



# The London Borough of Lambeth Gypsy and Traveller and Travelling Showpeople Accommodation Assessment



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# 1. Introduction

## The Survey

- 1.1 Opinion Research Services (ORS) were commissioned by the London Borough of Lambeth to undertake a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment.
- 1.2 The study seeks to provide an evidence base to enable the Council to comply with its requirements towards Gypsies and Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012. The main objective of this study is to provide the Council with robust, defensible and up-to-date evidence about the accommodation needs of Gypsies and Travellers and Travelling Showpeople in Lambeth during the period until 2030, including a figure for the next five years. It also required the identification of whether or not the Council needs to plan for the provision of transit sites or emergency stopping places.
- 1.3 We would note at the outset that the study covers the needs of Gypsies, Irish Travellers, New Travellers and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessment.

## Definitions

- 1.4 For the purposes of the planning system, 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 dependents' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, CLG, March 2012)*
- 1.5 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:
  - » Romany Gypsies;
  - » Irish Travellers; and
  - » New Travellers.
- 1.6 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.
- 1.7 Alongside Gypsies and Travellers, a further group to be considered are Travelling Showpeople. They are defined as:

*Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their family's or dependent's more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above. (Planning Policy for Traveller Sites, CLG, March 2012)*

## Legislation and Guidance for Gypsies and Travellers

<sup>1.8</sup> Decision-making for policy concerning Gypsies and Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies and Travellers and Travelling Showpeople:

- » Planning Policy for Traveller Sites 2012;
- » National Planning Policy Framework 2012;
- » Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007;
- » Environmental Protection Act 1990 for statutory nuisance provisions;
- » The Human Rights Act 1998, when making decisions and welfare assessments;
- » The Town and Country Planning Act 1990 (as subsequently amended);
- » Homelessness Legislation and Allocation Policies;
- » Criminal Justice and Public Order Act 1994 (sections 61, 62);
- » Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
- » Planning and Compulsory Purchase Act 2004;
- » Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies & Travellers and Showpeople as part of their housing needs assessments. This study complies with this element of legislation;
- » Housing Act 1996 in respect of homelessness.

<sup>1.9</sup> To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

<sup>1.10</sup> For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all local authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.

- 1.11 Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the Department for Communities and Local Government (CLG) in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- 1.12 The Coalition Government announced that the previous government's thinking contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed. CLG published 'Planning Policy for Traveller Sites' in March 2012 which set out the Government's planning policy for traveller sites. It should be read in conjunction with the National Planning Policy Framework (2012).

### Planning Policy for Traveller Sites

- 1.13 The document 'Planning Policy for Traveller Sites' sets out national requirements/policy along with the direction of government policy. Among other objectives the new policies aims in respect of Traveller sites are (Planning Policy for Traveller Sites Page 1-2):
- » that local planning authorities should make their own assessment of need for the purposes of planning;
  - » to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;
  - » to encourage local planning authorities to plan for sites over a reasonable timescale;
  - » that plan-making and decision-taking should protect Green Belt from inappropriate development;
  - » to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;
  - » that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;
  - » for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies;
  - » to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;
  - » to reduce tensions between settled and traveller communities in plan-making and planning decisions;
  - » to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure;
  - » for local planning authorities to have due regard to the protection of local amenity and local environment.

1.14 In practice the document states that (Planning Policy for Traveller Sites Page 3):

*Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

1.15 Local planning authorities should, in producing their Local Plan:

- » identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets;
- » identify a supply of specific, developable sites or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;
- » consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);
- » relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density;
- » protect local amenity and environment.

1.16 A key element to the new policies is a continuation of previous government policies. Local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes on Page 3-4 that:

*Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community.*

1.17 Therefore, criteria based planning policies sit at the heart of the new guidance, irrespective of whether need is identified or not.

## The London Plan 2011

1.18 The 2011 London Plan contains no specific requirements for Gypsy and Traveller pitches. The original draft of the Plan allocated 554 new Gypsy pitches across London's boroughs, as recommended by the 2008 Greater London Gypsy and Traveller Needs Assessment. The final London Plan (July 2011) Policy 3.8, requires boroughs to ensure that "the accommodation requirements of Gypsies and Travellers (including Travelling show people) are identified and addressed in line with national policy, in co-ordination with neighbouring boroughs and districts as appropriate."

1.19 The 2008 Greater London Gypsy and Traveller Needs Assessment identified a requirement of 2-7 additional pitches within Lambeth for Gypsies and Travellers between 2007 and 2012, and a further 2-3 pitches between 2012 and 2017<sup>1</sup>. However, these results were obtained by extrapolating from the London wide

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<sup>1</sup> The higher figure takes account of family units in housing who were identified through the study as having a psychological aversion to housing, whereas the lower figure does not.



sample and population. For this survey we have only addressed the needs arising in Lambeth and therefore it is much more specific to the borough.

- <sup>1.20</sup> Subsequently, the London Plan Revised Early Minor Alterations, which were published in October 2013 and now form part of the London Plan, bring the London Plan policy in line with the Planning Policy for Traveller Sites.

## The Lambeth Local Plan

- <sup>1.21</sup> In addition to the London Plan, Lambeth's Core Strategy 2011, Policy S2(f), identifies that, as part of meeting the overall housing needs of the borough, the Council will safeguard existing sites and pitches for use by Gypsies and Travellers and Travelling Showpeople, and identify ten additional pitches for Gypsies and Travellers, as well as supporting proposals for other specific types of accommodation such as student, hostel and other forms of specialist housing. The target for additional pitches reflects the borough-level target set out in the London Plan 2008, which formed part of the development plan at the time the Core Strategy was adopted. The emerging Lambeth Local Plan sets out a criteria-based policy, against which applications for new sites would be assessed, in accordance with the Planning Policy for Traveller sites. The Local Plan was submitted to the government for independent inspection in March 2014. Adoption is anticipated in early 2015. .

## Tackling Inequalities for Gypsy and Traveller Communities

- <sup>1.22</sup> In April 2012 the government issued a further document relating to Gypsies and Travellers in the form of 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers (CLG April 2012)'.
- <sup>1.23</sup> The report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:
- » Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children;
  - » Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS;
  - » Encouraging appropriate site provision; building on £60m Traveller Pitch Funding and New Homes Bonus incentives;
  - » Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system;
  - » Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities and working with the financial services industry to improve access to financial products and services;
  - » Sharing good practice in engagement between Gypsies and Travellers and public service providers.

## Funding

- 1.24 The Coalition Government policies also involve financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new annual supply of pitches on local authority or Registered Provider owned and managed sites, Local Authorities receive a New Homes Bonus equivalent to council tax (based on the national average for a Band A property), plus an additional £350 per annum for six years. This equates to around £8,000 pounds per pitch.
- 1.25 Direct grant funding is also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3m in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches. While in the rest of the country the HCA welcomes bids from Local Authorities, housing associations and traveller community groups working with Registered Providers, in London separate funding is available and can be applied for through the GLA.
- 1.26 The HCA has now confirmed allocations for all of its £60m of future funding which will support 96 projects around the country for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches.
- 1.27 While all HCA funds for Gypsy and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Providers are advised to continue to work closely with HCA area teams to develop their proposals should any funding become available.

## Methodology

- 1.28 This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS have developed a methodology which provides the required outputs from a Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessment and this has been updated in light of the new national Planning Policy for Traveller Sites (2012).
- 1.29 The stages below provide a summary of the process undertaken by ORS, with more information on each stage provided in the appropriate section of the report.

### **Stage 1: Background**

- 1.30 At the outset of the project we sought to understand the background to Gypsy and Traveller and Travelling Showpeople population in Lambeth. The study sought to identify the location of all known sites in the study area and the number of pitches or plots on each one. The study also gathered information from recent caravan counts and information held on unauthorised encampments in the area.

### **Stage 2: Stakeholder Engagement**

- 1.31 This study included extensive stakeholder engagement with Council Officers from the London Borough of Lambeth, neighbouring councils and other stakeholders, including the London Gypsy and Traveller Unit and the Showmen's Guild. The aim of this engagement was to help understand the current situation in the study area, in particular to identify households not on known existing sites and also to discuss Duty to Cooperate issues with neighbouring councils.

### **Stage 3: Household Survey**

<sup>1.32</sup> The next stage of the research process was to interview Gypsy and Traveller households in Lambeth. The aim of these interviews was to understand the current and future requirements of Gypsies and Travellers in the area. To obtain interviews with Gypsy and Traveller households on site in Lambeth, ORS visited all households on the authorised public site in Streatham Vale.

### **Stage 4: Future Pitch and Plot Requirements**

<sup>1.33</sup> The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best practice for Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessments conducted across the country.

<sup>1.34</sup> The overall principles behind assessing future needs are relatively simple and were set out in a consultation document sent to stakeholders at the outset of the project. The residential and transit pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2030 in line with the requirements of the national Planning Policy for Traveller Sites.

### **Stage 5: Conclusions**

<sup>1.35</sup> This stage draws together the evidence from Stages 1 to 4 to establish the accommodation needs of Gypsies and Travellers and Travelling Showpeople in Lambeth over the local plan period to 2030.



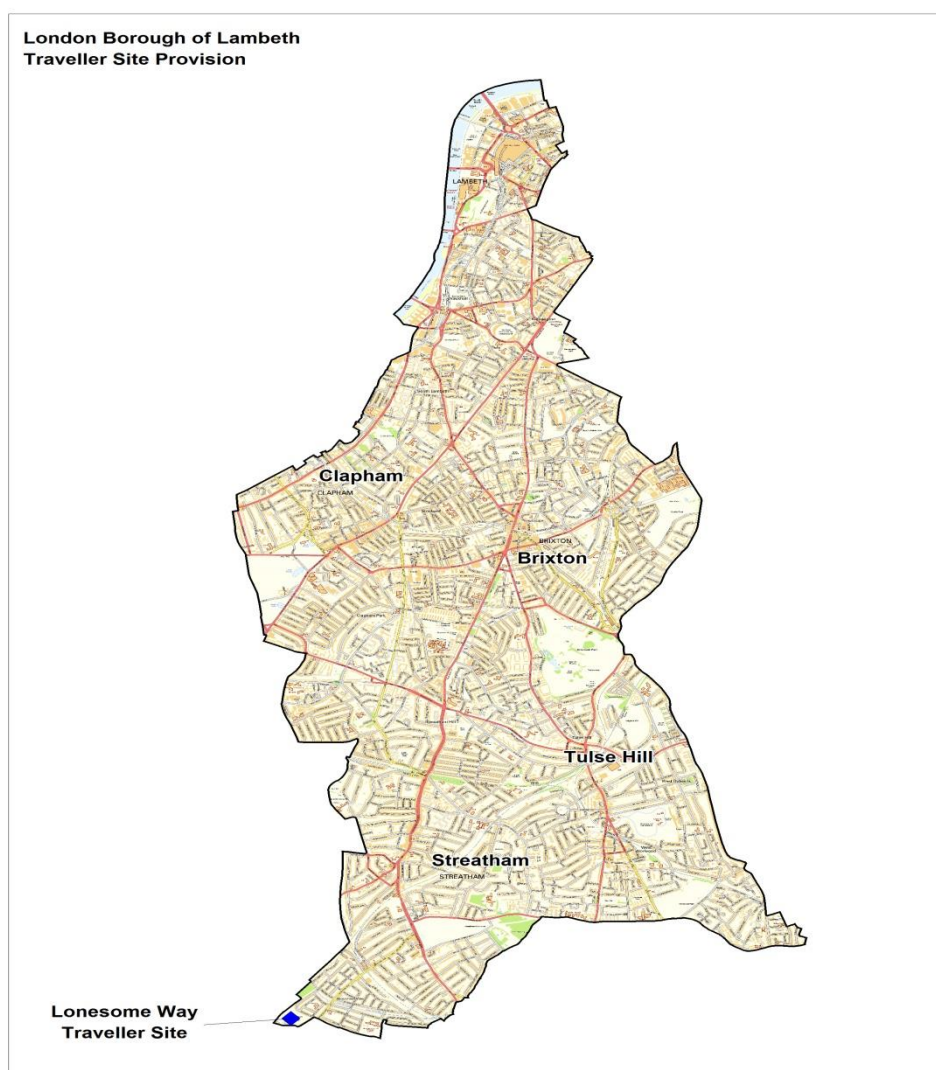
## 2. Gypsy and Traveller Sites and Population

### Background

- 2.1 One of the main considerations of this study is the provision of pitches and sites for Gypsies and Travellers. A “pitch” is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A “site” is a collection of pitches which form a development exclusively for Gypsies and Travellers or Travelling Showpeople. However, Travelling Showpeople sites are also sometimes referred to as a “yard”, while the space occupied by one household is commonly referred to as a “plot”. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in Lambeth.
- 2.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller sites is the publicly-provided residential site, which is provided by the local authority, or by a registered provider (usually a housing association). Places on public sites can be obtained through a waiting list, and the rent paid by the licensees contributes toward the costs of running the sites (similar to social housing). There is currently one public site in the study area (providing 15 pitches).
- 2.3 The alternative to public residential sites is private residential sites for Gypsies and Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. There are no privately owned sites in Lambeth.
- 2.4 The Gypsy and Traveller and Travelling Showpeople population may also utilise other forms of sites due to their mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few weeks to a period of months. An alternative is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities than a transit site. Both of these two types of site are designed to accommodate Gypsies and Travellers whilst they travel. There are no transit sites within Lambeth, or elsewhere in London.
- 2.5 Also to be considered are unauthorised developments and encampments. An “unauthorised development” refers to the occupation of land which is owned by the Gypsies and Travellers themselves, but for which they do not have planning permission to use for residential purposes. An “unauthorised encampment” refers to the unauthorised occupation of land which is not owned by the Gypsies and Travellers.

## Current on-site Population

- 2.6 There is one public site in Lambeth with permanent planning permission, providing 15 pitches. The site lies on the boundary between Lambeth and Merton Council and runs adjacent to Streatham Vale Park and is home to English Gypsies that comprise three extended families.

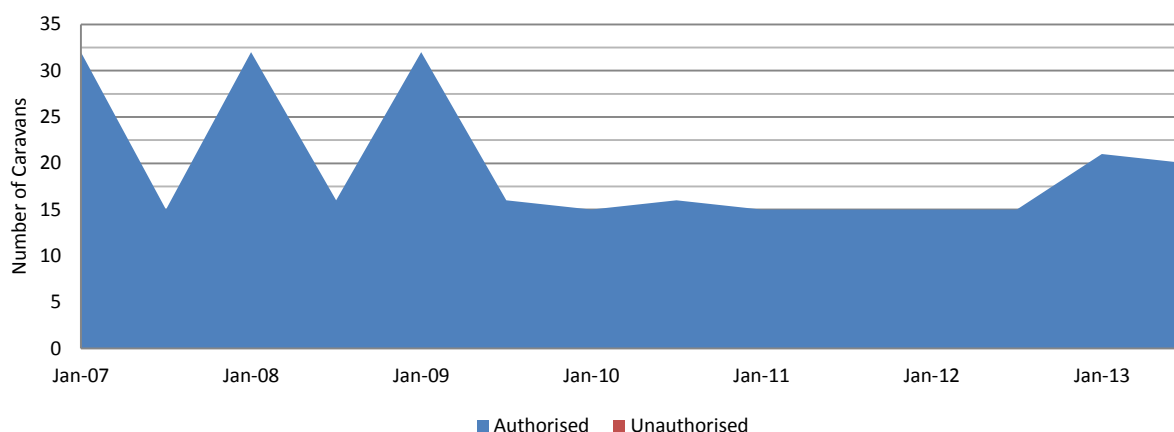


- 2.7 The Lonesome Way site is a purpose built traveller's site within an 'L' shaped cul-de-sac with pitches laid out on either side of the road. There is one way in and out of the site. Each pitch is demarcated with fencing and has been provided with a brick built outhouse that contains a washing area, a bath and hand basin currently being upgraded to include a shower and cleaning facilities. The outhouses are heated with wall mounted electrical fan heaters, which are currently being replaced with electric convector heaters. Each pitch is provided with an electrical hook up facility.

## Caravan Count

- 2.8 A source of quantitative information available on the Gypsy and Traveller population derives from a bi-annual survey of Gypsy and Traveller caravans, required by government, conducted by each local authority in England on a specific date in January and July of each year, and reported to CLG. This count is of caravans and not households, which makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. It must also be remembered that the count is conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. Likewise any caravans that are away from authorised sites on the day of the count will not be included.
- 2.9 The chart below shows the number of authorised caravans in Lambeth. There were no unauthorised caravans in Lambeth at the time of the counts. Spikes in the number of caravans on site often occur due to households temporarily visiting the site for occasions such as weddings and funerals. The chart does not include any Travelling Showpeople caravans in the area, but there are no known sites in the area. We would also note the figures are provided for illustrative purposes to demonstrate the relative size of the population and are not used in any modelling of future pitch requirements.

**Figure 1: Gypsy Caravan Count for Lambeth: January 2007– January 2013 (Source: CLG Bi-annual Local Authority Caravan Count)**



## 3. Stakeholder Consultation

### Introduction

- 3.1 In order to provide thoughtful consideration of the issues by a wide range of key stakeholders involved with Gypsy and Traveller issues, ORS conducted a total of 22 semi-structured interviews between January and March 2014.
- 3.2 A list of stakeholders was compiled by the London Borough of Lambeth at the outset of the project. ORS reviewed this list for consistency with other studies to ensure that it was comprehensive and fair. Each stakeholder received an email outlining the aims and objectives of the project and the interview timetable, which was followed up with a telephone call to arrange a suitable time to undertake the interview. The interviews were conducted via telephone and typically lasted between 30 and 90 minutes.
- 3.3 As part of the stakeholder consultation ORS:
- » Interviewed four Lambeth Council Officers with responsibility for or an interest in Gypsy and Traveller issues
  - » Contacted five of Elected Members and interviewed two with a specific interest in Gypsy and Traveller issues
  - » Interviewed a representative of the Metropolitan Police
  - » Had several discussions with the Area Services Manager for Lambeth Living and interviewed six other Lambeth Living employees. Lambeth Living is an arms length management organisation, which manages the existing site on behalf of the Council.
  - » Interviewed a member of the London Gypsy and Traveller Unit (LGTU). The LGTU is a voluntary sector organisation which has been working in London for 33 years and acts as an advocate for London Travellers and works with Travellers on the roadside and living in sites and houses. The Unit was fully involved in the preparation of the London wide GTAA in 2008 and is currently monitoring the compliance of all London Boroughs (including the London Borough of Lambeth) with the Planning Policy for Traveller Sites and coordinate the London Gypsy and Traveller Forum which meet quarterly.
  - » Interviewed a representative of the Showmen's Guild of Great Britain (London Section).
- 3.4 As stated in 'Planning Policy for Traveller Sites', Local Authorities have a Duty to Cooperate (S.110 Localism Act 2011) on strategic planning issues that cross administrative boundaries. In order to explore issues relating to cross border working, interviews were undertaken with the following neighbouring boroughs:
- » City of London Corporation
  - » London borough of Bromley



- » London Borough of Croydon
- » London Borough of Merton
- » London Borough of Southwark
- » London Borough of Wandsworth
- » Westminster City Council.

- 3.5 Themes covered in the interviews included: the need for additional accommodation provision and facilities; travelling patterns; accessing services; and meeting the accommodation need in the future.
- 3.6 Interviews allowed interested parties to reflect and feedback on the general situation - as well as how matters relating to Gypsies and Travellers and Travelling Showpeople are currently handled and perceived within the study and surrounding areas. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the information gathered during visits to Gypsy, Traveller and Travelling Showpeople sites.
- 3.7 Importantly, this element of the study provided an opportunity for the research team to speak with stakeholders who may have contact with housed Gypsies, Travellers and Travelling Showpeople with the aim of identifying accommodation needs resulting from this group. Unfortunately, stakeholders did not have contact with and were not aware of any Travellers living in houses within the Borough.
- 3.8 ORS also placed adverts on the Friends and Families of Travellers Facebook page, the Travellers Times website and in the World's Fair publication, detailing the GTAA study and asking those in bricks and mortar accommodation to take part in a confidential interview. Despite the aforementioned efforts, no contact was made with Travellers residing in bricks and mortar accommodation.
- 3.9 Identifying housed Travellers has proved to be a difficult exercise and the situation for Lambeth Borough is similar to that of Local Authorities throughout the UK. From experience working with the London Borough of Lambeth and other Local Authorities it is recommended that the Council puts in place systems to monitor the number of Gypsies and Travellers accommodated in bricks and mortar. This could be achieved through working with housing providers to record Gypsies and Travellers on monitoring forms and making more regular contact with this group via health and education.
- 3.10 The views expressed in this section of the report represent a balanced summary of the views expressed by Council Officers, Elected Members and other key stakeholders. In all cases they reflect the views of the individual concerned, rather than the official policy of their Council. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section is a summary of the views expressed by interviewees and verbatim comments have not been used.

## Accommodation for Gypsies and Travellers -Lonesome Way Public Site

- 3.11 Stakeholders confirmed the existence of one public site in Lambeth which is situated on Lonesome Way and is managed by Lambeth Living.
- 3.12 The site is a 15 pitch purpose built Traveller's site within an 'L' shaped cul-de-sac with pitches laid out on either side and at end of the road. There is high fencing to the perimeter and limited traffic calming

measures in the form of a 'sleeping policeman'. Each pitch is demarcated with fencing and has been provided with a brick built outhouse that contains a washing area, a bath and hand basin currently being upgraded to include a shower and cleaning facilities including a washing machine. The outhouse is heated with wall mounted electrical fan heaters which are currently being replaced with electric convector heaters.

- 3.13 Officers who make weekly visits to the Lonesome Way site and an Elected Member confirmed the existence of overcrowding on the site and were aware of two concealed households on one pitch, which includes:
- » An adult female with three children under ten; and
  - » An adult female.

## Site Refurbishment

- 3.14 At the time of the study, as a result of grant funding from the Greater London Authority, match-funded by Lambeth Council, the site was being refurbished. The refurbishment works should be completed by the end of March 2014. The ethos behind the refurbishment is to create a sense of ownership and pride in the site. The programme of works include:

- » Refurbishment of the utility blocks (new fittings, lighting and flooring.)
- » Redevelopment of the community building known as the bowling pavilion (which lies outside of the site, within Streatham Vale Park) into a community building for site residents.
- » The provision of a play area for the younger children on the space which currently serves as a car park.
- » The creation of an additional pitch (to accommodate an existing concealed household).
- » Creation of a site entrance.

## Site Management - Lambeth Living

- 3.15 Since taking over management of the site in 2008, the majority of stakeholders described the relationship Lambeth Living has built up with site residents as encouraging. Representatives of Lambeth Living reflected on the progress made and explained that they are now able to speak to residents on a first name basis, over the phone and, when they visit the site, residents will ensure that dogs are not walking freely on the site. Prior to that, very little constructive engagement occurred between the site residents and the Local Authority and Travellers were described as being mistrustful of the Local Authority.
- 3.16 There are two empty or abandoned pitches. One pitch where fly tipping occurs appears to be unoccupied but other site residents have prevented any reallocation of the pitch and have continued to claim that the owner of the pitch is currently in prison. Recently this claim has changed and residents now say that the resident is in Ireland. A member of the Lambeth Living Team explained that a migrant worker lives on the pitch and residents explain that they have employed this person to protect the pitch from fly tipping and to do 'odd jobs'. This person was not present when the ORS team visited the site and Lambeth Living has notified agencies, including the police and legal department, of the presence of this person on the site.

- 3.17 Lambeth Living is currently trying to tackle some of the aforementioned issues. For instance, a member of the team has been tasked with obtaining household details which allegedly has been met with resistance from site occupants.
- 3.18 In order to obtain site licenses and to resolve rent arrears issues, Lambeth Living has held site surgeries where members of the team have tried to address benefit issues and obtain information relating to site licenses.
- 3.19 Lambeth Living is also looking at taking enforcement action to regain possession of some pitches which appear to be abandoned.
- 3.20 The issue of enforcement received mixed responses from stakeholders. Some believed that tougher action was required and long overdue and without a tougher approach the situation will deteriorate further while others felt that enforcement could set back the good relations that Lambeth Living has developed with site residents.
- 3.21 Lambeth Living also felt that it would be useful to talk to other site managers and local authorities who have faced similar challenges.

### Multi Agency Working

- 3.22 Lambeth Living has successfully brought together a number of key stakeholders including the police, Children's Services, Legal Services, Education and Libraries who meet on a regular basis. As a result of these meetings the Local Authority has a better understanding of what is going on and an awareness of the issues, setbacks and concerns that other service providers face.
- 3.23 The London Gypsy and Traveller Unit (LGTU) were made aware of the aforementioned group during an interview with ORS. The LGTU representative explained that they would be happy to attend these meetings and felt their involvement could be beneficial for Lambeth and referred to the positive work they have done with Hackney and Camden on the development of their waiting lists, allocation policies, and strategies.

### Bricks and Mortar Accommodation

- 3.24 In general, Gypsies and Travellers in bricks and mortar accommodation are difficult to identify because few housing, waiting and transfer lists identify them as a separate ethnic group. This is the case in Lambeth and stakeholders could not identify any Gypsies and Travellers or Travelling Showpeople residing in bricks and mortar accommodation. The London Gypsy and Traveller Unit did not have contact with housed Travellers in Lambeth. This does not imply that no households are living in bricks and mortar, but instead that there is no evidence that any wish to move back to sites.
- 3.25 When visiting the site one resident expressed a desire to move into bricks and mortar and has already completed a housing transfer application. However, considering the large housing waiting list, it was advised that the applicant would face a length wait for social housing. If the move was to occur it would free a pitch

## Travelling Showpeople

- 3.26 Officers and Elected Members confirmed that there are no authorised or unauthorised yards/plots in Lambeth and were not aware of any Travelling Showpeople in the area. There have been no planning applications brought forward by members of the Travelling Showpeople community. Indeed, the advert did not yield any response from Showmen living in or outside of the area wishing to develop a yard.
- 3.27 However, in the six months prior to undertaking the GTAA study the Council has received two expressions of interest on behalf of Travelling Showpeople who are looking for land for permanent sites in and around London and the Home Counties area:
- » One letter represents a group of “some 25 families” trying to identify and acquire a suitable site on which to live and use as Showpeople’s Permanent Quarters – either with the benefit of planning permission or with the potential for securing planning permission. While the group’s preference would be for a single site, they would also be willing to consider smaller sites should they be more freely available.
  - » The other correspondence, an email, states that they are acting on behalf of a Travelling Showperson who is looking for a new site, between 0.25 and 0.5ha, for himself and his extended family. The circuit of fairs he operates in is based around the Runnymede area and the search for a site encompasses Lambeth.
- 3.28 Both the letter and email appear to have been circulated widely, to other London boroughs and to local authorities outside of London.
- 3.29 Clearly, the expressions of interest suggest there is a demand for permanent Travelling Showpeople accommodation across the aforementioned area. A representative of the Showmen’s Guild confirmed that there is currently an unmet need and referred to the 2008 GLA study which concluded a requirement of a 33% increase in the number of plots across London. Of the additional 105 plots required only six new plots have been provided since 2008.
- 3.30 The representative explained that it can be difficult for Travelling Showpeople to identify suitable, available, acceptable and affordable land in Lambeth and the wider area but referred to two neighbouring areas, Croydon and Bromley, which do have large Showpeople communities. Indeed, the site in Keston (Bromley) has just been granted planning permission for the aforementioned additional six plots. The representative of the Showmen’s Guild felt that neighbouring authorities should to look to provide for some of the potential growth of those families in the future.
- 3.31 The representative referred to the GLA study which concluded a need of 105 plots across London (a 33% increase) and was of the opinion that this need still applies and only six new plots have been provided (the aforementioned six plots in Bromley).
- 3.32 The representative of the Showmen’s Guild felt that Boroughs should work together to provide for this unmet need rather than leave it up to areas like Bromley and Croydon.

## Consultation with the Travelling Community

- 3.33 As aforementioned, engagement with the community is said to have improved since Lambeth Living took over the management of the site. Lambeth Living holds monthly surgeries on the site and the caretaker will visit the site on a weekly basis and is available to talk to residents one to one. Members of the team explained that this relationship is fragile and variable and allegedly one day site residents can be inviting and happy to talk and other times they will not want to talk.
- 3.34 When formulating the proposals for refurbishment of the site, the community responded well to consultation activities undertaken by Lambeth Living. Officers found that the views of men or women on the site usually differed on issues such as a play area for the children or a car park.
- 3.35 An Elected Member felt that discontinuing the role of the Traveller Education Officer and the Park Ranger was a mistake as these people had formed good relationships with site residents.

## Unauthorised Encampments

- 3.36 Local Authority Officers were unaware of any incidences of Unauthorised Encampments.

## Conclusions and Areas of Consideration

- 3.37 It is clear from speaking with stakeholders that there is a need for additional pitches in the short and longer term. However, there is also the issue that some pitches appear to be available but cannot currently be used to address the immediate need. Potentially bringing unoccupied pitches back into use could help to address both short and long-term needs.
- 3.38 Overall, all stakeholders agreed that Lambeth Living had made positive improvements in both management of the site and engagement with the residents. However, there were some that argued that enforcement has not gone far enough and others who felt a more cautious approach should be undertaken. Certainly, health and safety on the site does require some prompt action by the Local Authority.
- 3.39 Lambeth should consider having discussions with other Local Authorities on approaches to site management and could seek advice and assistance from the LGTU.
- 3.40 While many stakeholders called for firmer management policies, from the discussions with stakeholders there is some clear evidence that the current residents want to be left to themselves as much as possible. This poses the Council a dilemma.
- 3.41 The Council is cautious of providing intensive site management because of its possible effects on how residents might feel about living there, and because it might be both unpopular and take up a lot of resources. Clearly residents' views and feelings about how their sites are managed are important and cannot be lightly set aside. However, the Council and residents have to work together to resolve the dilemma. A balance is needed. Management policies, and the rights and responsibilities of both the Council and residents need to be discussed with local residents. Both sides need to reach agreement about what is to be expected of each other. Unless this happens, Council Officers and Lambeth Living will continue to find themselves in the difficult position of trying to do their jobs in the light of opposition from residents which is untenable for both residents and the Council. A possible solution, and one undertaken by some Local

Authorities, could be to move ownership of the site to the Travellers themselves, a Traveller organisation or a specialist housing provider such as Home Space Sustainable Accommodation.

## Neighbouring Authorities

- 3.42 The accommodation situations of the six authorities surrounding the study areas and cross-border issues (as reported by their respective Council Officers) are summarised below:

### City of London Corporation

#### Accommodation

- 3.43 The officer representing the City of London Corporation stressed the point that the area is a financial district and the area is only one square mile which is mostly office developments. There are no Traveller sites in the area.
- 3.44 The officer did reveal that in the past the Showmen's Guild and other Gypsy and Traveller organisations have sent letters to the City of London requesting that the area considers their needs and the officer explained that in response they have explained that it is a small financial district and there are no available or proposed sites.
- 3.45 It is reported that unauthorised encampments do not occur in the area.
- 3.46 The Officer explained that the City of London makes a financial contribution to the East London Housing Partnership. Therefore, if there is need in the East London area their contribution would go towards financing that need.

#### Cross Boundary Issues

- 3.47 The officer reported no cross boundary Traveller issues with Lambeth or any other London Borough and explained that the Boroughs meet regularly and Gypsy and Traveller issues have not been raised. It was argued that when there are cross border issues to discuss they can call up individual planning authorities and speak to the relevant person/department.
- 3.48 Although the City of London Corporation does not provide Traveller sites the officer felt that it was making a financial contribution, through the East London Housing Partnership, to the provision of sites in other Boroughs.

### London Borough of Bromley

#### Accommodation

- 3.49 Within the Borough there are two public sites (22 and 14 pitches) which are within the greenbelt. There are also a number of sites without permanent planning permission and a number of sites where the temporary permission has expired. There is also one large Travelling Showpeople site which increased from 23 to 29 plots in 2010. Previous work undertaken by the Bromley Gypsy and Traveller Unit estimate there to be over a 1000 families in bricks and mortar accommodation.

3.50 The numbers of unauthorised encampments have been decreasing and there are only a small number of unauthorised encampments annually (9 in 2012). The Officer referred to improving the way this data is collated and was unsure whether some of these encampments were the same people. In terms of location, the Crystal Palace Park area is a popular stopping place with a few who spend their time in the Croydon area before coming to Bromley. However, the Officer stressed that the majority of the time the Travellers would not know which Borough they are in, so it is not an informed decision to be in one area over the other.

#### **Cross Boundary Issues**

3.51 When asked about cross border issues, the Council's authorised sites in Bromley are quite close to the Bexley border and as a result Bromley say they have spoken with Bexley over the phone and sent them its evidence base.

3.52 No pressing cross boundary issues were identified, but the Officer suggested that it would be useful if London Boroughs had a consistent approach to collating data on unauthorised encampments.

## **London Borough of Croydon**

### **Accommodation**

3.53 The Officer representing the London Borough of Croydon referred to the existence of a 19 pitched public site. There are also a number of unauthorised pitches and a number of groups of Travellers who move around the borough and travel into Sutton and possibly Merton.

3.54 The Borough has recently completed their GTAA which is not yet published. Croydon is looking at allocating a site in its Local Plan and will consult on the preferred option next January.

### **Cross Boundary Issues**

3.55 Officers from Croydon have recently attended a stakeholder event with representatives from Lambeth, Bromley, other neighbouring boroughs and Gypsy and Traveller representatives.

3.56 The Officers were not aware of any cross boundary issues with Lambeth and explained that there isn't much movement north of the Borough towards Lambeth. There is however, movement between the borders of Sutton and Croydon because of the existence of industrial estates which are ideal places to camp. Travellers in Croydon also use services, such as education, in Bromley; therefore, there are cross boundary issues to be addressed by Bromley and Croydon.

3.57 An Officer explained that the GTAA recommended establishing an emergency stopping place which would be situated in close proximity to the existing public site.

## **London Borough of Merton**

### **Accommodation**

3.58 The Officer representing the London Borough of Merton referred to the existence of a 15 pitched site. With the help of government funding the site was improved four years ago and each pitch has been provided with a shower and toilet block as previously there were only two on site.

- 3.59 The Borough set up a Gypsy and Traveller forum in 2005 which still meets every two months and is attended by members from planning, waste management, highways, Traveller education, health, police and the manager of the permanent site.
- 3.60 The forum gives stakeholders an opportunity to raise issues surrounding the management of the site, including fly tipping, but also allows for engagement with the community.

### **Cross Boundary Issues**

- 3.61 The Officer was not aware of any cross boundary issues and was not aware that the site in Lambeth is near the border with Merton.
- 3.62 The Borough is part of the South West London Partnership which is a housing strategy group but there is scope to discuss matters related to Gypsy and Traveller accommodation.
- 3.63 The Officer felt it would be beneficial to share good practice and methodologies and explained it would be useful to share ways in which other areas have identified Travellers in bricks and mortar which is particularly difficult.

## **London Borough of Southwark**

### **Accommodation**

- 3.64 The officer referred to four public sites in Southwark comprising of 42 pitches (6, 5, 15 and 16). The population is said to be static. The quality of the sites was said to be above the standard of other sites in the greater London area. One of the sites is currently being refurbished.
- 3.65 There are no vacant pitches and overcrowding is an issue on one of the sites due to the growth of families. Therefore, the Borough will need to source additional accommodation for the community.
- 3.66 Most of the residents are Irish Travellers but the site with 15 pitches is split between Irish Travellers and English Gypsies.
- 3.67 Southwark have established a working group which meets on a six weekly basis. The relationship between the Gypsies and Travellers in Southwark and the wider community is felt to be improving.
- 3.68 At the time of interview there were no unauthorised encampments within the borough and the officer referred to a small number of short-term encampments which occur over the summer period.
- 3.69 The officer did refer to issues regarding the accommodation needs of Travelling Showpeople described the difficulty that arises during the short space of time when they are operating a fair.

### **Cross Boundary Issues**

- 3.70 The officer was of the view that the main priority for Southwark Council is to provide more sites to meet the needs of its existing population.
- 3.71 No specific cross border issues between Southwark and Lambeth were identified by the officer and it was felt that Southwark was complying with the Duty to Cooperate. The officer was aware that Southwark and



Lambeth planning departments are working together regarding future land provision and are identifying land that may cross borders that may actually be relevant for future sites.

- 3.72 Meetings with Lambeth Living have also taken place and have been an opportunity to discuss issues, and share best practices.

## London Borough of Wandsworth

### Accommodation

- 3.73 The Officer representing the London Borough of Wandsworth referred to the existence of one public site containing 12 pitches which is managed by the Housing Team. The officer was not aware of any issues relating to overcrowding and the quality of the current site.
- 3.74 The Officer was unaware of any Travelling Showpeople in the area.
- 3.75 The 2012 GTAA did not identify a need for further site provision in Wandsworth and the population is considered to be static and has neither increased or decreased.

### Cross Boundary Issues

- 3.76 There are said to be few instances of unauthorised encampments and the officer referred to one that had occurred in October 2013. The Officer was not aware of any travelling routes through the area.
- 3.77 The Officer was unaware of any cross boundary issues.

## Westminster City Council

### Accommodation

- 3.78 Within the City there are no Traveller sites. The Council Officer reported that the Traveller count, undertaken twice yearly, consistently returns a figure of zero. In addition to this, the Officer reported that the Council is not aware of housed Travellers but admitted that no monitoring of this group takes place. Nonetheless, the Council does have a Traveller Policy within its Core Strategy and the Officer argued that if a site proposal does arise in the future it will be dealt with through this policy. It was felt highly unlikely that any site will come forward because of the built up nature of the area.
- 3.79 The Council has, however, had to deal with occasional encampments over the previous two summers on a site in the Marble Arch area on Park Lane, on a green space between two carriage ways. The Council undertook enforcement action to remove these encampments.

### Cross Boundary Issues

- 3.80 Movement through the City is limited to the aforementioned encampments and no other travelling through the area is said to occur.
- 3.81 The Council officer was of the view that the Council would be willing to take part in discussions related to Traveller matters but didn't see the usefulness if these were to happen insofar as the Council does not have the capacity to provide any sites.

## Conclusions and Areas of Consideration

<sup>3.82</sup> Overall, no pressing cross border issues were reported but some stakeholders suggested that it would be beneficial if London Boroughs work together to:

- » Share the methodologies and findings from their GTAAs
- » Establish a greater understanding of travelling patterns
- » Regularly exchange Information; and
- » Share best practice on site management.

## 4. On-site Surveys

### Site Provision

- 4.1 The only known site in the London Borough of Lambeth was visited by ORS researchers in December 2013. The following section documents the outcome of this visit.

#### Lonesome Way

- 4.2 The site has been occupied since 1972 and currently contains 15 pitches which are occupied by members of 3 extended families. The situation on the site is extremely confusing with information provided by the occupants contradicting the position perceived by the Council and Lambeth Living Officers who work with the site. However, the section below summarises the position to the best of our knowledge.
- 4.3 It is disputed whether all 15 pitches are occupied. When ORS researchers visited the site there were indications of 3 pitches being empty. One of these has subsequently been taken over by existing site tenants, but residents also deny that the other 2 pitches are vacant. However, Lambeth Living Officers indicate that neither has been occupied. It is also the case that one of these pitches is currently occupied by a non-Traveller from Eastern Europe who has told Council officials that they are being paid to mind the pitch and to undertake odd jobs.
- 4.4 There are also indications of overcrowding on the site. One pitch had 5 caravans on it and contained 2 concealed households at the time of the site visit. One of these households has subsequently moved to bricks and mortar, but would seem to still wish to live on a site, just not Lonesome Way due to personal circumstances. The other household is likely to be moving to an additional pitch which has been created on the site. There are also two other potential concealed households on the site. One is seeking to move to bricks and mortar, but the other household does require an additional pitch. Therefore, overall there are three concealed households who wish to live on sites, with an additional pitch being provided to accommodate one of these.
- 4.5 There are currently 6 children under 5 years of age, and 9 children between the ages of 6 to 16 years, so future household formations from within existing households are likely to contribute to future needs.
- 4.6 One relative of site residents currently lives in bricks and mortar with her children, having separated from her husband. She would like to move back on to a site, but cannot afford to own a caravan and the rental cost for one is too high given the overall benefit caps she is faced with. Therefore, she may voluntarily move back on to the site as a concealed household. However, we cannot count her as a concealed household because she is not able to afford to live on her own pitch and therefore would not be seeking to do so.

## 5. Future Site Provision

### Site Provision

- 5.1 This section focuses on the extra site provision which is required in Lambeth currently and over the next 17 years by 5 year segments. This time period allows for robust forecasts of the requirements for extra provision based upon the evidence contained within this survey and also secondary data sources.
- 5.2 This section concentrates not only upon the total extra provision which is required in the area, but whether there is a need for any transit sites and/or emergency stopping place provision.
- 5.3 The study takes January 2014 as the baseline position for its estimates. However, any backlog of unmet need will have been captured within figures for current need. In this case the backlog of need refers to households who need to have their own accommodation. This includes concealed households, those on unauthorised sites who do not wish to move, those in bricks and mortar seeking to move to sites and other households on the waiting list.
- 5.4 National Planning Policy for Traveller Sites requires an assessment of future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out below:

### Supply of pitches

- 5.5 Pitches which are available for use can come from a variety of sources. These include
- » Currently vacant pitches;
  - » Any pitches currently programmed to be developed within the study period;

### Current Need

- 5.6 There are three key components of current need. Total current need (which is not necessarily need for additional pitches) is simply:
- » Households on unauthorised developments for which planning permission is not expected;
  - » Concealed households; and
  - » Households in brick and mortar wishing to move to sites.

## Future Need

- 5.7 There are three key components of future need. Total future need is simply the sum of the following:
- » Households living on sites with temporary planning permissions;
  - » New household formation expected during the study period; and
  - » Migration to sites from outside the study area.
- 5.8 We will firstly provide the model as set out above for Gypsies and Travellers within Lambeth. We will then separately analyse the possible need for additional transit provision in the study area before repeating the calculation for Travelling Showpeople.

## Current Gypsy and Traveller Site Provision

- 5.9 There are currently 15 pitches on one public site in Lambeth. The next stage of the process is to assess how much space is, or will become available on existing sites. The main ways of finding this is through:
- » Current empty pitches;
  - » New sites or site extensions which are likely to gain planning permission;
- 5.10 As noted in the previous section, there is dispute as to whether there are vacant pitches on the site. There were clearly pitches which appeared to be vacant at the time of the site visit, but this was disputed by the site residents. Within Planning Policy for Traveller Sites new sites can only be considered as part of the 5 year land supply if (paragraph 9, footnote 7):

*To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that development will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.*

- 5.11 Lambeth Living has determined that two pitches do not have current licence holders and therefore we have counted these as part of the future supply when they are brought back into use. Lambeth Living are also adding an additional pitch to the site to address the needs of one concealed household and we have also counted this as additional supply. Enforcement action against one further pitch which is not occupied by a traveller may also yield a further supply of a pitch, but at this stage we have only counted the three pitches listed above.

## Additional Site Provision: Current Need

- 5.12 The next stage of the process is to assess how many households are currently seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:
- » Households on unauthorised developments for which planning permission is not expected;
  - » Concealed households; and

- » Households in brick and mortar wishing to move to sites;

## Current Unauthorised Developments

- 5.13 There are currently no unauthorised sites in Lambeth.

## Concealed Households

- 5.14 A concealed household is one who is living within another household, would wish to form their own separate family unit and are able to afford to do so, but are unable to do so because of a lack of space on public or private sites. The site visit indicated that the site in Lambeth contains 3 concealed households who would like their own separate pitch. These households are already on site but no separate pitches are available.

## Bricks and Mortar

- 5.15 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Needs Assessments. The 2011 UK Census of Population identified 76 Gypsy and Traveller household representatives in Lambeth. This is likely to be an under-estimate of the total population due to some Gypsies and Travellers not declaring their ethnic status or completing the Census at all. Given the size of the on-site population, it does indicate that there is a significant population in bricks and mortar.
- 5.16 ORS worked with stakeholders, the local authority and on-site interviewees to identify households in bricks and mortar. The only households identified in bricks and mortar were those put forward during on-site visits, namely a recent site resident who wishes to move to an alternative site and a household who may overcrowd a pitch on the site due to them being unable to afford their own caravan. There is also one household who wishes to move to bricks and mortar, with the Council working to ensure that tenant can follow their wish and move to housing. Therefore, the overall impact of known households seeking to move to sites is zero pitches.
- 5.17 It could be argued that local authorities should invest more resources seeking to identify and interview all households in bricks and mortar. However, the NPPF from paragraph 158 onwards outlines the case for using a proportionate evidence base, while the new National Planning Policy Guidance March 2014, Section 3 paragraph 1 states that:

*Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc. and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance.*

- 5.18 Therefore, the assessment of all other household groups is currently being undertaken from secondary data sources and it would seem disproportionate to try and speak to all Gypsy and Travellers households in bricks and mortar. Instead, we recommend that local authorities monitor households coming forward

seeking sites, hold a waiting list for their public sites and work with stakeholder groups to identify any households who do wish to move to sites, as has been undertaken here.

### Additional Site Provision: Future Need

- 5.19 The next stage of the process is to assess how many households are likely to be seeking pitches in the area in the future. Groups of people who are likely to be seeking pitches will include those:
- » Households living on sites with temporary planning permissions;
  - » New household formation expected during the study period; and
  - » Migration to sites from outside the study area.

### Temporary Planning Permissions

- 5.20 There are no sites with temporary planning permission in Lambeth.

### New Household Formation

- 5.21 Future household formations for the next 15 years will include formations from the current children on-site. It is not possible to extrapolate from current intentions to predict behaviour for the next 15 years, so instead a notional formation rate per annum is normally used for Gypsy and Traveller Accommodation Assessments.
- 5.22 Many studies of Gypsy and Traveller households assume a net growth in the number of households of around 3% per annum, and this figure was used in the Greater London Gypsy and Traveller Accommodation Assessment 2008. However, a 3% per annum growth rate will see household numbers double in 23.5 years and this figure is highly implausible for long term planning.
- 5.23 In a study on behalf of Office of the Deputy Prime Minister in 2003 (Local Authority Gypsy and Traveller Sites in England Office of the Deputy Prime Minister, 2003), Pat Niner identified that household growth rates of 2%-3% per cent a year were appropriate when projecting future formations.
- 5.24 In October 2007 the Department of Communities and Local Government issued guidance for conducting Gypsy and Traveller Accommodation Assessments ('Gypsy and Traveller Accommodation Needs Assessments: Guidance'). On page 25 this provides a worked example using a 3% per annum household formation rate, but notes in footnote 6 that:
- 'The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count.'*
- 5.25 Therefore, the current guidance is clear that each individual assessment should use local evidence for future household formation rates. This position was confirmed In a letter from the Planning Minister, Brandon Lewis MP to Andrew Selous MP which was place in the House of Commons library on March 26th 2014 it was stated:

*'I can confirm that the annual growth rate figure of 3% does not represent national planning policy.*

*The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure.'*

- 5.26 ORS have produced a detailed separate paper 'Household Formation Rates for Gypsies and Travellers: Technical Note' which demonstrates that the likely rate of growth for the population of Gypsies and Travellers across the whole of England based upon the best available evidence is closer to 1.5% per annum. Officials from Communities and Local Government have seen the technical note and confirmed that they have not undertaken any research on population or household growth for Gypsies and Travellers, and therefore have no information which contradicts this position.
- 5.27 While it is possible to argue that because most studies use a net growth rate of 3% per annum it should be used here, we believe that an evidence base should use most accurate information possible and not simply rely upon precedent. Therefore, we have used 2.5% growth per annum for this study. When including the impact of compound growth, a 2.5% growth per annum provides for 13% growth over 5 years, 28% over 10 years, 45% over 15 years and 52% over 17 years.
- 5.28 On the basis that there are 16 households on site, with 13 as licence holders and 3 concealed households, a growth rate of 52% would see an additional 8 households in the area by 2030.

## In-migration from Other Sources

- 5.29 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially Gypsies and Travellers could move to Lambeth from anywhere in the country. The number of households seeking to move to Lambeth is likely to be heavily dependent upon pitch provision elsewhere. It has been noted that a weakness of many Gypsy and Traveller Accommodation Needs Assessments conducted across the country has been that they either allowed for out-migration without in-migration which led to under-counting of need, or they over-counted need by assuming every household visiting the area required a pitch.
- 5.30 Overall the level of migration to and from Lambeth is a very difficult issue to predict. Currently no households on sites in Lambeth wish to move to sites elsewhere in the country. We have allowed for a balanced level of migration on to existing sites. The advantage of allowing for net migration to sum to zero is that it avoids the problems seen with other Gypsy and Traveller Accommodation Needs Assessments where the modelling of migration clearly identified too low or high a level of total pitch provision. An assumption of nil net migration implies that the net pitch requirement is driven by locally identifiable need.

## Overall Needs for Lambeth

- 5.31 The estimated extra site provision that is required now and in the next 17 years for Lambeth will be 11 pitches to address the needs of all identifiable households. This includes concealed households and growth in household numbers due to household formation.



5.32 We would note that the location for future provision is a key issue within studies such as this one. The estimates within this study are based upon the needs which exist or are projected to arise in Lambeth. This is not necessarily the same as stating that these needs should be met in Lambeth. For example, it is difficult for households to express a desire to live on a public site in an area which currently has no provision. Gypsies, Travellers and Travelling Showpeople are not constrained by local authority boundaries and potentially the requirement for a local authority such as Lambeth could be met in a neighbouring area. However, for this to occur, cooperation is required from both planning authorities. Therefore, we have not made explicit assumptions about the needs arising in Lambeth being met elsewhere, but we would recommend that consideration is given within strategic planning documents to a greater understanding of cross-boundary planning.

**Figure 2**  
**Extra Pitches which are required in Lambeth from 2013-2030**

| Reason for Requirement/Vacancy   | Gross Requirement | Supply   | Net Requirement |
|--|-------------------|----------|-----------------|
| <b>Supply of Pitches</b>   |                   |          |                 |
| Additional supply from empty pitches   | -                 | 2        |                 |
| Additional supply new pitches  | -                 | 1        |                 |
| <b>Total Supply</b>  |                   | <b>3</b> |                 |
| <b>Current Need</b>  |                   |          |                 |
| Current unauthorised developments or encampments and seeking to stay in the area | 0                 | -        |                 |
| Concealed households   | 3                 | -        |                 |
| Net movement from bricks and mortar  | 0                 | -        |                 |
| <b>Total Current Need</b>  | <b>3</b>          |          |                 |
| <b>Future Needs</b>  |                   |          |                 |
| Currently on sites with temporary planning permission                            | 0                 | -        |                 |
| Net migration  | 0                 | -        |                 |
| Net new household formation  | 8                 | -        |                 |
| <b>Total Future Needs</b>  | <b>8</b>          |          |                 |
| <b>Total</b>   | <b>11</b>         | <b>3</b> | <b>8</b>        |

## Split by to 2030 by Time Period

- <sup>5.33</sup> In terms of providing results for the time periods 2014-2018 and 2019-2023 and 2024-2030 we have allowed for the concealed households to have their needs addressed in the first 5 years. We have also assumed that the new pitch and two empty pitches are brought back into use in the first 5 years. Household formation is extrapolated over time. These figures imply that 2 children from existing on-site households are likely to seek to form in the period 2014-2018, with 3 seeking to form in both 2019-2023 and 2024-2030. Again, we would emphasise that there is further potential to free one pitch through enforcement action against a non traveller living on site, so the overall needs for the first 5 years are close to zero if better site management can be enforced.

**Figure 3**  
Extra Pitch Provision Required in Lambeth 2014-2030

|              | 2014-2018 | 2019-2023 | 2024-2030 |
|--------------|-----------|-----------|-----------|
| <b>Total</b> | <b>2</b>  | <b>3</b>  | <b>3</b>  |

## Site Delivery

- <sup>5.34</sup> We would reiterate that the 8 pitches required are assessed in accordance with the requirements of Planning Policy for Traveller Sites. While these will be difficult to deliver in Lambeth, it is not possible to state that difficulties in delivering sites means that the need for sites should not be assessed. Both the Planning Policy for Traveller Sites and the Housing Act 2004 place a legal duty on local authorities to assess the needs of Gypsies and Travellers. Meanwhile, Paragraph 9, bullet point c of Planning Policy for Traveller Sites states that local authorities should:

*consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries).*

- <sup>5.35</sup> Therefore, if sites cannot be delivered in an area the authority should cooperate with their neighbours to find solutions.

## Transit Site/Emergency Stopping Place Provision

- <sup>5.36</sup> Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on their way to somewhere else. A transit site typically has a restriction on the length of stay (around 13 weeks) and has a range of facilities such as water supply, electricity and amenity blocks. Transit sites are usually in public ownership i.e. provided and maintained by the Local Authority. They do not meet local need as this must be addressed on permanent sites.

- <sup>5.37</sup> An alternative to a transit site is an emergency stopping place. This type of site is typically more basic than a transit site, with comparatively limited facilities. It site also has restrictions on the length of time for which Travellers can stay and this is often much shorter than that applied to a transit site.

- 5.38 There are currently no operational transit sites or emergency stopping places in Lambeth or anywhere else in London.
- 5.39 The site visits and stakeholder interviews undertaken as part of this assessment have provided little evidence to suggest that any major travelling routes exist through Lambeth. Instead, all of the need is for permanent pitches.
- 5.40 Lambeth, along with all other London boroughs, will need to monitor the situation over time, and should circumstances change and regular travelling routes emerge resulting in an increase in unauthorised encampments, a transit site or temporary stopping place might be considered.

### Needs for Plots for Travelling Showpeople

- 5.41 There is no current known Travelling Showpeople site in Lambeth. However, as noted earlier, in the six months prior to undertaking the GTAA study the Council has received two expressions of interest on behalf of Travelling Showpeople who are looking for land for permanent sites in and around London and the Home Counties area:
- » One letter represents a group of “some 25 families” trying to identify and acquire a suitable site on which to live and use as Showpeople’s Permanent Quarters – either with the benefit of planning permission or with the potential for securing planning permission. While the group’s preference would be for a single site, they would also be willing to consider smaller sites should they be more freely available.
  - » The other correspondence, an email, states that they are acting on behalf of a Travelling Showperson who is looking for a new site, between 0.25 and 0.5ha, for himself and his extended family. The circuit of fairs he operates in is based around the Runnymede area and the search for a site encompasses Lambeth.
- 5.42 Both the letter and email appear to have been circulated widely, to other London boroughs and to local authorities outside of London. Therefore, while there is an indication of a wider unmet need for plots for Travelling Showpeople, there is no indication that these are required in Lambeth. Therefore, we have not identified need for additional plots for Travelling Showpeople as part of this assessment.

## 6. Conclusions

### Introduction

- 6.1 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for Lambeth. It focuses upon the key issues of future site provision for Gypsies and Travellers and also Travelling Showpeople.
- 6.2 Based upon the evidence presented in Chapter 5, the estimated extra pitch provision that is required for Gypsies and Travellers in the next 17 years in Lambeth is 8 pitches. The table below shows the requirement in 5 year intervals. These figures should be seen as the minimum amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population. It should also be emphasised that better site management could see Lambeth being able to meet much of its needs in the first 5 years without additional provision.

**Figure 4**  
**Extra Pitch Provision Required in Lambeth 2014-2030**

|              | 2014-2018 | 2019-2023 | 2024-2030 |
|--------------|-----------|-----------|-----------|
| <b>Total</b> | <b>2</b>  | <b>3</b>  | <b>3</b>  |

### Transit Sites

- 6.3 There are currently no operational transit sites or emergency stopping places in Lambeth or anywhere else in London. The site visits and stakeholder interviews undertaken as part of this assessment have provided little evidence to suggest that any major travelling routes exist through Lambeth. Instead, all of the need is for permanent pitches.
- 6.4 Lambeth, along with all other London boroughs, will need to monitor the situation over time, and should circumstances change and regular travelling routes emerge resulting in an increase in unauthorised encampments, a transit site or temporary stopping place might be considered.

### Travelling Showperson Requirements

- 6.5 There is no current known Travelling Showpeople site in Lambeth. There are clear wider regional and national need for Travelling Showpeople yards, but there is no indication of any unmet needs for Lambeth and therefore, we have not identified need for additional plots for Travelling Showpeople as part of this assessment.