to note that 'need' is the term used within the Act and the guidance. However, whilst Gypsies and Travellers' accommodation need is primarily cultural, the needs for those residing on boats may relate to lifestyle choice as well as need. However, the term has been used in this report for consistency with the Act and the guidance.
- 6.15 Through the combination of consultation with the boat dwellers, managers of the moorings and CRT officers, it was clear that those on the permanent moorings did not have any additional accommodation need.
- 6.16 Whilst all boat dwellers surveyed in the borough wanted to remain in the London area, they did not necessarily want to stay in Islington. This was primarily due to a lack of (especially affordable) moorings within the borough, and limitations to the length of time allowed on transit moorings. Boat dwellers who wanted to reside permanently in Islington stated that they are unable to afford to do so.
- 6.17 According to consultees the cost of living in London and a shortage of affordable housing, mean more people are using boats for accommodation. Also, for some boat dwelling is a life-style choice which provides a more sustainable way of living. However, the high cost of permanent moorings means that it is not necessarily an affordable form of accommodation.
- 6.18 The constant cruisers spoke about the importance of safeguarding transit moorings and, where possible, increasing provision. There was concern that a lack of suitable spaces

could mean that new permanent moorings would lead to a reduction in the number of transit moorings. This would be problematic for both constant cruisers and leisure cruisers.

- 6.19 Boat dwellers residing on permanent moorings were satisfied with facilities and were not overcrowded. Boat dweller households containing children who were residing on both transit and permanent moorings were unsure if their children would require separate boating accommodation once they became adults. The consultation found that older children from families residing on boats tended not to stay on the boat, and continuing to reside on a boat was not a cultural or generational necessity.

Requirement for residential moorings and summary²³

- 6.20 The need for additional residential moorings in the study area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data and information provided by the local authorities. The calculations are based on surveys and secondary data. The results are shown in Table 6.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. The overall need for the period 2020-2025 is for 7 additional moorings throughout the study area.

²³ Due to rounding column totals may differ slightly from row totals

Table 6.1 Estimate of the need for Permanent Residential Moorings 2020-2025	
1) Current identified permanent residential moorings	59
<i>Current residential supply</i>	
2) Number of unused residential moorings available	0
3) Number of existing permanent residential moorings expected to become vacant through mortality	0
4) Number of household units on permanent residential moorings expected to leave the study area in next 5 years	0
5) Number of residential units on permanent residential moorings expected to move into housing in next 5 years	0
6) Permanent residential moorings planned to be built or to be brought back into use 2016-2021	0
7) Less permanent residential moorings with temporary planning permission (occupied)	0
Total Supply	0
<i>Current residential need: Moorings</i>	
8) Residential units (permanent residential moorings) seeking permanent residential moorings in the area, excluding those already counted as moving due to overcrowding in step 12	0
9) Estimated residential units on unauthorised moorings requiring permanent residential moorings in the area	
10) Estimated residential units on unauthorised developments moorings requiring permanent residential moorings in the area	0
11) Estimated residential units on transit mooring requiring residential permanent residential moorings in the area	7
12) Residential units currently overcrowded on permanent residential moorings seeking residential permanent residential moorings in the area, excluding those containing an emerging residential unit	0
13) New residential units expected to arrive from elsewhere	0
14) New residential unit formations expected to arise from within existing family units	0
Total Need	7
<i>Balance of Need and Supply</i>	
Total Additional Permanent Residential Moorings Requirement	7
Annualised Additional Permanent Residential Moorings Requirement	1

Source: GTAA 2019

Requirement for permanent residential moorings 2020-2025: steps of the calculation

6.21 Determining the accommodation needs of boat dwellers uses the same process as determining the accommodation needs of Gypsies and Travellers (although population sizes are much smaller). The following sections show the steps of the Boat Dwellers accommodation needs calculations.

Supply of moorings 2020-2025

Step 1: Current permanent occupied residential moorings

6.22 Based on information obtained through this study there are currently a total of 59 occupied authorised permanent residential mooring in the study area.

Step 2: Number of unused permanent residential moorings available

6.23 According to the survey data there are currently no vacant permanent residential moorings on authorised yards in the study area.

Step 3: Number of existing moorings expected to become vacant, 2020-2025

6.24 This is calculated using mortality rates as applied in conventional Housing Needs Assessments.

Step 4: Number of household units on permanent residential moorings expressing a desire to leave the study area

6.25 The percentage for assessment is 0%.

Step 5: Number of household units on permanent residential moorings expressing a desire to live in housing

6.26 This was determined by survey data. It was assumed that all those currently living on boats planning to move into houses in the next five years (step 5), or preferring to move into houses from an overcrowded mooring (step 12), would be able to do so. A supply of 0 moorings were expected from this source.

Step 6: Permanent residential moorings planned to be built or brought back into use, 2020-2025

6.27 This is determined by local authority data. There are 0 new moorings expected to be built or brought back into use during the period 2020-2025.

Step 7: Residential moorings with temporary planning permission

6.28 This is determined by local authority data. It is assumed people living on moorings whose planning permission expires within the period 2020-2025 will still require accommodation within the study area. There are 0 moorings with temporary planning permission located in the study area.

Need for permanent residential moorings 2020-2025

Step 8: Residential units on permanent residential moorings seeking permanent residential moorings in the study area 2020-2025

6.29 Guidance suggests that those moving from mooring to mooring should be included in the need section. Based on survey data it is estimated that 0 households seek to move within the study area.

6.30 This category of need overlaps with those moving due to overcrowding, counted in step 12, and so any residential units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need of 0 moorings in the study area.

Step 9: Residential units on unauthorised moorings seeking permanent residential moorings in the area

6.31 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for households living on unauthorised moorings. There were no known unauthorised moorings within the Islington area.

Step 10: Residential units on unauthorised development moorings seeking permanent residential moorings in the area

6.32 Guidance (DCLG 2007) indicates that the accommodation needs of households living on unauthorised moorings for which planning permission is not expected must be considered. There were no known unauthorised development moorings within the Islington area.

Step 11: Residential units on transit moorings seeking permanent residential moorings in the area

6.33 The majority of constant cruisers' preference is to continue being constant cruisers. Some spoke of moving around as being part of their lifestyle choice. Some spoke of preferring to have a permanent mooring but unable to afford a mooring and some spoke of needing to settle and set up on a permanent base.

6.34 The level of need has been calculated as follows: based on the boat count carried out by CRT, there were 204 boats moored within the Islington area of the canal. Of the 204 moorings 59 were permanent without additional need. The remaining 145 moorings are for transiting boat dwellers. Results from the consultation with stakeholders and households living on boats in the area (both permanent and constant cruisers) suggest that 5% are in need of permanent moorings. It is also important to note that the 5% also correlates to the number of people bidding for a permanent mooring each time one is available in the area.

6.35 This element of need equates to 7 additional permanent moorings within the borough

Step 12: Residential units on overcrowded permanent residential moorings seeking residential moorings in the area

6.36 Guidance indicates that those on overcrowded moorings should be provided with moorings of an adequate size. Households which also contain a newly formed residential unit that has not yet left are excluded. This is because it is assumed that once the extra unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The surveys suggest that there is a need for 0 moorings in the study area to resolve overcrowding over the period 2020-2025.

Step 13: New residential units expected to arrive from elsewhere

6.37 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, it is assumed that the inflow of boat dwellers into the area will be equivalent to the outflow i.e. net 0 moorings over the period 2020-2025 (based on 0%).

Step 14: New residential unit formations expected to arise from within existing household units on permanent residential moorings

6.38 Allowing for those planning to leave the area, and for estimated rates of marriages to boat dwellers, it is thought that this will result in the formation of 0 new households requiring

Requirements for residential moorings 2025-2035

6.39 The need for residential moorings for the period 2025-35 is estimated to be counter balanced by future vacancies. As such, there is no estimated additional need for this period if the need for 7 additional permanent moorings for the period 2020-2025 is met within the first 5 years.

Summary

6.40 Table 6.2 summarises the number of permanent residential moorings, required over the period 2020-35. It shows that a further 7 permanent residential moorings are needed over 15 years throughout the borough. As discussed above, due to the large number of constant cruisers across the waterways in London, it is recommended that transit moorings along the towpaths are protected, and where possible increased in number. Also, that improvements to provisions for those on the towpaths are addressed (including better access to water, recycling and waste disposal facilities).

Period	2020-2025	2025-30	2030-2035	Total
	7	0	0	7

Source: GTAA 2019

7. Conclusions on the evidence

- 7.1 This final chapter draws conclusions from the evidence. It then makes a series of recommendations relating to meeting the identified need for new pitches, facilities, and recording and monitoring processes.
- 7.2 The chapter begins by presenting an overview of the policy changes, followed by review of the needs and facilitating the needs of Gypsy and Traveller sites and Travelling Showpeople, and then concludes with key recommendations.

Policy Changes

- 7.3 In August 2015 the DCLG published 'Planning Policy for Traveller Sites' (including Travelling Showpeople yards). It states that for the purposes of planning policy "gypsies and travellers" means:

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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

- 7.4 In determining whether persons are "Gypsies and Travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:
- a) whether they previously led a nomadic habit of life
 - b) the reasons for ceasing their nomadic habit of life
 - c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

- 7.5 On 13 August 2018 the Mayor of London published a version of the draft Plan that includes minor suggested changes. It suggests that there are around 30,000 Gypsies and Travellers residing in London, and that around 85% of Gypsy and Traveller families in London have been forced to live in housing, or on roadside encampments due to overcrowding, or an unsuitability, or lack of availability of, pitches. Importantly, the Plan rejects the DCLG definition of Gypsies and Travellers as outlined in PPTS August 2015 as leading to under-estimations of accommodation need. Instead, it adopts a new definition based on cultural identity and which includes those Gypsy and Traveller families who have permanently ceased to travel (see below).

- 7.6 The accommodation needs calculations undertaken as part of this GTAA were based on analysis of both secondary data and consultation with Gypsies and Travellers. There are no

known Showpeople living on a yard or in need of accommodation in the Islington Council area, so this GTAA focuses on the needs of Gypsies, Travellers and boat dwellers.

- 7.7 In March 2016 the then Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances including, for example caravan and houseboat dwelling households and households who reside in bricks and mortar dwelling households.
- 7.8 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, deletes sections 225 and 226 of the Housing Act 2004, which previously identified 'gypsies and travellers' as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

Accommodation need

- 7.9 As discussed above and in previous chapters there are differing approaches to who constitutes a Gypsy and Traveller in planning terms. As such, Table 6.1 below provides three needs figures: first, based on ethnic identity definition; second, based on the needs of families who have *not* permanently ceased to travel (i.e. based on the PPTS 2015 definition), and third based on the travelling for work purposes interpretation of the PPTS 2015. In relation to the Council's Local Plan and approach to addressing need, it is the accommodation needs figure based on those households who meet the ethnic definition of Gypsy and Traveller that this GTAA recommends is adopted by the local authority. This is because needs figures based only on households who did, do or will travel in a caravan are likely to underestimate need and be open to legal challenges.
- 7.10 As there are no known Travelling Showpeople households residing in Islington or evidence of such households wanting to reside in the local area, there is no need for Travelling Showpeople plots. Similarly, there is no evidence for residential non-Gypsy or Traveller caravan sites within Islington. However, as previously discussed, there is evidence of need for new site accommodation provision for some Gypsies and Travellers currently residing in bricks and mortar accommodation and boat dwellers.
- 7.11 In relation to Gypsies and Travellers, the main drivers of need derive from the psychological aversion of households currently residing in bricks and mortar accommodation.

- 7.12 In relation to boat dwellers, there are currently 59 permanent moorings within Islington and an additional need of 7 permanent residential moorings over 15 years throughout the borough. It is important to note that currently, households with accommodation need are unable to afford current mooring charges.
- 7.13 Due to the high numbers of constant cruisers across transiting Islington, it is recommended that the transit moorings along towpaths are protected, and where possible, increased in number. Also, that facilities along towpaths are increased including better water, recycling and waste disposal facilities.

Facilitating new provision

- 7.14 Nationally, it is difficult to determine the extent to which new sites provided in the last 10 years are privately or publically owned as there are no national records. The January 2019 DCLG Count shows that around a third of Gypsy and Traveller caravans were residing on social rented sites, whilst the remaining two thirds were residing on privately owned sites. Interestingly, this compares with the January 2010 DCLG Count which indicated that just under half of Gypsy and Traveller caravans were residing on social rented sites, whilst the remaining half were residing on privately owned sites. This suggests either that the provision of new social rented pitches has not kept pace with demand and/or that Gypsy and Traveller households prefer to reside on privately owned sites.
- 7.15 Each DCLG Count provides details of all new local authority and Private Registered Provider sites opened since 1934 (although 38 sites are undated). In total, 28 local authority and Private Registered Provider sites have opened since 2010. The 28 new sites provide a total of 282 permanent pitches and 33 transit pitches able to accommodate 517 caravans.
- 7.16 Some Gypsy and Traveller sites are owned or managed by housing associations. Although DCLG data does not distinguish between local authority and housing association owned/managed social rented sites, the January 2017 Count indicates that there are a total of 268 local authority sites or schemes owned and/or managed by local authorities or private registered providers.
- 7.17 Although the Homes and Communities Agency (HCA) (now 'Homes England') allocated £3m for the provision of new and improved sites within the 'East and South East' area for the period 2011-15, none of this funding was allocated to the study area. Also, the HCA's 2015-18 Affordable Homes Programme (AHP) which included funds for new sites or pitches is now closed.
- 7.18 Analysis of the most recent HCA figures (September 2016) indicate that 2 new sites were funded by the AHP including a new site of 22 pitches in Darlington, and a new site of 22 pitches in Harlow. However, at £2.4m the combined funding for the 2 new sites represents

only a small proportion of the total AHP funding of the £527m already allocated for new affordable homes. Given the above, it may be difficult for study area local authorities to gain central government funding for new sites.

- 7.19 As with other accommodation needs assessments undertaken by *RRR Consultancy Ltd*, this assessment concludes that most Gypsy and Traveller families would prefer to reside on privately-owned family-sized sites, and that those who are unable to purchase land would still prefer to live on small sites.
- 7.20 The difference between potential local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 4), the development process including the acquisition of land is too expensive for most Gypsy and Traveller families, and the perceived complexity of the planning process can also be a potential barrier. Another factor is that there has been a lack of finance for the development of publically owned sites for a number of years. Given current financial constraints on public expenditure, it is unlikely that this situation will change significantly in coming years.
- 7.21 The local authority could consider helping to meet the needs of households unable to afford to own a site by renting or leasing small parcels of local authority owned land to them and assisting with planning applications and site development. The site would be managed by the occupants. Occupying families could be granted the option to wholly purchase the site at a later date.
- 7.22 The local authority could also consider sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to an extended Gypsy or Traveller family for their own use. These options might involve the families carrying out physical development of the site (self-build) with the landowner providing the land on affordable terms. Local councils might develop such initiatives or in partnership with Registered Providers. Local authorities could jointly examine their Strategic Housing Land Availability Assessments (SHLAAs) or Housing and Economic Land Availability Assessments (HELAAAs) to identify suitable locations.
- 7.23 For example, Bristol City Council (2009) considered various options for facilitating new sites including: only purchasing land for self-build projects; purchasing land and providing infrastructure such as drains and electricity supply and/or making finance available for materials; providing pre-built pitches which are available to buy using shared- or part-ownership options²⁴.

²⁴ For discussion of the benefits of community land trusts in relation to Gypsies and Travellers see: <http://www.gypsy-traveller.org/where-you-live-2/community-land-trusts/>

- 7.24 Another example is South Somerset District Council which has been exploring, in consultation with local travellers, ideas such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community²⁵.
- 7.25 As most of the need stems from psychological aversion to living in bricks and mortar, the council should also consider working with those residing in houses and seeing how they can best help counteract this aversion, and review how and where they house Gypsies and Travellers into housing. Whilst looking into additional pitches (either through private or local authority provision), the council and other organisations need to review the type of housing and the needs of those living in bricks and mortar in order to minimise the psychological aversion and isolation.
- 7.26 Notwithstanding the above options it is apparent that Islington faces a specific set of circumstances – such as extreme competing development pressures, shortage of vacant sites and very high land values - which will need to be addressed before any site could be delivered. Given such constraints it is recommended that Islington LBC works closely with neighbouring authorities in order to meet accommodation need identified by the GTAA. This could include negotiating nominations to Gypsy and Traveller sites located in neighbouring boroughs and jointly identifying land suitable for development as permanent or transit sites. It could also include helping Gypsy and Traveller households in Islington locate small parcels of land suitable for development.

The location of new provision

- 7.27 Ensuring that new sites are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The preference is for smaller sites which tend to be easier to manage.
- 7.28 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

Costs

- How do land costs impact on feasibility i.e. is it affordable?
- Implementation of services – is it possible for the new site to connect to nearby mains services e.g. electricity, gas, water or sewerage?
- Can good drainage be ensured on the new provision?

²⁵ *A Big or Divided Society?* Interim Recommendations and Report of the Panel Review into the Impact of the Localism Bill and Coalition Government Policy on Gypsies and Travellers.

Social

- Does the proposed location of the new provision lie within a reasonable distance of school catchment areas?
- Sustainability – is the proposed location close to existing bus routes?
- Proximity of social and leisure services – is the proposed location close to leisure facilities such as sports centres, cinemas etc. or welfare services such as health and social services etc.

Availability

- Who owns the land and are they willing to sell / rent?
- Is access easy or will easements across other land be needed both for residents and services/utilities?
- Are utilities close enough to service the provision at realistic prices?

Deliverability

- Does the proposed location meet existing general planning policy in terms of residential use, for example in relation to flooding and the historic environment)?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed provision?
- Can highways connect to the proposed provision?

7.29 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision in the study area are:

- The affordability of land suitable for the development of new sites and the cost of development
- The need to ensure that new provision are within reasonable travelling distance of social, welfare and cultural services
- The need to carefully consider the proximity of new provisions i.e. whether social tensions might arise if new provisions are located too close to existing provisions
- The sustainability of new provisions i.e. ensuring that they do not detrimentally impact on the local environment and do not place undue pressure on the local infrastructure

7.30 It is important that new provisions are located close to amenities such as shops, schools and health facilities and have good transport links. DCLG (2015) guidance suggests avoiding placing an undue pressure on the local infrastructure.

7.31 It also states that when considering applications, local planning authorities should attach weight to the following matters:

- a. effective use of previously developed (brownfield), untidy or derelict land
- b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness

- c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
- d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community

7.32 Due to the level of population density in Islington, lack of available and affordable land, it is likely that the council will need to adopt a wider approach to meeting need. It is possible that that the identified need will need to be met outside of the local authority where it arises, and that the local planning authorities will need to work together under the Duty to Co-operate to address the need.

The size of new provision

7.33 DCLG (2008) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area.

7.34 Based on previous and current DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres would comfortably accommodate the following on-pitch facilities:

- Hard standing for a touring caravan (enabling households to travel)
- Hard standing for a static caravan (including double static trailers)
- 2 car parking spaces
- 1 amenity block
- Hard standing for storage shed and drying
- Garden/amenity area

7.35 If granting permission on an open plan basis, permission should be given on a pitch by pitch equivalent basis to the above. For example, an existing pitch which has enough space to accommodate a chalet structure, 2 touring caravans and 1 – 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if based on an open plan basis on one structured pitch. However, this would need to be recorded for future monitoring.

Managing Gypsy and Traveller sites

7.36 The Joseph Rowntree Foundation (JRF) (2016) undertook research on managing and delivering Gypsy and Traveller sites. Its case studies identified a variety of management approaches including:

1. Local authority owned and managed.
2. Arm's Length Management Organisation²⁶ (ALMO) or national housing association managed.
3. Local housing association managed.

7.37 Within the above three management approaches there are further typologies:

- a. A non-Gypsy/Traveller direct employee visits the site to undertake any management duties required.
- b. A Gypsy/Traveller direct employee who is non-resident on any of the sites visits them to undertake any management duties required.
- c. A Gypsy/Traveller site resident is employed by the organisation to undertake some management duties on that site and possibly other nearby sites. Site residents may refer to this role as a 'warden'.
- d. Multi-agency unit managed – normally this is led by a county council in an area and includes police, health and education officers in the team.
- e. Housing association proactively building and managing sites in an area.
- f. Private Gypsy/Traveller organisation managing sites on a lease agreement.
- g. Private Gypsy/Traveller managing sites acquired from council divesting stock.

7.38 Importantly, the report states that sites were most likely developed and better managed where a 'grasp the nettle' culture had been adopted i.e. where officers, politicians and Gypsies and Travellers were engaged in attempting to meet ongoing need for site provision (p.17). The report concludes by making 12 key recommendations to housing bodies, local authorities and government agencies:

- Recognise that site provision is the key to resolving continuous unauthorised encampments in an area.
- Where sites are not already in existence, consider 'negotiated stopping', rather than eviction, as a more resource-efficient and humane approach to unauthorised encampments.
- Understand unauthorised encampments and lack of permanent sites as housing issues reflecting unmet accommodation needs.

²⁶ A not-for-profit company that provides housing services on behalf of a local authority.

- Have robust Gypsy and Traveller Accommodation Assessment data based on open channels of communication with residents.
- Identify sites in Local Plans and consult with Gypsies, Travellers and other residents on location of sites.
- Encourage elected members to play a key role in leading local debates on managing and delivering sites, supported through training and by national political leadership.
- Recognise a duty to promote equality in this area and challenge discriminatory discourse about Gypsies and Travellers as part of this.
- Plan for a mixture of tenure, size and location for new Gypsy and Traveller sites, as with general housing stock.
- Bring in Gypsy and Traveller accommodation alongside other social housing, in terms of policies, administration and standards of management.
- Recognise that a well-run site will not cost money in the long term (income can cover costs) but capital funding is needed initially to support delivery.
- See information sharing as key to good management: inefficiencies occur when lines of accountability between departments and agencies are blurred.
- Pay careful consideration to future management and ownership issues when undertaking reviews of local authority sites.

Transit provision

7.39 It is recommended that the local authority sets up a negotiated stopping places policy. The land is temporarily used as authorised short-term (less than 28 days) stopping places. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Summary

7.40 Table 7.1 shows that there is an overall accommodation need for residential pitches in Islington over the period 2020-2035 for 10 pitches based on the ethnic definition, 6 based on the PPTS 2015 definition, and 2 based on the work interpretation of the PPTS definition. It is recommended that Islington Council has a corporate policy in place to address negotiated stopping places for small scale transient encampments, and that it works with neighbouring authorities to determine the location and size of new transit provision. There is no accommodation need for neither Travelling Showpeople or non-Gypsy and Traveller residential caravan sites. Table 7.2 shows that there is also a need for 7 additional permanent moorings for the period 2020-2035.

Table 7.1: Summary of accommodation need (pitches and plots) 2020-35

	Gypsy and Traveller Pitches	Travelling Showpeople Plots	Residential Caravan Pitches
Ethnic	10	0	0
PPTS	6	0	0
Work	2	0	0

Source: GTAA 2019

Table 7.2: Summary of permanent residential moorings needs 2020-35

Period	2020-2025	2025-30	2030-2035	Total
	7	0	0	7

Source: GTAA 2019

7.41 The policy process that follows on from this research will also need to consider how the identified needs relating to Gypsies and Travellers, can be supported through the provision through vacant pitches on the site and support through the planning process through those in need.

7.42 As well as quantifying accommodation need, the study also makes recommendations on key issues including:

Planning policy:

- For Islington Council to adopt needs figures based on the ethnic identity method of defining Gypsies and Travellers (in accordance with the draft London Plan 2018).
- For Islington Council to develop criteria and processes for determining the suitability of Gypsy and Traveller sites for including in emerging/future Local Plans.
- For Islington LBC to work closely with neighbouring authorities to help determine how the accommodation needs for both Gypsies and Travellers and boat dwellers can be met on a subregional basis.
- For Islington LBC to work closely with the Canal and River Trust (CRT) to help address the accommodation needs of boat dwellers and ensure the safeguarding of transit moorings.

General:

- For the Council to consider applying to the London Mayor's 'Affordable Homes Programme' for funds to develop sites.
- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both the study area and neighbouring local authorities.
- The population size and demographics of both Gypsies and Travellers and boat dweller groups can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

- For the Council to implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.

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Glossary

Amenity block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity shed or amenity block.

Authorised site

A site with planning permission for use as a Gypsy and Traveller site. It can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bedroom standard

The bedroom standard is based on that which was used by the General Household Survey to determine the number of bedrooms required by families. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites to take into account that caravans or mobile homes may contain both bedroom and living spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

Bricks and mortar accommodation

Permanent housing of the settled community, as distinguished from sites.

Caravan

Defined by Section 29 (1) of the Caravan Sites and Control of Development Act 1960 a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

Concealed household

A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

Constant Cruiser

A boat dweller who resides on a boat, does not have a permanent mooring and constantly moves around the waterways in their boat.

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping / negotiated stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Family Owner Occupied Gypsy Site

Family sites are seen as the ideal by many Gypsies and Travellers in England. They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a 'site' in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

Family unit

The definition of 'family unit' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Gypsy

Member of one of the main groups of Gypsies and Travellers in Britain. In this report it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

Gypsy and Traveller

The following are the three definitions adopted for this GTAA:

1. Ethnic definition as defined by the Draft London Plan (consolidated version July 2019):

People with a cultural tradition of nomadism, a nomadic habit of life, or living in a caravan, whatever their race or origin, including:

- 1) those who are currently travelling or living in a caravan
- 2) those who currently live in bricks and mortar dwelling households whose existing accommodation is unsuitable for them by virtue of their cultural preference not to live in bricks and mortar accommodation
- 3) those who, on grounds of their own or their family's or dependants' educational or health needs or old age, have ceased to travel temporarily or permanently

2. As defined by DCLG Planning Policy for Traveller Sites (August 2015):

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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

The DCLG guidance also states that in determining whether persons are “gypsies and travellers” for the purposes of planning policy, consideration should be given to the following issues amongst other relevant matters:

- a. whether they previously led a nomadic habit of life
- b. the reasons for ceasing their nomadic habit of life
- c. whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

3. Work Interpretation:

This is based on the PPTS 2015 definition, but narrows down the purpose of travel solely to whether or not the household travels and stays overnight in their caravan for work purposes.

Household

The definition of ‘household’ is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Irish Traveller

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

Local Authority Sites

The majority of local authority sites are designed for permanent residential use. The latest published Traveller Caravan Count undertaken in January 2017 suggests that there are a total of 5,850 permanent local authority and private registered provider pitches capable of housing 9,557 caravans.

Local Development Documents (LDD)

Local Plans and other documents that contain planning policies and are subject to external examination by an Inspector. It is important to note that Supplementary Planning Documents (SPDs) contain guidance are not subject to Examination. Planning applications are determined in relation to an adopted Development Plan which contains documents found to be sound at an External Examination.

Negotiated Stopping

The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.

Net need

The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).

New Traveller (formerly 'New Age Traveller')

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1970s and were associated with youth culture and 'new age' ideals. They now comprise a diverse range of people who seek an alternative lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

Newly forming families

Families living as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' family unit.

Overcrowding

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

Permanent residential site

A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch

Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Plot

Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites.

Psychological aversion

An aversion to living in bricks and mortar accommodation. Symptoms can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to living in bricks and mortar accommodation is one factor used to determine accommodation need.

Secondary data

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Traveller Caravan Count).

Settled community

Used to refer to non-Gypsies and Travellers who live in housing.

Site

An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies' and Travellers' own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

Socially rented site

A Gypsy and Traveller site owned by a council or private Registered Provider. Similar to social rented houses, rents are subsidised and offers at below private market levels.

Tolerated

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

Transit site/pitch

This is the authorised encampment option for Gypsies and Travellers travelling in their caravans and in need of temporary accommodation while away from 'home'. Transit sites are sometimes used on a more long-term basis by families unable to find suitable permanent accommodation

Travelling Showpeople

People who organise circuses and fairgrounds and who live on yards when not travelling between locations. Most Travelling Showpeople are members of the Showmen's Guild of Great Britain.

Unauthorised development

Unauthorised developments include situations where the land or mooring is owned by the occupier, or the occupier has the consent of the owner (e.g. is tolerated /no trespass has occurred), but where relevant planning permission has not been granted.

Unauthorised encampment

Unauthorised encampments include situations where the land or mooring is not owned by the occupier, the land (or mooring) is being occupied without the owner's consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

Unauthorised site

Land (or mooring) occupied by Gypsies and Travellers (or boat dwellers) without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.

