

Objection to

## **The London Plan**

consultation draft replacement - October 2009  
and  
The Minor Alteration - March 2010

### **Policy 3.9 Gypsies and Travellers**

and paragraphs 1.25 and 1.28, and table 8.2

## **London Gypsy and Traveller Unit**

May 2010

### **London Gypsy and Traveller Unit**

6 Westgate Street  
London E8 3RN

[www.lgtu.org.uk](http://www.lgtu.org.uk)  
[info@lgtu.org.uk](mailto:info@lgtu.org.uk)

Tel 020 8533 2002  
Fax 020 8533 7110

## Notes

1. This objection replaces the previous one by LGTU of January 2010.
2. This version includes minor proofing corrections to the one submitted on 11<sup>th</sup> May.
3. Reference to "Policy 3.9" means the policy as altered in March 2010. The earlier draft policy will be referred to as "Policy 3.9 (Oct 09)"
4. The words 'Mayor' and 'GLA' are used interchangeably.
5. ➔ indicates a particular policy proposal or example of good practice in addition to those given in section 0.2 or appendix 3
6. This report does not consider the needs of travelling show-people or Roma. LGTU supports the objections made by the Show-people's Guild and others who argue for higher targets.

This report was compiled by Bernard Bourdillon MRTPI with the help of LGTU staff and Gypsies and Travellers.

---

**The London Gypsy and Traveller Unit** has been actively supporting Gypsies' and Travellers' involvement in the development of the London Plan through

- Building capacity for direct involvement through consultation meetings on both the replacement London plan and the 'Minor' Alteration. This is evidenced by the numbers of submissions from Gypsies and Travellers.
- Administering and maintaining the London Gypsy and Traveller Forum, a GLA supported stakeholder organisation attended by Gypsies and Travellers.

The Unit is both a community development organisation and a regional strategic organisation. It seeks to support Travellers and Gypsies living in London, to have greater control over their lives; to influence decisions affecting their lives; to improve their quality of life and opportunities available to them; and to challenge the discrimination they routinely experience. It uses this detailed local and regional experience to contribute to national consultation and debate, and has done so over the past 29 years.

LGTU has wide experience of accommodation issues. It was actively engaged in fighting roadside evictions, negotiating tolerated sites and campaigning for official sites in North and East London throughout the 'eighties and early 'nineties during which time eight new sites were built.

When the Criminal Justice Act of 1994 repealed the duty to provide sites and increased eviction powers, roadside families were forced into housing and many boroughs began to close sites. LGTU fought these closures. It also started an advice service for housed travellers to respond to the loss of extended family support for these often very young families; the difficulties of coping with bricks and mortar living; and the hardships of temporary accommodation.

Since 2004, LGTU has been actively supporting residents in the development of the four 'Olympic replacement' sites, and has worked for the provision of new sites under the Housing Act.

Throughout, the Unit has continued to work with young Gypsies and Travellers on sites and in housing.

This submission has been informed by our long term involvement with the Gypsy and Traveller community both on sites and with those in houses as well as the specific feedback at consultation meetings on the London Plan. In Appendix 1, we have included as evidence a record of the most recent consultation meeting with Travellers on the Minor Alteration.

## Index

0	Introduction	
1	Executive summary .....	1
2	Proposed amendments .....	3
3	The consultation process .....	5
1	Tone	
1	Recognising exclusion and inequality .....	7
2	Sites and housing targets.....	8
3	Closures, under-provision and eviction .....	9
4	A short note on sustainability .....	11
2	Implementation	
1	Inaction .....	12
2	Urgency.....	12
3	Guidance.....	13
4	Olympics and s106.....	14
3	The target	
1	Housed Gypsies and Travellers and the GTAA Guidance .....	15
2	Experience of other RSSs.....	17
3	A conservative estimate of population .....	17
4	Choosing to disregard the housed community .....	18
5	Housed families – the nature of the need .....	18
6	Housed families – the number in need .....	21
7	Equality and equity .....	23
8	Sites for inclusion .....	24
4	Land	
1	1½ hectares a year .....	26
2	Evidence .....	27
3	Density .....	28
5	Distribution of targets.....	30
6	The future	
1	Monitoring .....	31
2	Waiting lists .....	33
3	Wider needs .....	34
4	Migration .....	34

### Appendices:

1	Consultation meeting with Gypsies and Travellers .....	35
2	London's poor track record .....	38
3	Detailed amendments to policy 3.9 and supporting paragraphs .....	40
4	Policy 3.9 and supporting paragraphs .....	42
	line numbered for reference	
	References .....	45

## 0 Introduction

### 0.1 Executive summary

In brief, the current policy 3.9 will lead to more families moving back to the roadside and unauthorised sites, to an enduring inequality and to unmet needs for suitable accommodation.

The GLA does not make the case for its policy well. The Government itself objects to the misinterpretation of its own guidance to suggest a target below the full 800<sup>+</sup> pitches over 10 years that includes the needs of housed Gypsies and Travellers [GoL 2010]. Yet the GLA pays no heed, arguing opaquely about government Guidance. This puts us in a difficulty because we feel duty bound to go through some detailed discussion of why the arguments are poor although we suspect they may have little to do with the reasons for the late alteration.

Section 0.2 of this report (supplemented by appendix 3) gives proposals for **amendments to policy 3.9** and the supporting paragraphs 3.47-3.51. The rest of the report gives the arguments for these amendments.

#### **The consultation process [section 0.3 of the report]**

- The Mayor has abdicated his responsibility for a *strategic view* on pitch provision in the face of parochial opposition.
- The Minor Alteration was developed on the basis of closeted policy brokering  
→ The EiP should query the nature of these private discussions.
- The process makes a mockery of public participation and particularly the contributions of some 300 Gypsies and Travellers.

#### **The tone**

- Gypsies and Travellers are amongst the most excluded and disadvantaged ethnic minority groups in Britain. The Plan's denial, by complete omission, that a primary purpose of the policy is to overcome this disadvantage sets the tone for all that follows. **[section 1.1 of the report]**
- Along with this, the Plan places pitch provision in opposition to "wider ranging needs" again setting the tone for the policy's reinforcement of exclusion **[section 1.2]**. The plan proposes building 29% of the pitches needed while for housing this figure is 72.5%.
- It should recognise that there has been a relentless closure of pitches, under-provision and roadside evictions for many years which have forced Gypsies and Travellers into bricks and mortar housing – often temporary flatted accommodation **[1.3]**.
- Resources are needed to combat this backlog of under-provision. Gypsies and Travellers have been waiting a long time. This is not 'prioritising the needs of Gypsies and Travellers over those in conventional housing'. It is the direction of resources towards correcting a gross inequality; It is a 'balanced' response

and should be an integral part of a region's or borough's housing and planning strategy; it should be unexceptional **[throughout]**.

## **Implementation**

- London's recent activity has continued to be woeful: For example, London lost £2m of HCA 09-10 grant because there were no adequate bids from boroughs **[2.1]**. The top priority for the plan must be to give a sense of urgency **[2.2]** and supportive advice **[2.3-2.4]** to those charged with pitch development.

## **Implementation must not be delayed**

## **The target**

- The needs of housed Gypsies and Travellers are promoted in Government Guidance **[3.1]** and this is supported by the Government's own objections, and Inspectors' comments on other GTAA's **[3.2]**.
- The GTAA makes a conservative estimate of the population of housed Gypsies and Travellers **[3.3]** and the GLA wilfully misreads the guidance in order to disregard their needs **[3.4]**.

### **Policy 3.9 wrongly disregards all the needs of the housed community.**

- The GLA's distinction between the needs of families in housing and those on pitches is based on the false premise that they are, somehow, different sorts of people **[3.5]**. Families are likely to leave housing for the road once they know they are excluded from authorised sites. The detailed discussion of psychological aversion distracts from these points.
- The GTAA is a robust (if conservative) example of its kind and the best available evidence **[3.6]**. Other sources confirm that its findings are reasonable: LGTU's hands-on experience over 30 years and the research confirm the level of needs.
- The Policy and supporting documents abuse the terms equity **[3.7]** and exclusion **[3.8]** in arguing for reduced targets. There is flagrant double counting in calculations to lower the target.

## **Land**

- The land take of even the largest target is minute **[4.1]** and there is no evidence that it is not available **[4.2]**.
- There are areas of London where densities of 50 dph are within the preferred planning range **[4.3]**.

## **Implementation must not be delayed**



**The policy with the supporting paragraphs should**

- include passages that recognise
  - ~ the inequality and exclusion suffered by Gypsies and Travellers
  - ~ that pitch provision is a part of general housing policy
  - ~ the extent of closures, under-provision and eviction over the last 20 years
  - ~ the continuing low rate of pitch development
  - ~ the urgency of getting pitches built
- refer positively to the way in which the success of policy 3.9 will contribute to policy 3.1
- accept the GTANA assessed need for 808<sup>+</sup> new pitches 2007-2017, adopting it as the pan-London monitoring benchmark.
- make a significantly stronger and more visible statement of the Mayor's interest in implementation.
- encourage Boroughs to allocate land, overcoming constraints as necessary.
- offer guidance on developing and financing pitches.
- promote a consistent pan-London system for clarifying current authorised pitch provision (the policy base-line) and monitoring changes.

**In other parts of the Plan**

- Para 1.24 should specifically include Gypsies and Travellers.
- Para 1.28 should contain a statement on Gypsies and Travellers as suggested in this report
- Table 8.2 should include "Deliver 808 Gypsy and Traveller pitches" as an Action.

### 0.3 The consultation process

The story of the proposed London target, outlined below, is important because

1. No other RSS so thoroughly confuses the consideration of the regional target with negotiations of borough targets. In allowing this, the Mayor has not set Borough targets “in the light of the GTAA’s and a *strategic view* of needs across the region” [para 23 DCLG 2006 circular]. Rather, he has abdicated his responsibility for the strategic view in the face of parochial opposition.
2. The Minor Alteration was developed on the basis of closeted policy brokering. This makes any clear discussion of the planning arguments difficult. In the absence of other evidence, we must assume that the Explanatory Note to the Minor Alteration reflects the thrust of these private conversations. It is worrying that strategic policy can be made on such poor arguments.  
➔ The EiP should query the nature of these private discussions.
3. The process makes a mockery of the public participation and particularly the contributions of some 300 Gypsies and Travellers.

London’s Gypsy and Traveller Accommodation Needs Assessment (GTAA) [March 2008] gave evidence for an inclusive<sup>1</sup> target of circa 800<sup>2</sup> new pitches for 2007-2017. This survey was signed off by the Boroughs and no objection was made to the results. The draft Housing Strategy of November 2008 proposed the inclusive figure. This had Government support and there was no (public) objection. In March 2009 the GLA began three rounds of informal consultations on the distribution of this target between the Boroughs. The anonymised submissions to these consultations are now available in note form only. Private meetings were held with Boroughs and GoL, no minutes being available to other stakeholders. In the first round only the GTAA’s inclusive London target was considered and only three submissions appear to question it.

Alternative London targets of 538 (‘midpoint’) and 238 (‘minimum’) were put to the second round in July. The representations, some seizing on the opportunity afforded by this conflation of distribution and regional target discussions, appear evenly to cover the spectrum of views. It is here that the Mayor’s loss of a regional perspective took hold. There was a third round that tweaked the questions and raised no new issues.

The draft Replacement London Plan [Oct 2009] included the ‘midpoint’ target of 538. The numbers and leaning of the responses to the consultation on this draft (closing in January 2010) are given in the table below.

The Gypsy and Traveller community and community/support organisations contributed 33% of all the representations on the whole plan, supporting the inclusive figure. The 47 individual letters in support of the inclusive target were detailed and informative about the experiences and needs of the Gypsies and Travellers in London.

---

<sup>1</sup> Inclusive of the assessed needs for pitches of those in bricks and mortar housing.

<sup>2</sup> This changes throughout the period of policy development because of data corrections.



Responses to the Public Consultation draft plan policy 3.9	Views on inclusive target			Total
	For	Against	middling unclear	
<b>Non-governmental responses</b>				
Individuals: Letters	47	26	2	65
Individuals: Cards	249			249
Community Groups + other	15	2	1	17
Total	311	28	3	342
<b>Governmental responses</b>				
GoL	1			1
London Councils			1	1
subregions		2	2	4
<b>Boroughs:</b> re London target	2(?)	6	3	11
re Borough target only		7		7
Show-people/transit only, unclear			3	3
no comment made			12	12
Total	3(?)	15	21	39

In March 2010 the GLA issued a 'Minor Alteration' reducing the London target to 238. This objection is to the Plan as amended by the Minor Alteration.

The Alteration was accompanied by an Explanatory Note. This gets off to a bad start by describing the division of responses on the pre-alteration draft as being between "government and gypsy and traveller community" and "boroughs and residents". [GLA 2010A para 2] From this we deduce that the Mayor thinks that Gypsies and Travellers are not residents. Innuendos such as this throughout the note and policy itself broadcast a clear but sorry political message of Gypsies and Travellers as "the other".

The Note [para 3] goes on to say that there was a significant number of submissions by boroughs "and other agencies" arguing for reduced targets. There was an insignificant number from "other agencies": Only 2 were not from (groups of) boroughs.

Then "In addition, the Mayor has received more specific expressions of concern from Boroughs and others" causing the Mayor to change his mind through the Minor Alteration. This lobbying, it appears, was done behind the scenes of the public consultation exercise and need never be made public. We are at a disadvantage without access to these representations which prompted the Mayor's volte-face.

Finally Para 4 of the Note claims that the 'polarisation of views' caused the Mayor to reconsider. This is dissembling: Given the one-sided outcome only the views for a lower target can have been important to the Mayor.

We have not had access to the unpublished interim report of the West London Alliance study on housed Gypsies and Travellers which is referred to in a number of Boroughs' submissions. Similarly, Bexley's claimed GTAA is yet to be published.

## 1 Tone

Richardson [2007] emphasises the necessity of

“Setting a positive context for debate – addressing negative public and local media perceptions of Gypsies and Travellers which could undermine decision-making on future site provision.”

The Mayor and the London Plan have a crucial role in setting the tone of the debate in London. The present policy fails, singularly, to fulfil this role. The policy should

- Acknowledge the exclusion and inequality experienced by London’s Gypsies and Travellers and, for example, relate Policy 3.9 to the Mayor’s Policy 3.1 on *Ensuring equal life chances for all*.
- Move from a characterisation of the Gypsy and Traveller communities as ‘the other’ to their inclusion in overall housing policy, deserving of resources.
- Recognise the trend of site closures, under-provision and eviction that has contributed to this need.

### 1.1 Recognising exclusion and inequality

*“Being forced to live in a way we don’t want to, and to suffer the racism that we have suffered is having a very bad effect on our community because people are mixed up, confused and scattered, but we are trying our best to hold on to our culture.”*

There is a substantial body of research literature [for example, see Cemlyn et al 2009 and CRE 2006] that gives evidence of the prejudice and poverty that continues to confront Gypsy and Traveller communities:

- **"Discrimination** against Gypsies and Travellers appears to be the last 'respectable' form of racism." [Phillips T 2004]
- As to **accommodation**: there are too few authorised sites, road side camps are constantly moved on, access to social housing is difficult, private renting housing is temporary and poor quality.
- Participation in secondary **education** is extremely low: discrimination and abusive behaviour are frequently cited as reasons for children leaving education early.
- They have significantly poorer **health** than other minorities. Reported health problems are between two and five times more prevalent than the general population.
- **Policy** initiatives and political systems that are designed to promote inclusion and equality frequently exclude Gypsies and Travellers. This includes political structures and community development.

Circular 1/2006 [ODPM 2006 para 12a] makes it clear that pitch targets are to be included in RSSs to build “inclusive communities where gypsies and travellers have fair access to suitable accommodation, education, health and welfare provision.”

The omission of this from the Draft London Plan is so complete as to amount to denial. It thereby sets a negative context making sensible debate less likely and undermining site provision. Tellingly, it turns a blind eye<sup>3</sup> to the strong connection with Policy 3.1 *Ensuring equal life chances for all*:

---

<sup>3</sup> except as an excuse to lower the target. See 3.8 below.

“Meeting the needs and expanding opportunities for all Londoners – and, where appropriate, the needs of particular groups and communities – is key to tackling the huge issues of inequality across London”

- The argument of this section proposes a substantial rewriting of the supporting paragraphs for Policy 3.9. An example of better practice is the North West RSS which states,

“There is an **urgent need** to address the shortage of accommodation suitable for Gypsies & Travellers. This **shortage** creates additional problems for the Gypsy & Traveller community in terms of **access to health, education, employment and other opportunities**. It can also create tensions over the use of pitches without planning permission. .... The overarching aim is to ensure that members of the Gypsy & Traveller communities have **equal access to decent and appropriate accommodation** options akin to each and every other member of society.”

- The argument also suggests an associated strengthening of Ch1 “Persistent problems of poverty and disadvantage” para 1.24: the last sentence should specifically include Gypsies and Travellers.

## 1.2 Sites and housing targets

Paragraph 3.48 of the Plan calls for Gypsy and Traveller provision to be reduced in order to meet the “overall housing requirements” and the “wider ranging need”. This clearly places the needs of those London residents who are Gypsies and Travellers in opposition to those who aren’t, seeing Gypsies and Travellers outside overall housing requirements. This lays the foundations for false arguments that resources devoted to pitch provision are “inequitable” or “lack balance”.

An example is Islington’s objection to Policy 3.9 (Oct 09) that to build 5, instead of 3, pitches over ten years is to “prioritise gypsy and traveller sites over conventional housing”.

- Both the East of England and North West RSS make some attempt to see Gypsy and Traveller pitches properly as a part of housing provision, rather than detracting from it:

“To contribute to housing provision in *[the region]* as a whole, provision will be made for at least *[target]* net additional residential pitches for Gypsy and Traveller Caravans over the period 2006 to 2011.”

“The provision of permanent Gypsy and Traveller pitches contributes towards meeting local housing targets and pitches provided by local authorities or registered social landlords to affordable housing targets. [para 5.12 GoEast 2009]”

### 1.3 Closures, under-provision and eviction

Looking at the history of pitch closure and under-provision as well as the eviction of unauthorised camps serves two very useful purposes:

1. It gives a context to the submissions from Gypsies and Travellers themselves. For many families, a critical moment in their past has been the forced move into housing from an overcrowded pitch or unauthorised camp.
  2. It gives an independent check to the GTAA figures for the needs of housed families for pitches. This is taken further in section 3.6 below.
- ➔ Again, a confirming statement is needed in Ch1 “Persistent problems of poverty and disadvantage”: Para 1.28 should include a sentence to the effect that:
- “In the case of London’s Gypsies and Travellers there has been a significant reduction in authorised sites, impacting on the deprivation and exclusion they experience. The population is small, but is recognised as among the most excluded communities in the Capital; and London should be ready to confront the lack of authorised sites.”

#### **Authorised pitches**

There has been a significant reduction in authorised pitches through site closure in London, leaving many of London’s Gypsies and Travellers homeless. The London Gypsy and Traveller Forum [2004] and LGTU have recorded<sup>4</sup> a net closure of 77 public pitches<sup>5</sup> for 1997-2007

-18	Enfield	Montague Rd	2000
-15	Harrow	Watling Farm Close,	1999
-12	Haringey	Wood Green Common	2004
-11	Lewisham	Thurston Rd	2006
-10	Hillingdon	Colne Park	1998
-8	Hackney	Rendlesham Road	97-04
-5	Bexley	Powerscroft	2002
-4	Bark & Dag	Eastbrookend	2003
-3	Camden	Dalby St	2005
-2	Newham	Clays Lane	2003
+3	<i>Hounslow</i>	<i>Hartlands</i>	<i>2004</i>
+8	<i>Brent</i>	<i>Lynton Close</i>	<i>1999</i>

Site closures follow a familiar pattern: poor or no site management and maintenance; failure to allocate vacant pitches; closure without providing an alternative site and usually without consultation with the remaining residents. Sometimes money is offered to get rid of those who hang on. LGTU has been directly involved in supporting residents resisting the closure of Haringey and Enfield sites and can verify the arbitrary nature of these processes which took no account of need.

---

<sup>4</sup> checked against Caravan Count, table 2 and supplemented by discussions with boroughs.

<sup>5</sup> This excludes the replacement of the 35 pitches lost to the Olympic site, where LGTU supported the Gypsies and Travellers. In Newham, there was a net loss of 2 pitches before 2007, matched by a net gain of 2 afterwards.

The poor data that is available indicates that the small number of private authorised sites has not changed [appendix 2].

In the longer term, the caravan counts suggest that overall progress in London has been very poor compared with the country as a whole:

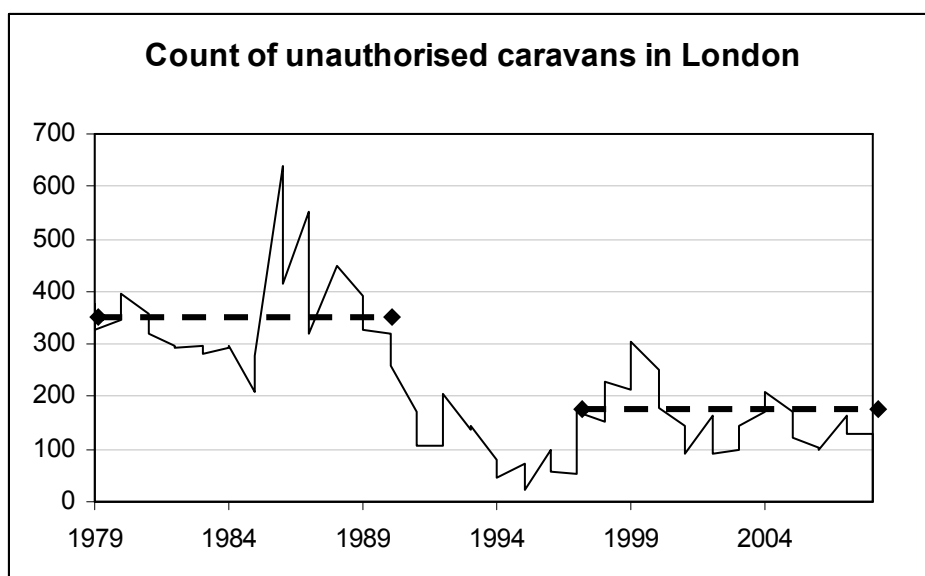
Caravans on authorised pitches <sup>6</sup> (1979=100)		
year	London	England
1979	100	100
1998	156	248
2009	<b>135</b>	<b>315</b>

This loss of authorised dwelling stock compares with other types over the last 10 years [ONS 2008 tables 6.1-2] as follows:

Authorised Gypsy and Traveller Pitches	-14%
Social housing [bricks and mortar]:	-5%
Owner Occupied housing:	+11%
Private rented:	+13%

### ***Unauthorised pitches***

The caravan count indicates that the number of caravans on unauthorised camps<sup>7</sup> in London has halved from some 350 before 1990 to about 175 since 1997. Including these in the figures above further reduces the historical options open to Gypsies and Travellers.



---

<sup>6</sup> All figures from Count 1 except London 2009 which uses the changes from 1998 in Count 1 for private sites and Count 2 for social.

<sup>7</sup> The count of caravans on these camps is very inaccurate because of the speed of eviction or the failure of the borough to record.

This reduction is the result of increasingly harsh laws on eviction and an end of many local toleration policies. When evicted these Gypsies and Travellers face harassment that is too often unlawful. A high proportion of the families will end up, unwillingly, in privately rented housing since they do not qualify for the waiting list.

### *Eviction*

The Public order Act 1986 criminalised trespass giving police the powers to move families on with a few hours notice and without going to court. The Criminal Justice Act 1994 gave similar powers to Local Authorities, allowing officers to institute summary evictions.

“I was living on a unauthorised camps at that time and then new law came out around 1994 we were getting moved every 24 hours by the police. The police impounded our caravans 3 or 4 different times and in the end I was homeless and I had to find somewhere to live because I had 4 young children at the time. I would have never gone into a house only for that.”[O’Neill K 2010]

These powers were modified by government guidance supported by case law, requiring authorities to assess medical and social need. However, most boroughs continued to evict with 24-48 hours notice regardless, often with a protocol between the authority and police to this effect. Life could be made worse when the authority subcontracted evictions to a firm that pursued the families out of the borough. If LGTU were able to intervene and advise Travellers, stopping time could be extended for months. If Travellers were willing to use solicitors and judicial review it might be extended further. But many were relentlessly moved on, probably to end up unwillingly in bricks and mortar housing.

### *Toleration policies*

In the early ‘80s there were stopping places with few services which were tolerated by some boroughs such as Camden, Haringey, Hackney and Southwark. Stopping time could extend for months or years and enabled families to access education, health, and welfare services. Some were serviced by rubbish collection, standpipe taps and portaloos. There was usually some informal management and an appointed officer to administer the policy. Hackney had such sites up to 4 years ago, brokered by LGTU.

Although drastically reduced by the early ‘90s, unauthorised sites still exist. Some Travellers are passing through regularly as part of a ‘circuit’ and known to the Borough services. Others are seeking a place on a residential site.

## **1.4 A note on sustainability**

A look at the use of the word “sustainable” by the GLA throughout its justification for Policy 3.9 uncovers it being used to mean “implement-able”, “owned by the boroughs”, “equal in outcomes”, “owned by the boroughs” (again), “cheap”, something like “equal in success against targets”, “equality of inputs” and “apple pie”.

As such it serves no real purpose. If a policy is made worse (for example, less equitable or less appropriate to a targeted, disadvantaged group) in order for the Boroughs to agree to implement it then there has been a trade-off between quality/pertinence and feasibility. It is appropriate to ask whether so much needed

to be lost in order to achieve implementation; whether the balance is right. To call one result 'sustainable' and the other 'unsustainable' obscures these reasonable questions. The word loses its relevance as soon as there are difficult decisions. Nigel Taylor [2003] argues convincingly that widening the coverage of the word from the "environmental" renders it meaningless and unhelpful.

## 2 Implementation

### 2.1 Inaction

*Waiting for these pitches to actually start being built is going to seem like forever"*

All too often, Boroughs are delaying preparation for implementation and delivery.

"I really believe that this is not the way forward as down through the years it has always come to the stage when we are going forward that something like this happens. It has been always seemed that the problem has been passed on from one government to the next" [Mahoney M 2010]

There was a net gain of 5 pitches during 2007-09<sup>8</sup>, and approximately £4m HCA funding was allocated to refurbish sites in 12 boroughs. However there were only planning approvals for 3 pitches in the 08/09 [see appendix 2] and no successful bids for London's £2m HCA grant allocation in 09/10. The rate of build continues to be very slow.

Lewisham's replacement site for 5 closed pitches has been approved and funded but has sunk without trace; A private site in Bromley with permission for 25 pitches is standing empty and undeveloped. [see appendix 2]

The one glimmer of hope is that the Mayor recognises "London's poor track record in increasing pitch and plot provision" [GLA 2010a para 28]. However, while he implies that, in general, he wants his policies to improve on poor outcomes like these, Policy 3.9 only makes one weak reference to an interest in implementation, buried at the end of an unrelated supporting paragraph (3.51). A significantly stronger and more visible statement must be given to show the Mayor's interest in implementation.

### 2.2 Urgency

*"If the Mayor wants Boroughs to build sites he has to be very strict and make sure they actually do it. This is important and the Councils have to start now as we've been homeless for a long time."*

The Government consistently advises that boroughs should act quickly where there is clear and immediate need [ODPM 2006 para 43]<sup>9</sup>. The priority for the London Plan system must be to give Boroughs a sense of this urgency in developing practical policies for early pitch provision. The plan fails to do this.

---

<sup>8</sup> Note that the figure of 41 net new pitches in London 2006/8 in Brown and Niner [2009] is based entirely on poor data. For example, Harrow claimed to have a one off tally of 54 authorised caravans in 2008 when, over 01-09 the next highest was 3.

<sup>9</sup> In London, as in other major cities, this unmet need is clear in the numbers of Gypsies and Travellers moving, most often unwillingly, into housing because there are not enough pitches.

The first recommendation of the DCLG's Independent Task Group on Site Provision and Enforcement for Gypsies and Travellers [DCLG 2007c] was

"All local planning authorities where there is demonstrable need for site provision – including those in regions where a Regional Spatial Strategy has not yet allocated pitch numbers to each local planning authority – should give serious consideration to proceeding with a Development Plan Document now." (*underlining in original*)

The Housing and Communities Agency has reinforced this guidance:

"Some local authorities are waiting for the Regional Spatial Strategy pitch allocations before considering making more site provision – in many cases this is several years away. Where there is clear, unmet need .. local authorities should identify land .. and, where appropriate, apply for .. Grant to address those needs as soon as possible." [HCA 2009]

A 2011 date for London Plan approved will be 4 years into the 2007-17 target period. Any local pitch planning that starts only then is unlikely to see pitches on the ground before 2015<sup>10</sup>. Given this, it is imperative that the London Plan advocates an immediate start to implementing pitch provision.

→ Particular advice the Mayor should give includes:

- Where there is land allocated with planning permission, this should be developed immediately, eg Church Grove, Lewisham and Chalk Pit, Bromley.
- Plans should be put in place for pitch development on the Olympic Legacy site immediately after the games in 2012.

## 2.3 Guidance

Apparent problems of pitch development should call up mayoral enterprise to overcome the barriers rather than a reflex call to slash targets.

→ The supporting paragraphs should clearly describe the way in which the Mayor will encourage and facilitate implementation, drawing attention to such possibilities as:

- The Mayor taking a lead in ensuring that London's quota of HCA grants is fully taken up for new pitches.
- Building on HCA encouragement of innovative low cost solutions.
- Disseminating good practice such as Croydon's development in full consultation with site residents showing exceptional value for money; and Mendip DC's use of Community Land Trusts in the development of pitches.
- Studies to identify land for further sites should be brought forward, and planning for development begun as land is identified.
- LGTU strongly believes in Borough targets, but would commend Borough partnerships for development where it speeds the delivery of pitches.
- Boroughs working together to share information and experience, for example in best practice procurement and value-for-money.
- Work towards identifying or creating RSLs willing to develop sites.

---

<sup>10</sup> The Church Grove site, Lewisham was on track to take 4 years from land search to occupation before it was put on hold.



The South East RSS, for example, goes part way in recognising that there are problems of implementation that need to be overcome:

“This is both a significant step forward and a delivery challenge, although the total requirement is modest at around 20 pitches or 0.5 hectares per local planning authority (0.5% of the land-take for housing). At current costs and funding levels Gypsy and Traveller Site Grant is unlikely to enable more than a third of the residential pitches required. Regional partners, councils and the GTTS community will need to **work together to ensure effective delivery**.”

## 2.4 Olympic Legacy and s106

*‘We are happy to live near houses, that stands to reason in London’*

The Olympic Legacy site and the Thames Gateway regeneration schemes will provide a substantial proportion of London’s new housing. Given the Government guidance on the suitability of residential land for Gypsy and Traveller sites, these initiatives should be promoted as a part of resolving the need for pitches.

➔ The London Plan should advocate the inclusion of pitches in major residential schemes, particularly within the Olympic Legacy site, and remind boroughs that Gypsy and Travellers sites should count as social housing provision in relation to s106 agreements.

### **Olympic Legacy site**

*“if more sites were built alongside new housing developments then all the neighbours would know each other and we would all get in together.”*

The provision of Gypsy and Traveller sites in residential areas is made significantly easier when they are planned and developed before or alongside the surrounding housing and properly designed within the overall scheme. The automatic consideration of Gypsy and Traveller accommodation for inclusion in large developments is an example of good practice in mainstreaming. Gypsies and Travellers themselves favour this.<sup>11</sup>

There is a large scale social housing programme included in the Draft Olympic Legacy Master Plan Framework, so the Legacy site will host exactly the kind of large scale developments on a blank canvass that allow the sustainable and inclusive development of Gypsy and Traveller sites to be mainstream from the start. Pitches here are especially appropriate in that 35 were moved to make way for the development of the Olympics.

The phasing of these major schemes gives the opportunity for temporary Gypsy and Traveller sites on idle land. LGTU supports this as long as these sites are built to acceptable standards and are integral to a long term strategy.

---

<sup>11</sup> For example, discussion at the London Gypsy and Traveller Forum (22/1/09).

### **s106 agreements**

DCLG [2008a para 3.7] advises: “As one way of helping to address shortages of site provision local authorities and registered social landlords can consider the feasibility and scope for providing a site for Gypsies and Travellers within their negotiations to provide affordable housing as part of significant new build developments.”

## **3 The target**

It is here that the GLA argument becomes opaque. As stated above it is odd that the GLA argues that the inclusive target is based on a misinterpretation of government policy when the government itself objects to both the plan and the alteration, saying that its own guidance leads to the inclusive target for new pitches in London. Again, much of the argument of the GLA seems to neglect the intention of guidance it refers to.

The GLA appears to argue with the following statements

1. Housed Gypsies and Travellers and pitches are in the guidance
2. The experience of other RSSs confirms this
3. Enumeration is robust
4. Accounting for need is not discretionary
5. Identification of need in the GTAA is sufficiently robust for now
6. The quantification of need is also sufficiently robust
7. “Equity” should be given its normal meaning and used in line with guidance
8. Gypsies and Travellers are more excluded in housing than on pitches

### **3.1 Housed Gypsies and Travellers and the GTAA guidance**

The GLA argues that

“Having considered the matter in light of comments received it appears to the Mayor that the London GTAA is not effectively aligned or proportionate with government’s written guidance in the weighting it has accorded to bricks and mortar need ....” [GLA (2010) para 10, page 9].

To show this to be untrue, one need go no further than the Government’s objections to the plan and the *Gypsy and Traveller Accommodation Needs Assessments – Guidance* [DCLG 2007a]. This is supported by the spirit of the DCLG guidance on preparing RSS reviews [2007b].

The Government’s objection to the misuse of its own guidelines says:

“We have consistently stated that the 771<sup>12</sup> figure for pitches is that which would address the full level of need 2007-17, reflecting the intention of ODPM Circular 01/2006, paragraph 12 (e), including both need arising from sites and from gypsies and travellers in bricks and mortar accommodation.”

Paragraphs 15, 26, 30, 31, 63, 64, 69, 76, 96, of the *Gypsy and Traveller Accommodation Needs Assessments – Guidance* and its annex all raise the issue of housed families’ needs.

---

<sup>12</sup> This is an early figure, later corrected by GLA to 800<sup>+</sup> in the light of better data suggested by LGTU

Paragraph 26, in a general discussion of housed Gypsies and Travellers states “For example, Gypsies and Travellers, and their children and other relatives, in bricks and mortar housing may form part of the source from which future site need and aspiration may arise, and it will be essential to understand this.”

Paragraph 31 argues that “The accommodation needs of Gypsy and Traveller communities may differ from the rest of the population because of:

...

- the preference for caravan-dwelling;
- movement between housing and caravans;”

Paragraph 96 gives an illustrative calculation of overall need that includes a figure for “households ..... in housing but with a need for site accommodation”.

Turning to assessment of need, the Annex gives the clearest guidance:

“As a guide .... the suggested subject areas listed below are indicated as “key issues” (in the context of identifying need) or “additional issues” (suggested follow up issues or those helping to increase awareness of longer term or supplementary accommodation demand)..... for Gypsies and Travellers currently residing in bricks and mortar housing:

#### **Key issues**

General household information as for sections 1 and 2 above, suggested list of topics set out in the guidance for Strategic Housing Market Assessments, plus the following additional question areas –

~ Do you live in a house by choice or only in the absence of suitable site accommodation?

#### **Additional issues**

~ If site accommodation was available in another area would you be happy to move there, or must it be in the near vicinity?

~ What do you like about living in a house, and this house in particular?

~ What do you not like about living in a house and/or this house?

~ Have you suffered harassment from your neighbours or other members of the settled community.”

The spirit of paragraph 15 is that, *first*, it is repeating that ‘need resulting from unsuitable housing’, embodied in the guidance for Strategic Housing Market Assessments, will be appropriate to Gypsies and Travellers. *Secondly* it adds the gloss that their accommodation requirements might be distinctive: For example, “‘unsuitable’ in this context can include unsuitability by virtue of proven psychological aversion to bricks and mortar accommodation.”

Other paragraphs refer to more detailed aspect of research method:

Paragraph 63 describes why secondary data on housed Gypsies and Travellers will be poor though “more than half of the .... Communities are thought to be residing in bricks and mortar accommodation”. Paragraph 64 points out that the Caravan Count will be a crude proxy because, inter alia, “it will not establish the need for pitches among those housed in bricks and mortar ....” Paragraph 69 considers how to overcome this difficulty. In terms of survey technique, paragraph 81 suggests a timing to suit housed families, and paragraph 87 suggests some ways in which questions will need to be designed for them.

The main points to arise from this are:

- Housed families and their needs are embedded in the guidance and are given the same weight as any other part of the community. These needs will include pitches.
- The Minor Alteration is flying in the face of government guidance by disregarding the needs of the housed community
- Psychological aversion to housing is not the only, or even the most important, indicator of a housed family's need for a pitch.

### 3.2 Experience of other RSSs

This is reinforced in the Inspectors' reports of RRS reviews. In the partial review of the East of England RSS they recommend that

"The next round of GTAA's should give more emphasis to investigating the preferences of Gypsies and Travellers living in bricks and mortar to return to living on caravan sites....." [p12 GoEast 2008]

And, for the South West RSS, they say

"One particular area that clearly requires further work is the question of the number of Gypsies and Travellers who may wish to transfer from housing. We accept that it may be difficult to establish this accurately but consider that it should be possible to establish a far better estimate of this, particularly if the local Gypsy and Traveller communities are fully engaged in the process. [para 8.6 GoSW 2008]

### 3.3 A conservative estimate of population

The GLA argues, in defence of disregarding housed families' needs, that

"It is recognised that the GTAA is a sophisticated and ambitious study which acknowledges that collation of reliable data to estimate authoritatively the total gypsy and traveller population, especially that living in bricks and mortar accommodation, was problematic (paras 3.1 – 3.13)". [para 11 pp9-10]

This argument is weak: While it is generally recognised that enumeration for this first round of GTAA's was not easy, the London GTAA is clearly robust when compared with others.

Further, all the evidence is that an *under*-enumeration is likely. The GTAA's final statement in the paragraphs referred to by the GLA is "We would therefore expect that the estimate of 13,500 (17,000)<sup>13</sup> Gypsies and Travellers living in London is a conservative figure".

➔ It is essential that the next GTAA starts from a re-enumeration of the population and does not simply build on the existing assessment.

---

<sup>13</sup> This italicised figure is inserted here by LGTU because the GTAA report contains two errors in para 3.12: It excludes the population of Bexley (circa 1,000 on its own figures), and extracts the wrong figure from table 3.6.

LGTU's and partners' experience points to two particular examples of under-enumeration:

- The GTAA gives only 10 housed Gypsy and Traveller<sup>14</sup> families in the Enfield. Yet the LGTU has 11 Gypsy and Traveller families from Enfield attending for housing advice and certain knowledge of another 20. At least half of these families have grown-up children, raising the population of housed families in the Borough to some 50 or more. There is clearly a significant under-enumeration.
- The GTAA suggests that there are 1,000 housed Gypsy and Traveller families in the borough. The Bromley Gypsy Traveller Project, which has been supporting housed Gypsies and Travellers in the borough for many years, believes that this figure is out of date and should be in the region of 1,500, lifting the London target by some 5%.

### 3.4 Choosing to disregard the housed community

This section is only about grammar.

The GLA states

“Government guidance appears to make only one reference to ‘proven psychological aversion’ and that is by way of discretionary and not obligatory wording when identifying factors that can be taken into account in assessing need arising from households living in ‘bricks and mortar’ dwellings: *“whose existing accommodation is overcrowded or unsuitable (‘unsuitable’ in this context can include unsuitability by virtue of proven psychological aversion to bricks and mortar accommodation)*”

On reading the context for this sentence, it becomes clear that the GLA is simply, almost wilfully, misreading the meaning of the word ‘can’. Here it means ‘possibly will’: “A badly handled can can cut you”, “the weather can be warm in October”.

It is not sensible to suggest that government guidance gives the planning system discretion over whether someone is suffering from an aversion or not.

### 3.5 Housed families – the nature of the need

*“I can’t stand living in a house its like being in a prison, it tears us apart. Your neighbours don’t want you there and we don’t want to be there”*

As shown above, the Alteration fails to comply with the Guidance because it does not consider the needs of the housed community for site accommodation **at all**. This is important and the argument could rest there.

But the real needs of housed travellers are more important. Gypsies and Travellers who are forced into housing by overcrowded sites or evictions do not suddenly lose that need to a pitch which remains with their friends and family still in caravans.

The needs of housed Gypsies and Travellers are well documented and researched. The LGTU, through the advice and support that it has offered since 1998, can confirm the alienation and deprivation that is suffered by many housed Gypsies and

---

<sup>14</sup> Plus 15 Roma families.

Travellers. Cemlyn et al [2009 pp20-26] give a telling description of the problems experienced by housed Gypsies and Travellers.

The Mayor received 47 individual letters on Policy 3.9 (Oct 09) from Gypsies and Travellers detailing their needs and aspirations and giving clear evidence of an unanswered need for pitches.

LGTU is hearing more from Gypsies and Travellers about going back onto the road. Moving onto an unauthorised camp is a difficult option for a family due to harassment and eviction. However more will take this route out of an untenable housing situation when there is no option of an authorised site. This should come as no surprise to the reader of *Site Provision and Enforcement* [DCLG 2007c].

## **Aversion**

This section now turns to a more technical discussion of how need was interpreted in the GTAA and how the GLA has responded to that interpretation in formulating Policy 3.9.

The concentration on 'psychological aversion' in the GLA's argument distracts the eye from the clear guidance that the needs of housed Gypsies and Travellers should be taken into account, however those needs are assessed. The discussion of the exact import of proven psychological aversion is misplaced. Nonetheless we look a little further into the GLA's dismissal of the needs of housed Gypsies and Travellers.

The broad intention of government guidance is clear and indicates the following:

*First*, psychological aversion to housing is not the only, or even the most important, indicator of a housed family's need for a pitch. The GTAA might just as well have used the term 'unsuitable housing' or the Key Question of the guidance's annex ("Do you live in a house by choice or only in the absence of suitable site accommodation?") as to fix on the term psychological aversion. And there are other possibilities: The Guidance clearly states that the GTAA is a supplement to the Strategic Housing Market Assessment which includes issues such as aspirations, overcrowding and harassment. Preferably a GTAA would use a range of approaches.

*Secondly* it doesn't matter, for example, to many stakeholders if it is 'psychological' or 'cultural'. The GTAA [paras 11.3-11.5] slides between 'psychological' and 'cultural'. The Government also uses both without distinction: The GTAA Guidance talks of *psychological* aversion while the Homelessness Guidance [2006 para16.38] states "Some Gypsies and Travellers may have a *cultural* aversion to the prospect of 'bricks and mortar' accommodation. In such cases, the authority should seek to provide an alternative solution (to bricks and mortar housing)." [DCLG 2006]

This indicates that the government is less interested in imposing a particular, detailed view of need than in sharing ideas about indicators of need.<sup>15</sup>

*Thirdly*, 'proven' cannot mean very much since it is clear that the Guidance on GTAA's is not demanding any extraordinary survey methodology. It says, for example, that it is to be read in the context of The Guidance on Needs Assessments for Housing which nowhere asks for need to be "proven" or anything similar. It does no more than steer the assessment towards the most robust data [DCLG 2007d p43].

---

<sup>15</sup> Again – the word 'can' should be read in this way.

Thus the government cannot be requiring that psychological aversion is proven in the sense that the survey should replicate the deliberations of a court or “bear authoritatively as a medical proxy” [GLA 2010 p12]. To ask this would be to betray an elementary misunderstanding of the nature and purpose of survey techniques for policy development.

### **Survey method**

It is still appropriate to consider whether the questions asked in the survey are likely to give a reasonable estimate of the number of housed families who are in need of pitches. Briefly, our argument here is that the GTAA’s figure, based on its idea of psychological aversion, is likely to underestimate these needs for pitches. But it is an adequate starting point.

Para 12 of the Alteration says “. . . the limitations of a survey based approach means that even when supplemented by modelling, production of output which is sufficiently robust for public resource allocation purposes is problematic.”

This is unjustified. The GTAA is as robust as the surveys that support a range of other policy areas and public resource allocations. Many will have a sample base that is a much smaller proportion of the target population than the GTAA. There are heroic assumptions in Housing Assessments that are accepted in guiding targets for tens of thousands of houses. Questions about the aspirations and aversion felt by young families and their parents around joint living are an important ingredient in household formation forecasts. These assumptions are challengeable but are used to set targets nonetheless – **the targets are not simply set to zero** as has been done for London’s Gypsies and Travellers.

The CLG Guidance [2007a] advocates a survey approach and makes clear that it expects this to be the source of various indications of need in the ‘model’

The questions asking about aversion are described in paragraphs 11.6-11.7 of the GTAA report [Fordhams 2008]. These are followed by a description of the sieving process used to limit need to a tight definition of aversion. In our view the questions are reasonable and the sieving is harsh, leaving the survey robust in comparison with others. Some details of the method are given below:

Households considered to need a pitch must:

State a negative psychological effect of living in bricks and mortar accommodation

AND State they are dissatisfied or very dissatisfied with their current home

Households **not** considered to need a pitch:

State they only live in a house due to a lack of available pitches AND

do not additionally mention negative psychological effects

OR are in **overcrowded** or **unsuitable** bricks and mortar accommodation

OR state they would ideally like to live on a site

OR are satisfied, very satisfied, or are neither satisfied nor dissatisfied with their home

The following paragraph indicates the lengths the consultants went to in order to be conservative in this regard.

“12.24 It is worth stating that a further 762 families were identified as having a psychological aversion to housing but did not say they were dissatisfied with their current accommodation. Given that ‘proven’ psychological aversion implies a high level of confidence that the aversion is detrimental to their living standards, these participants were not therefore counted as having a need for a pitch.”

As describes in the previous section, LGTU believes this reads too much into the word proven and thus leads to a significant under-estimate of need. The report goes on to acknowledge

12.25 ..... A lack of suitable alternative accommodation may be one reason why many participants did not say they were dissatisfied with their current home yet elsewhere demonstrated a psychological aversion to living in a house.” [Fordham 2008]

### **3.6 Housed families – the number in need**

On the first round of consultation, the Mayor received more ‘pro-pitch’ cards than all of his currently proposed 10 year target. The very number of detailed individual letters (47) gave strong support for expecting the assessment of need to be significantly greater than 240 pitches.

In the previous section we said that the survey method appears robust. This section explains further why LGTU believes that 500<sup>+</sup> is a reasonable, if conservative, estimate of the pitch needs of London’s housed community, at least for this first round of target setting.<sup>16</sup> We do this by cross checking with a different method from that used in the GTAA – looking at the history of moves into housing. As stated in section 1.2, the forced move into housing from an overcrowded pitch or untolerated camp is a critical moment in the history of many families. It is still the basis of their clearly expressed needs.

85% of London’s Gypsy and Traveller community is now in housing. With the history of pitch closures, the lack of new pitches and eviction from unauthorised camps, one should not be surprised by this figure. Given what being a Gypsy and Traveller means, neither is it unexpected that some 70% of the need for new pitches is found among the housed community. One indicator of need will be the numbers of families forced off pitches in the last few years. The examples of authorised and unauthorised pitches are taken here.

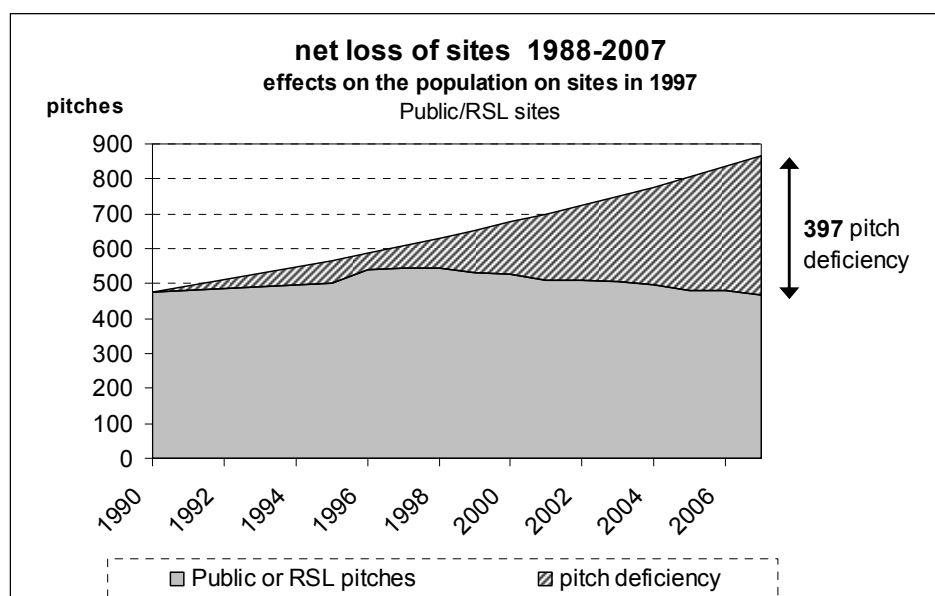
In relation to those from authorised pitches, the housing advice service at LGTU describes a set of circumstances of many of its clients: A young family is forced to leave a permanent site by overcrowding and the family is placed in temporary, accommodation by the local authority. The family continues to spend most of the day on the old site for all sorts of reasons that might include psychological, cultural, support needs, aversion to bricks and mortar or harassment by the housed community. There can be no doubt that such a household needs a pitch.

---

<sup>16</sup> LGTU takes a pragmatic approach here in leaving to the section on ‘The Future’ a listing of the ways that the 500 figure is probably a significant under-estimate.

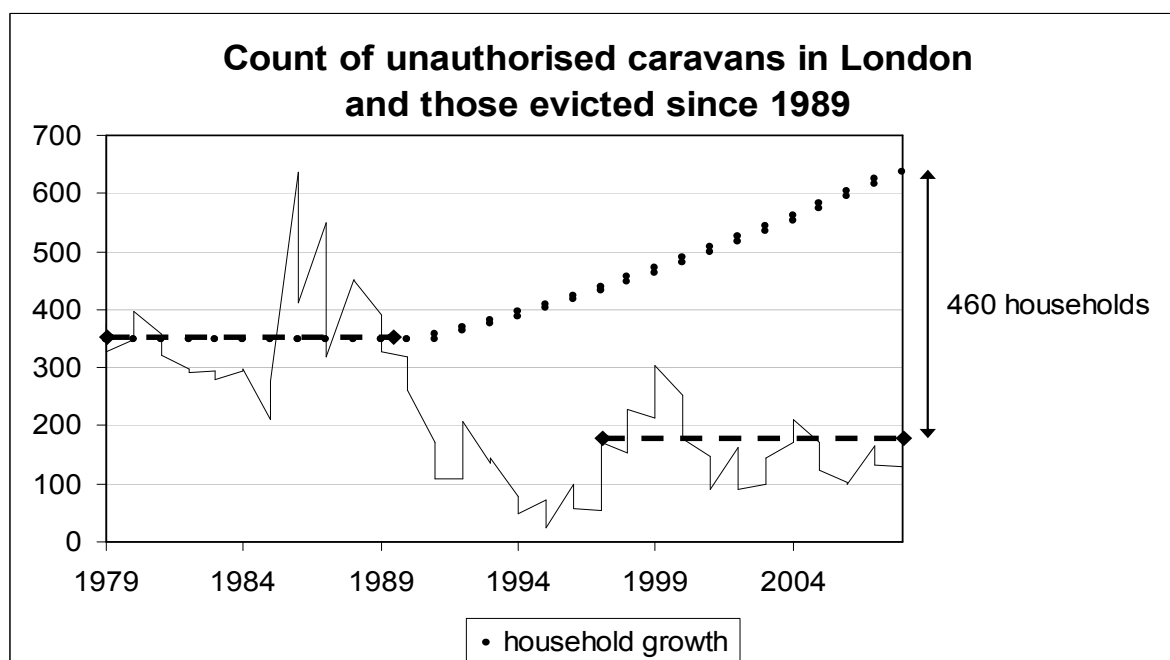


Taking this together with authorised pitch numbers over the last twenty years:



With family growth, it is possible to estimate that up to 400 current households have been forced off London's authorised sites in this time.

Turning to families from unauthorised camps, many of the housed Gypsies and Travellers that LGTU helps were evicted from roadside camps so persistently and harshly that, in the early 90's they moved into housing. A broad indication of the effects of this is shown in the graph below – there are likely to be 460 current households<sup>17</sup> who have left the roadside in London over the last 20 years. Many of these will have gone into housing in London.



<sup>17</sup> LGTU experience suggests that there is generally one caravan per 'household' on the road. There is likely to be only one driver per household.

These two groups, then, form a pool of 850 households who have unwillingly ended up in housing due to eviction from unauthorised camps and the closure and under-provision of pitches in London over the last 20 years<sup>18</sup>. This fits reasonably as one part of the GTAA's assessment that some 500 housed families now need pitches. LGTU is hearing the increasingly loud message from Gypsies and Travellers that they might as well go back on the road. Policy 3.9 means that the time spent in housing waiting for a pitch has been wasted.

### **3.7 Equality and equity**

The GLA explanatory paper takes the word "equity" from section 4.3 of the DCLG guidance [2007] and misuses it to the detriment of pitch provision.

In the Guidance "equity" is used to refer to three considerations, all concerned with the distribution of new pitches between boroughs or districts, not with the setting of the regional total.

1. Gypsies and Travellers looking for authorised site accommodation currently have severely constrained choices. .... There are local authority areas in England with no site provision, public or private, for Gypsies and Travellers.
2. Councils that have already made site provision are entitled to expect that, in this shared responsibility, every authority – should make a contribution to future site provision.
3. Provision should try to cater for the 'diverse needs and aspirations' by including a range of different types of accommodation: large sites and small sites, owner-occupied sites and rented sites, remote sites and urban sites.

In the GLA explanatory document, the word equity is used to refer once to this distribution of pitches (misreporting the locational preferences of Gypsies and Travellers as if they are a significant constraint). But the GLA also uses the term frequently and inappropriately in relation to the regional target as a reason to

- Reduce the target to 72.5% to be equitable with the "social housing target". This reduction reflects "constrained public resources"
- Reduce the target because the lower density is inequitable given "the acute needs of Londoners as a whole".
- Reduce the targets because sites exclude travellers from society and so reduce equity.
- This is all repeated including the unashamed double application of the 72.5% figure.

The construction of this attack on the original pitch target is bizarre and has nothing to do with government guidance.

- The double counting of the 72.5% factor is flagrant.
- The devotion of resources to the needs of this most deprived group who have suffered years of under-funding is repeatedly characterised as inequitable.
- The acute needs of those Londoners who are Gypsies and Travellers are denied.

---

<sup>18</sup> 20 years has been chosen because it is, roughly, a generation.

- ➔ This argument is repeated in paragraph 3.48 of the policy itself. This should be deleted.
- ➔ The Equalities Impact Assessment, by taking the existing state of under-provision as its benchmark rather than the needs as assessed by the GTAA, completely misrepresents the inequity of policy 3.9. This should be corrected.

### 3.8 Sites for inclusion

The GLA argues [2010 Social Exclusion p7] in support of a lower target, that

“by placing so much weight on making provision for those it characterises as having ‘proven psychological aversion’ to living in bricks and mortar, use of the GTANA tends to reinforce social exclusion rather than the more inclusive social outcomes which the Mayor proposes in seeking equal life chances for all (DRLP Policy 3.1).”<sup>19</sup>

If this means anything it can only be that the GLA is arguing that a housed family that needs a pitch will be more excluded by moving to one than by remaining in the house.

Many years of experience at the LGTU shows this to be untrue. Travellers are too often excluded and hidden from the wider society when they are in houses. There is nothing inclusive about hiding one’s identity.

When they are forced into private rented temporary accommodation they usually cannot declare who they are: they know of too many who have been given notice because they are Travellers. On council estates the story is similar. Too often, families hide and their children don’t mix with other children for fear of harassment.

Living on sites with the support of their community and extended family they can relate to the wider community with openness and confidence. On many well established sites in London the residents of sites have been well integrated with local people for generations:

- Parkway site in Newham site where children have ‘settled’ friends, go to their houses, and families are as friendly as anyone else in London. They also work with local people.
- On Eleanor Street site in Tower Hamlets we “involve ourselves with things that are happening in our local community. We use our local community centre, our children attend local youth clubs, we are actively involved in our local parish and we have regular residents meetings and meet with the police safer neighbourhoods team and our local councillors. We use all the local services such as schools, doctors, hospitals and community facilities. I myself have been a school governor. We have been involved with local events such as celebrating Gypsy Traveller Roma History month and other events in our parish. We have done this for the last 26 years since the site was opened and we will continue to do so. In fact I find it offensive that you suggest that we don’t integrate when we feel we are very much apart of our local community. We class ourselves as Londoners and residents of Tower Hamlets just like everyone else.” [Mahoney M. 2010]

---

<sup>19</sup> It is sad to see the only cross-reference to Policy 3.1 being used in this negative way.

- On Abbey Close in Hackney: “When our new site was being built in 2003 we had to move off for a while, while work was being done. When we came back when it was finished all our friends from the surrounding community come out in force to welcome us back. We had the school opposite put ‘welcome Home’ banners up and all our housed neighbours had banners up too. We had a massive celebration of the opening of the site when Councillor Jessica Crowe opened our site. .... The chair of the local tenants association spoke at our site opening and he said that in the beginning that things were difficult but now here he was giving a speech and saying how proud he was to have the site as part of their community and how lovely it all was and how lovely it looked.”  
[Maughan K 2010]
- The traveller resident on a small tolerated site in Camden held the keys of a neighbour’s house to feed cats and water plants when they were away.
- A Hackney long-term tolerated site had agreement to use the toilets of an adjacent Chinese Laundry. The pub held a farewell wake for them when they were evicted.

## 4 Land

Next in the GLA's arguments for reducing the pitch target is the claim of a land shortage [Plan para 3.48, explanatory note paras 5 and 15].

LGTU disputes that there is evidence to support this, especially given the small amount of land involved. Any decision to conduct a proper land search must not be allowed to delay the immediate development of pitches.<sup>20</sup>

Even if there were an apparent land shortage, it is sad to see the Mayor doing no more than slash the target when he should apply SHLAA Practice Guidance to Gypsy and Traveller sites as well as to housing:

“Stage 7d: Overcoming constraints

Where constraints have been identified, the Assessment should consider what action would be needed to remove them. Actions might include the need for investment in new infrastructure, dealing with fragmented land ownership, environmental improvement, or a need to amend planning policy which is currently constraining housing development.” [para 42 DCLG 2007e]

### 4.1 1½ hectares a year

The land required for pitches is very small. On the figures given in the London Plan, the following land allocations for dwellings (bricks and mortar, and pitches) can be calculated:

Land use	Annual land take (ha)	% of land take
33,400 dw pa (see policy 3.3)	239.0	99.3+%
808 pitches per 10 years	1.6	0.7%
538 pitches per 10 years	1.1	0.5%
238 pitches per 10 years	0.5	0.2%

LGTU disputes that the GLA or the Boroughs have sufficient data from land studies and searches to indicate that 1½ ha/annum, or about *seven parts per thousand* of available residential land, cannot be found for Gypsy and Traveller sites.

---

<sup>20</sup> The behaviour of Lewisham is instructive in this regard – see appendix 2

## 4.2 Evidence

Guidance is that

“Claims of shortage of land, while there is land available for other residential development, should not rule an LPA out so far as site provision is concerned if other criteria for site development can be met” [DCLG 2007b p48], and

“Any land considered, on general planning grounds, to be suitable for residential use should also be considered suitable for development as a Gypsy and Traveller site since sites are a form of residential development.” [DCLG 2007b p47],

While claims are made of a shortage of land by the Boroughs and by the GLA on their behalf, no evidence is offered. Indeed there is some clear avoidance: in the London Housing Capacity Study 2009, the identification of land for Gypsy and Traveller sites was suggested, but excluded on the basis of comments by Boroughs [GLA 2008c]. The comments and follow-up to the consultation on this aspect of the methodology were:

Respondent	Comment	GLA Comment	Follow-up
London Met University	Definition of site suitability required and will need to meet different targets recognising suboptimal densities.	Noted	
London Forum	Good opportunity to assess scope for providing accommodation.	Noted	
Shelter	Welcome identification of sites. GLA should encourage boroughs to identify such sites.	Noted	
LDA	Welcome - working to assist funding of sites and site information would be beneficial.	Noted	
LB Sutton	GT Sites best identified at borough level	Response noted and agreed.	<b>Remove from methodology</b>
LB Hillingdon	Should not be progressed until policy direction agreed with Mayor.	Response noted and agreed.	<b>Remove from Methodology</b>
LB Greenwich	Identifying GT sites outside SHLAA methodology, add significantly to time taken for study and additional requirements. Should be part of stand alone study	Response noted and agreed.	<b>Remove from methodology</b>
SE London Hsg Part <sup>21</sup>	Should not include G&T in methodology.	Response noted and agreed.	<b>Remove from methodology</b>

<sup>21</sup> This Partnership is led by the Boroughs of Bexley, Bromley, Greenwich, Lewisham and Southwark.

Of the Borough responses to the autumn consultation, six (including an alliance) mention a lack of land capacity. Only one refers to evidence such as a land availability study and that response regrets that such a study has not been done:

Bromley	Land ... being pushed to the limit in SHLAA negotiations
Ealing	"lack of suitable sites"
Hammersmith	"takes no account of the availability of suitable sites"
Islington	"disappointed that suggestion for a pan-London site availability study is not being brought forward" land: "difficult to prioritise ... sites over conventional housing" high land values
Tower Hamlets	"compromises ... ability to meet other ... targets"
Westminster	capacity
West London Alliance	because of the lack of suitable land for additional sites and concerns around local opposition. The draft Plan itself acknowledges that finding space for such low density provision is problematic in built up inner city areas. Whilst it is accepted that there is a genuine need for more pitches, the practical difficulties of finding additional space for new sites, means that the WLA boroughs oppose the higher target and urge the GLA to set targets in line with the minimum need set out in the GTAA.

- ➔ The Mayor should withdraw the argument that there is evidence of a land shortage which is sufficient to cut the strategic pitch target.
- ➔ He should undertake to help and support boroughs in overcoming land supply constraints that are identified.
- ➔ He should encourage Boroughs to move forward on those sites that have already been identified (such as Bromley's Chalk Pit site)

### 4.3 Density

The Plan also uses site density as a justification to lower the target:

"balance<sup>22</sup> which has to be struck between the special requirements of a group which requires provision at a density equivalent to an average of 50 dph when the average density to meet wider housing requirements is some 129 dph." [para 3.48]

The figure of 129 dph is a London average. In relation to Policy 3.9 there is no reference in the Plan to Policy 3.4 and table 3.2 which allow densities as low as 35 dph in areas with low Public Transport Accessibility Levels. The explanatory note [p8] says that these areas are "inappropriate locations for gypsy and traveller provision in terms of government guidance to provide access to facilities". Luckily DCLG Guidance [2007b p53] saw this one coming and says "Very strict insistence on close access to services can lead to sites being refused as inappropriate

---

<sup>22</sup> LGTU strongly disputes that the Plan shows a sense of balance in policy 3.9 where there is a dramatic cut in planned provision for 'the most excluded group'.

developments in existing settlements, so rather greater flexibility than normal may be required; Gypsies and Travellers are often prepared to travel a few miles to schools and shops if other requirements are met by a site location.”

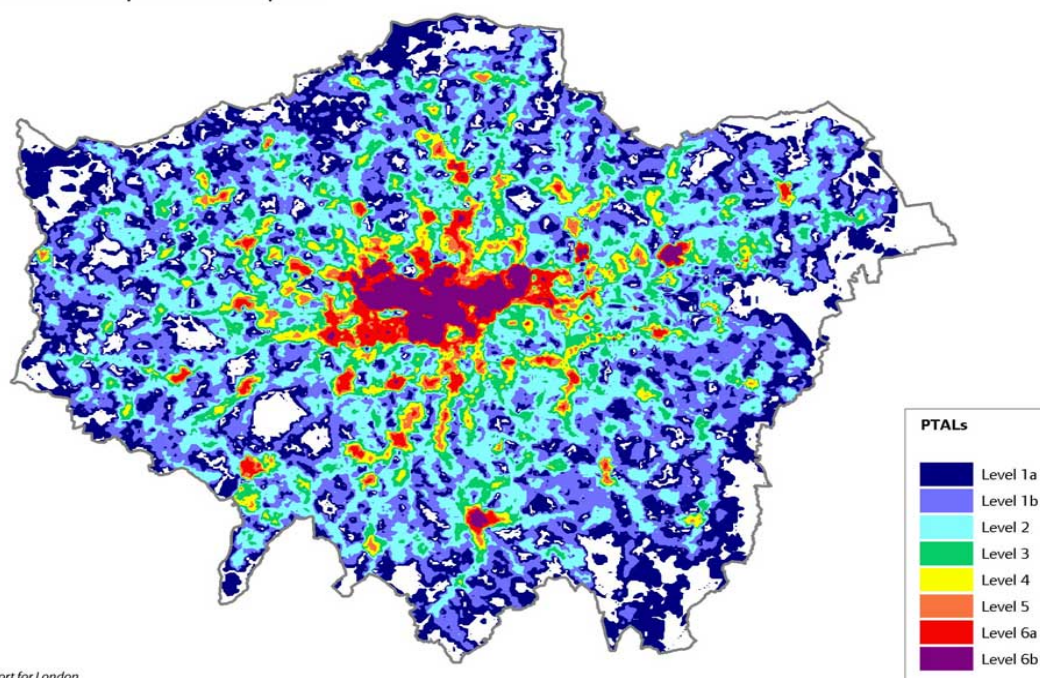
These low density areas are particularly suitable for the contribution that Gypsy and Traveller sites can make to the priority of policies 3.8 and 3.12 for family housing.

The table below gives the areas where developments at 50dph or less are in the preferred density range.

	Public Transport Accessibility Level (PTAL)		
	0 to 1	2 to 3	4 to 6
<b>Suburban</b>	<b>150–200 hr/ha</b>	<b>150–250 hr/ha</b>	<b>200–350 hr/ha</b>
3.8–4.6 hr/unit	35–55 u/ha	35–65 u/ha	45–90 u/ha
3.1–3.7 hr/unit	40–65 u/ha	40–80 u/ha	55–115 u/ha
2.7–3.0 hr/unit	50–75 u/ha	50–95 u/ha	70–130 u/ha
<b>Urban</b>			
3.8–4.6 hr/unit	35–65 u/ha	45–120 u/ha	45–185 u/ha
3.1–3.7 hr/unit	40–80 u/ha	55–145 u/ha	55–225 u/ha
2.7–3.0 hr/unit	50–95 u/ha	70–170 u/ha	70–260 u/ha
<b>Central</b>			
3.8–4.6 hr/unit	35–80 u/ha	65–170 u/ha	140–290 u/ha
3.1–3.7 hr/unit	40–100 u/ha	80–210 u/ha	175–355 u/ha
2.7–3.0 hr/unit	50–110 u/hr	100–240 u/ha	215–405 u/ha

The map below gives the areas with the various PTAL scores.

Access to public transport



source Transport for London

© Crown copyright. All rights reserved. Greater London Authority 100032379 (2008)

Diagram: GLA, The London Plan - consolidated with alterations since 2004 (2008)  
[www.london.gov.uk/thelondonplan](http://www.london.gov.uk/thelondonplan)



## 5 Distribution of targets

Again, it is important that prolonging the debate on the distribution of pitches does not delay the provision of some pitches. The Gypsy and Traveller community is flexible on specific locations and boroughs.

### **‘when’ is more important than ‘where’**

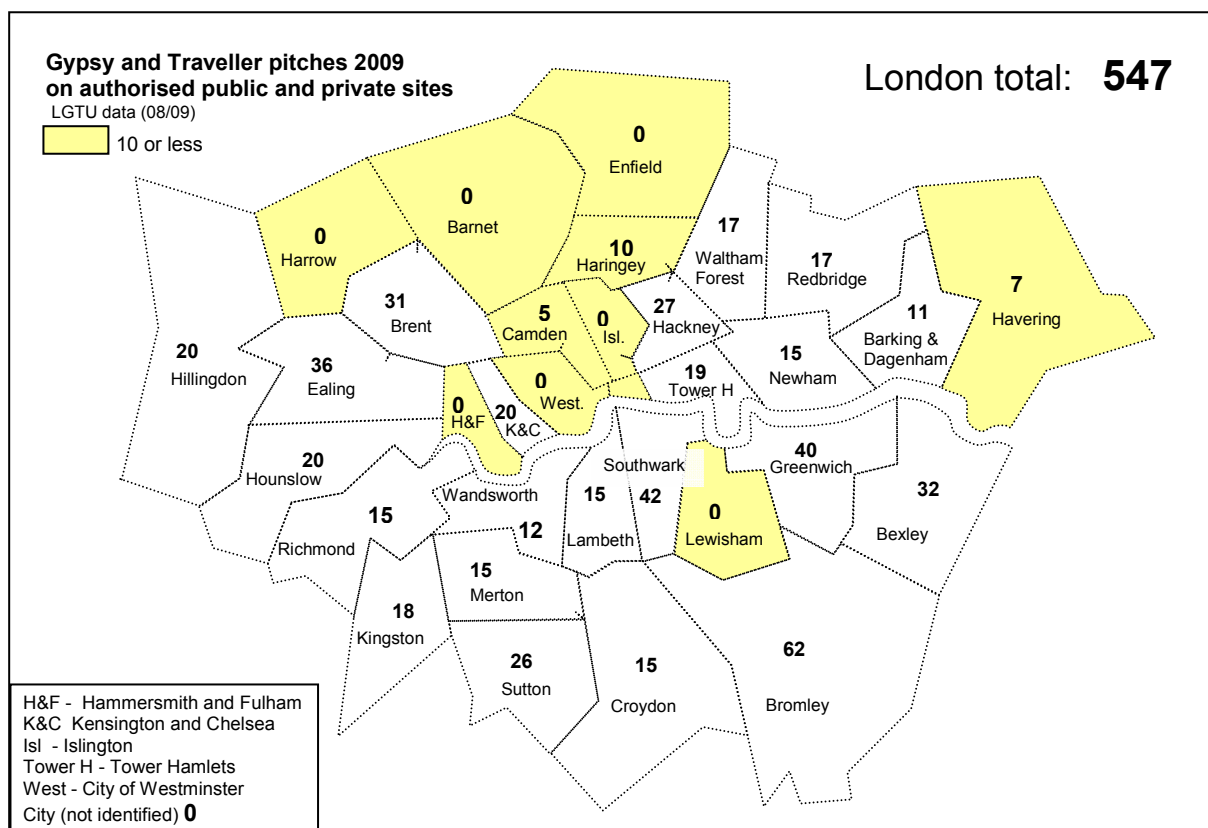
While bearing this in mind, LGTU proposes that future distributions should take account of the following criteria, broadly in order of priority:

#### ***Reinstating closures***

Time and again, the powerful message comes across of the harm done to individual families through site closure and by the resulting loss of long standing communities. Enfield, Harrow, Haringey and Lewisham have seen the largest closures over the last 10 years. These boroughs should be required to make good the loss of pitches.

#### ***Boroughs with no provision***

The map below shows the 08/09 distribution of authorised pitches over London. This shows that, in addition to those recently reduced to zero through closure, Barnet, Islington, Westminster and the City have had no provision for many years. It is LGTU’s experience that boroughs with poor current provision are often those with few services for Travellers and so little knowledge of their own population. So they are likely to suffer from under-enumeration in the GTAA. These boroughs should be required to provide some standard number. Taking account of this non-provision is a correct use of the guidance [DCLG 2007b] on ‘equity’.



### ***A standard minimum per borough.***

These first two criteria should be combined in the requirement that each borough provide a certain number of pitches (existing + new) before the remainder of the target is distributed. LGTU acknowledges that some particular Boroughs (the City, for example) might have justifiable planning difficulties in this but it believes strongly that, rather than reducing the target, partnerships for provision should be encouraged. Land ownership in other boroughs is, for example, nothing new to the Corporation.

### ***Density***

The distribution of new pitches above this standard minimum should be weighted by the area of developable land, regardless of proposed use, with a preferred density range that includes 50dph within each borough.

This is more important than housing targets, which have also been suggested as a weighting. Too often the two conflict with high housing targets being achieved through high densities.

## **6 The future**

### **6.1 Monitoring**

LGTU is pleased that the policy itself mentions monitoring and that it is linked to policy review in para 3.49, although the sentence is opaque:

“Performance against this benchmark<sup>23</sup> will be monitored against achievement of borough targets ... to test the effectiveness of the GTAA in identifying need and to inform a review of policy”

Given the difficulty of monitoring in this policy area, the supporting paragraphs should say more. There should be a call for a consistent pan-London system for clarifying current authorised pitch provision (the policy base-line) and monitoring changes.

Allocating targets in a strategy as contested as Gypsy and Traveller accommodation is only useful with robust monitoring. It seems likely that existing data sources will be inadequate. Our main concerns are:

- The widespread reliance on Caravan Count Table 1 when there is significantly better data available
- non-reporting of voids as sites are run down
- under-occupation of pitches
- sites being given planning permission but not being developed
- expiry of temporary (fixed term or lifetime) permissions
- continuing confusion between caravans (in planning permissions and appeals) and pitches (in plan targets)
- the widespread use of personalised/nominated permissions

Figures for the number of pitches, even existing authorised ones, are notoriously unreliable [Brown & Niner 2009 p62]. Temporary permissions are a particular concern.

---

<sup>23</sup> previously in the paragraph the target is referred to as ‘the benchmark’.

Nearly all private sites in London operate on temporary and personalised permissions. The CLG Planning Applications Statistics, which now report separately on Gypsy and Traveller sites, do not give the duration of the permission, nor do they differentiate between refurbishment and new build. Again, keeping track of the pitches that are being lost through closure, refurbishment or poor management requires perseverance. HCA grant statistics have recently begun to differentiate between refurbishment and new build and are a useful starting point in tracking down activity in the social sector.

The new Core Output Indicator H4 *Net additional Gypsy and Travellers pitches* will help, but it looks to the caravan count and the GTAA for its data [DCLG 2008b]. The Caravan Count is flawed [ODPM 2003]; the GTAA is not annual and its base data on authorised pitches contains some errors; and they currently disagree significantly in the case of 5 boroughs, which are likely to have some private sites.

- ➔ The GLA has joint responsibility with the boroughs for this new indicator and should use this role to work for consistent and good practice.
- ➔ To support this, table 8.2 of the Plan should include “Deliver 808 Gypsy and Traveller pitches” as an Action

A particular example of the difficulty of monitoring is given by the new statistics on planning approvals for pitches for the year ended 31<sup>st</sup> March 2009. These appear to give good news:

Major applications (10 or more pitches)	Kingston and Southwark
Minor applications (less than 10 pitches)	Lewisham

But, in reality, these permissions will lead to only 3 new pitches (or maybe minus 4)

- Kingston (net gain of 3): a reconfiguration of the Swallow Park site with 3 extra pitches (15 to 18) and some refurbishment. This is coded as a major application because it affects a total of 18 pitches.
- Southwark: (no net gain): refurbishment of Burnhill Close site, with no change in pitch numbers from 6. This is a miscoding – it should be a minor application.
- Lewisham: (net gain = 0 or -4) development of Church Grove site with 5 new pitches. But this scheme has now been put on ice pending *another* borough survey of suitable sites, the fourth [NLP 2007] in recent years. Indeed, since this development was designed as a necessary replacement for a site needed for regeneration<sup>24</sup> whose last four pitches were being closed just as the approval was granted, it can be claimed that this permission was instrumental in a net loss of 4 pitches.

---

<sup>24</sup> The GLA report [Oct 2007] on the regeneration states: “*alternative appropriate provision for the travellers is a prerequisite for redevelopment of the main Lewisham Gateway site..... Mechanisms to enable appropriate alternative provision are therefore in place.*”

## 6.2 Waiting lists

*“We have trouble with our local council trying to get our name on the list for pitches. They don’t have a list so we can never get a way in so they don’t know about us”*

→ The plan should advocate properly managed and advertised waiting lists for pitches as a crucial part of the GTAA methodology.

At present Gypsies and Travellers cannot register their needs in many boroughs nor is it clear if they can register on waiting lists of more than one borough. The differences between the boroughs’ schemes are a real barrier to effective access and measurement of need. In some Boroughs, it appears that the waiting lists that do exist are only made known to existing caravan dwellers with little or no attempt at informing housed Gypsies and Travellers. Enquiries from Gypsies and Travellers often bring silence or incomprehension, even in boroughs that have a waiting list. In some Boroughs the processes are informal. A survey conducted by LGTU indicates the following:<sup>25</sup>:

Number of boroughs	Allocations scheme status JULY 2009
<b>8</b>	<b>No Waiting List</b> <i>No public site:</i> Barnet; City; Enfield; Harrow; Havering; Islington; Lewisham; Westminster; <i>With site:</i> <b>6</b> Camden; Haringey; Hounslow; Waltham Forest; Wandsworth; Bexley ; Newham <b>1</b> Plus: K and C who own Westway site – but is managed by H and F Homes
<b>3</b>	<b>Waiting list managed by site residents: No clear procedures or access.</b> Croydon; Lambeth; Redbridge;
<b>4</b>	<b>Waiting List managed by council: Allocations agreed by site residents.</b> Bromley; Ealing; H and F (hold waiting list for Westway site owned by K and C); Greenwich
<b>5</b>	<b>Waiting list managed by council: No clear allocation procedures.</b> Barking and Dagenham; Brent; Kingston; Richmond; Southwark
<b>5</b>	<b>Waiting list managed by council: Formal process.</b> Hackney; Hillingdon; Merton; Sutton; Tower Hamlets

→ These waiting lists need to be promoted actively to housed Gypsies and Travellers.

It makes good sense for waiting lists to be dual purpose, informing pitch allocations as well as needs assessment. In this they can draw on good practice described by the CRE [2006:pp107-9, 118] and the DCLG [ODPM 2002].

<sup>25</sup> Telephone and email survey conducted in March 2009:

### 6.3 Wider needs

The London GTAA excludes important categories of officially recognised need. In stringently relating need only to its own interpretation of aversion it has taken a narrowly selective view of government guidance. The next Assessment should widen its perspective and also consider:

- the questions suggested by the DCLG [2007a] guidance on GTAA's:

Do you live in a house by choice or only in the absence of suitable site accommodation?  
~ If site accommodation was available in another area would you be happy to move there, or must it be in the near vicinity?  
~ What do you like about living in a house, and this house in particular?  
~ What do you not like about living in a house and/or this house?  
~ Have you suffered harassment from your neighbours or other members of the settled community."

- The realistic aspirations of Gypsies and Travellers [DCLG 2007b]
- Guidance on the Strategic Housing Market Assessment. The GTAA guidance says it supplements the housing guidance and should be read in conjunction with it.[para, 6 DCLG 2007a] Categories of need included in the guidance are:
  - Families in overcrowded housing [GTAA table 12.13] This category is specifically included in DCLG guidance [2007a para 15]. Some will aspire to pitches.
  - Families experiencing harassment from others living in the vicinity which cannot be resolved except through a move.
  - Households willing to develop their own pitches, buy pitches or rent them in the open market. The GTAA data indicates 16% of London's pitches are private at present. If this mix continues there will be need for further new pitches during 2007-2017

### 6.4 Migration

The GTAA assumes that, of the families needing pitches, some will leave London for pitches elsewhere. Fordhams [2008 pp98-156] give the following figures:

	2007-17	2007-12	2012-17
Gypsies and Travellers	120	89	31
Travelling Show-people	60	32	28

The GTAA assumes that all Gypsies and Travellers in need of pitches who say they wish to leave London will be able to, adding hopefully "This does assume that suitable accommodation is available outside London" [Fordham 2008 para 12.11].

The assumption is incompatible with neighbouring regions, who are not proposing pitches or yards for Londoners. The pitch target in the Plan for the East of England, one of the likely destinations, assumes that there will be no net migration. [GoEast 2008 para 2.29]. The same assumption appears to have been made, by default, in the South East. There are no sites for Londoners to go to.

## **Appendix 1 Consultation meeting with Gypsies and Travellers**

LGTU organised a consultation meeting on 29<sup>th</sup> April 2010 for Gypsies and Travellers on the Minor Alteration to the replacement London plan. We invited Travellers who had written to the Mayor in response to the first consultation (between Oct 2009 and Jan 2010) as well as others who may be interested.

Below is a record of the comments made by the Gypsies and Travellers at the consultation. The comments have been presented under the following headings.

### **1. Boris says that once Travellers move into houses they don't need pitches**

- This doesn't make sense because we are all the same people
- There is one rule for Travellers on sites and other for those in houses
- If we had known this would happen we would never have gone into houses
- This new rule will make Travellers stop going into houses and those in houses will move out and will go onto the side of the road (unauthorised camps)
- We will move back onto camps so we are seen to be living in caravans so we can have the same rights. If this causes problems for the councils they can blame Boris
- We don't want to put pressure on the councils – the answer is more sites

### **2. Boris has not listened to us**

- Boris has ignored what we have said about how living in houses affects our health.
- 280 cards and letters were sent. Even if half were sent from housed Travellers this is only the tip of the real numbers
- In every family there are another 50 known who have not written

### **3. Not enough sites will mean**

- More Travellers will move onto camps
- Families will face constant eviction
- Children will miss out on their education
- Young Travellers growing up on sites will be forced into houses
- Conflict in the Gypsy and Traveller community because there aren't enough pitches
- Our choices are taken away from us
- The needs of more and more families will not be met.

### **4. We are not in houses by choice**

- We can't live on the side of the road anymore
- No sites have been built in the past 15 years
- Designation in the past meant Travellers had to keep moving on or go into houses
- We do not choose houses we are forced into houses

- Some Travellers have 'housed' addresses for doctors and schools etc but in fact they are doubling up on pitches in overcrowded conditions. Many councils allow this to happen on sites because they don't want to deal with it.

#### **5. Being in a house affects our health**

- Our health doesn't suffer on sites in the same way
- I am only in my flat at night. In the day I am down the site with my family. My children cry when they leave the site.
- I get depressed in the house. There are only 4 walls to look at .
- There is no one friendly to talk to or nearby to help.
- We are very isolated in the house. It is lonely- like a prison
- On a site there is always someone to turn to

#### **6. Travellers in houses - Temporary Accommodation and being moved**

- most housed Travellers are in temporary and private rented houses
- we are being moved a lot which disrupts our lives
- This affects children's education
- Being moved causes lots of stress and worry- having to change doctors and schools.

#### **7. Waiting lists**

- If the new pitches are not for housed Travellers what about all the families on waiting lists who are in houses? Will they be taken off the lists?
- Has Boris actually looked at all the council site waiting lists? Many councils don't have a list because they don't want any proof of how many Travellers in the borough need a pitch.

#### **8. We want respect for our culture**

- Other cultures/ethnic minorities are recognised and respected
- We want to keep our culture- this doesn't mean we want to be separate from others
- There is a need from all nationalities but we are pushed aside.
- It's like the Mayor wants us to disappear but the number of Travellers is getting larger not smaller. We are not going anywhere!
- Our children are losing their culture by being forced into houses. We want them to know who they are and their past
- We need to keep our culture alive
- Our choice to live our culture has been taken away from us

#### **9. The Prejudice and discrimination we face is the starting point of everything**

- We believe that councils don't want to build sites because they are prejudiced against Travellers. What is the difference between the council being told to build houses and pitches?
- Out of the whole of the London plan the only thing the Mayor changed was about new pitches we feel this is racism

- It's not only that we don't want to be in houses it's also that the people in the houses don't want us there.
- We face a lot of racism in houses. Our children are often bullied or worse

#### **10. When we are on sites we are still part of the local community**

- Many sites mix well with the local community
- Travellers get on better with locals when we live on sites because we are not isolated
- In a flat on an estate no one mixes with us
- Our children go to local schools , playgroups and afterschool clubs
- We are involved in local community meetings and tenants groups
- We know our neighbours and shop keepers
- We want to be part of the local community
- Some Travellers have jobs locally
- The problem for us the prejudice we face. We feel that other people don't accept us
- It is where sites are that's the problem- often they are stuck miles from anywhere, next to railway lines or in industrial areas which are already separate. This makes it much harder to be part of the local community.



## Appendix 2 London's poor track record

*"My parents lived on the Enfield site for a long time when it closed they had to go into a house. It was very sad and hard for them away from the family after all that time."*

### Public sites

The London Gypsy and Traveller Forum [2004] and LGTU have recorded a net closure of 77 public pitches<sup>26</sup> for 1997-2007

-18	Enfield	Montague Rd	2000
-15	Harrow	Watling Farm Close,	1999
-12	Haringey	Wood Green Common	2004
-11	Lewisham	Thurston Rd	2006
-10	Hillingdon	Colne Park	1998
-8	Hackney	Rendlesham Road	97-04
-5	Bexley	Powerscroft	2002
-4	Bark & Dag	Eastbrookend	2003
-3	Camden	Dalby St	2005
-2	Newham	Clays Lane	2003
3	Hounslow	Hartlands	2004
8	Brent	Lynton Close	1999
<hr/>			
-77	<b>Total</b>		

And the following public activity<sup>27</sup> since 2007.

4	Croydon	Lathams Way
3	Bromley	Star Lane
2	Bromley	Old Maidstone Road
2	Newham	Parkway Crescent
-5	Lewisham	Thurston Rd
<hr/>		
6	<b>Total 07-09</b>	
3	Kingston	Swallow Park (2010)

### Public pitches: New - ready but stalled

5 pitches on Church Grove, Lewisham [Lewisham 2007]. This site has permission and HCA funding, but has now been put on ice pending *another* borough survey of suitable sites, the fourth [NLP 2007] in recent years.

### Tolerated sites

These are common-sense interim measures, but are less and less common. Enforcement action against unauthorised sites (now none identified in 23 boroughs) has been increasing in recent years. See s1.3 above.

---

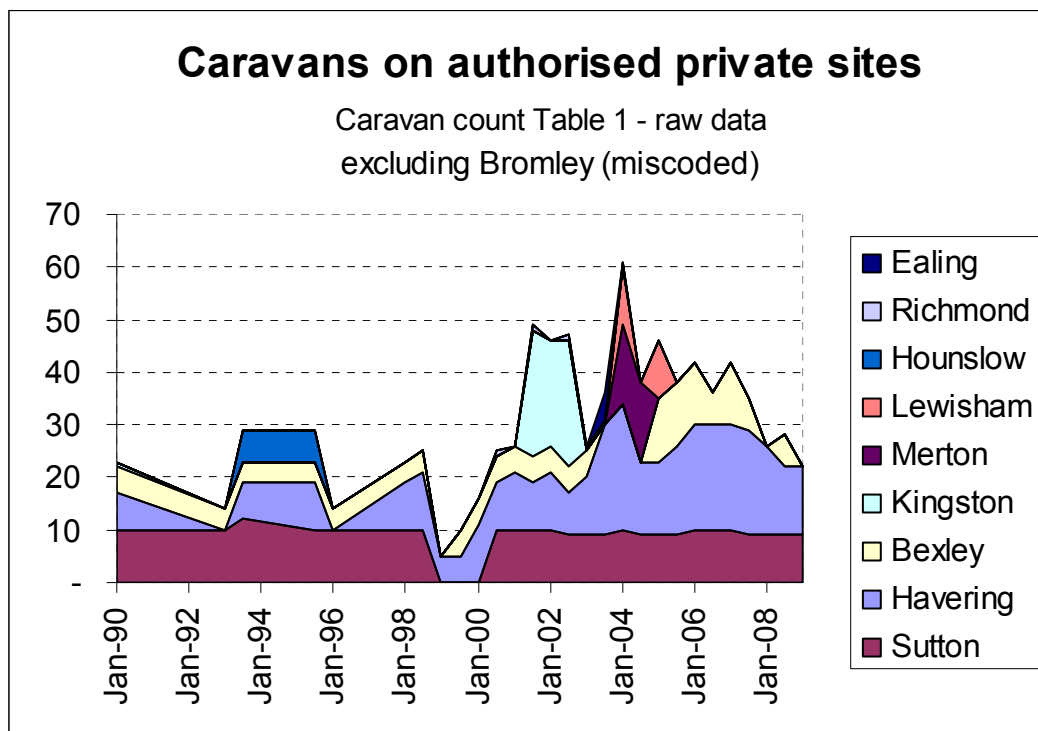
<sup>26</sup> This excludes the replacement of the 35 pitches lost to the Olympic site, where LGTU supported the Gypsies and Travellers. In Newham, there was a net loss of 2 pitches before 2007, matched by a net gain of 2 afterwards.

<sup>27</sup> As above

## Private sites

Caravan Count Table 1 indicates the following activity in relation to private sites.  
Two words of warning:

- The count is of caravans, not pitches. The ratio of caravans to pitches is uncertain, especially on private sites.
- The count is notoriously inaccurate. Many of the dips would appear to relate to non-returns from Boroughs. Some of the peaks appear idiosyncratic. Bromley is excluded because it obviously coded its social sites as private for a number of years.



## Private sites with permission, but undeveloped

25 pitches: Chalk Pit, Bromley [Bromley 2003]

## Appendix 3 Detailed amendments to policy 3.9 and supporting paragraphs

Section 0.2 outlined the general amendments proposed in this report. The table below, together with appendix 4, gives detailed amendments to Policy 3.9 and the supporting paragraphs. *(Line numbers refer to the layout given in Appendix 4).*

para	line	comment
Policy	4	Delete "In accordance with Government requirements". Unnecessary and distances the Mayor from the policy. At least replace "requirements" by "policy".
	8-10	Delete "and....sites" Difficult to see how it can be done, and how it will have a significant effect, whatever the target. Delete "on sites" Even if the low target is kept, it includes the needs of Gypsies and Travellers on the road and in unauthorised camps. "site" is often taken to refer to authorised sites. Delete "and ....sites" Adoption of inclusive target would make it inapplicable
	11-13	These two statements are very confused. Possible replace with b These targets are for the number of pitches over the 2007 baseline numbers. All authorised sites should be protected. c The number of pitches shall be robustly monitored.
3.47	5,6	Delete "and a strategic view of needs across the region" see s0.2 of this report
	10	Delete "adjacent regions" The migration assumption in the GTAA and its effect on the total have not been correlated with the migration assumptions of other regions.
	10-12	Delete "the London .....communities". To say that the Mayor, "in taking his view" engaged with these bodies is untrue. The most that can be said is that he received their representations.
NEW		Insert "The Mayor will work with all stakeholders to provide guidance on implementing this policy including sources of pitch provision, social and other infrastructure and measures to foster greater social inclusion." (from para 3.51) as a new paragraph, in line with the Mayor's interest having policies that are implemented.
3.48	3,4	Replace "those ..... Plan" by "specific expressions of concern from Boroughs and others outside the public enquiry" see s0.2 of this report
	8,9	Delete "The extent .....targets and" see s3.5
	13-16	Delete "including the ..... mortar accommodation" see ss3.1, 3.2
	17-18	Delete "the limited .....any type"

		see ss4.1, 4.2
	18-20	Delete “the high .....requirements” see ss 4.3
	20-22	Delete “and the need ..... land costs” see the whole report on the devotion of resources to combat inequality.
	23-31	Delete “at Londonwide ....land market” this repeats the previous paragraph
	32-35	Delete “within London ....provision, and” this misrepresents views of the Gypsy and Traveller community.
	38-44	The words “government’s recognition .....and flexibility”. There is a difficulty here: the “careful consideration” (line 2) of this issue as described in the Explanatory Note is unsound in important respects. See ch3
	44-46	Replace “The London Plan’s .....politically acceptable” by “It is essential that those sites should cater for Gypsy and Traveller needs and expectations, not settled community or political expediency and convenience.” Replacement, which is from the same Guidance and is on the same topic of implementation and politics, is more appropriate given the history of pitch provision in London. See eg s1.2, 2.1 .
3.49	2	Replace “defined groups” by “those” No definition of “defined groups” is given. If they are ‘those in caravans’, the phrase is unnecessary.
	2,3	Delete “on pitches” This implies authorised pitches rather than unauthorised camps. But the target of 238 includes the needs of those on unauthorised camps. There is thus a contradiction.
	8	“Supported by a commitment” should be emphasised within the supporting paragraphs.
	9,10	Replace “Performance against ...provision targets” by “Boroughs’ performance against their targets will be monitored”.
	11	Delete “to test the effectiveness of the GTAA in identifying need” We presume this is a misprint since the rate at which boroughs build pitches says nothing about the effectiveness of the GTAA in identifying need.
	2-4	Replace “the identified ....238 pitches” by “808 new pitches should be provided in London during 2007-2017”.
3.50	3,4	Delete “as well as .....preferences” this implies wrongly that the travelling community are against a more even distribution
3.51b	1-5	Delete “This provision ..... Green Belt” This is redundant – it goes without saying. It is not said in policy 3.3 for housing.
3.51	7-10	Make “The Mayor will work ..... social exclusion” a whole paragraph and move to before existing para 3.48.

## Appendix 4      Policy 3.9 and supporting paragraphs line numbered for reference

Underlined red, bold represents proposed additions to the DRLP text,  
red-struck through text represents proposed deletions

### 3.9 Policy 3.9

*Gypsies and travellers (including travelling show people)*

#### **LDF preparation**

A In accordance with Government requirements, Boroughs should  
translate the relevant pitch targets set out in Table 3.4 into specific  
LDF site allocations on the basis of:

- a Core Strategy site allocation criteria which are fair, reasonable,  
realistic and effective in achieving these targets and reflect the  
strategic priority to address needs arising from groups already  
living in caravans on sites
- b this new provision being additional to existing capacity and  
subject to monitoring
- c net existing and new capacity being protected.

3.47 With support from the GLA, the boroughs have undertaken a Gypsy  
and Traveller Accommodation Assessment (GTAA)<sup>25</sup>, following  
Government guidance.<sup>26</sup> As required by Circulars 1/2006 and  
4/2007<sup>27</sup>, the Mayor has identified the number of pitches required for  
each Borough (Table 3.4) 'in the light of the GTAA and a strategic  
view of needs across the region'. In taking this view he has followed  
the process required by Government including coordination with the  
London Housing Strategy, engagement with a wide range of  
stakeholders including individual boroughs, London Councils,  
adjacent regions, the London Gypsy and Travellers Forum (which  
receives GLA support), and other representatives of the traveller  
communities and Government

3.48 In coming to his view of needs across the region the Mayor has  
carefully considered those of stakeholders expressed in informal  
consultation on options for addressing this matter and those arising  
from public consultation on the Draft Replacement London Plan, as  
well as more strategic issues such as application of national  
guidance on pitch provision in the unique circumstances of London.  
These include:

- The extent to which 'proven psychological aversion' as Identified  
by the GTAA should be taken into account in setting targets and  
the role of that bricks and mortar accommodation in meeting the

housing needs of individuals falling within government's definition, and the dangers of taking a formulaic national approach to assessing need in highly urban areas including the distinct circumstances of London: 69 per cent of the need identified by the GTAA comes from gypsies and travellers who already live in bricks and mortar accommodation

- the limited supply of land in London to accommodate housing of any type; the unique development pressures on it; the high densities at which housing development must take place to meet overall housing requirements and the need for realism over the viability and deliverability of any form of housing requiring public subsidy, especially in light of London land costs
- at Londonwide level, the balance which has to be struck in these distinct circumstances between meeting the special requirements of a group which requires provision at a density equivalent to an average of 50 dph when the average density to meet wider housing requirements is some 129 140 dph and at a time when affordable housing resources are likely to be limited for at least the medium term and must be distributed equitably and effectively to meet wider-ranging needs in what will remain a uniquely high cost land market
- within London, the balance which has to be struck between meeting needs in ways which support existing community networks, which will tend to reinforce the existing pattern of provision, and a geographically wider distribution which enables more equitable and efficient use of scarce housing land and finance resources.
- government's recognition that "there is no 'technical answer based only on the needs or preferences of gypsies and travellers... these must be considered in the wider context so as to achieve a sustainable outcome which balances the needs of all communities within general planning principles". These principles are sustainability, equity and choice, social exclusion, environmental protection and flexibility. The London Plan's " proposals must also be capable of implementation, which means that they must be politically acceptable"

3.49 The Mayor has therefore taken the strategic Londonwide view that the identified needs of defined groups already living in caravans on pitches should be addressed as a priority within the pan London monitoring benchmark of 238 pitches ~~This is based on the midpoint between meeting the needs of these groups and, with minor statistical correction, meeting the additional needs of those identified by the GTAA as living in bricks and mortar accommodation.~~ It is supported by a commitment to address other needs if they emerge in the longer term. Performance against this benchmark will be

monitored against achievement of borough provision targets (see para 3.50) to test the effectiveness of the GTAA in identifying need and to inform a review of policy by 2015/16.	10 11 12
3.50 Within London, the borough level distribution of the pan London figure in Table 3.4 reflects a weighting between need and housing land capacity which acknowledges <u>capacity the as well as the</u> travelling communities' current geographical preferences while seeking a more even distribution of provision than in the past.	1 2 3 4 5
<u>3.51a In addition, boroughs and other stakeholders should work to secure:</u>	1
<ul style="list-style-type: none"> <li>• an even sub-regional apportionment of <del>15 40</del> additional transit pitches, to be distributed at borough level through sub-regional housing partnerships in light of negotiation between boroughs and other stakeholders</li> </ul>	2 3 4 5
<ul style="list-style-type: none"> <li>• an even sub regional apportionment of <del>53 73</del> additional pitches for travelling show people to be distributed among boroughs through sub-regional housing partnerships in light of negotiation between boroughs and other stakeholders.</li> </ul>	5 6 7 8
<u>3.51b This provision should be made In the context of the wider policies of this Plan, Including those for land use, such as industrial land, and the environment, such as those covering the protection and enhancement of open space, Metropolitan Open Land and Green Belt.</u>	1 2 3 4 5
Table 3.4 Gypsy and Traveller Pitch Provision 2007–2017 <i>Note: for distribution of provision to meet needs for transit and travelling show people pitches see para 3.50</i>	1 2 3
3.51 The GTAA only covers the period 2007 – 2017 and LDFs must address a term of 15 years. In rolling forward the targets on an annualised basis until a new GTAA is prepared, boroughs should take account of Government advice that gypsy and traveller household growth is expected to be three per cent a year and that the need arising from travelling show people is expected to increase at 1.5 per cent a year <sup>28</sup> . The Mayor will work with all stakeholders to provide guidance on implementing this policy including sources of pitch provision, social and other infrastructure and measures to foster greater social inclusion.	1 2 3 4 5 6 7 8 9 10

## References

- Barrett S 2008. *Gypsy and Traveller Women Housed in Suffolk*. Suffolk PCT
- Bromley, LB 2003. *Certificate of lawfulness of Existing Use* 03/02115ELUD
- Bromley, LB 2009. *Report ACS09039: Gypsy Traveller Site Provision*
- Brown P and Niner P 2009 *Assessing local housing authorities' progress in meeting accommodation needs of Gypsy and Traveller Communities in England*. EHRC
- Cemlynn C, Greenfields M, Burnett S, Matthews Z, Whitwell C. *Inequalities experienced by Gypsy and Traveller Communities: A review*. Research Report 12 EHRC [March 2009]  
<http://www.equalityhumanrights.com/Documents/Inequalities%20experienced%20by%20Gypsy%20and%20Traveller%20communities%20-%20a%20review.pdf>
- Centre for Analysis of Social Exclusion with Government Equalities Office. *An anatomy of economic inequality in the UK Report of the National Equality Panel*. LSE [Jan 2010]  
<http://sticerd.lse.ac.uk/dps/case/cr/CASereport60.pdf>
- Clark, C. and Greenfields, M. (eds) (2006) *Here to Stay: The Gypsies and Travellers of Britain*, Hatfield: University of Hertfordshire Press.
- CRE 2006: Commission for Racial Equality. *Common Ground – Equality, good relations and sites for Gypsies and Irish Travellers*, CRE  
<http://www.equalityhumanrights.com/en/publicationsandresources/Documents/Race/Common%20ground%20full%20report.pdf>
- DCLG 2006 Homelessness Code of Guidance for Local Authorities. With effect from 2/9/06
- DCLG 2007a. *Gypsy and Traveller Accommodation Needs Assessments – Guidance*  
<http://www.communities.gov.uk/documents/housing/pdf/accommneedsassessments.pdf>
- DCLG 2007b. *Preparing regional spatial strategy reviews on Gypsies and Travellers by regional planning bodies*  
<http://www.communities.gov.uk/documents/housing/pdf/321445.pdf>
- DCLG 2007c. *The Road Ahead: Final Report of the Independent Task Group on Site Provision and Enforcement for Gypsies and Travellers*  
<http://www.communities.gov.uk/documents/housing/pdf/roadahead.pdf>
- DCLG 2007d. *Strategic Housing Market Assessments Practice Guidance: Version 2*  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/323201.pdf>
- DCLG 2007e *Strategic Housing Land Availability Assessments - Practice Guidance*  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/399267.pdf>
- DCLG 2008a *Designing Gypsy and Traveller Sites - Good Practice Guide* Para 3.6  
<http://www.communities.gov.uk/documents/housing/pdf/designinggypsiesites.pdf>
- DCLG 2008b. *Regional Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008*  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/coreoutputindicators2.pdf>
- DCLG 2009 , *Planning Statistical Release Table 8a* (26<sup>th</sup> June 2009)  
[www.communities.gov.uk/documents/statistics/xls/1265898.xls](http://www.communities.gov.uk/documents/statistics/xls/1265898.xls)
- Fordham 2008: Fordham Research. 2008.  
*London Boroughs' Gypsy and Traveller Accommodation Needs Assessment & Appendices:*  
<http://www.london.gov.uk/mayor/housing/GTAA/index.jsp>
- GLA 2008b. *Draft Methodology Statement for discussion: London Housing's Capacity 2009*  
<http://www.london.gov.uk/mayor/planning/housing-capacity/docs/methodology-paper.pdf>
- GLA 2008c *Draft Methodology Consultation Response Summary: London Housing's Capacity 2009*  
<http://www.london.gov.uk/mayor/planning/housing-capacity/docs/methodology-paper-responses-list.pdf>
- GLA 2010. *Minor alteration to the consultation draft replacement London Plan – Draft Policy 3.9 Gypsies and Travellers*.  
<http://www.london.gov.uk/shaping-london/london-plan/strategy/alt-mar10.jsp>



- GoEast. 2008. *Planning For Gypsy And Traveller Accommodation In the East of England: Inspectors' report of the EiP Panel*  
[http://www.gos.gov.uk/goee/docs/Planning/Regional\\_Planning/ReportfinalrevDec08.pdf](http://www.gos.gov.uk/goee/docs/Planning/Regional_Planning/ReportfinalrevDec08.pdf)
- GoEast 2009, *Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England - A Revision to the Regional Spatial Strategy for the East of England*  
[http://www.gos.gov.uk/goee/docs/Planning/Regional\\_Planning/808762/gandtpolicies.pdf](http://www.gos.gov.uk/goee/docs/Planning/Regional_Planning/808762/gandtpolicies.pdf)
- GOL 2009. Government Office for London – various emails.
- GoL 2010 Submission to the Public Enquiry of the Draft Replacement London Plan  
<http://www.gos.gov.uk/497417/docs/200511/responsedraftlondonplan>
- GoSW 2008, *Report of the Panel, Examination in Public, Regional Spatial Strategy for the South West – review of additional pitch requirements for Gypsies and Travellers*
- HCA 2009: Homes and Communities Agency. *Gypsy and Traveller Sites - Grant Guidance 2009-10*  
<http://www.homesandcommunities.co.uk/public/documents/HCA%20GT%20Guidance%20FINAL%20300109.pdf>
- Kingston Upon Thames LB 2008. *Planning Application ref 08/10201*
- Lewisham 2007. *Planning Applications refs DC/07/67610 & DC/07/67610A*
- LGTF 2004: London Gypsy and Traveller Forum. Minutes of the meeting of 29/9/04. unpublished
- Mahoney M 2010 *Letter to the Mayor*
- Maughan K 2010, *Letter to the Mayor*
- NLP. 29 Nov 2007, Planning Report. Para 2.10  
[http://acolnet.lewisham.gov.uk/ACOLLATEDOCS/32300\\_13.pdf](http://acolnet.lewisham.gov.uk/ACOLLATEDOCS/32300_13.pdf)
- ODPM 2002. *Allocation of Accommodation: Code of guidance for local housing authorities*  
<http://www.communities.gov.uk/documents/housing/pdf/157737.pdf>
- ODPM 2006. Circular 01/2006. *Planning for Gypsy and Traveller Caravan Sites*  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/circulargypsytraveller.pdf>
- O'Neill K 2010, *Letter to the Mayor*
- Richardson J 2007 *Providing Gypsy and Traveller Sites: Contentious Spaces. CIH/ JRF*
- Phillips T 2004. reported on the BBC Website 17/10/2004  
<http://news.bbc.co.uk/1/hi/england/3751214.stm>
- Smith DM 2008. *Sittingbourne Gypsy and Traveller Survey*. Swale Housing Association (from the author)
- Taylor N 2003 *More or less meaningful concepts in planning theory.....Planning Theory Vol 2(2) pp91-100*