

Gypsy and Traveller Accommodation Needs Assessment 2020

London Borough of Enfield

Final Report

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Caveats and notices regarding the preparation of this report:

Please note that in this report some of the tables include rounded figures. This can result in some column or row totals not adding up to 100 or to the anticipated row or column ‘total’ due to the use of rounded decimal figures. We include this description here as it covers all tables and associated textual commentary included. If tables or figures are to be used in-house, then we recommend the addition of a similarly worded statement being included as a note to each table used.

Please note that within the report the preference of arc4 is to use upper case when referring to Gypsies, Travellers and Travelling Showpeople. Where material is directly quoted from sources, this may result in lower case lettering being presented in the report.

This report has been prepared during the UK COVID-19 lockdown and subsequent time of easing measures. While the full implications of this on the content of this report are not yet known, there may well be medium and long-term implications for government, mayoral and/or borough policies and the relative funding priorities as currently set out in this report.

At the time of writing, the draft London Plan was available as an ‘Intend to Publish’ version which was submitted by the Greater London Authority to the Secretary of State for approval on 9 December 2019. On 13 March 2020, the Secretary of State issued a direction pursuant to s.337(6) of the Greater London Act 1999. The direction prevents publication of the London Plan until a range of matters are addressed to the satisfaction of the Secretary of State to achieve consistency with national policy. On 24 April 2020 the Mayor wrote to the Secretary of State seeking to resolve the issues that have been raised by the Secretary of State through discussion by their officials, so as to enable the London Plan to be adopted. It remains open to the Mayor - should he conclude that inadequate progress is being made with the Secretary of State - (i) to challenge the direction by bringing a claim for judicial review; or (ii) to abandon the plan.

At the time of writing, national government also conducted an ongoing consultation on the Planning White Paper “Planning for the Future”, published in August 2020, as well as a consultation on Changes to the current planning system (Consultation on changes to planning policy and regulations), also published in August 2020. The government also announced in the same month, that from 1 September 2020, extensive changes to the Use Class Order 1987 would come into effect. While it is evident that there will be significant implications for strategy and plan making in Enfield, many of these will be unclear until the government publishes further information after the conclusion of the current consultation periods, and until the Mayor has published his intentions for the future of the London Plan, in light of these recent proposals and changes.

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Executive Summary

Introduction

The London Borough of Enfield 2020 Gypsy and Traveller Accommodation Assessment (GTANA) provides a robust evidence base relating to the accommodation needs of Gypsies and Travellers and Travelling Showpeople across the study area.

There are currently no pitches or plots in the borough and this study has focused on engagement with Gypsies and Travellers living in bricks and mortar accommodation or who have an association with the borough.

The GTANA has included:

- a review of existing (secondary) data;
- a survey of key stakeholders (10 responses received); and
- interviews with 15 Gypsy and Traveller households.

The findings of the study provide an up-to-date, robust and defensible evidence base for policy development.

The help and assistance from London Gypsies and Travellers¹ is very gratefully acknowledged.

Current provision and activity

The 2011 Census identified a total of 121 households in Enfield Borough where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity. As there are no pitches in the borough, the bi-annual MHCLG Traveller caravan count² reports no occupied pitches.

Planning policy requirements for needs assessments

The 2019 National Planning Policy Framework (NPPF)³ states in Paragraph 61 *'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy (including travellers)'*. A footnote in the NPPF then states *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document'*.

The 2015 Planning Policy for Traveller Sites⁴ (PPTS) document states that *'local planning authorities should make their own assessment of need for the purposes of planning'* and *'ensure that their Local Plan includes fair, realistic and inclusive policies'*. Government aims to *'increase*

¹ <http://www.londongypsiesandtravellers.org.uk/>

² <https://www.gov.uk/government/collections/traveller-caravan-count>

³ <https://www.gov.uk/government/publications/national-planning-policy-framework-2>

⁴ <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>

the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply’.

In the absence of further guidance on preparing GTANAs, the methods adopted by arc⁴ reflect the PPTS, build upon those methods established through previous guidance, our practical experience and decisions made at planning inquiries and appeals.

‘Cultural’ and ‘PPTS need’

In order to reconcile the requirements of national policies, the GTANA establishes an overall ‘cultural’ need for pitches which accords with the overall need for the Travelling community and takes into account the Human Rights Act 1998⁵, the Equalities Act 2010⁶ and the Housing and Planning Act 2016⁷ section 124. A PPTS ‘policy filter’ is then applied to identify the level of need associated with those households meeting the definitions set out in the PPTS Annex 1. It is our understanding that the needs arising from the PPTS analysis establishes the level of need against which a 5-year land supply is assessed, but the Council should be mindful of a wider obligation to consider overall ‘cultural’ need.

Gypsy and Traveller pitch need

For the remaining Local Plan period of Enfield’s emerging Local Plan (to 2036) the GTANA has evidenced a cultural shortfall (the need across the Travelling community) of 23 pitches of which there is a need for 21 pitches from households who meet the criteria as set out in Annex 1 of the PPTS. Crucially there is a need for 16 pitches within five years of which there is an immediate need from 9 households in bricks and mortar who require a pitch.

The need is broken down into time periods as follows:

Table E1 London Borough of Enfield pitch need to 2036		
	Cultural need	PPTS NEED
5yr Authorised Pitch Shortfall (2020/21 to 2024/25)	16	15
Longer-term need (2025/26 to 2035/36)	7	6
TOTAL NET SHORTFALL 2020/21 to 2035/36	23	21

Important note: the overall need is 23 pitches of which 21 is need from households who meet the travelling definitions set out in PPTS.

⁵ <https://www.legislation.gov.uk/ukpga/1998/42/contents>

⁶ <https://www.legislation.gov.uk/ukpga/2010/15/contents>

⁷ <https://www.legislation.gov.uk/ukpga/2016/22/contents/enacted>

Travelling Showperson plot requirements

There is currently no Travelling Showperson provision in Enfield. The 2008 London Boroughs' Gypsy and Traveller Accommodation Needs Assessment⁸ had identified a need for 3 plots over the period 2007-2017 but the Council have had no applications for plots since 2007. The Enfield GTANA has not evidenced any need for additional Travelling Showperson plots in the borough.

Any need over the plan period is likely to be expressed through planning applications for Showperson plots. It is recommended that the council includes a criteria-based policy for the delivery of Showperson plots, if this need arises, over the plan period.

Transit requirements

There is currently no transit site provision in Enfield. Based on the views of Gypsies and Travellers in the district and evidence of unauthorised encampment, it is recommended that the council consider developing capacity for families travelling through the borough. Provision of a transit site/stop over site for 6 pitches is recommended. This could accommodate up to 12 caravans at one time. The council could also consider a negotiated stopping policy to manage unauthorised encampment activity across the borough.

⁸ https://www.london.gov.uk/sites/default/files/london_boroughs_gypsy_and_traveller_accommodation_needs_assessment_-_final_report_-_2008_-_fordham_research.pdf

1. Introduction

GTANA 2020 overview

- 1.1 In the summer of 2019, arc⁴ was commissioned by the London Borough of Enfield to prepare a Gypsy and Traveller Accommodation Assessment (GTANA) to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across the borough.
- 1.2 There are currently no permanent Gypsy and Traveller pitches or Travelling Showperson plots in the borough.
- 1.3 The overall aim of the GTANA is to provide a clear, robust and credible evidence base to inform the development of Enfield planning policies relating to Gypsy and Travellers and Travelling Showpeople. The GTANA establishes the need for permanent residential pitches and transit provision. The GTANA will recommend how transit provision can be provided, either on a specific site or through options such negotiated support and the provision of stopping places.
- 1.4 The following specific points of detail are also to be addressed in the GTANA:
 - To review the existing GTANA evidence base;
 - To actively engage with national community contacts to help identify those with links in Enfield;
 - To work with local advocacy organisations;
 - To use social media to engage with the local community;
 - To engage with London Gypsies and Travellers (LG&T) to establish contacts with the community;
 - To attempt to engage with community members living on unauthorized encampments and carry out interviews to establish their housing and support needs;
 - To interview Police Liaison Officers who have responsibility for engaging with the community to get a detailed perspective on unauthorised encampment activity;
 - To meet with Council officers engaged with the community; and
 - To ensure stakeholder consultation with professionals is carried out to identify issues facing the community.
- 1.5 This GTANA has assessed pitch needs based on the overall requirements of the Gypsy and Traveller community. It then takes into account the definitions in Annex 1 of the PPTS relating to travelling behaviour in line with Government guidance. This is discussed in further detail in Chapter 2 of this report.
- 1.6 This GTANA forms part of the evidence base for the emerging Enfield Local Plan.

Report structure

1.7 The Enfield GTANA 2020 report structure is as follows:

- **Chapter 1 Introduction:** provides an overview of the study;
- **Chapter 2 Policy and local context:** presents a review of the policy context which guides the study, including a consideration of the specific local context of Enfield Borough;
- **Chapter 3 Methodology:** provides details of the study's research methodology;
- **Chapter 4 Review of current Gypsy and Traveller population and provision of pitches/plots:** reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across Enfield Borough;
- **Chapter 5 Household survey findings:** presents relevant data obtained from the household survey research;
- **Chapter 6 Stakeholder consultation:** summarises views of stakeholders expressed through telephone discussions;
- **Chapter 7 Pitch/transit requirements:** focuses on current and future pitch requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area; and
- **Chapter 8 Conclusion and strategic response:** concludes the report, bringing together the different strands of the research and identifying headline issues, including recommending ways in which these could be addressed.

1.8 The report is supplemented by the following appendices:

- **Appendix A** Fieldwork questionnaires; and
- **Appendix B** Glossary of terms.

2. Policy and local context

- 2.1 This study is grounded in an understanding of the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers and Travelling Showpeople.
- 2.2 This Chapter sets out the policy context within which this GTANA has been prepared, including a consideration of the local context of the London borough of Enfield.

Government policy and guidance

- 2.3 The 2019 National Planning Policy Framework states in Paragraph 61 *'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies'*. It then lists a number of groups including Travellers. A footnote to the paragraph states *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document'*.
- 2.4 The 2015 Planning Policy for Traveller Site (PPTS) document states that *'local planning authorities should make their own assessment of need for the purposes of planning'* and *'ensure that their Local Plan includes fair, realistic and inclusive policies to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply'*.
- 2.5 Policy A of the 2015 PPTS relates to evidence needed to plan positively and manage development. This states that *'in assembling the evidence base necessary to support their planning approach, local planning authorities should:*
- *pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups);*
 - *co-operate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities; and*
 - *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.*

- 2.6 In the absence of further guidance on preparing GTANAs, the methods adopted by arc⁴ reflect Policy A of the PPTS; build upon those methods established through previous guidance⁹; our practical experience and findings from planning inquiries and appeals.
- 2.7 Policy B of the 2015 PPTS relates to planning for traveller sites and requires Local Plans:
- to be prepared with the objective of contributing to the achievement of sustainable development and consistent with the policies of the NPPF; and
 - to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.
- 2.8 Policy B (paragraph 10) sets out that local authorities should, in producing their Local Plan:
- a. identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets;
 - b. identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;
 - c. consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints (local planning authorities have a Duty to Cooperate on planning issues that cross administrative boundaries);
 - d. relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density; and
 - e. protect local amenity and environment.
- 2.9 Policy B (paragraph 13) sets out that local authorities should ensure that traveller sites are sustainable economically, socially and environmentally and therefore ensure that their policies:
- a. promote peaceful and integrated co-existence between the site and the local community;
 - b. promote, in collaboration with commissioners of health services, access to appropriate health services;
 - c. ensure that children can attend school on a regular basis;

⁹ The calculation of pitch/plot requirements is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007) <https://www.gov.uk/government/publications/gypsy-and-traveller-accommodation-needs-assessments>. Although this guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject it continues to provide a good practice approach for needs modelling.

- d. provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;
- e. provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers who may locate there or on others as a result of new development;
- f. avoid placing undue pressure on local infrastructure and services;
- g. do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and
- h. reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability.

Intentional unauthorised development

- 2.10 The planning policy statement issued with PPTS 2015¹⁰ (and confirmed by Ministerial Statement¹¹) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.
- 2.11 In addition, PPTS 2015 (Paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full. This is intended to protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

PPTS Definitions

- 2.12 The PPTS 2015 Annex 1 sets out definitions of Gypsies and Travellers and Travelling Showpeople for the purposes of planning policy:

“Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an

¹⁰https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

¹¹<http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

*organised group of Travelling Showpeople or circus people travelling together as such.*¹²

- 2.13 In addition, PPTS 2015 adds the following ‘clarification’ for determining whether someone is a Gypsy or Traveller:

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

- a) whether they previously led a nomadic habit of life*
- b) the reasons for ceasing their nomadic habit of life*
- c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*¹³

- 2.14 The following definition of ‘Travelling Showpeople’ is used, also taken from PPTS 2015:

“Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.”¹⁴

- 2.15 In addition:

“For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.”

Considering ‘Cultural’ and ‘PPTS’ need

- 2.16 Paragraph 61 of the 2019 NPPF recognises the need to assess a range of community needs including those of Travellers. The February 2019 Planning Practice Guidance (PPG) which accompanies the NPPF states, ‘the household projections that form the baseline of the standard method are inclusive of all households including Gypsies and Travellers as defined with Planning Policy for Travelling Sites’¹⁵. The NPPF states that the PPTS sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document. The planning policy therefore differentiates between ‘travelling’ and ‘non travelling’ Gypsies and Travellers.

- 2.17 For non-travelling Travellers, their needs should also be met by the requirements of the NPPF as non-travelling households are a component of overall housing need. The needs

¹² DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 1

¹³ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

¹⁴ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3

¹⁵ 2019 PPG Paragraph: 017 Reference ID: 2a-017-20190220

of non-travelling Gypsies and Travellers are therefore effectively contained within the general housing requirement that Local Plans will set out. Additionally, the Human Rights Act 1998 and the Equalities Act 2010 protects the cultural choice of Gypsies and Travellers to live in mobile accommodation and therefore there is a need to plan for this type of accommodation. The Housing and Planning Act 2016 section 124 also makes specific reference to the needs of households living in caravans.

- 2.18 Therefore, this GTANA establishes an overall ‘cultural’ need for pitches which accords with the overall need for the Travelling community and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. A PPTS ‘policy filter’ is then applied to identify the level of need associated with those households meeting the definitions set out in the PPTS Annex 1. It is our understanding that the needs arising from the PPTS analysis establishes the level of need against which a 5-year land supply is assessed but the Council should be mindful of a wider obligation to consider overall ‘cultural’ need.
- 2.19 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for the borough is set out in Chapter 7.

Current and emerging London Plan policies

- 2.20 The current adopted London Plan 2016¹⁶ recognises the need to identify local needs for temporary and permanent sites and develop effective strategies to meet need through the identification of land for sites through Council’s LDFs (Local Development Frameworks) as set out in accordance with the PPTS. London Plan Policy 3.8 Housing Choice bullet point i states that ‘the accommodation requirements of Gypsies and Travellers (including Travelling Showpeople) are identified and addressed, with sites identified in line with national policy, in coordination with neighbouring boroughs and districts as appropriate.’
- 2.21 The new draft London Plan (Intend to Publish version) 2019¹⁷ includes a comprehensive policy H14 Gypsy and Traveller Accommodation. The Plan also proposes a new definition which accords with the cultural need evidenced in this GTANA. In summary, the proposed policy:
- requires boroughs to plan to meet the identified need for permanent Gypsy and Traveller pitches and must include ten-year pitch targets in their Development Plan Documents;
 - Use a broader definition of Gypsy and Traveller as a basis for assessing need from people with a cultural tradition of nomadism, a nomadic habit of life, or living in a caravan, whatever their race or origin, including:
 - those who are currently travelling or living in a caravan;

¹⁶ <https://www.london.gov.uk/what-we-do/planning/london-plan/current-london-plan/london-plan-2016-pdf>

¹⁷ <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/intend-publish-london-plan-2019>

- those who currently live in bricks and mortar dwellings whose existing accommodation is unsuitable for them by virtue of their cultural preference not to live in bricks and mortar accommodation; and
 - those who, on the grounds of their own or their family's or dependents' educational or health needs or old age, have ceased to travel temporarily or permanently'
- 2.22 The policy expects boroughs that have undertaken a needs assessment since 2008 to update information based on this definition. The London Boroughs' Gypsy and Traveller Accommodation Assessment published in March 2008 identified a need for one pitch across Enfield over the period 2007-2017.
- 2.23 Note that the divergence from the PPTS definition of Gypsy, Traveller and Travelling Showperson has been challenged by the Secretary of State¹⁸ and a final outcome on this matter is still awaited.

Current and emerging Enfield policies

- 2.24 The adopted Enfield Core Strategy 2010¹⁹ Core Policy 6, Meeting particular housing needs states that the Council will work to ensure that there is an appropriate provision of specialist accommodation across all tenures. The policy specifies that the locations for Gypsy and Traveller sites should meet the following criteria:
- There is vehicular access from the public highway and provision of parking, turning and servicing on site to ensure road safety for occupants and visitors;
 - There is no harm to visual amenity and there is adequate landscaping and planting, with appropriate trees and shrubs;
 - The site has good access to shops, healthcare, schools and other educational facilities;
 - The site is not in an area of high risk of flooding, including functional floodplains; and
 - The size of the site is appropriate to its local context, and in relation to the local infrastructure and population size and density
- 2.25 Core Policy 6 also states that: 'The Council will work with the Mayor of London to identify whether there is a requirement for pitches within the Borough, taking into account the existing supply of pitches readily accessible from the Borough in the wider area. Where need can be demonstrated, the Sites Schedule or relevant area action plan will consider appropriate sites for gypsy and travellers accommodation, having regard to the above criteria and any further guidance to be included in the Development Management Document as necessary. The presence of green belt and flood risk areas within the Borough will constrain and limit opportunities for identifying sites.'

¹⁸ <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/secretary-states-response>

¹⁹ <https://new.enfield.gov.uk/services/planning/local-plan/#2>

- 2.26 The Core Strategy noted that Enfield currently has no Gypsy and Traveller sites and at the time of preparing the Core Strategy there was no justification for allocating new Gypsy and Traveller sites within the borough. However, this would be reviewed on an ongoing basis with the Mayor of London and if necessary relevant Development Management documents will be reviewed where appropriate.
- 2.27 The Enfield draft New Local Plan to 2036, Regulation 18 Issues and Options Consultation Draft (December 2018)²⁰ sets out Draft Policy H8: Gypsy and Traveller accommodation. This notes that the ‘Council will give careful consideration to the needs of Gypsies and Travellers’.
- 2.28 This will be achieved by:
- A. Supporting appropriate accommodation where it meets an identified need as evidenced in the Council’s up-to-date housing need assessment and ensure requirements are planned accordingly;
 - B. Ensuring development fully satisfies the criteria in this draft policy;
 - C. Working in partnership with the Council’s Housing Department;
- Development of any additional temporary or permanent Gypsy and Traveller accommodation will be supported where:
- The site is suitable for residential development and has good access to services and facilities to meet the needs of residents;
 - Development does not have a detrimental impact on the natural environment;
 - Development does not have a detrimental impact on the amenity of neighbouring and nearby residents and businesses; and
 - The site is located in Flood Zone 1 or exceptionally Flood Zone 2 and is otherwise suitable for development.

Collaboration with neighbouring planning authorities.

- 2.29 PPTS 2015 sets out that the preparation of Local Plans and setting of pitch and plot targets should be undertaken by local planning authorities working collaboratively with neighbouring planning authorities (paragraphs 8 and 9). It reiterates that local planning authorities have a Duty to Cooperate on planning issues that cross administrative boundaries (paragraph 10). As part of the GTANA we have consulted with neighbouring local authorities regarding Traveller issues through a stakeholder survey and results are presented in Chapter 6.

²⁰ <https://new.enfield.gov.uk/services/planning/local-plan/#1>

Previous GTANA

- 2.30 The 2008 London Boroughs' Gypsy and Traveller Accommodation Needs Assessment identified a need for 2 Gypsy and Traveller pitches in Enfield over the period 2007-2012 and zero need 2012-2017. The need was driven by family units in housing but with psychological aversion to bricks and mortar accommodation.
- 2.31 The same study identified a need for 3 Travelling Showperson plots over the period 2007-2017 (2 over the period 2007-12 and 1 over the period 2012-17).
- 2.32 None of this need has been met through new pitch/plot provision.

Local context

- 2.33 Enfield has a housed population of Gypsies and Travellers and unauthorised encampment activity has taken place across the borough. The borough previously had a 15 pitch site which was closed in 1999²¹. The 2011 census reported 341 residents and 121 households identifying as Gypsy and Traveller and families. There are around six main family groups living in Enfield some of whom have extended family who travel into the borough. The need for residential pitches has been recognised by officers within the Council and over the last few years considerable community engagement has taken place. This has provided an excellent platform on which to engage with Gypsies and Travellers across the borough.
- 2.34 Arguably the delivery of well-designed sites could help meet the needs of local families and also tackle inequalities experienced from housing, health and education perspectives.
- 2.35 Unauthorised encampment activity has been a particular challenge for the Council.

²¹ London Gypsy and Traveller Unit 'Gypsy and Traveller accommodation in London a strategic view', April 2009

3. Methodology

Introduction

- 3.1 The GTANA research method is grounded in an understanding of the requirement of the NPPF and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.
- 3.2 The methodology has comprised:
- a desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
 - the collection of primary data, including household interviews with Gypsies and Travellers;
 - stakeholder consultation with council officers, in neighbouring local authorities and advocacy groups; and
 - an assessment of accommodation needs taking into account all available data and information.
- 3.3 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review and stakeholder discussions;
 - Phase 2: Survey of Gypsies and Travellers living in or having a connection with the borough;
 - Phase 3: Survey of stakeholders; and
 - Phase 4: Needs assessment and production of the GTANA 2020 report.

Phase 1: Literature/desktop review and steering group discussions

- 3.4 We have reviewed relevant literature, including legislative background and best practice information, and analysis of available secondary data relating to Gypsies and Travellers and Travelling Showpeople in the borough.
- 3.5 Council officers have been fully engaged with the research process and have provided stakeholder contact information and contacts within the Gypsy and Traveller community.

Phase 2: Fieldwork survey and interviews with Gypsies and Travellers

- 3.6 There are currently no Gypsies and Travellers living on sites in Enfield. However, the Council has carried out a significant amount of community engagement work and this

has allowed the field team to speak to households who either live in bricks and mortar accommodation in Enfield or are on the road but have links with the borough.

- 3.7 Households have been interviewed to provide information on their current housing situation and future housing needs. They were interviewed over the telephone using the questionnaire presented at Appendix A. This questionnaire has been carefully designed in consultation with a number of councils, feedback from community representatives and planning agents.
- 3.8 The main period of fieldwork took place during March to May 2020. A community consultation event was due to be held on the 21st February 2020, but this was cancelled due to a bereavement in the community. It was rescheduled to the 20th March but cancelled due to the COVID-19 national lockdown.
- 3.9 However, engagement with Gypsies and Travellers continued successfully via telephone and email. A total of 15 households have been successfully interviewed as part of the 2020 GTANA.

Phase 3: Stakeholder survey

- 3.10 The survey of stakeholders was conducted during May 2020 using telephone interviewing. Contact information for key stakeholders was provided by Council officers. The stakeholder consultation invited representatives from all of the neighbouring local authorities, who were requested to provide information regarding their local situation and provision, including issues such as unauthorised encampment activity. This approach assists the Council in meeting their requirements under the Duty to Cooperate.
- 3.11 A total of 10 responses to the stakeholder survey were obtained. The findings of the online stakeholder survey are set out in Chapter 6 of this report.

Phase 4: Needs assessment and production of report

- 3.12 A detailed explanation of the analysis of pitch requirements is contained in Chapter 7 but briefly comprises analysis of the following:
- households living in bricks and mortar accommodation; households planning to move in the next five years, and emerging households to give total need for pitches; and
 - supply based on the number of authorised pitches and turnover on sites on public pitches (which in the case of Enfield is zero).
- 3.13 The overall need for pitches is then compared with the overall supply.
- 3.14 The need for transit pitches was calculated using unauthorised encampment data which set out how many encampments had taken place and the number of caravans on them. The survey also asked households if they felt there was a need for transit pitches.

Site and pitch size

- 3.15 There are no definitive parameters for site or pitch sizes. Previous Design Guidance (DCLG, 2008) states in Paragraph 4.4 that *'Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking. Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take into account the size of the site and the needs and demographics of the families resident on them'*.
- 3.16 Paragraph 4.47 states that *'to ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately'*.
- 3.17 Paragraph 7.12 states that *'as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area'*.
- 3.18 Paragraph 4.13 states that *'smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle'*.
- 3.19 There is no guidance on the maximum size of a site, but it is generally accepted amongst the Travelling community that sites of 6-10 pitches are appropriate. However, local circumstances such as families wanting to have sites for their own use should be considered when planning new provision. Some of the respondents to the household survey specifically requested sites for specific family groups within the 6-10 pitch range.

4. Review of the Gypsy, Traveller and Travelling Showpeople population and existing provision of pitches and plots

2011 Census population estimates

- 4.1 The 2011 Census identified a total of 121 households and 341 residents who identified as having a White; Gypsy or Irish Traveller ethnicity. All of them live in bricks and mortar accommodation.

Enfield Borough	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Households	121	61	60	0
People	341	196	145	0

Source: 2011 Census CT0128 (households) CT0127 (people)

Caravan Count information

- 4.2 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979 and have since been undertaken every January and July by local authorities. All counts for Enfield Borough report zero Gypsy and Traveller caravans²².
- 4.3 An annual count of Travelling Showperson caravans takes place every January. All counts for Enfield Borough report zero caravans.

²² <https://www.gov.uk/government/collections/traveller-caravan-count>

5. Household survey findings

5.1 This Chapter presents the findings of the household survey, which was carried out to provide primary data to inform this GTANA. The survey aimed to reach as many Gypsy, Traveller and Travelling Showpeople living in bricks and mortar or had a connection with the borough. It was conducted using the questionnaires which are set out in Appendix A.

Gypsy and Traveller households interviewed

5.2 There was no set target for interviews because there are currently no pitches in the borough and the number of Gypsies and Travellers living in bricks and mortar housing can only be estimated. The 15 households who were interviewed and completed the survey were identified by the council officer responsible for Gypsy and Traveller liaison and London Gypsies and Travellers. There was a total of 15 responses to the household survey. Of these:

- 12 were Gypsy and Traveller households living in bricks and mortar (of which 8 rented from the Council or privately rented and 4 were living in temporary accommodation);
- 3 were on the road but had a connection with Enfield.

5.3 It would not be appropriate to provide a detailed analysis of the survey information as this has the potential to identify individual responses. Broad summaries of the household survey data findings are presented below in order to maintain respondent confidentiality.

5.4 Of household representatives interviewed (base=15), 14 described themselves as Irish Traveller and one as an English Traveller.

5.5 Regarding household size (base=15), 5 were one or two person, 4 were three person, 2 were five person, and 4 were six or more person households.

5.6 Regarding household type (base=15), 4 were couples or singles with no children, 6 were couples with children, 4 were lone parents and 1 were other household types including extended family living together.

5.7 There was a total of 55 people in the households interviewed. In terms of age profile, the Gypsy and Traveller population is relatively youthful, with a large child and teenage contingent. The age profile of residents of Gypsy and Traveller households interviewed (n=55) was 38.2% aged 13 or under, 9.1% were aged 14-17, 27.3% were aged 18-34, 14.5% aged 35-44, 10.9% aged 45-59 and 0% aged 60 and over.

5.8 In terms of length of residence (base=15), 6 stated up to 5 years, 4 stated between 5 and up to 10 years and 5 stated at least 10 years.

5.9 When asked about overcrowding (base=15), 6 respondents said that their home was overcrowded (40%).

5.10 Regarding travelling behaviour:

- 12 of the respondents lived in a household where someone had travelled in the previous year;
- 14 respondents lived in a household where someone had travelled previous to the last year;
- 12 stated someone in their household planned to travel in the next year; and
- 9 stated someone in their household planned to travel sometime after the next year.

5.11 Overall, 14 out of the 15 respondent households (93.3%) met the definition, (either they or someone in their household had travelled or plans to travel in the next year and beyond). Respondents were asked their reasons for travelling which are summarised in Table 5.1. The most frequently mentioned reasons were cultural/personal preference, visiting family and friends and work/attending fairs. Long-term health issues was the reason cited for not travelling.

Enfield Borough	Number mentioning	% of responses	% respondents mentioning reason
Cultural/personal preference	11	26.2	78.6
Personal preference	4	9.5	28.6
Work/attend fairs	4	9.5	28.6
Visit family/friends	9	21.4	64.3
To attend religious meetings/conventions	2	4.8	14.3
Only way of life I know	4	9.5	28.6
Limited opportunity to settle down/ no plot on which to live/ lack of yard provision	6	14.3	42.9
Other reasons (harassment)	2	4.8	14.2
Total respondent households	14	100.0	
Total responses stated		42	

Note: this table shows multiple responses. There are 8 household responses to this question and they could state as many reasons as they wanted to. The 'number mentioning' are the number of households mentioning a particular reason e.g. 8 mentioned cultural/personal preference.

The '% of responses' has a base of 42 which is the total number of responses made by households (meaning that households gave an average of 3 reasons for travelling). The '% respondents mentioning reason' is the percentage of the 14 respondent households who mentioned the reason. For example 78.6% of households stated cultural/personal preference and 64.3% mentioned visiting family/friends.

- 5.12 All respondents said there is a need for permanent residential pitches in Enfield. The need expressed ranged from 8 pitches to 20 pitches. Two respondents suggest that smaller sites for families with 5 to 6 pitches on each site would be appropriate.
- 5.13 Twelve respondents said there was a need for transit provision. Eleven expressed a specific need which ranged from 2 to 20 pitches. Seven respondents stated up to 6 pitches, one respondent between 10 and 15 pitches and three respondents stated a up to 20 pitches.

6. Stakeholder consultation

Overview

- 6.1 A stakeholder consultation exercise was undertaken for the Enfield GTANA which involved a range of stakeholders, including those actively participating in the newly formed Enfield Gypsy Roma Traveller project Board.
- 6.2 These individuals were invited to participate in a web-enabled survey to provide their views on a range of issues relating to the Gypsy and Traveller and Travelling Showpeople community within the Council area and surrounding areas. This survey ran from the 17th July 2019 to the 9th December 2019.
- 6.3 A total of 6 separate responses to the stakeholder consultation were obtained from representatives from the borough councils, the Metropolitan Police and London Gypsies and Travellers. Respondents were asked to answer as many questions as they felt able to answer. This is a qualitative summary of the **views expressed by stakeholders** responding to the survey. When reading please bear in mind that the views expressed may not accord with the Council's view on a given matter.
- 6.4 Stakeholders were asked to respond to a series of questions relating to residential pitch need, unauthorised encampments, households living in bricks and mortar accommodation, and cross boundary considerations. Their responses are summarised below.

Residential pitch need

- 6.5 Stakeholders were asked whether or not they think there is a need for permanent residential pitches for Gypsies and Travellers in Enfield Borough. All respondents felt that there is a need for permanent residential pitches. Reasons for this need included:
 - There is a significant population of Irish Travellers living in Enfield who would choose to live on a Traveller site rather than bricks and mortar accommodation. Travellers who often camp in Hackney live in Enfield.
 - Through working on a design vision for a pitch I consulted the initial survey of the community in Enfield. This demonstrates the need for new pitches.
 - There is a current issue with Travellers stopping on inappropriate sites such as parks, playing fields, schools and commercial premises which is causing extra demand on police and the local authority plus this causes tensions in the community.
 - There is a severe shortage of Traveller sites across London and no new local authority sites have been built for almost 20 years. The residential site in Enfield was closed down and no replacement site has been built since. Gypsy and Traveller families have been pushed into housing which isn't culturally suitable for many. This has impacts on people's mental health and wellbeing, their cultural identity and community life and increases isolation from extended family support networks, with wider implications for access to work and education.

- This will be beneficial not only for the Gypsy Traveller community but also for policing and council workloads as there will be less need for both to be called out on a weekly basis to serve Travellers with section 61's.
- Enfield Council does not currently have a permanent residential pitch, and I understand it is a statutory requirement for local authorities to provide this.

6.6 In relation to the number of pitches that are needed, responses included:

- Any new Traveller sites within the Borough of Enfield should be relatively small (8 pitches).
- At least one venue with multiple pitches to absorb the demand which despite being transient can be regular.
- As part of the GTANA process LG&T have facilitated contact with around 10 families who we have supported recently with their housing situation. Although we are not aware of the complete extent of accommodation need in the borough, we believe that providing at least 10-15 residential pitches across several smaller sites would be a sustainable solution to start addressing the entrenched inequalities these families are facing.
- Supplying around 50 pitches would be a good start.
- There is knowledge of a Traveller community in Enfield and this part of North London, so clearly there is a need to provide such a facility.

1.1 The survey then asked respondents where they think such permanent sites should be located and why. Responses included:

- Any new Traveller sites should be built close to existing infrastructures i.e. transport, schools, doctors and shops.
- New pitches should be located in attractive locations with good access to local amenities. These sites should not be in poor locations (industrial estates, near contaminated or abandoned land, next to motorway etc) and should be expected to provide the same level of amenity as a settled development.
- The sites need to be at a location suitably convenient for the Traveller community but not within built up areas where tensions already exist and could be exacerbated by the development;
- New sites should be located in areas considered suitable for residential development, in order to reduce the marginalisation of Gypsies and Travellers and the inequalities they usually face in terms of access to safe and secure homes. Locations next to air and noise pollution hot spots, such as busy roads, railway lines, waste and recycling plants etc. should be avoided, taking into consideration the increased exposure to these factors for people living in caravans and mobile homes, as well as respiratory illnesses and related health conditions which are prevalent in the Gypsy and Traveller community. Gypsy and Traveller families should be consulted on a range of potential locations for new sites.

- Anywhere where there is large amounts of green land on the outskirts of town. This will keep disruption to residential areas to a minimum and also to keep crime down in built up areas.
 - I don't have any exact locations, however Enfield does have a lot of open space and unused land, so a site could be designated for that use.
- 6.7 Several respondents identified barriers to the provision of new permanent sites, such as:
- Public opposition from residents living close to any proposed Traveller site. It is essential that local residents are assured that any site will be managed and a Traveller officer will be employed to work with residents living on a site but also deal with any enquiries/complaints from the wider community.
 - Suitable supply of land.
 - There are factions of the Enfield community who through previous experience have a negative view of the Traveller community which could cause tensions. The location will need to be carefully considered with the onus on the Traveller community to integrate as much as possible.
 - High cost of land and pressures to deliver general housing targets; low priority given to meeting Gypsy and Traveller accommodation needs, despite most families being on council housing waiting lists or placed in temporary and emergency accommodation; lack of political leadership and commitment to reducing inequalities and discrimination facing Gypsies and Travellers; negative perceptions of the Gypsy and Traveller community reinforced by media coverage and lack of awareness about the history, culture and challenges they face.
 - Money to pay for the land and managing the amount of Travellers that can use the land.
 - Barriers in terms of both perception and adjacency of other uses. For example, there is a challenge in locating a Traveller site next to residential area. There could be objections from nearby residents or businesses.

Unauthorised encampments and the need for temporary provision

- 6.8 Stakeholders were asked whether they have any knowledge of unauthorised encampment activity in Enfield, in particular the level of activity, challenges faced and policies for dealing with encampments. 2 stakeholders were not aware of such activity or did not comment. Of those who replied to this question, responses included:
- There are currently a number of unauthorised encampments within Enfield which are being managed by the local authority, supported by the police. The encampments involving the Traveller community tend to be transient with the same persons when faced with enforcement going from one location within NA BCU (Metropolitan Police North Area Basic Command Unit) area covering Enfield and Haringey to the other.

- We are aware of encampments in the borough from conversations with the local authority and sometimes from talking to community members who may have family stopping in the area. Since the start of the Covid outbreak we are aware of the positive steps taken by the Council to promote the safety and health of families stopping roadside in Enfield and the partnership work that has taken place. We are keen to continue working together on solutions that minimise social and financial costs and to share good practice. Travelling is an important part of Gypsies' and Travellers' traditions, culture and family life, however a key challenge is the lack of temporary stopping places and adequate facilities across London which means that families often stop in unsuitable locations. While there is a systematic failure to meet the accommodation needs of Gypsies and Travellers and facilitate the nomadic way of life across the UK, local authorities still have a wide range of enforcement powers to evict roadside camps. We are concerned when there is a blanket approach which treats all families as criminals and we advocate for the separation of accommodation need from anti-social behaviour, fly tipping and other criminal issues, as they require distinct solutions. Our approach as an organisation is to support dialogue and understanding of specific circumstances and needs on a case by case basis and to promote negotiated stopping, a more humane and balanced approach based on a mutual agreement between the local authority and Gypsy and Traveller families on matters such as correct waste disposal and basic temporary facilities, sometimes directing roadside families away from contentious public spaces to more appropriate land.
- We have this on a weekly basis in Enfield and Haringey Boroughs. Usually the Travellers do tend to move on when asked after a section 61 has been served but the odd encampments defy the order. The main policy is that when an encampment is discovered a section 61 is served on each caravan to move by the next day and then police return the next day to ensure the Travellers move on.
- Parts of Edmonton (particularly Stonehill Industrial Site) have had unauthorised encampments. These have occurred mainly during the winter and have been short lived - but have occurred every winter since 2017/18. Actions to better protect the sites such as security and legal injunctions have restricted the length of occupations on land in recent years.

Transit sites

- 6.9 The survey outlined that for households travelling through Enfield, there are several potential options which could be considered. Firstly, the survey looked at transit sites and asked respondents whether there is a need for these within Enfield. The general consensus was that these are not the best solution. Responses included:
- I believe the main issue revolves around the same members of the Traveller community so no I do not see it as the solution, however if the Travellers refuse to be based in one fixed location then this could be a compromise for consideration.
 - We believe there is a temporary accommodation need for families stopping through the borough and across London more generally, however we don't consider transit sites to be the best approach, in the way they have been poorly

built and managed in other parts of the country. There could be a case for creating some flexible space on permanent sites to accommodate family members who are visiting, through consultation with families who would live on the new sites.

- I feel like this could encourage them to stay at these locations for long periods of time and cause issues. A long term solution may be a better approach.
- I don't know enough about the nature of provision that would be required. Only that provision of some nature should be made within the borough boundary. Generally, site(s) should be provided that both meet statutory guidelines and also support law-abiding Travelling communities. This then means that where groups are not law-abiding (such as unauthorised encampments) and associated activities such as property damage, fly tipping and waste often accompanied with such encampments these can be fully and fairly enforced against.

Temporary stop-over places

6.10 The survey then asked respondents whether there is a need for temporary stop-over places within Enfield. Responses were mixed, and included:

- I don't believe this will be suitable as once the Travellers are located in one location, I can't see them moving to a more suitable location when required without enforcement.
- Yes, there is a need for temporary stopping places in the borough to accommodate those families who are travelling so that they can access basic facilities and be in a safe and suitable location. As part of the negotiated stopping approach, through dialogue with families on a case by case basis, there might be situations in which it's appropriate to agree a stopping period at the location where the families have stopped, and provide portable toilets, water, rubbish collection etc; otherwise, families could be supported to move to an alternative location which is considered more suitable where they can remain for the agreed period and have access to these basic facilities. Identifying a range of different sites that could be used as 'meanwhile' temporary stopping places when needed would be part of a sustainable plan to meet the temporary accommodation needs of Gypsy and Traveller families.
- Again, it could cause issues if the Travellers use it for a permanent base. If there was something in place to stop them from staying at these locations then it could be a good idea, but again it would need to be in a sparsely populated area of Enfield.
- Not sure. Seems to me that there could be a risk from providing too many different types of places or sites. As clearly there is a risk that temporary sites could be used on a more permanent basis. In any case if unauthorised encampments occur, this are unauthorised activities. What is needed is an already designated permanent site for Travellers.

Barriers to transit provision

6.11 Several stakeholders believed that there are barriers to transit provision, including:

- There is a lack of trust from both sides with better integration required to ensure acceptance and better relationship;
- The barriers to transit site provision are very similar to the provision of residential sites, as they are both a type of permanent development that needs investment, planning permission etc; and
- Similar to the issue with the permanent sites, in that these are not desirable uses, and very difficult to locate next to residential areas. Where possible I think these should be located on open land, in green belt land for example that can accommodate such temporary occupations (rather than permanent development).

Gypsies and Travellers in bricks and mortar accommodation

6.12 In relation to bricks and mortar accommodation, respondents were asked if they are aware that Enfield Borough has a well-established settled Gypsy and Traveller community throughout the borough. Responses included:

- I am aware that there is a well-established settled Gypsy and Traveller community living across the London Borough of Enfield;
- Only through individuals that I have come into contact with over the years I have worked on NA BCU;
- Yes, we are aware of the long-standing Gypsy and Traveller community in Enfield and we have been working with some of the families for many years, particularly through our Accommodation Advice Service;
- No, I was unaware of these established Gypsy and Traveller communities; and
- I am aware, but not of the scale or the details. Interesting point about bricks and mortar accommodation. What is the issue in having this as the mainstream solution? And focusing efforts on resolving wider social issues such as poverty, education, health etc.

6.13 The survey then asked respondents whether they have any information on the broad locations of where Gypsies and Traveller households live and the number of households living in this type of accommodation. Responses included:

- I do not have any information on locations of where Gypsy and Travellers live within Enfield. I am aware that the majority of Travellers live in social and private housing;
- My experience is within Haringey and for example there is a number of Traveller Families residing in The Tower Gardens Estate in Tottenham; and
- We have shared the information we have from our Accommodation Advice Service as part of the community outreach we did to support the GTANA process. The 2011 Census indicates there were 344 people who identified as Gypsy or Irish Traveller living in the borough.

6.14 Subsequently, respondents were asked if they are aware of any challenges faced by Gypsies and Traveller households who live in Enfield. Responses included:

- Accessing services and discrimination;

- Not directly but I do know there is a lack of trust on both sides;
- Insecure and unsuitable accommodation, isolation from extended family and support networks, physical and mental health and wellbeing, education, work, discrimination and hate crime; and
- I can assume that they would be given a bad rep from local residents about their intentions and being stereotyped by the mass population. But unaware officially of any challenges.

Movement and cross-boundary considerations

6.15 Respondents were asked if they are aware of any regular movement of Gypsies and Travellers and Travelling Showpeople from Enfield to other London Boroughs and/or neighbouring districts. Responses included:

- There is a strong link between families living in Enfield, Haringey and Hackney;
- NA BCU seem to have the same members of the Travelling community moving from Enfield to Haringey after enforcement;
- There are some family connections across the North East London Boroughs, in Hackney and Haringey. We are aware of some groups who have been evicted from neighbouring boroughs and stopped in Enfield; and
- Not specifically, although the site I know best, Meridian Water, is on the border with Haringey and Waltham Forest, and therefore all three local authorities are involved in managing Traveller movements within this area.

6.16 In terms of cross-boundary issues in respect of Gypsies, Travellers and Travelling Showpeople that should be considered as part of this study, the following were mentioned:

- Hackney has 27 pitches across 4 Traveller sites and have identified a further site for a new Traveller site. There is a residential requirement of three years before Travellers are accepted on the Hackney Traveller site waiting list;
- I believe the current legislation used to enforce unauthorised encampments is abused by the Traveller community through the use of crossing borders at great expense to the local authorities and police;
- Accommodation needs are to some extent a cross-boundary issue, as insufficient provision of sites and affordable homes across London means that families are often pushed outside of their borough into neighbouring boroughs and further afield. The particular importance of extended family and support networks for Gypsy and Traveller communities and being in proximity to sites where other family lives also need to be taken into consideration. There is also a case for looking at other needs that are linked to accommodation and roadside stopping, such as health and education, and working strategically across boroughs to develop more effective solutions; and
- One of the most important facets to this issue is the imperative of cross-border cooperation. If you are dealing with a community which by definition does not

recognise borders, you will not be able to manage or solve it within existing administrative or government borders. The solution must be shared and flexible: for example, if one borough is best able to provide sites and another able to provide financial support or other resources.

- 6.17 All neighbouring local authorities were contacted for their views on any cross-boundary issues relating to Gypsies and Travellers. Responses were received to date from Broxbourne, Epping Forest, Haringey and Welwyn Hatfield authorities. No response were received from Barnet and Hertsmerre during the time available for response.

Broxbourne

- 6.18 The Council was not aware of any regular movements of Gypsies and Travellers between Enfield and Broxbourne. No cross-boundary issues were identified and any need issues for Broxbourne arise from existing local families within the borough.

Epping Forest

- 6.19 The Council was not aware of any regular movements of Gypsies and Travellers and Travelling Showpeople between Enfield and Epping Forest, nor were such movements identified in the most recent GTAA for the district. There are therefore no cross-boundary issues in respect of Gypsies and Travellers and Travelling Showpeople.

Haringey

- 6.20 The Council were not aware of any cross-boundary issues in respect of Gypsies, Travellers or Travelling Showpeople. The respondent noted there was disagreement between the Mayor of London and the Secretary of State in relation to the final wording of Policy H14 Gypsies and Travellers in the London Plan (Intend to Publish) version, which should be acknowledged in the GTANA.

Welwyn Hatfield

- 6.21 Their draft Local Plan makes provision for 61 pitches. However, should the inspector not support the allocation of all relevant sites, or provision for Gypsy and Travellers within strategic housing allocation sites, a shortfall of pitches may then arise. Should this occur, then Welwyn Hatfield may not have sufficient alternative sites to address any shortfall when assessed against the identified need.
- 6.22 As Welwyn Hatfield and Enfield share a functional relationship within a wider housing market area, the situation may arise where Welwyn Hatfield may need to enter into discussions with Enfield (and other authorities within the wider housing market area) for assistance in meeting any shortfall that may arise.

Duty to cooperate

- 6.23 The survey concluded with a question relevant to Planning Policy Officers only. This question asked respondents whether they agreed that the survey contributes to the requirement on the Duty to Cooperate with neighbouring authorities as set out in Section 3A Planning and Compulsory Purchase Act (as amended by Section 110 Localism Act 2011) and described in the National Planning Policy Framework. Responses included:
- Yes - but more needs to be done. I think that cities or city regions (or central government) should coerce local authorities to cooperate on this matter to find a solution (as well as providing more resources) - rather than it just being a requirement.
- 6.24 All neighbouring authorities responding to the consultation agreed, although Epping Forest stated that the questionnaire formed a small element of that consultation.

GTANA strategic messages

- 6.25 To conclude, stakeholders were asked what they would want to see as the key strategic messages coming from the GTANA. Responses included:
- A need to plan for sufficient permanent and transit (or visitor) pitches which addresses the need for both public and private pitches (to meet the needs of different household sizes) within the borough of Enfield, taking account of the need to address illegal encampments/un-authorised development levels and allowing for in-migration where this can be assessed;
 - That Enfield should meet its own need for Gypsy and Traveller accommodation need;
 - A commitment to identification of land to build Traveller sites and a Gypsy and Traveller Strategy involving multi agencies;
 - Clear evidence base for what the needs of the community are, both in terms of number of pitches needed but also an indication of number of pitches per site, type of amenity needed and desire (if any) for additional amenity space;
 - Better integration and understanding from both sides with some acceptance from the Traveller community that some of their behaviour is perceived as being anti-social and unacceptable to the wider community and needs to change;
 - Awareness that neighbouring authorities may (or may not) be able to make provision in full for their assessed need and that where a shortfall may arise, this may prompt the need to engage in more detailed discussions in line with the Duty to Cooperate;
 - There is a well-established Gypsy and Traveller community in Enfield and their accommodation needs should be planned for and met the same as with the wider community. Delivering the pitches required as a result of this study will ensure that families who are exposed to multiple inequalities and prejudice would have access

to safe, secure and culturally suitable homes. This would contribute to meeting requirements in the London Plan and National Planning Policy Framework/Planning Policy for Traveller Sites. In addition, there is a need to facilitate the nomadic way of life and work with families stopping roadside in the borough on a case by case basis to ensure they can stop in safe locations and can access basic facilities, taking a negotiated stopping approach. Identifying suitable land that can be used for negotiated stopping for temporary periods would be part of a sustainable plan to meet these needs;

- The need to give the Gypsy and Traveller community a place to call home and to prevent them from entering other people's land, causing damage and committing crimes whilst on this land. There is a need to not only look after the Traveller community but also the communities that they have affected in the past; and
- A Traveller site should be found and created at public expense in order to meet the Council's statutory obligation to do so. The Council must work in collaboration with neighbouring boroughs and other levels of government.

7. Gypsy and Traveller pitch, Travelling Showperson plot and transit site requirements

Introduction

- 7.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across the London Borough of Enfield. It takes into account current supply and need, as well as future need, based on modelling of data. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, it presents planning policy recommendations.
- 7.2 The calculation of pitch requirements is based on modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). Although now formally withdrawn, the former DCLG Guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see Chapter 3 for further discussion).
- 7.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 7.4 The GTANA has modelled current and future need and current and future supply separately for Gypsies and Travellers and Travelling Showpeople. For both groups, the modelling shows an overall ‘cultural’ need and then a ‘policy-on’ ‘PPTS need which takes into account those households who met the PPTS planning definition.

Pitch requirement model overview

- 7.5 Pitch need is assessed for two time periods. A short-term 5-year model looks at need over the five year period 2020/21 to 2024/25. A longer-term model looks at need over the remainder of the plan period (to 2035/36) arising from children likely to need a pitch.
- 7.6 In terms of **cultural need**, the 5-year model considers:
- data derived from interviews with existing households who are either living in bricks and mortar accommodation or have a connection with the borough and have expressed a need for a pitch;
 - households expected to form in the next five years and need a pitch; to derive a figure for,
 - total pitch need.
- 7.7 The model usually also considers supply but there are currently no pitches in the borough.

- 7.8 The longer-term model considers the cultural need over the period to 2035/36. This is based on the age profile of children under 13 living in Gypsy and Traveller households who have been interviewed.
- 7.9 For each model, the likely pitch need from households meeting the PPTS definition is also calculated.

Enfield Borough: description of factors in the 5-year need model

- 7.10 Table 7.1 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent, and any assumptions clearly stated.

Need

7.11 Estimate of households (1)

The 2011 Census suggested there were 121 households living in bricks and mortar accommodation.

The number of interviews relates to the number of households who either live in bricks and mortar accommodation in the borough or have a connection with the borough. A total of 15 households were identified and their need analysed.

7.12 Existing households planning to move in the next five years (2)

This was derived from information from the household survey for respondents who are wanting to move to a pitch in the next 5 years.

A total of 8 existing households living within the borough plan to move to a site within the borough.

Regarding in-migration, there was one household interviewed who has a connection with the borough but is currently living elsewhere.

The factors presented in section 2 of the model result in an overall net requirement of 9 pitches from existing households planning to move in the next 5 years. Of the total need for pitches, 11.1% can be attributed to net in-migration which is due to households with a connection with Enfield currently living outside the borough. The majority of the need is from existing population within the borough.

7.13 Emerging households (3)

This is the number of households expected to emerge in the next 5 years based on household survey information. The total number is 7.

If children old enough to form their own household were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

7.14 Total need for pitches (4)

This is a total need from existing households in bricks and mortar, newly-forming households and households with a connection with Enfield who have been interviewed. This indicates a total need for 16 pitches over the first five years from 2020/21.

Supply

7.15 Current supply of authorised pitches (5)

There are currently no pitches in Enfield, so this is zero.

Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – 2020/21 to 2024/25			
CULTURAL NEED			Enfield Borough
1	Estimate of households	1a. TOTAL (2011 Census)	121
		1b. Households interviewed	15
2	Existing households planning to move in next 5 years	Currently in Bricks and Mortar	
		2a. Planning to move to a site in LA (+)	8
		2b. Planning to move to another B&M property (no net impact)	0
		In-migrant households	
		2c. Allowance for in-migration (+)	1
		2d. TOTAL Net impact (2a+2b+2c)	9
3	Emerging households (5 years)	3a. Currently in B&M planning to move to a site in LA (+)	7
		3b. Currently in B&M and moving to B&M (no net impact)	0
		3c. Currently on Site and moving to B&M (no net impact)	0
		3d. Currently on Site and moving to B&M (no net impact)	0
		3e. TOTAL (3a+3b+3c+3d)	7
4	Total Need	2d+3e	16
SUPPLY			
5	Current supply of authorised pitches	5a Current supply of authorised pitches	0
RECONCILING NEED AND SUPPLY			
6	Total need for pitches	5 years (from 4)	16
7	Total supply of authorised pitches	5 years (from 5a)	0
5 YEAR AUTHORISED PITCH SHORTFALL 2020/21 TO 2024/25			16

Reconciling supply and demand

7.16 There is a total cultural need over the five year period 2020/21 to 2024/25 for 16 pitches across Enfield Borough.

Longer-term pitch requirement modelling

- 7.17 Longer-term pitch need modelling has been carried out using household structure information from households interviewed. On the basis of the age of children in households, it is possible to determine the extent of ‘likely emergence’, which assumes that a child is likely to form a new household at the age of 18.
- 7.18 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2025/26 to 2035/36. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Enfield. This approach has been tested at inquiry and the assumption has been corroborated by several Travelling interviewees. Analysis would suggest a total cultural need for 7 additional pitches over the period 2024/25-2035/36 (Table 7.2).

Table 7.2 Future pitch requirements based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2025/26 to 2029/30 (5 years)	5	3
2030/31 to 2035/36 (6 years)	8	4
Total (2025/26 to 2035/36)	13	7

Planning Policy for Traveller Site definition

- 7.19 Analysis of household survey data establishes that 93.3% of Gypsy and Travellers households interviewed meet the PPTS definition.

Overall plan period pitch need

- 7.20 Table 7.3 summarises the overall need for pitches across Enfield Borough over the remainder of the plan period 2020 to 2036. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a ‘policy on’ PPTS need which is a subset of the cultural need and is based on those households who meet the PPTS definition of need.
- 7.21 Need has been assessed over a short-term 2020/21 to 2024/25 and longer-term 2025/26 to 2035/36 period.
- 7.22 For the 16-year remainder of the plan period (2020/21 to 2035/66), there is an overall cultural need for 23 pitches. As 93.3% of households meet the PPTS definition, the PPTS need is 21. Therefore, the overall cultural need is 23 of which 21 are from households who meet the PPTS definition. Crucially there is a need for 16 pitches within five years

of which there is an immediate need from 9 households in bricks and mortar who require a pitch.

- 7.23 The main drivers of need are a lack of pitches currently available for both existing and emerging households who need to live on a site.

	Cultural need	Of which: PPTS NEED
5yr Authorised Pitch Shortfall (2020/21 to 2024/24) (A)	16	15
Longer-term need		
<i>Over period 2025/6 to 2029/30 (B)</i>	3	2
<i>Over period 2030/31 to 2035/36(C)</i>	4	4
<i>Longer-term need TOTAL to 2035/36 (11 years) D=(B+C)</i>	7	6
NET SHORTFALL 2018/29 to 2035/36 (A+D)	23	21

Important note: the overall need is 23 pitches of which 21 is need from households who meet the travelling definitions set out in PPTS

Tenure preferences

- 7.24 There is a strong sense that sites should be for family groups and a preference for sites to be managed by the Council. There is also interest in families buying land for their own residential pitches.

Housing register and homelessness evidence

- 7.25 At the time of consultation, there were a number of Gypsy and Traveller households living in emergency/temporary accommodation. During the fieldwork period, three families have been placed into emergency accommodation and the Council are reviewing their longer-term housing needs.

Transit/temporary stop over requirements

- 7.26 There are a number of ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. Options for transit provision include transit sites, temporary stop over places and negotiated stopping agreements²³. A transit pitch normally has a hard standing, electric hook up and amenity shed.

²³ See <https://www.negotiatedstopping.co.uk> for more information

- 7.27 The household survey found that 86% of respondents felt that transit provision should be made available in Enfield and a majority of households stated a need for up to 6 pitches. Assuming up to two caravans could be accommodated on each pitch, the overall transit capacity would be up to 12 caravans at any one time. When asked who should manage transit provision, all said the council.
- 7.28 A good indicator of transit need is unauthorised encampment activity. The council has provided evidence of unauthorised encampment activity over the period October 2019 to August 2020 as set out in Table 7.4. In summary:
- The number of caravans on unauthorised encampments has ranged between 4 and 10.
 - The median number of caravans on an encampment has been 5 and mode (most frequently reported) has been 10 caravans.

Table 7.4 Unauthorised encampment activity in Enfield		
Number of encampments recorded Oct 2019 to August 2020	10	
Number of caravans	Mode (most frequently reported)	10
	Average	5.8
	Median	5
	Range	4 to 10

- 7.29 Based on the views of Gypsies and Travellers in the district and evidence of unauthorised encampment, provision of a transit site/stop over site for 6 pitches is recommended. This could accommodate up to 12 caravans at one time. The council could also consider a negotiated stopping policy to manage unauthorised encampment activity across the borough.

Travelling Showperson plot need

- 7.30 There is currently no Travelling Showperson provision in Enfield. The 2008 London Boroughs' Gypsy and Traveller Accommodation Needs Assessment²⁴ had identified a need for 3 plots over the period 2007-2017 but the Council has had no applications for plots since 2007. The Enfield GTANA has not evidenced any need for additional Travelling Showperson plots in the borough. The fact that no applications have come forward suggests that this need has been addressed in other ways.
- 7.31 Any need over the plan period is likely to be expressed through planning applications for Showperson plots. It is recommended that the council should be mindful of the need evidenced in the 2008 London GTANA, respond to applications that may come forward, and include a criteria-based policy for the delivery of Showperson plots, if this need arises over the plan period.

²⁴ https://www.london.gov.uk/sites/default/files/london_boroughs_gypsy_and_traveller_accommodation_needs_assessment_-_final_report_-_2008_-_fordham_research.pdf

8. Conclusion and strategic response

- 8.1 This concluding Chapter provides a brief summary of key issues emerging from the research; advice on the strategic responses available, including examples of good practice; and recommendations and next steps.

Meeting permanent Gypsy and Traveller pitch requirements

- 8.2 There are currently no Gypsy and Traveller pitches in Enfield.
- 8.3 Following the identification of households who either live in Enfield in bricks and mortar accommodation or have an association with the borough, the GTANA has evidenced a cultural shortfall of 23 pitches over the plan period to 2036 of which 21 pitches are for households who meet the PPTS definition. Evidence would indicate there is an immediate need for 9 pitches (from existing households wanting to move onto a pitch) and an additional need from emerging households for 7 pitches within 5 years.
- 8.4 It is recommended that the Local Plan acknowledges this scale of need. It is also recommended that the Council considers future applications for small sites to meet the needs of additional families who may emerge over the plan period.

Meeting permanent Travelling Showperson requirements

- 8.5 There is currently no authorised provision in the borough and no needs have been identified. Any need over the plan period is likely to be expressed through planning applications for Showperson plots. It is recommended that the council includes a criteria-based policy for the delivery of Showperson plots, if this need arises, over the plan period.

Meeting transit site/stop over requirements

- 8.6 There are a number of ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. Options for transit provision include transit sites, temporary stop over places and negotiated stopping agreements. Based on the views of Gypsies and Travellers in the district and evidence of unauthorised encampment, It is recommended that the council consider developing capacity for families travelling through the borough. Provision of a transit site/stop over site for 6 pitches is recommended. This could accommodate up to 12 caravans at one time. The council could also consider a negotiated stopping policy to manage unauthorised encampment activity across the borough.

Concluding comments

- 8.7 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies, Travellers and Travelling Showpeople across Enfield Borough.
- 8.8 There is a strong and long-standing community of Gypsies and Travellers who live in the borough and a need for permanent residential pitches has been identified. Most households

met the travelling criteria set out in the PPTS and therefore over the plan period to 2036, there is a cultural need for 23 pitches of which the PPTS need is 21 pitches.

	Cultural need	of which: PPTS NEED
5yr Authorised Pitch Shortfall (2020/21 to 2024/25)	16	15
Longer-term need (2025/26 to 2035/36)	7	6
TOTAL NET SHORTFALL 2020/21 to 2035/36	23	21

Important note: The overall need is 23 pitches of which 21 is need from households who meet the travelling definitions set out in PPTS

- 8.9 The Enfield GTANA has not evidenced any need for Travelling Showperson plots in Enfield. However, it is recommended that the Council should respond to any emerging need over the plan period through its planning policy.
- 8.10 It is recommended that the council consider developing capacity for families travelling through the borough. Provision of a transit site/stop over site for 6 pitches is recommended. This could accommodate up to 12 caravans at one time. The council could also consider a negotiated stopping policy to manage unauthorised encampment activity across the borough.
- 8.11 It is recommended that this evidence base is refreshed on a five-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across the London Borough of Enfield.

Appendix A: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Location of interview			
	Current address			
	General Data Protection Regulation (2018) and Data Protection	GDPR came into effect from 25th May 2018. This provides new rights for EU citizens to control personal data held about them by organisations		
		This study is being done for Enfield Council to identify if there is a need for pitches in the Council area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.		
		The information you provide will not be used to identify you personally, will be kept strictly confidential and not passed onto anyone		
		Can you please say if you are happy to carry on with the questionnaire on this basis?	Yes	No
1a	Pitch/Property Type (e.g. house, flat, bungalow)			
1b	Do you own your home with a mortgage, own without a mortgage, rent from a private landlord, rent from a housing association			
2	Are there any Statics/mobiles on your property			
3	Are there any tourers on your property			
4	Description of house occupancy			
5	No. households			
6	No. concealed households			
7	No. doubled up hhs			
8	Anyone else use this property as their home? If so, who			
9	Household characteristics			
		Gender	Age	Relationship to respondent
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			
	Person 9			
	Person 10			
10	Ethnicity			

11	How many bedrooms are in your property?			
12	Overcrowding of home	Y / N		
13	Overcrowding of land on which your home is located	Y / N		
14a	Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing	S, R, B&M		
14b	Where were you living? Record district/settlement name			
Travelling questions				
In 2015, the Government changed its definition of Gypsies and Travellers for planning purposes. To be recognised as a Gypsy Traveller you or someone in your household has to travel. I'm now going to ask a few questions about whether you or someone in your household travels				
15	In the last year have you or someone in your household travelled	Y / N		
16	Previous to the last year, did you or someone in your household travel?	Y / N		
17	Reason(s) for travelling			
18	Do you or a member of your household plan to travel next year?	Y / N		
19	Do you think you or a member of your household will travel each year for the next five years and/or beyond	Y / N		
20	What reasons do you or your household have for not travelling now or in the future?			
Future moving intentions				
21	Are you planning to move in the next 5 years?	Y / N		
22	Where are you planning to move to? (Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar			
23	What type of dwelling (caravan, trailer, house, flat, bungalow)			

24	Emerging households: Are there any people in your household who want to move to their own pitch/bricks and mortar housing in the next 5 yrs?	Y / N				
		HH1	HH2	HH3	HH4	
25	Where are they planning to move to? (Bricks and Mortar housing, Private Site in District, Council Site in District, Outside District (if so where)					
26	What type of dwelling (caravan, trailer, house, flat, bungalow)					
27	Have they travelled / plan to travel	Y/N	Y/N	Y/N	Y/N	
28	Is there a need for transit pitches (for people stopping over temporarily) in the district?	Y / N				
29	If so, how many are needed?					
30	Who should manage them (Council, Traveller Community)					
31	Is there a need for authorised pitches (for people to live on all the time?)	Y / N				
32	If so, how many are needed?					
Other questions						
33	How many years have you lived here?					
34	If you live in bricks and mortar housing, are you happy to live there or would you prefer to live on a pitch?					
35	Are you aware of any land which could be used for a Gypsy and Traveller site?					
	If so, please provide further details					
Supplementary questions if relevant			If less than 6 years, please ask supplementary questions			
35	Where did you move from? (District)					
36	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?					
37	When you moved here, was the property vacant, a new property or was someone already living there?					
38	here?					
39	Did you already have a connection with the area (e.g. family or friends living here; or you used to live here?)					
Final questions						
40	Do you know anyone else in bricks and mortar housing looking to live on a Site in Enfield? If so, can you provide contact details					
41	Is there anything else you'd like to tell us about housing?					

Appendix B: Glossary of terms

Caravans: Mobile living vehicles used by Gypsies and Travellers; also referred to as trailers.

CJ&POA: Criminal Justice and Public Order Act 1994; includes powers for local authorities and police to act against unauthorised encampments.

CRE: Commission for Racial Equality.

DCLG: Department for Communities and Local Government; created in May 2006. Responsible for the remit on Gypsies and Travellers, which was previously held by the Office of the Deputy Prime Minister (O.D.P.M.).

Gypsies and Travellers: Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such”. The planning policy goes on to state that, “In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances”.

Irish Traveller: Member of one of the main groups of Gypsies and Travellers in England. Irish Travellers have a distinct indigenous origin in Ireland and have been in England since the mid nineteenth century. They have been recognised as an ethnic group since August 2000 in England and Wales (O’Leary v Allied Domecq).

Mobile home: Legally a ‘caravan’ but not usually capable of being moved by towing.

Pitch: Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a plot, especially when referring to Travelling Showpeople. DCLG *Planning policy for traveller sites* (August 2015) states that “For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “travelling showpeople”, which may / will need to incorporate space or to be split to allow for the storage of equipment”.

Plot: see pitch

PPTS: Planning Policy for Traveller Sites (DCLG, 2012 and 2015 editions)

Roadside: Term used here to indicate families on unauthorised encampments, whether literally on the roadside or on other locations such as fields, car parks or other open spaces.

Romany: Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

Sheds: On most residential Gypsy/Traveller sites 'shed' refers to a small basic building with plumbing amenities (bath/shower, WC, sink), which are provided at the rate of one per pitch/pitch. Some contain a cooker and basic kitchen facilities.

Showpeople: Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above”.

Site: An area of land laid out and used for Gypsy/Traveller caravans; often though not always comprising slabs and amenity blocks or ‘sheds’. An authorised site will have planning permission. An unauthorised development lacks planning permission.

Slab: An area of concrete or tarmac on sites allocated to a household for the parking of trailers (caravans).

Stopping places: A term used to denote an unauthorised temporary camping area tolerated by local authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

Tolerated site: An unauthorised encampment/site where a local authority has decided not to take enforcement action to seek its removal.

Trailers: Term used for mobile living vehicles used by Gypsies and Travellers; also referred to as caravans.

Transit site: A site intended for short-term use while in transit. The site is usually permanent and authorised, but there is a limit on the length of time residents can stay.

Unauthorised development: Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not unauthorised encampments in that they cannot trespass on their own land – they are therefore unauthorised developments and enforcement is always dealt with by Local Planning Authorities enforcing planning legislation.

Unauthorised encampment: Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc.) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner’s consent. Unauthorised encampments fall into two main categories: those on land owned by local authorities and those on privately owned land. It is up to the landowner to take enforcement action in conjunction with the Police.

Wagons: This is the preferred term for the vehicles used for accommodation by Showpeople.

Yards: Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as ‘winter quarters’. These ‘yards’ are now often occupied all year around by some family members.