

Developing a Negotiated Stopping pilot in London - scoping research proposal

September 2018

What is Negotiated Stopping

Negotiated stopping is an approach to managing unauthorised encampments based on an agreement between the families and individuals on the roadside and the local authority. This includes terms such as: the families agree to a limited duration of stay; the local authority provides basic facilities and identifies a more suitable location if necessary.

Steps for implementing negotiated stopping at the local level:

1. Identify suitable stopping places (e.g. vacant land, sites up for development etc. for a temporary period)
2. When encampment moves into borough -assess if families can be worked with (no indication of fly-tipping; prepared to engage)
3. Assess if land they are on is suitable for a temporary stopping period OR direct them to the land identified
4. Draw up a leniency agreement with all parties:
 - ❖ number of caravans
 - ❖ length of stay
 - ❖ access and parking
 - ❖ provision of portaloos and rubbish collection

Negotiated stopping as a model has been successfully implemented in Leeds¹ and is part of the joint protocol for managing unauthorised encampments and the Local Plan. Managing unauthorised encampment in this way ensures that the health, wellbeing and other needs of Gypsy and Traveller families on roadside encampments are adequately addressed, rather than facilitating a rapid cycle of evictions.

1 For more information, see <https://www.negotiatedstopping.co.uk/> an online resource created by Leeds Gypsy and Traveller Exchange

An evaluation report of the negotiated stopping model in Leeds has identified a number of positive outcomes including: significant cost savings to the local authority; increased security, access to education and services for roadside families; improved community relations.

Negotiated stopping in London

Similar models have been used across several London Boroughs such as Hackney and Croydon. These were based on managing unauthorised encampments rather than immediate eviction, including approaches like leniency agreements allowing families on roadside encampments to remain in the area for a set period of time and facilitation from council Traveller liaison officers.

However, the sustainability of these models has been affected by diminishing Local Authority capacity and resources, as well as changes in socio-economic and political circumstances. Another issue is the lack of strategic coordination between Local Authorities and the limited capacity to undertake cross-Borough work.

In 2014, an investigation by the London Assembly Housing Committee on the accommodation needs of Gypsies and Travellers in London² resulted in a set of recommendations to the Mayor of London, including to pilot a negotiated stopping scheme in conjunction with London Boroughs.

LGT has been developing relationships with Local Authorities particularly in East London to explore the possibility for implementing local or sub-regional pilots. A small research and mapping pilot related to unauthorised encampments in Barking and Dagenham, Redbridge and Havering was conducted by LGT in conjunction with DeMontfort University in 2017. Findings were shared at a seminar held in November 2017 which brought together representatives from Local Authorities and police from 9 London Boroughs. While a number of significant barriers were identified by participants, a positive outcome of the discussion was supporting a proposal for two groups of Boroughs at sub-regional level to develop negotiated stopping pilots including sharing policy frameworks, protocols and resources, in order to set a positive precedent that could be rolled out in other regions with strategic leadership from the GLA.

² <https://www.london.gov.uk/about-us/london-assembly/london-assembly-publications/letter-mayor-gypsy-and-traveller-sites>

In 2018, LGT and Leeds GATE took part in a discussion with the Deputy Mayors for Housing, Planning and Social Integration, Social Mobility and Community Engagement in which a proposal for the GLA to support negotiated stopping pilots in London was welcomed.

A proposal for additional research

In order to build on this work and assess the best way forward for implementing negotiated stopping in London, it is essential to understand the current landscape and the conditions that would make this successful, as well as the realistic costs of such interventions.

To achieve this, LGT proposes to undertake a research project at a London-wide level which would make a significant contribution to the evidence base of unauthorised encampments in London, bridging some of the significant knowledge gaps on the topic of managing unauthorised encampments.

Research objectives:

- To map out the stakeholders and infrastructure involved in managing unauthorised encampments across the London Boroughs
- To understand the facilitators and barriers for implementing negotiated stopping in different contexts
- To develop relationships leading to political buy-in from local authorities for a negotiated stopping funding stream

Expected research outputs:

- A database of contacts across the London Boroughs and Metropolitan Police Service and elected representatives involved in unauthorised encampment management
- A report outlining the findings of the research and setting out recommendations for ways forward to implement negotiated stopping in London
- Options for a London Negotiated Stopping Pilot including: scope and time frame; geographical extent; estimated costs; job descriptions for new roles

Proposed option for a Negotiated Stopping Pilot

From the experience of London Gypsies and Travellers and Leeds GATE, one key factor that contributes to the effectiveness and success of negotiated stopping is having a person on the ground that can:

- build relationships with Traveller families and gain necessary trust
- get leverage and support from key officers and departments in the local Council to create the right conditions (e.g. identifying land)
- build the political support from key Councillors and Cabinet Members
- work with the police and other key agencies
- document and provide the relevant data

The outline proposal discussed with the Deputy Mayors was for the GLA to support a **two-year pilot project** in a London sub-region through:

- a) Taking a role in **gaining the political support** needed from councils
- b) Making available a **specific pot of funding** for:
 - Local Authorities to employ someone to take the above role on a local or sub-regional level
 - Collecting and analysing the data to demonstrate the impact and cost savings to councils. This would be an opportunity to agree a standard approach to data gathering.
 - Leeds GATE and LGT to provide training and to liaise closely with the officers in this new role, giving support, advice and bringing people together from different boroughs on a quarterly basis to discuss practice and what is working on the ground.

This research is designed to support the development of this proposal and build the case for how it would work in practice.

Research stages and methodology:

- October 2018 - Research scoping and design; Consultation with Gypsy and Traveller families on the roadside – a small number of interviews to get views about what works and what is needed
- November 2018- January 2019 - Survey of all London Boroughs – desk-based research to undertake the stakeholder mapping and understand current procedures and processes for dealing with unauthorised encampments

- January – April 2019 - In depth interviews in a sample of London Boroughs – face to face interviews with key contacts in a range of Boroughs selected based on criteria such as frequency/number of encampments, location (Inner/Outer London), political leadership. The purpose is to gain insight into the particular context, conditions, facilitators and barriers for negotiated stopping and to develop relationships and buy-in. This stage can also act as a consultation with Boroughs on the Negotiated Stopping Pilot proposal – what it could include, expected costs, how the new role would fit with existing infrastructure.
- May 2019 - Analysis of research findings
- June 2019 – Final report setting out research outcomes and recommendations.

Research delivery

The proposed research will be delivered by London Gypsies and Travellers in partnership with Prof Jo Richardson at De Montfort University. LGT and Prof Richardson have previously collaborated on conducting research on unauthorised encampments in three East London Boroughs and organising a seminar with representatives from local authorities, policies and other agencies on the topic of negotiated stopping in November 2017.

London Gypsies and Travellers is an organisation which challenges social exclusion and discrimination, working for change in partnership with Gypsies and Travellers. We work with the community and a range of trusted partners to contribute to the development of local, regional and national policy. The issue of unauthorised encampments has been a significant aspect of our policy and community development work over the years. More information about our work can be found on our website <http://www.londongypsiesandtravellers.org.uk/>

Prof Jo Richardson has led research projects on this topic for the last sixteen years, she has undertaken work funded by ESRC, AHRC, Joseph Rowntree Foundation as well as charities and local authorities, plus the Chartered Institute of Housing. Jo undertook a three-year research evaluation project for Leeds GATE on their asset-based community development approach, which included examination of their Negotiated Stopping project.

Jo's CV is available online <http://www.dmu.ac.uk/about-dmu/academic-staff/business-and-law/jo-richardson/jo-richardson.aspx>

London Gypsies and Travellers will deliver the following: overall project management; input into research scoping, methodology, survey design; interviews with Gypsy and Traveller families; producing final report with the research findings and recommendations

De Montfort University, Leicester will deliver the following: scoping of research project, collating key officer in each LB to survey, design and dissemination of online survey with telephone follow-up/ prompt, analysis of process and policy documents/ responses from the survey, compilation of a 'state of play' report first week in January 2019, with LGT selection of sample cohort of no more than *five* LBs for more in depth study interviews, undertake interviews face-to-face/ skype/phone in agreed sample, consultation within and following this on negotiated stopping approach, liaison with LGT, preparation of final written report and final presentation of negotiated stopping approach for pilot to stakeholders in June 2019.

Budget

London Gypsies and Travellers

- Overall project management (October 2018-June 2019) – **15 days @ £400 day rate = £6,000**
- Interviews with Gypsy and Traveller families with experience of roadside encampments (October 2018) – **3 days @ £400 day rate = £1,200**
- Input into research scoping, methodology, design (October 2018) – **3 days @ £400 day rate = £1,200**
- Producing final report and presenting findings and recommendations (May-June 2019) – **6 days @ £400 day rate = £2,400**

De Montfort University

- Research project management, survey and interview design, some interviews, analysis report writing, final presentation – Prof Jo Richardson **16 days** Approx day rate based on costing for similar project work in 2018 £708³x 16 days = **£11,328**

³ There is a pay increment which occurs in August which may have a slight effect on this day rate in 2018/19

- Survey follow up, initial analysis of results, summaries of processes in first tranche, plus in depth interviews with range of professionals (LA, housing, police and others involved in unauthorised encampments processes currently), assistance with formatting final report – Research assistant **30 days** (210 hours) – Unitemps hourly charge rate (Inclusive of NIC): £24.46 = **£5,136.60**
- Travel to London for interviews, meetings with LGT, presentations – 8 return train journeys P'boro to London £100 each for Jo Richardson + 8 journeys from Leicester to London (potentially – we will be particularly looking to recruit a London based research assistant through our Unitemps recruitment agency). £800 plus over the year a further £400 to cover incidental expenses including station car parking, purchase of publications relevant, tube travel. **£1,200**

TOTAL COST (LGT + De Montfort University) = £28,465