**London GTANA 2023**

**London Borough of Barnet**

**Accommodation needs assessment figures**

**2022/23 – 2031/32**

**Overview**

This document provides borough-specific accommodation needs figures extracted from the London Gypsy and Traveller Accommodation Needs Assessment (GTANA) 2023 and a summary of the methodology used for the GTANA. The London GTANA has been commissioned by the Greater London Authority (GLA), in line with a commitment in the [London Plan](https://www.london.gov.uk/programmes-strategies/planning/london-plan/new-london-plan/london-plan-2021) to carry out a London wide Gypsy and Traveller Accommodation Needs Assessment. It is being undertaken by the RRR Consultancy. Publication is anticipated in summer 2024.

This document is a second iteration of the summary shared with boroughs for comment in autumn 2023, at the same time as the draft GTANA report was shared with the Steering Group. This iteration reflects changes made in response to:

a) comments and queries from boroughs on the first iteration of the summaries shared with them

b) comments and queries from the Steering Group on the draft GTANA report, shared with them in autumn 2023

c) a change in Planning Policy for Traveller sites (PPTS) made by the government in December 2023.

It is important to note that, because of this range of changes, figures in this summary are not directly comparable to those in the first iteration.

This document should be read in conjunction with the summary of comments received from all boroughs on the first iterations of their summaries and RRR's proposed responses to these comments.

The GTANA will provide information that boroughs can use to inform their Local Plans and, specifically, to plan to meet the accommodation needs of the Gypsy, Roma, Traveller and Travelling Showpeople (GRTTS) communities.

The main objective of the London-wide assessment is to provide a robust and reliable evidence base for use in policy development in housing and planning. It assesses the need, across London and broken down by borough, for:

* additional pitches for Gypsies and Travellers (including Roma)
* additional plots for Travelling Showpeople
* bricks and mortar homes for members of the Roma community and Gypsies and Travellers.

The assessment determines accommodation need based on both the definition of Gypsies and Travellers set out in the Department for Levelling Up, Housing and Communities’ (DLUHC’s) [Planning Policy for Traveller Sites (PPTS) (2023](https://www.gov.uk/government/publications/planning-policy-for-traveller-sites/planning-policy-for-traveller-sites)), and the broader definition used in the draft London Plan (2018), which this report refers to as the ‘cultural’ category of accommodation need.

1. **Changes since autumn 2023**

**Planning Policy for Traveller Sites (PPTS) (2023)**

On 19 December 2023, the government published an updated version of the PPTS. This was previously updated in August 2015. The December 2023 update involves a change made in response to a legal judgment and ongoing policy reviews.

The Court of Appeal judgment in the case of Smith v SSLUHC & Others (October 2022) determined that PPTS 2015 was discriminatory, by excluding households who had permanently ceased to travel from being recognised (for planning purposes) as Gypsies and Travellers. This conclusion was based on the PPTS 2015 definition excluding Gypsies and Travellers who had permanently ceased to travel due to old age or disability. In response, the government amended the definition, reinserting the word ‘permanently’, which had formed part of the 2012 PPTS definition of Gypsies and Travellers. This means that PPTS is now clear that LPAs are obliged to consider the accommodation needs of Gypsy and Traveller households who have permanently ceased to travel.

**‘Cultural’ category of accommodation need**

In early versions of the draft GTANA report, RRR used the concept of ‘psychological aversion’ in calculating need for pitches arising from Gypsies and Travellers currently living in bricks and mortar homes. Doing so was consistent with the methodology for GTANAs suggested in the Department for Communities and Local Government (DCLG) 2007 guidance, [Gypsy and Traveller Accommodation Needs Assessments](https://assets.publishing.service.gov.uk/media/5a796bf5e5274a3864fd6d97/accommneedsassessments.pdf). Although the government withdrew this guidance in 2016, it has provided no alternative.

However, over the course of the London GTANA Steering Group’s review of the draft report in autumn 2023, and during in-depth discussion and consideration at a Steering Group meeting on 13 December 2023, members expressed serious reservations about the use of psychological aversion in calculating need. The Steering Group recommended that the GTANA should use ‘cultural preference’ as an alternative to ‘psychological aversion’.

As explained in the summary of borough comments on their provisional need figures and proposed responses that accompanies this summary, some boroughs also queried the use of psychological aversion as a factor in calculating need. These boroughs did so primarily on the basis that it is difficult to reliably identify whether a household is experiencing psychological aversion to living in bricks and mortar accommodation.

In response to these comments and the Steering Group’s recommendation, the GLA agreed that the GTANA methodology should adopt the concept of ‘cultural preference’, as an alternative to ‘psychological aversion’, when assessing need to live on a pitch among Gypsy and Traveller households living in bricks and mortar accommodation. Cultural preference is mentioned by DCLG (2016) draft guidance, which acknowledges that bricks and mortar accommodation may be unsuitable for some households, “by virtue of [their] cultural preference not to live in bricks-and-mortar accommodation.” This is particularly significant, following the Lisa Smith case and the government’s change to the PPTS definition.

1. **Methodology**

The needs figures are based on responses to household surveys undertaken for the 2023 GTANA, which were analysed as outlined below. The only exception to this was six boroughs (Bexley, Haringey, Havering, Merton, Newham and Richmond upon Thames) in which recent borough-level GTANAs provided findings from surveys of Gypsies and Travellers living on sites or yards that could be incorporated into the London-wide assessment.

To undertake surveys, RRR Consultancy and community members visited Gypsies and Travellers living on sites (in boroughs where there is a site or sites) and Travelling Showpeople living on yards (in boroughs where there is a yard or yards).

RRR Consultancy created online surveys for Gypsies and Travellers and members of the Roma community living in bricks and mortar accommodation. Community groups promoted these surveys and assisted respondents to complete them (including translating for those who spoke different Roma languages).

RRR Consultancy, the GLA, and the Steering Group for the project agreed minimum target response rates (responses as a proportion of the estimated number of households in that group resident in the borough), for each borough as well as across London. Target and actual rates, including for your borough, are shown in the table below. For your borough, the table also shows (in brackets) the number of responses and total number of households we estimate live in your borough.

Please note whilst the GTANA sample frame was finalised in autumn 2022, Census 2021 household data was not published until March 2023. As such, it was necessary to calculate the number of Gypsy and Traveller households residing in bricks and mortar accommodation by combining 2011 Census data and 2022 site data. The sample size for the Roma community was determined using a combination of 2021 Census data on the total Roma population with data indicating average household sizes derived from the 2008 GTANA.

**Table 1: Target and actual response rates for household surveys**

|  |  |  |
| --- | --- | --- |
| **Group** | **Agreed target response rate** | **Response rate Response rate** |
| **London** | **Barnet** |
| Gypsies and Travellers on sites | 80% | 96% | NA |
| Travelling Showpeople on yards | 80% | 94% | NA |
| Gypsies and Travellers in bricks and mortar | 10% | 23%  | 17% (9 / 52) |
| Roma  | 10% | 10% | 7% (20 / 299) |

Source: London GTANA 2023

1. **Assessing accommodation need**

**Overall**

Accommodation needs are calculated over two five-year periods:

* 2022/23-2026/27: 1 April 2022 to 31 March 2027
* 2027/28-2031/32: 1 April 2027 to 31 March 2032

Calculations are based on a model suggested in DCLG (2007) guidance. The basic premise of the model is that, by comparing current and projected accommodation provision with gross current and projected accommodation need, it is possible to calculate net current and projected accommodation need.

The number of steps involved in calculating accommodation need vary according to the cohort within the GRTTS community. This is because some factors (steps) are relevant to some cohorts and not others. For example, cultural preference is a factor considered when calculating the accommodation needs of Gypsy and Traveller households living in bricks and mortar accommodation, but not when assessing the accommodation needs of the other cohorts.

There are 15 steps involved in calculating accommodation needs for pitches for Gypsy and Traveller households; 13 steps in calculating accommodation needs for Travelling Showpeople plots; 10 steps in calculating accommodation needs for bricks and mortar accommodation for Gypsies and Travellers; and seven steps involved in calculating the accommodation needs of the Roma community.

The steps followed in each of the calculations presented here can be seen in the tables below.

The GTANA accommodation needs figures are based on need rather than preference or demand. The GTANA determines that there is accommodation need if, for example:

* there is evidence that households living in bricks and mortar accommodation are overcrowded (after applying the ONS (2021) ‘bedroom standard’)
* there is evidence of households ‘hidden’ or ‘doubled up’ on pitches or plots
* the household of a Gypsy or Traveller aged 16 years or over indicate that this individual will require their own accommodation within the next five years (This is typically because the household anticipates the individual will form a new household.)
* Gypsy and Traveller households residing in bricks and mortar accommodation display a ‘cultural preference’ for residing on a pitch.

It is important to note that where a combination of these factors occurs, a household may only be counted as being in need once, to avoid double-counting. This might apply, for example, where there is evidence of overcrowding and a newly forming household requires separate accommodation within the same household. If the overcrowding would be resolved by the newly forming household acquiring separate accommodation, then the household is no longer regarded as being overcrowded.

Households may express a desire for different accommodation for various reasons that the assessment does not consider need. Examples include:

* wanting to move closer to amenities
* seeking a more affordable living situation
* desiring a home that is easier to manage
* needing to relocate for work.

Such preferences and demands, while valid, are not considered to constitute the accommodation need that the GTANA calculates.

Not all boroughs will have accommodation needs identified for all four cohorts. This is because some boroughs do not have Gypsy and Traveller sites and there is no evidence of need for pitches arising from Gypsy and Traveller households in bricks and mortar, and/or have no Travelling Showpeople yards and there is no evidence of need for them.

**Assessing need in the first five-year period, 2022/23 to 2026/27**

The accommodation needs relating to the first five-year period - i.e., 2022/23-2026/27 - are based on the results of household surveys undertaken in each borough, as described above.

Survey responses determine the number of households from each cohort surveyed who need to move due to, for example, overcrowding, or to accommodate newly forming households.

Survey findings from households in bricks and mortar are extrapolated to the whole population. For instance, analysis of the survey findings determined that 19% of Roma households in bricks and mortar experience overcrowding. This proportion is then extrapolated to the whole population of Roma households residing in London, on a borough basis, to determine their accommodation needs. This type of extrapolation is not needed for the findings of surveys of households living on sites or yards, because of the high response rate.

**Assessing need in the second five-year period, 2027/28 to 2031/32**

Accommodation needs relating to the second five-year period - i.e., 2027/28-2031/32 - are based on population projections derived from an understanding of the whole GRTTS population across London as a whole. This is because, in some boroughs, the small size of the GRTTS population means that it is not possible to accurately predict population growth at local level.

Accommodation needs for the second five-year period are calculated by applying a population growth figure, based on analysis of factors derived from the household surveys conducted for the 2023 GTANA. These factors include current population numbers, the average number of children per household, and household formation rates. Survey responses indicate an annual household growth rate of 3% per annum (compound), equating to a five-year rate of 15.9%. They also indicate a mortality rate of 2.3% over each five-year period. Combining these two figures yields a net population growth rate of 13.6%. Basing population growth figures on survey responses leads to a robust and reliable population projection for the second five-year period.

1. **Borough-specific accommodation needs**

The following sets out the accommodation needs for each of the four cohorts, including identifying where there is no need for a cohort. It also explains the calculations:

**Need for pitches for Gypsies and Travellers:**

The need for residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and using data derived from surveys of Gypsies and Travellers living on pitches and in bricks and mortar. The results of this are shown in Table 5 below. Table 6 presents the level of need for the 10-year period of the GTANA. As discussed above (see ‘Overview’), this needs assessment provides two accommodation needs figures: first, based on cultural identity (‘cultural’ column); and second, based on PPTS 2023 (‘PPTS’ column).

Step 15, which identifies households with a ‘cultural preference’ for a pitch who need to move, is calculated by determining the number of households who gave the following responses to the following survey questions:

* “due to a lack of sites” and/or “no choice” to question A6 “Why do you live in a house/flat rather than a caravan?” (82 per cent of respondents) AND
* “yes” to question E6 “Do you need to move to a different home within the next five years?” (32 per cent of respondents) AND
* “council/social rented site”, “private site owned by self”, or “private rented site” in response to question E8 “What type of accommodation would you most prefer to move to?” (74 per cent of respondents).

***Current Pitches***

As there are no known pitches (either authorised or unauthorised) within the borough, there is no existing or additional supply.

***Need for pitches***

Whilst there are no known pitches within the borough, there is evidence of need for pitches from households living in bricks and mortar. This is based on the findings from the online survey with those living in bricks and mortar.

**Table 2: Summary of need for pitches for Gypsies and Travellers 2022/23-2026/27**

|  |  |  |
| --- | --- | --- |
|  | Cultural | PPTS |
| 1) Current occupied permanent residential site pitches | 0 | 0 |
| *Additional accommodation supply* |
| 2) Number of unused residential pitches available | 0 | 0 |
| 3) Number of existing pitches expected to become vacant through mortality  | 0 | 0 |
| 4) Net number of households on sites expected to leave (linked to step 13) | 0 | 0 |
| 5) Number of households expected to move into housing in next 5 years | 0 | 0 |
| 6) Residential pitches planned to be redeveloped or brought back into use  | 0 | 0 |
| Total additional supply | 0 | 0 |
| *Additional accommodation need* |
| 7) Needing permanent permission from temporary sites | 0 | 0 |
| 8) Households seeking a pitch in the area | 0 | 0 |
| 9) Households on transit pitches requiring residential pitches in the area | 0 | 0 |
| 10) Households on unauthorised encampments requiring residential pitches  | 0 | 0 |
| 11) Households on unauthorised developments requiring residential pitches  | 0 | 0 |
| 12) Households currently overcrowded (including concealed or ‘doubling up’) | 0 | 0 |
| 13) Households expected to arrive from elsewhere (linked to step 4) | 0 | 0 |
| 14) Newly forming households | 0 | 0 |
| 15) Households in bricks and mortar with cultural preference need for a pitch | 15 | 12 |
| Total need | 15 | 12 |
| *Balance of need and supply* |
| **Total additional accommodation required** | **15** | **12** |

Source: London GTANA 2023

**Table 3: Summary of need for pitches for Gypsies and Travellers 2022/23-2031/32**

|  |  |  |  |
| --- | --- | --- | --- |
|  **Definition of need** | **2022/23-2026/27** | **2027/28-2031/32** | **2022/23-2031/32** |
| Cultural | 15 | 2 | 17 |
| PPTS | 12 | 2 | 14 |

Source: London GTANA 2023

**Need for plots for Travelling Showpeople:**

As there are no known plots (either authorised or unauthorised) within the borough, and no evidence of need for plots for Travelling Showpeople, there is no identified need for Travelling Showpeople plots.

**Need for bricks and mortar homes for Roma:**

The need for bricks and mortar homes for Roma in the study area is assessed according to a seven-step process, based on the model suggested in DCLG (2007) guidance, using data derived from the fieldwork undertaken for this assessment. The results of this calculation for the first five-year period are shown in Table 4 below. Table 5 presents the level of need for the 10-year period covered by the GTANA.

**Table 4: Summary of need for bricks and mortar homes for Roma 2022/23-2026/27**

|  |  |  |
| --- | --- | --- |
| 1) Current homes occupied by Roma households | 632 |  |
| *Additional accommodation supply* |
| 2) Number of existing dwellings expected to become vacant through mortality | 18 |  |
| 3) Number of households in housing expected to move out of London | 0 |  |
| 4) Dwellings vacated by movement within the current supply | 121 |  |
| Total additional supply | 139 |  |
| *Additional accommodation need* |
| 5) Households in housing needing to move within the current supply | 121 |  |
| 6) Household in overcrowded housing  | 117 |  |
| 7) Newly forming households | 125 |  |
| Total need | 363 |  |
| *Balance of need and supply* |
| **Total additional accommodation required** | **224** |  |

Source: London GTANA 2023

**Table 5: Summary of need for bricks and mortar homes for Roma 2022/23-2031/32**

|  |  |  |
| --- | --- | --- |
| **2022/23-2026/27** | **2027/28-2031/32** | **2022/23-2031/32** |
| 224 | 89 | 313 |

Source: London GTANA 2023

**Need for bricks and mortar homes for Gypsies and Travellers:**

The need for bricks and mortar homes for Gypsies and Travellers in the study area is assessed according to a 10-step process, based on the model suggested in DCLG (2007) guidance and using data derived from the survey. The results of this calculation for the first five-year period (2022/23-2026/27) are shown in Table 6 below, and Table 7 presents the level of need for the 10-year period of the GTANA.

**Table 6: Summary of need for bricks and mortar homes for Gypsies and Travellers**

**2022/23-2026/27**

|  |  |  |
| --- | --- | --- |
| 1) Current occupied dwellings | 75 |  |
| *Additional accommodation supply* |
| 2) Number of existing dwellings expected to become vacant through mortality | 2 |  |
| 3) Dwellings vacated by those with cultural preference need for a pitch | 15 |  |
| 4) Number of households in housing expected to move out of London | 0 |  |
| 5) Dwellings vacated by movement within the current supply | 24 |  |
| Total additional supply | 41 |  |
| *Additional accommodation need* |
| 6) Households in housing without cultural preference needing to move  | 24 |  |
| 7) Households on unauthorised pitches needing housing in the area | 0 |  |
| 8) Households in overcrowded housing without cultural preference | 12 |  |
| 9) Newly forming households | 25 |  |
| 10) Households moving into housing from sites | 3 |  |
| Total need | 64 |  |
| *Balance of need and supply* |
| **Total additional accommodation required** | **23** |  |

Source: London GTANA 2023

**Table 7: Summary of need for bricks and mortar homes for Gypsies and Travellers**

**2022/23-2031/32**

|  |  |  |
| --- | --- | --- |
| **2022/23-2026/27** | **2027/28-2031/32** | **2022/23-2031/32** |
| 23 | 14 | 37 |

Source: London GTANA 2023