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London Legacy Development Corporation GYPSY, TRAVELLER AND TRAVELLING SHOWPEOPLE ACCOMMODATION ASSESSMENT



March 2014



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1. Introduction

The Survey

- 1.01 Opinion Research Services (ORS) were commissioned by the London Legacy Development Corporation to undertake a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment.
- 1.02 The study seeks to provide an evidence base to enable the authority to comply with their 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 LLDC with robust, defensible and up-to-date evidence about the accommodation needs of Gypsies and Travellers and Travelling Showpeople in London Legacy Development Corporation in the 15 year period until 2028.
- 1.03 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 Assessment.

Definitions

- 1.04 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).*
- 1.05 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.
- 1.06 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.
- 1.07 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 localized 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

^{1.08} 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 and Travellers and Showpeople as part of their housing needs assessments. This study complies with the this element of government guidance;
- » Housing Act 1996 in respect of homelessness.

^{1.09} To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 (Sections 77, 78) 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.

^{1.10} 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 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, along with the Regional Spatial

Strategies which were used to allocate pitch provision to local authorities. The 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.

Planning Policy for Traveller Sites

^{1.13} The document 'Planning Policy for Traveller Sites' sets out the direction of government policy. Among other objectives the new policies' aims in respect of Traveller sites are (Planning Policy for Traveller Sites, pages 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:

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. (Planning Policy for Traveller Sites, CLG, March 2012, page 3)

^{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 pages 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 how people) are identified and addressed in line with national policy, in co-ordination with neighbouring boroughs and districts as appropriate."

^{1.19} 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.

Tackling Inequalities for Gypsy and Traveller Communities

^{1.20} 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).

^{1.21} 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 for New Sites

- ^{1.22} 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 Gypsy and Traveller and Travelling Showpeople pitches/plots on local authority or Registered Social Landlord owned and managed sites, local councils 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.
- ^{1.23} 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. The HCA welcomes bids from local authorities, housing associations and traveller community groups working with Registered Providers.
- ^{1.24} 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.
- ^{1.25} 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.

Research Methodology

- ^{1.26} 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 Assessment and this has been updated in light of Planning Policy for Traveller Sites.
- ^{1.27} 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

^{1.28} At the outset of the project we sought to understand the background to the Gypsy and Traveller and Travelling Showpeople population in London Legacy Development Corporation. 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.

Stage 2: Site Visits

^{1.29} For most Gypsy and Traveller studies we seek to interview all known households in a study area using a detailed questionnaire. Given the very limited size of the population in London Legacy Development Corporation, instead of conducting interviewer facilitated detailed personal interviews, all sites were visited by ORS researchers. They conducted qualitative interviews with the households to determine if they have any current or likely future needs and how these may be addressed.

^{1.30} These interviews had a number of objectives. One objective was to analyse the provision of services on existing sites to assess if more, or improved, service provision was required within the existing sites. Another main objective was to view travelling patterns and likely future household formation to analyse the future need for extra site provision.

Stage 3: Stakeholder Engagement

^{1.31} This study included extensive stakeholder engagement with officers from London Legacy Development Corporation, neighbouring boroughs and other stakeholders. The aim of this engagement was to help understand the current situation in the study area, particularly in relation to households not on known existing sites and also to discuss Duty to Cooperate issues with neighbouring boroughs.

Stage 4: Future Pitch and Plot Requirements

^{1.32} 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 and worst practice for Gypsy and Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.

^{1.33} The overall principles behind assessing future needs are relatively simple. The model assesses the current backlog of need for pitches based upon unauthorised sites, concealed households, the net movement of households from bricks and mortar and those on the waiting list for public sites. It then adds in expected future need in the form of newly forming households, households on sites with temporary planning permissions and net migration to the area. From this figure any empty or undeveloped pitches with planning permission are then subtracted to provide for a final net pitch requirement. The residential 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 2028 in line with the requirements of Planning Policy for Traveller Sites.

Stage 5: Conclusions

^{1.34} This stage draws together the evidence from Stages 1 to 4 to provide an overall summary of the requirements for Gypsies, Travellers and Travelling Showpeople in London Legacy Development Corporation.

2. Gypsy and Traveller Sites and Population

Background

- ^{2.01} One of the main considerations of this study is the provision of pitches/plots and sites/yards for Gypsies and Travellers and Travelling Showpeople. 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. For Travelling Showpeople the terms most commonly used are a **plot** for the space occupied by one household, and a **yard** for a collection of plots (typically occupied exclusively by Travelling Showpeople). This terminology reflects a difference between the residential pitches of Gypsies and Travellers and the mixed use plots of Travelling Showpeople, the latter commonly being used for the storage and maintenance of equipment as well as for residential purposes. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers, and plots for Travelling Showpeople are required in London Legacy Development Corporation.
- ^{2.02} The provision of public and private provision of mainstream housing is largely mirrored when considering Gypsy and Traveller accommodation. A common form of Gypsy and Traveller site is the **public residential site**, which is provided by the local authority or a Registered Provider (usually a housing association). Places on public sites can be obtained through registration for a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing). The current provision for Gypsies and Travellers in London Legacy Development Corporation consists of one such public site, managed by the London Borough of Hackney.
- ^{2.03} An alternative to such public residential sites is **private residential sites** for Gypsies and Travellers and Travelling Showpeople. These are privately funded by individuals or families buying areas of land who must then obtain planning permission to live on them. Pitches on these sites can then also be rented out to other households. 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 Travelling Showpeople sites in the London Legacy Development Corporation area at present.
- ^{2.04} The Gypsy and Traveller 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, but impose 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 latter type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate Gypsies and Travellers whilst they travel.
- ^{2.05} When considering Gypsy, Traveller and Travelling Showpeople Accommodation, it is also necessary to take account of unauthorised developments and encampments. **Unauthorised developments** are sites established on land which is owned by the Gypsies, Travellers or Travelling Showpeople themselves, but for

which they do not have planning permission for residential use. **Unauthorised encampments** occur where Gypsies and Travellers or Travelling Showpeople occupy land that is owned by others.

Sites in London Legacy Development Corporation

^{2.06} At the time of writing, there are 5 Gypsy and Traveller pitches in London Legacy Development Corporation contained within a single site owned and managed by London Borough of Hackney. London Borough of Hackney maintains a waiting list for those wishing to acquire a pitch on the site.

^{2.07} There are currently no privately owned Gypsy and Traveller sites and no known unauthorised developments. There are also no known Travelling Showpeople yards.

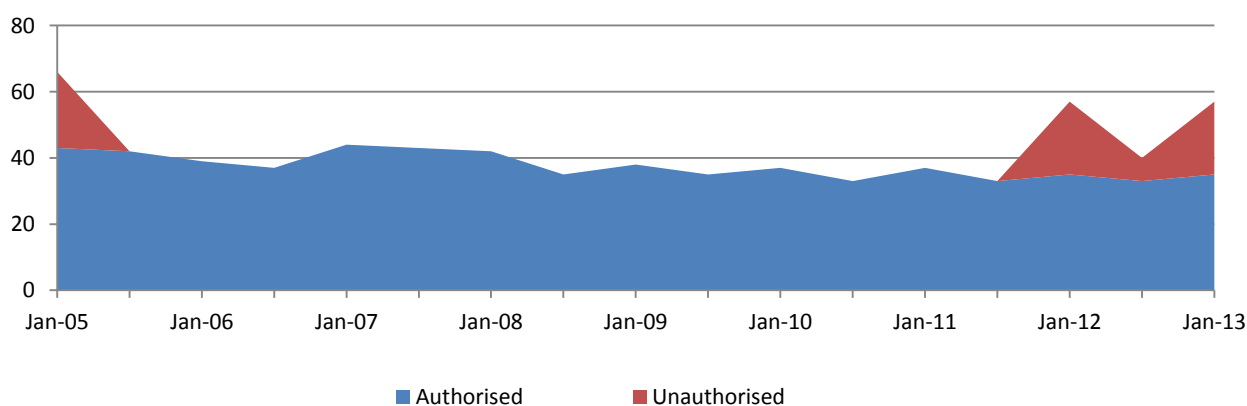
Caravan Count

^{2.08} 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.

^{2.09} The chart overleaf shows the number of unauthorised and authorised caravans in the LLDC area at the time of the counts. The chart does not include any Travelling Showpeople caravans 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.

Hackney

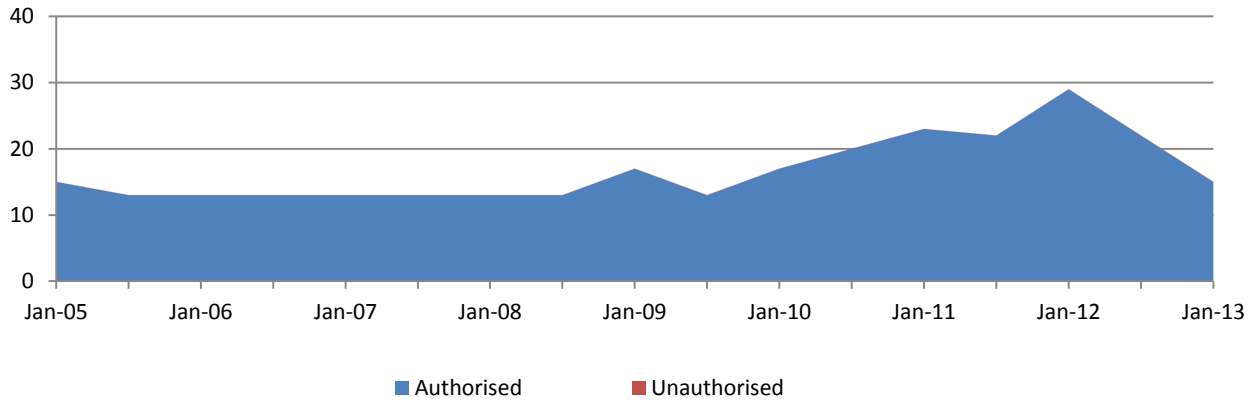
Figure 1
Gypsy Caravan Count for Hackney: January 2005– January 2013 (Source: CLG Bi-annual Local Authority Caravan Count)



Newham

Figure 2

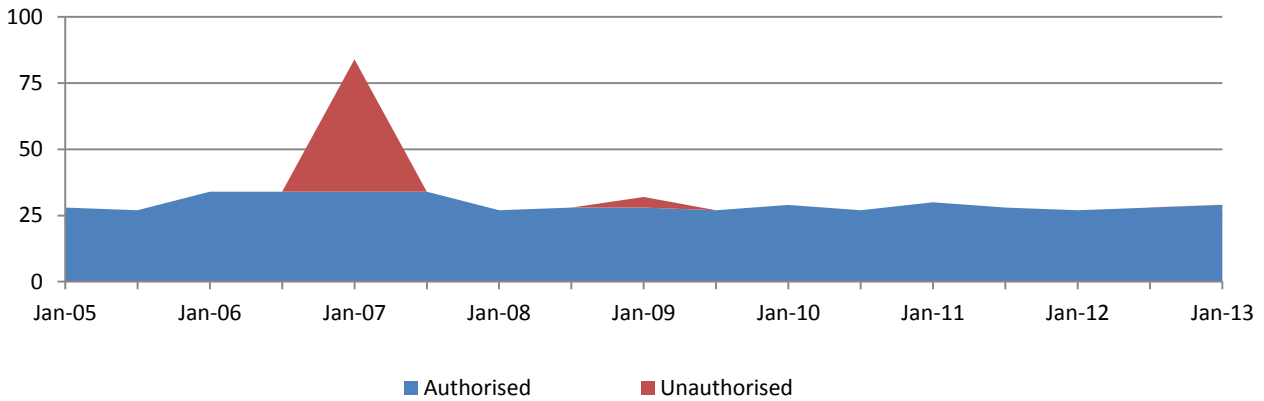
Gypsy Caravan Count for Newham: January 2005– January 2013 (Source: CLG Bi-annual Local Authority Caravan Count)



Tower Hamlets

Figure 3

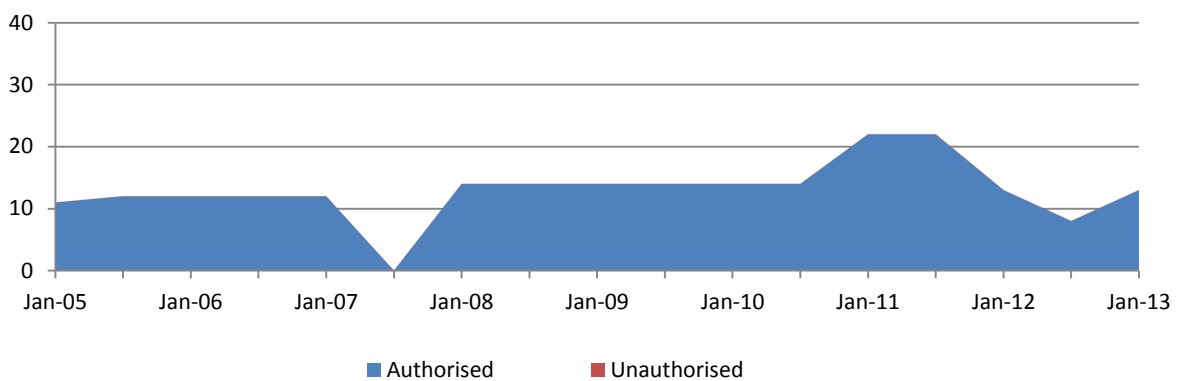
Gypsy Caravan Count for Tower Hamlets: January 2005– January 2013 (Source: CLG Bi-annual Local Authority Caravan Count)



Waltham Forest

Figure 5

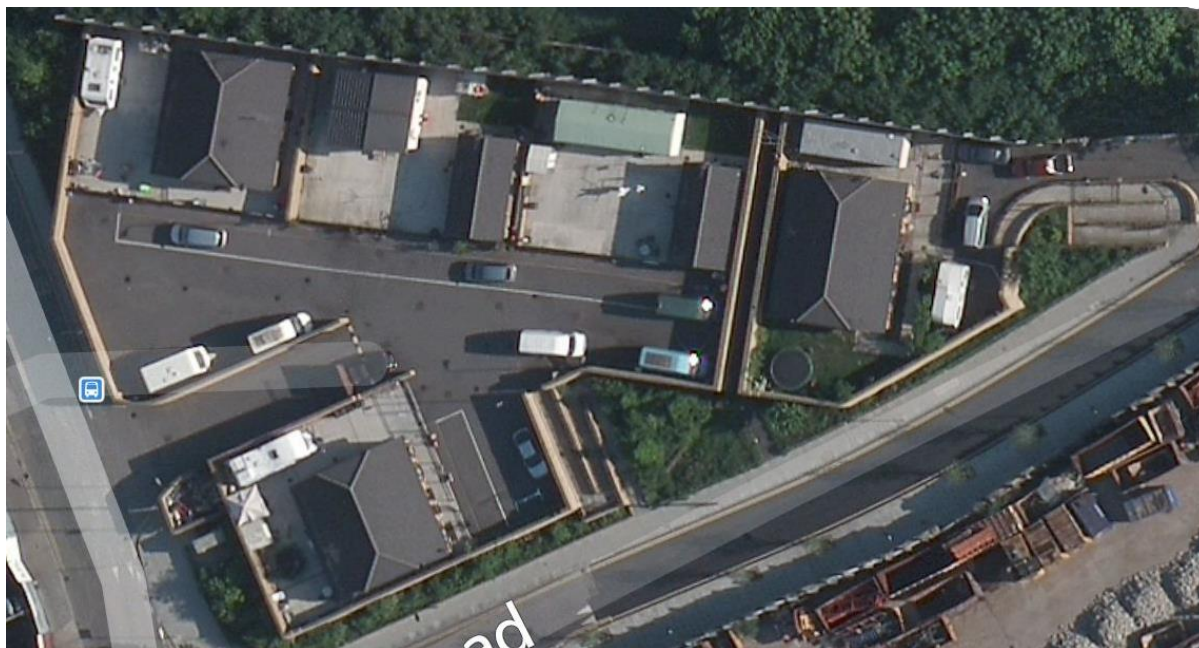
Gypsy Caravan Count for Waltham Forest: January 2005– January 2013 (Source: CLG Bi-annual Local Authority Caravan Count)



3. Site Visits

Introduction

- 3.01 The five known existing pitches in the LLDC area was visited by ORS researchers to conduct face to face interviews with members of the Gypsy and Traveller community currently resident within the study area. The interviews were conducted within the interviewees' place of residence in February 2014.
- 3.02 The relevant planning permission (2007/0965) is for five plots comprising three group housing units and two pitches with permanent ancillary amenity block, and catered for the travellers who were relocated from Waterden Road Traveller sites during the construction of Queen Elizabeth Olympic Park.
- 3.03 Although it is one planning application these are two separate sites, adjacent to each other and it is a temporary permission until 30 June 2014. The London Borough of Hackney are preparing a planning application(s) to make these temporary sites into permanent ones.



- 3.04 ORS researchers were able to speak to residents **on three of the five pitches**. **To protect anonymity, we will not report detailed individual views, but instead provide a summary.**
- 3.05 The overall view is that residents do not wish to stay, even if the site is made permanent as proposed by the Council as they are not happy with different groups of travellers being placed together as English and Irish Travellers don't mix.

- ^{3.06} None of the residents currently work or travel. They ideally would like to move to a different a site or would settle for a house for just them and their families, which include married children. However, it is likely that better site management and a choice of sites would lead to them wishing to remain on sites.
- ^{3.07} In terms of their views on the site they feel the broken fire extinguisher means they are not safe and there is currently no play area or green space for children; the exterior wall is too high; and there is no lighting. Despite raising these issues with The London Borough of Hackney they don't feel their views have been taken seriously.

4. Stakeholder Consultation

Introduction

- 4.01 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 nine semi-structured interviews during February 2014.
- 4.02 A list of stakeholders was compiled by the LLDC at the outset of the project. ORS reviewed this list for consistency with other studies to ensure 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. Eight interviews were conducted via telephone and typically lasted between 15 and 40 minutes, whilst one stakeholder provided a written response.
- 4.03 As stated in the 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, ORS interviewed a Council Officer from three of the four local authorities that fall within the LLDC boundary:
- » The London Borough of Hackney
 - » The London Borough of Newham
 - » The London Borough of Waltham Forest
- 4.04 The London Borough of Tower Hamlets declined to take part because they have met all their needs and this has been assumed within the study.
- 4.05 Themes covered in the interviews included: the need for additional accommodation provision and facilities; travelling patterns; the availability of land; accessing services; and work being done to meet the needs of Gypsies, Travellers and Travelling Showpeople.
- 4.06 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 statistical information gathered through quantitative surveys of the Gypsy, Traveller and Travelling Showpeople communities.
- 4.07 Importantly, this element of the study provided an opportunity for the research team to speak to stakeholders who are likely to be in contact with housed Gypsy, Travellers and Travelling Showpeople with the aim of identifying accommodation needs resulting from this group. One of the officers we spoke to from the London Borough of Hackney passed on a letter from ORS to Gypsies and Travellers that were known to them and we heard back from four Gypsies and Travellers living in Hackney as a result. Newham and Waltham Forest were unable to identify any Gypsies or Travellers living in bricks and mortar in their respective boroughs. It is recommended that local authorities put 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 contact with this group via health and education.

^{4.08} The views expressed in this section of the report represent a balanced summary of the views expressed by Council Officers, Elected Members and 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 presents a summary of the views expressed by interviewees and verbatim comments have not been used.

Officers and Members in Neighbouring Boroughs

Accommodation for Gypsies and Travellers in the London Borough of Hackney

^{4.09} Stakeholders representing Hackney confirmed the existence of five public sites with a total of twenty-seven pitches which accommodates 115 adults and children. Stakeholders alleged that the vast majority of Travellers live in bricks and mortar (in both social and private rented housing) in their Borough.

^{4.10} The four public sites are in or around the vicinity of the LLDC boundary Chapman Road (which includes both Palace Close and St Anthony's Close), St Theresa's Close and Ruby Close are managed by Hackney Homes (an arm's length management company created by Hackney Council to manage, maintain and improve its council houses and estates).

^{4.11} Stakeholders reported that the sites are of good quality and reported that a large amount of the site revenue (rents) is reinvested into the sites. Residents on the site are able to access repairs promptly. There are bungalows (the first in the UK) as well as traditional pitches and the residents have full security of tenure. One of the officers also noted that people were given a lot of choice when they moved on to the Palace Close site and all of the amenity blocks and bungalows are above the decent homes standard and are DGA safety compliant.

^{4.12} One of the officers noted that there isn't enough site provision to meet the need which has resulted in unauthorised encampments and Traveller families being placed in temporary housing which is not their preferred housing tenure. The same officer indicated there was no overcrowding on any of the sites in the borough but an elected member had a different view, believing there were issues of overcrowding on some of the sites, usually a result of young married couples living with parents.

^{4.13} It was noted that when Gypsies and Travellers had to move due to the construction of Queen Elizabeth Olympic Park, those that moved to Palace Close were families that were left over from other families forming their own groups so they wouldn't naturally be people that would be together given the choice. There are also on-going anti-social behaviour issues with one family on the site which has consequently had an impact on the whole dynamic of the site and the other three families that live there are reported to not be particularly happy because of this.

^{4.14} Officers were of the opinion that Gypsies and Travellers in the Borough have good access to services. Training has also been carried out with various council departments (children and young people, adult services, health, housing) to make sure that services are accessible to the Travelling community. An elected member said that achieving better access to healthcare is priority.

4.15 Officers and elected members confirmed that there is a demand for further provision of Gypsy and Traveller accommodation in Hackney. Stakeholders felt that the Council needs to prioritise how to accommodate for the future growth of the existing population and strongly supported this.

4.16 The officers also referred to the 35 families are on the waiting list. Although, it is worth noting that one of officer said that there are no Roma gypsies are on the waiting list because they don't want to live on sites with Irish Travellers. The officer's opinion was that quite a few of them feel that they've been forced to live in housing and given the choice the majority would choose to live on sites.

4.17 However, a stakeholder noted that although the Borough must respect the cultural needs of Travellers, there is little available and affordable land in Hackney and there is an 8000 people long waiting list and at least 15-20,000 living in overcrowded households in bricks and mortar so there are extraordinary housing pressures that the Borough must prioritise.

4.18 Overall, stakeholders were of the view that the sites are well managed and are meeting the needs of the residents who live there. However, taking into account the amount of people on the waiting list in Hackney, the number of travellers living in bricks and mortar and the low turnover on sites, it was felt that additional Council-run accommodation would be welcomed by the Traveller community.

Accommodation for Gypsies and Travellers in the London Borough of Newham

4.19 Representatives of Newham Borough referred to the Parkway Crescent, Angel Lane site and confirmed there are 16 pitches and a total of 38 people living on the site. There are no vacant pitches and there is little turnover of pitches.

4.20 An officer felt that there is currently a sufficient amount of accommodation provision for Gypsies and Travellers in Newham. However, he did state that a waiting list is in operation to ensure pitches do get filled when they become available. This is strictly on a first come first serve basis, although potential residents must have a connection with someone already on the site due to its small nature. There are currently only three people on the waiting list.

Accommodation for Gypsies and Travellers in the London Borough of Waltham Forest

4.21 A stakeholder representing Waltham Forest referred to the Council owned site at Folly Lane which is managed by Ascham Homes (the ALMO that works with Waltham Forest). There are 17 plots, 8 fixed term custom built caravans and 6 mobile caravans. The total on the site is 42 people. There are reportedly no vacant pitches or waiting list.

4.22 Overall, the site was said to be managed well with few issues. However, it was noted that the site currently accommodates English Gypsies and it is unlikely that the site could accommodate Irish Travellers in the future.

4.23 There is also a private site which is owned by an Irish Traveller. Similarly, it is unlikely that this site would accommodate a Gypsy or Traveller from a different ethnic group.

4.24 A stakeholder felt there is little known demand for further sites and referred to the fact that there have been no enquiries from Travellers looking to develop sites in the area and there are not any Travellers camping on sites in the Borough. However, the interviewee went on to say that how the council records

their information could be a factor as Gypsies and Travellers may just be being categorised in the general housing needs pile and thus slip through the net.

- 4.25 Overall the present number of pitches is thought to be sufficient, however, it was feared that if demand grows it would be difficult to accommodate them and find available and affordable land.

Health and Education

- 4.26 An elected member in Hackney noted that all sites are conveniently located within walking distance to health services and schools. The elected member also revealed that every family living on a pitch in the borough is registered with a GP and Dentist, whilst there is also a Traveller Education Service which provides assistance to children in schools.

- 4.27 Stakeholders in Newham mentioned that gypsies and travellers are treated the same as all other residents and have access to schools, hospitals and GP's. The school is located near to the site and one interviewee suggested its location may have been taken into consideration when the site was chosen. They also said that children have always attended school, even when they were at the previous site.

- 4.28 One interviewee in Waltham Forest stated that Gypsies and Travellers have poor attendance in school and little engagement when it comes to the Council or Job Centre and consequently this has impacted on the jobs they've been able to access. The Officer noted that generally their ICT skills are very basic and as a result most tend to work in the building and construction trade. The Council have recognised this problem but have other priorities due to the small number of Gypsies and Travellers who live in the area.

Bricks and Mortar

- 4.29 Council Officers and Elected Members in Hackney were aware of a large housed Travelling community. As a result of the efforts of an Officer, ORS were contacted by four members of the housed Traveller community, three of which expressed a wish to move back onto a site.

- » One of the three Travellers that wanted to move back on to a site reported having recently (In the last 4 months) moved from private rented accommodation in Hackney to temporary accommodation in Hackney. They have 4 children (3 of which are under 18 years of age) living with them.
- » Another Traveller (again living with 4 children; 3 of whom are under 18 years of age) said that they had previously lived at the Homerton site (just outside Hackney Wick). However, they had to be moved. They are now residing in rented bricks and mortar but want to live on a site.
- » Finally, another Traveller residing in temporary accommodation (a 2 bedroom rented house) also expressed a desire to live in bricks and mortar. They live with their three children (all aged under 10 years of age). Originally living at the Eaton Manor site, they were then moved to Ruby Close as the Eton Manor site closed. However, they had to move from Ruby Close due to overcrowding as they were living with grandparents.

- 4.30 No such contact was made with Travellers living in bricks and mortar in Newham and Waltham Forest.

Community Cohesion

- 4.31 One of the officers highlighted the good community cohesion that exists between the residents living at the Chapman Road site and the surrounding settled community.
- 4.32 One of the elected members noted that there is still some stigma around Irish Travellers so many won't identify themselves as such. However, the interviewee did note that the Council organise a Gypsy and Traveller history month which is rolled out through some of the schools in the borough.

Unauthorised Encampments

- 4.33 The neighbouring areas reported few incidences of unauthorised encampments:
- » Most Stakeholders and Elected Members in Hackney reported that although unauthorised encampments do occur they are few and far between. They stated that when they do occur, the London Borough of Hackney has a joint protocol with the Metropolitan Police. One elected member however, mentioned a particularly problematic group of travellers who have occupied three of the boroughs Parks and Open Spaces illegally over the past few years. The Council were granted an interim injunction in June 2012 and are looking at obtaining a final injunction which would forbid the family from using Parks and Open Spaces for unauthorised occupation.
 - » There are very few incidences of unauthorised encampments in Newham and are therefore not viewed to be a priority. An officer referred to a field adjacent to the site which has seen two Travellers camp on it over the last two years and were both moved on.
 - » Waltham Forest Officers reported there have been five unauthorised encampments since 2012, which have been moved on.
- 4.34 One interviewee in Hackney believed that a stopping site could be beneficial but noted that the Travellers that camp in the Borough usually have strong connections with site residents and would, therefore, prefer to stay on the site rather than at a stopping place.

Consultation with the Travelling Community

- 4.35 Stakeholders reported that Hackney are just about to go out to consultation on their letting policy. It was also reported that regular consultation is undertaken with the Traveller community on various issues.
- 4.36 One interviewee reported that Newham used to have a community liaison officer who bridged the gap between the residents of the site and Newham Homes. The Officer was able to organise activities and get other agencies, such as the literacy council, to go down to the site and speak to the Travelling community. However, due to budget cuts the post is no longer available making consultation more difficult.
- 4.37 A Waltham Forest Officer noted said that there isn't regular consultation with Gypsies and Travellers in the Borough. They noted that the G&T liaison officer role was removed a few years ago so this may be a contributing factor to the lack of consultation.

Cross Border Issues and the Duty to Cooperate

- 4.38 Stakeholders strongly supported the statutory duty to meet the needs of their existing Traveller population and the future growth of the existing Traveller population in Hackney. One stakeholder was of the view that in an ideal world there would be a site in or on the border of Queen Elizabeth Olympic Park that was funded by all of the surrounding authorities.
- 4.39 Stakeholders were of the view that Hackney is complying with the duty to cooperate. One elected member revealed Hackney Council's planning officers have met with their counterparts in neighbouring boroughs to discuss a joint development plan and to identify additional sites for gypsies and travellers. Another elected member had a different point of view though, stating that there weren't enough cross border strategy groups in place.
- 4.40 An Officer also felt it worth noting that other Boroughs have visited the sites to learn from the way Hackney has provided sites. One officer noted that there is a danger that if one authority becomes particularly good at providing accommodation for Gypsies and Travellers that this could attract everyone; the perception being that Travellers won't go to a borough that has no intention of providing for them. The officer therefore proposed that this is something that needs to be looked at on a sub-regional basis rather than on an individual borough basis in order to try and prevent any inequity. This was thought to be something that the London Assembly or the GLA should look at to make sure there is a minimum provision in each borough.
- 4.41 Stakeholders in Newham indicated there was very limited cross border working. They said they would get enquiries intermittently from neighbouring boroughs asking if they had any vacant pitches but other than that there was no real communication.
- 4.42 They also stated that they shared best practices with neighbouring authorities in the past when they had a community liaison officer and would be open to doing something similar again in the future.
- 4.43 A Waltham Forest stakeholder said that they have worked with neighbouring boroughs and also said that they would strongly support working sub-regionally if there was a large site located in a neighbouring borough which met their need and Waltham Forest's need. However, the interviewee went on to say that if Waltham Forest were asked to locate another borough's provision in Waltham Forest the political backing would be lacking. The onus they said is therefore on Waltham Forest to plan for these communities and it was felt that this needs to be relayed up the food chain so that people are a bit more accommodating rather than restricting.
- 4.44 In terms of the Duty to Cooperate, Waltham Forest noted that their policy was found to be sound. However, an officer noted that the policy isn't a proactive policy and it could be argued that it isn't in the spirit of the NPPF in that the borough hasn't been proactively meeting the needs of Gypsy and Travellers. For example, LBWF haven't allocated any new sites or stated how it would deal with an increase in provision. However, it was noted that LBWF have followed the London G&T needs assessment by granting planning permission for the Hale Brinks North site so they have contributed to their target in this way.

5. Future Site Provision

Pitch Provision

- 5.01 This section focuses on the extra pitch provision which is required in the London Legacy Development Corporation area currently and over the next 15 years by 5 year segments.
- 5.02 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.
- 5.03 We are taking January 2014 as a baseline position for our 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.
- 5.04 'Planning Policy for Traveller Sites' requires an assessment for 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

- 5.05 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;
 - » Pitches vacated by people moving to housing;
 - » Pitches vacated by people moving out of the study area;

Current Need

- 5.06 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

5.07 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.

5.08 We will firstly provide the model as set out above for Gypsies and Travellers within London Legacy Development Corporation. We will then separately analyse the need for additional transit provision in the study area before repeating the calculation for Travelling Showpeople.

Current Gypsy and Traveller Site Provision

5.09 The planning records for London Legacy Development Corporation indicate that there are 2 public sites in the area with temporary planning permissions. These sites have permission for 5 pitches in total. It is the intention of the London Borough of Hackney to submit a planning application to make these 5 pitches permanent.

5.10 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 have already been granted permission or are likely to gain planning permission in the foreseeable future or sites which are likely to come back into use following refurbishment;
- » Migration away from the area;
- » Movement to bricks and mortar;

5.11 The on-site survey indicates that there are 5 occupied pitches, with one household planning to move out of the area. Currently, all other authorised pitches are occupied by individuals who identify themselves as Travellers.

5.12 When calculating out-migration to other areas or movements from sites to bricks and mortar, it must be borne in mind that households may also wish to move in the opposite direction. Therefore, we have treated these as being part of the current and future need sections of the calculation.

Additional Site Provision: Current Need

5.13 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 bricks and mortar wishing to move to sites;

Current Unauthorised Developments

- 5.14 There are currently no unauthorised sites in London Legacy Development Corporation area.

Concealed Households

- 5.15 The household survey also sought to identify concealed households who require a pitch immediately. A concealed household is one who is living within another household and would wish to form their own separate family unit, but is unable to do so because of a lack of space on public or private sites.
- 5.16 The on-site survey found that almost all pitches had households who could be considered as being concealed associated with them. In some cases the households are on the housing register to move to bricks and mortar, but on other pitches there are adult children who are engaged or married with children and seeking their own pitch. Therefore we have allowed for 5 concealed households on the existing site.

Bricks and Mortar

- 5.17 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments.
- 5.18 The 2011 UK Census of Population identified a population (not households) of 70 Gypsy and Traveller persons in the Output Areas covering the London Legacy Development Corporation, including those on sites. However, among these Output Areas was the one which also covers the Parkway Crescent site in Newham, which is just outside the LLDC area. This area alone accounted for 18 of the 70 people. While the figure of around 50 people (70 minus the 18 on the Parkway Crescent site) is almost certainly an underestimate, it does indicate a relatively low population of Gypsies and Travellers in housing.
- 5.19 Overall, the London Borough of Hackney had 164 Gypsy and Traveller households, the London Borough of Newham had 141 households, Tower Hamlets had 63 households and Waltham Forest had 109 households.
- 5.20 ORS worked with stakeholders, the LLDC, the Local Authorities, on-site interviewees and also through advertising on the Friends, Family and Travellers Facebook page to identify households in bricks and mortar. This process identified one household during the on-site interviews where the existing tenant had a daughter who was living in bricks and mortar, but who wished to live on a site. No specific site was listed and the existing tenant was not happy on the current site because of the mix of households it contained. It would be a reasonable assumption that the daughter wished to live on a site beside her mother.
- 5.21 A further source of information on bricks and mortar households is held by the London Borough of Hackney and the London Borough of Newham. They hold site waiting lists for their public sites. For the London Borough of Newham there are 3 households on the waiting list and for the London Borough of Hackney there are 35 households on the site waiting list. The sites in the LLDC area represent 20% of all pitches in Hackney. Therefore, if LLDC were to take 20% of the waiting list, this would require 7 additional pitches. Assuming that the 5 concealed households and the one household in bricks and mortar already identified are among those on the waiting list, this would leave an additional 29 households needs to address, so potentially the LLDC could take 20% of these, or 6 households.
- 5.22 To address the potential for LLDC to address some of the wider needs of London Borough of Hackney we have created a range of scenarios for the modelling results. The main results address the current and likely

future needs from within the LLDC area. However, a second scenario considers both LLDC local needs and also includes some of the wider needs for the London Borough of Hackney.

- 5.23 We would also note that it would be possible for the London Legacy Development Corporation to undertake an extremely expensive process to try and identify all households in bricks and mortar. However, the National Planning Policy Framework requires councils to use a proportionate evidence base and the new National Planning Policy Guidance March 2014, Section 3, para 1 recommends:

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.

- 5.24 Therefore, Gypsies and Travellers are the only group in the community who are currently being surveyed on a regular basis with all other housing needs being assessed from secondary data. We would consider it contrary to this policy for a large scale expensive survey to be undertaken to assess the needs of Gypsies and Travellers in bricks and mortar.

- 5.25 It is also the case that within most face to face surveys undertaken on-site by ORS, a small number of households are seeking to move to bricks and mortar. Therefore, it should be remembered that movement between housing and sites runs in both directions. However, the on-site survey contained no interviews with households wanting to move from sites to bricks and mortar.

Additional Site Provision: Future Need

- 5.26 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:
- » 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

- 5.27 All five pitches in the London Legacy Development Corporation area have temporary planning permission. One household is currently planning to leave so we have counted four of these households as need.

In-migration from Other Sources

- 5.28 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 the LLDC area from anywhere in the country. The number of households seeking to move to the area is likely to be heavily dependent upon pitch provision elsewhere. It has been noted that a weakness of many Gypsy and Traveller Accommodation 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.

- 5.29 The LGTU revealed that the London Borough of Newham site, located on the boundary of the LLDC, is subject to a promise made by the Mayor for a re-assessment of the potential to re-locate within the LLDC after the Olympic and Paralympic Games. However, a council officer said that although the Gypsies and Travellers were very unhappy with the move originally, they have since accepted their situation and are relatively pleased with where they are residing. Therefore at this stage, there are no plans for them to move back to where they previously lived.
- 5.30 We have again considered this issue within the range of scenarios for future needs by creating a third scenario which sees the needs of relocating this site as being met in the LLDC area.
- 5.31 On this basis we have not assumed in our base calculations that they will move back into the LLDC area and have instead allowed for a balanced level of migration on to existing sites. However, we have provided for an alternative scenario where they do move back. The advantage of allowing for net migration to sum to zero is that it avoids the problems seen with other Gypsy and Traveller Accommodation Assessments where the modelling of migration clearly identified too low or high a level of total pitch provision. An assumption of net nil migration implies that the net pitch requirement is driven by locally identifiable need.

New Household Formation

- 5.32 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.
- 5.33 Many studies of Gypsy and Traveller populations assume a net growth in the population of around 3% per annum, and this figure was used in the Greater London GTAA 2008. However, a 3% per annum growth rate will see household numbers double in 23.5 years and this figure has been widely used without any clear underlying evidence to support it.
- 5.34 In a study on behalf of the 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.
- 5.35 In October 2007 the Department of Communities and Local Government issued guidance for conducting Gypsy and Traveller Accommodation Assessments. 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.'
- 5.36 Therefore, the current guidance is clear that each individual assessment should use local evidence for future household formation rates. This position was confirmed by the Planning -Economy and Society section of Department Communities and Local Government who at a Westminster 'Gypsy & Traveller Briefing 2013: Planning Policy Progress & Delivery' on October 15th 2013 to 32 local authority participants stated:
- » '3% is not policy.'

- 5.37 This position was further reiterated in the debate in the House of Commons on February 4th 2014 when the planning minister, Brandon Lewis MP confirmed that guidance on this issue will be reconsidered.
- 5.38 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.
- 5.39 A population growth rate of 1.5% will not necessarily equate to a household growth rate of 1.5%. Instead household growth rates may be higher. For example, across the whole of England for the whole population, the Office for National Statistics, in their 2011 based population, highlight a natural change in the population of 0.5% per annum and an overall change of 0.83% per annum when the effects of migration are added. 2011 based household projections produced by Communities and Local Government show a projected rise in households on 0.95% per annum.
- 5.40 ORS believe that the 3% figure often used in Gypsy and Traveller Accommodation Assessments is demonstrably too high to be used as a fixed value for all studies and is not based upon any form of robust evidence. Instead we believe that a range of values should be considered in light of local evidence.
- 5.41 The household survey for LLDC found a number of children on pitches and there are likely to be further children among those households in bricks and mortar. From the 10 households (4 pitches, 5 concealed and 1 in bricks and mortar) for the next 15 years we have allowed for a net 5 further household formations. This is consistent with a formation rate of around 2.5% per annum and therefore this figure has been used within the analysis.

Overall Needs for London Legacy Development Corporation: Local Needs

5.42 The estimated extra residential pitch provision that is required over the next 15 years to address local needs in the LLDC area will be 10 more pitches. This assumes that the current 5 temporary pitches are granted permanent planning permission. This includes the existing concealed households, those in bricks and mortar and growth in household numbers due to household formation.

Figure 4

Extra Pitches which are required in London Legacy Development Corporation from 2014-2028

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty pitches	-	0	
Additional supply new sites	-	5	
Total Supply		0	
Current Need			
Current unauthorised developments or encampments	0		
Concealed households	5	-	
Net movement from bricks and mortar	1	-	
Total Current Need	6		
Future Needs			
Currently on sites with temporary planning permission	4	-	
Net migration	0	-	
New household formation	5	-	
Total Future Needs	9	-	
Total	15	5	10

Requirement by Time Periods

5.43 The evidence contained in this survey is that there is a requirement in the next 5 years for a total of 6 pitches to address the backlog of need for concealed households and those in bricks and mortar. Those households on a temporary permission will require 4 pitches, but granting permanent planning permission to the site will provide 5 pitches. Household growth is then projected to be 1 pitch over the next 5 years. Therefore the identified requirement in the period 2014-2018 is 6 pitches.

5.44 From 2019 onwards all future projected growth is for household formations. In the period 2019-2023 this is projected to be 2 pitches and for 2024-2028 this is projected to be 2 pitches.

Scenario Testing: Including Additional Needs from Bricks and Mortar in Hackney.

5.45 As noted earlier, there is an established high level of need for new pitches in the London Borough of Hackney. If LLDC were to take an additional 20% of Hackney's remaining site waiting list this would add a further 6 households to immediate need, plus another 3 to future household formations, creating a total need to 2028 of 19 pitches.

Figure 5

Extra Pitches which are required in London Legacy Development Corporation from 2014-2028, Including Need From Bricks and Mortar in Hackney

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty pitches	-	0	
Additional supply new sites	-	5	
Total Supply		0	
Current Need			
Current unauthorised developments or encampments	0		
Concealed households	5	-	
Net movement from bricks and mortar	7	-	
Total Current Need	12		
Future Needs			
Currently on sites with temporary planning permission	4	-	
Net migration	0	-	
New household formation	8	-	
Total Future Needs	12		
Total	24	5	19

Requirement by Time Periods

^{5.46} If this scenario is adopted there is a requirement in the next 5 years for a total of 12 pitches to address the backlog of need for concealed households and those in bricks and mortar. The households on temporary pitches and the granting of planning permission for permanent pitches will reduce this figure by 1 pitch. Household growth is then projected to be 2 pitches over the next 5 years. Therefore the identified requirement in the period 2014-2018 is 13 pitches.

^{5.47} From 2019 onwards all future projected growth is for household formations. In the period 2019-2023 this is projected to be 3 pitches and for 2024-2028 this is projected to be 3 pitches.

Scenario Testing: Including Additional Needs from Bricks and Mortar in Hackney and Relocating the Existing Site in Newham.

5.48 As also noted earlier, the London Borough of Newham site, located on the boundary of the LLDC, is subject to a promise made by the Mayor to re-assess the potential to re-locate within the LLDC after the Olympic and Paralympic Games. If this move was to be implemented, a further 15 pitches would be required for immediate use and a further 7 for future household formations, giving a total of 41 pitches to 2028.

Figure 6

Extra Pitches which are required in London Legacy Development Corporation from 2014-2028, Including Need From Bricks and Mortar in Hackney and Relocating the Existing Site in Newham

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty pitches	-	0	
Additional supply new sites	-	5	
Total Supply		0	
Current Need			
Current unauthorised developments or encampments	0		
Concealed households	5	-	
Net movement from bricks and mortar	7	-	
Total Current Need	12		
Future Needs			
Currently on sites with temporary planning permission	4	-	
Net migration	15	-	
New household formation	15	-	
Total Future Needs	34		
Total	46	5	41

Requirement by Time Periods

5.49 If this scenario is adopted there is a requirement in the next 5 years for a total of 27 pitches to address the backlog of need for concealed households and those in bricks and mortar plus the in-migrant households from Newham. The households on temporary pitches and the granting of planning permission for permanent pitches will reduce this figure by 1 pitch. Household growth is then projected to be 3 pitches over the next 5 years. Therefore the identified requirement in the period 2014-2018 is 30 pitches.

5.50 From 2019 onwards all future projected growth is for household formations. In the period 2019-2023 this is projected to be 5 pitches and for 2024-2028 this is projected to be 6 pitches.

Site Management

5.51 A key issue raised in the on-site survey is not just the provision of further pitches, but how sites are managed. The current site occupants do not wish to remain on the sites in their current format. If new sites are provided it may be possible to ensure that they become more like family sites where occupants are

content to live alongside each other rather than the current situation where they are treated more like social housing where any household in need is allocated to the first available pitch.

Transit/Emergency Stopping Site Provision

- 5.52 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.
- 5.53 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 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.
- 5.54 There are currently no operational transit sites or emergency stopping places in the LLDC area or anywhere else in London.
- 5.55 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 LLDC. Instead, all of the need is for permanent pitches.
- 5.56 LLDC, along with all other London planning authorities, 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

- 5.57 There is no current known Travelling Showpeople yard in LLDC. There is also no indication of any unmet needs and therefore, we have not identified need for additional plots for Travelling Showpeople as part of this assessment.

6. Conclusions

Introduction

6.01 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for London Legacy Development Corporation. It focuses upon the key issues of future site provision for Gypsies and Travellers and also Travelling Showpeople.

Gypsy and Traveller Future Residential Pitch Provision

6.02 Based upon the evidence presented in Chapter 5, the estimated extra residential pitch provision that is required for Gypsies and Travellers in London Legacy Development Corporation in the next 15 years in the London Legacy Development Corporation area is **10 pitches** to address local needs. The table below shows the requirements by 5 year time periods until 2028.

Figure 7

Extra Pitch Provision Require in London Legacy Development Corporation in 5 Year Periods to 2028

2013-2018	2018-2023	2023-2028	Total
6	2	2	10

6.03 We would note that there is an established high level of need for new pitches in the London Borough of Hackney. If LLDC were to take an additional 20% of Hackney's remaining site waiting list this would add a further 6 households to immediate need, plus another 3 to future household formations, creating a total need to 2028 of 19 pitches. The table below shows the requirements by 5 year time periods until 2028.

Figure 8

Extra Pitches which are required in London Legacy Development Corporation, Including Need From Bricks and Mortar in Hackney in 5 Year Periods to 2028

2013-2018	2018-2023	2023-2028	Total
13	3	3	19

6.04 We would also note that, the London Borough of Newham site, located on the boundary of the LLDC, is subject to a promise made by the Mayor to re-assess the potential to re-locate within the LLDC after the Olympic and Paralympic Games. If this move was to be implemented, a further 15 pitches would be required for immediate use and a further 7 for future household formations, giving a total of 41 pitches to 2028. The table below shows the requirements by 5 year time periods until 2028.

Figure 9

Extra Pitches which are required in London Legacy Development Corporation, Including Need From Bricks and Mortar in Hackney and Relocating the Existing Site in Newham in 5 Year Periods to 2028

2013-2018	2018-2023	2023-2028	Total
30	5	6	41

Travelling Showpeople Future Plot Provision

6.05 There is no current known Travelling Showpeople site in LLDC. There is also no indication of any unmet needs and therefore, we have not identified need for additional plots for Travelling Showpeople as part of this assessment.