



# South Tyneside and Sunderland Gypsy and Traveller and Travelling Showpeople Accommodation Assessment



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# 1. Introduction

## The Survey

- 1.1 Opinion Research Services (ORS) were commissioned by the Local Authorities in South Tyneside and Sunderland to undertake a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment.
- 1.2 The study seeks to provide an evidence base to enable the authorities to comply with their requirements towards Gypsies and Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012. The main objective of this study is to provide the Councils with robust, defensible and up-to-date evidence about the accommodation needs of Gypsies and Travellers and Travelling Showpeople in Sunderland and South Tyneside during the period until 2036 in five year sections. It also required the identification of whether or not any of the local authorities need to plan for the provision of transit sites or stopping places. The study will be updated as and when required (at least every five years), as part of the Local Plan's evidence base and the plan will be amended accordingly.
- 1.3 The authorities involved in this study are:
- » Sunderland City Council;
  - » South Tyneside Council.
- 1.4 We would note at the outset that the study covers the needs of Gypsies, Irish Travellers, New Travellers and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment.
- 1.5 This document is the main report and summarises the key findings of the study, in particular, where they relate to existing policies or have implications for future policy decisions across the study area.

## Definitions

- 1.6 For the purposes of the planning system, Gypsies and Travellers means:
- Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, CLG, March 2012)*
- 1.7 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:
- » Romany Gypsies;
  - » Irish Travellers; and

» New Travellers.

<sup>1.8</sup> Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.

<sup>1.9</sup> Alongside Gypsies and Travellers, a further group to be considered are Travelling Showpeople. They are defined as:

*Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their family's or dependant's more localized pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.*  
(Planning Policy for Traveller Sites, CLG, March 2012)

## Legislation and Guidance for Gypsies and Travellers

<sup>1.10</sup> Decision-making for policy concerning Gypsies & Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies and Travellers and Travelling Showpeople:

- » Planning Policy for Traveller Sites 2012;
- » National Planning Policy Framework 2012;
- » Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007;
- » Environmental Protection Act 1990 for statutory nuisance provisions;
- » The Human Rights Act 1998, when making decisions and welfare assessments;
- » The Town and Country Planning Act 1990 (as subsequently amended);
- » Homelessness Legislation and Allocation Policies;
- » Criminal Justice and Public Order Act 1994 (sections 61, 62);
- » Anti-social Behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
- » Planning and Compulsory Purchase Act 2004;
- » Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies & Travellers and Showpeople as part of their housing needs assessments. This study complies with the this element of government guidance;
- » Housing Act 1996 in respect of homelessness
- » Crime and Disorder Act 1998;
- » Children's Act 2004
- » Homelessness Act 2002 (this was amended in 2002 from the 1996 Housing Act)
- » Race Relations Act (Amendment) Act 2000

<sup>1.11</sup> To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local

authorities to provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

- <sup>1.12</sup> For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraged local authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all local authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment. We would note at the time of writing that Section 225 of the Housing Act 2004 is being considered for repeal. This could have a major impact on the need to consider Gypsies and Travellers in bricks and mortar.
- <sup>1.13</sup> Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the CLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- <sup>1.14</sup> The Coalition Government announced that Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies which were used to allocate pitch provision to local authorities. The CLG published 'Planning Policy for Traveller Sites' in March 2012 which set out the Government's planning policy for traveller sites. It should be read in conjunction with the National Planning Policy Framework.

## Planning Policy for Traveller Sites

- <sup>1.15</sup> The document 'Planning Policy for Traveller Sites' sets out the direction of government policy. Among other objectives the aims of the new policy in respect of Traveller sites are (Planning Policy for Traveller Sites Pages 1-2):
- » that local planning authorities should make their own assessment of need for the purposes of planning;
  - » to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;
  - » to encourage local planning authorities to plan for sites over a reasonable timescale;
  - » that plan-making and decision-taking should protect Green Belt from inappropriate development;
  - » to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;
  - » that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;
  - » for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies;

- » to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;
- » to reduce tensions between settled and traveller communities in plan-making and planning decisions;
- » to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure;
- » for local planning authorities to have due regard to the protection of local amenity and local environment.

<sup>1.16</sup> In practice the document states that (Planning Policy for Traveller Sites Page 3):

*Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

<sup>1.17</sup> Local planning authorities should, in producing their Local Plan:

- » identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets;
- » identify a supply of specific, developable sites or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;
- » consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);
- » relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density;
- » protect local amenity and environment.

<sup>1.18</sup> A key element to the new policies is a continuation of previous government policies. Local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes on Pages 3-4 that:

*Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community.*

<sup>1.19</sup> Therefore, criteria based planning policies sit at the heart of the new guidance, irrespective of whether need is identified or not.

## Tackling Inequalities for Gypsy and Traveller Communities

- <sup>1.20</sup> In April 2012 the government issued a further document relating to Gypsies and Travellers in the form of 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers (CLG April 2012)'.
- <sup>1.21</sup> The report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:
- » Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children;
  - » Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS;
  - » Encouraging appropriate site provision; building on £60m Traveller Pitch Funding and New Homes Bonus incentives;
  - » Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system;
  - » Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities and working with the financial services industry to improve access to financial products and services;
  - » Sharing good practice in engagement between Gypsies and Travellers and public service providers.

## Funding for New Sites

- <sup>1.22</sup> The Coalition Government policies also involve financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new annual supply of pitches on local authority or Registered Social Landlord owned and managed sites, local councils receive a New Homes Bonus equivalent to council tax (based on the national average for a Band A property), plus an additional £350 per annum for six years. This equates to around £8,000 pounds per pitch.
- <sup>1.23</sup> Direct grant funding is also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) Gypsy and Traveller Site Grant has been replaced by Traveller Pitch Funding under the Affordable Homes Programme, 2011/15. Any schemes funded through TPF need to be complete by March 2015 and nationally there could be some unallocated funding if the HCA were confident any new proposal could be delivered within this timescale. Post March 2015 funding will not be available for any new pitches or to refurbish existing sites. The responsibility for such will remain with individual local authorities.

## Methodology

- <sup>1.24</sup> This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS have developed a methodology which provides the required outputs from a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment and this has been updated in light of Planning Policy for Traveller Sites.

1.25 The stages below provide a summary of the process undertaken by ORS, with more information on each stage provided in the appropriate section of the report.

### **Stage 1: Background**

1.26 At the outset of the project we sought to understand the background to the Gypsy and Traveller and Travelling Showpeople population in Sunderland and South Tyneside. The study sought to identify the location of all known sites in the study area and the number of pitches or plots on each one. The study also gathered information from recent caravan counts in each local authority and information held by the local authorities in each area on unauthorised encampments as well as waiting lists for public sites which are managed by the councils.

### **Stage 2: Stakeholder Engagement**

1.27 This study includes extensive stakeholder engagement with council officers from both Sunderland and South Tyneside Councils, neighbouring councils and other stakeholders such as representatives from Gypsy and Traveller interest groups and local service providers. The aim of this engagement was to help understand the current situation in the study area, in particular to identify households not on known existing sites and also to discuss Duty to Cooperate issues with neighbouring councils.

### **Stage 3: Household Survey**

1.28 The research methodology for identifying the housing needs of Gypsies and Travellers adopted in this report was largely based upon face to face interviews with Gypsies and Travellers across Sunderland and South Tyneside. We sought to undertake a census of Gypsy and Traveller households between July and November 2013. 52 interviews were completed with Travelling Showpeople during this period. Meanwhile, 9 interviews were carried out on the only permanent Gypsy and Traveller site in the study area and 3 unauthorised encampments were visited. No interviews were carried out with any households living in bricks and mortar. Due to the small size of the Gypsy and Traveller population we have not provided any data relating to this group in this report, and instead consider the needs of this community by referring to specific information given. We do provide data for Travelling Showpeople.

### **Stage 4: Future Pitch and Plot Requirements**

1.29 The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best and worst practice for Gypsy and Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.

1.30 The overall principles behind assessing future needs are relatively simple and were set out in a consultation document sent to stakeholders at the outset of the project. The residential and transit pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2036 in line with the requirements of Planning Policy for Traveller Sites.

### **Stage 5: Conclusions**

1.31 This stage draws together the evidence from Stages 1 to 4 to provide an overall summary of the requirements for Gypsies and Travellers and Travelling Showpeople in Sunderland and South Tyneside.

## 2. Gypsy and Traveller Sites and Population

### Background

- 2.1 One of the main considerations of this study is the provision of pitches and sites for Gypsies and Travellers. A pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers or Travelling Showpeople. However, Travelling Showpeople sites are also sometimes referred to as yards, while the space occupied by one household is commonly referred to as a plot. Throughout this study, the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the Sunderland and South Tyneside area.
- 2.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller sites is the publicly-provided residential site, which is provided by the local authority or by a registered provider (usually a housing association). Places on public sites can be obtained through a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 2.3 The alternative to public residential sites is private residential sites for Gypsies and Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.
- 2.4 The Gypsy and Traveller and Travelling Showpeople population may also utilise other forms of sites due to their mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few weeks to a period of months. An alternative is a stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities than a transit site. Both of these two types of site are designed to accommodate Gypsies and Travellers whilst they travel.
- 2.5 Also to be considered are unauthorised developments and encampments. An unauthorised development refers to the occupation of land which is owned by the Gypsies and Travellers themselves but for which they do not have planning permission to use for residential purposes. An unauthorised encampment refers to the unauthorised occupation of land which is not owned by the Gypsies and Travellers, this can be public or private land.

## UK Census of Population 2011

- 2.6 The UK Census of Population 2011 included Gypsy and Travellers as a distinct ethnic category for the first time. Across the whole of England, around 55,000 people identified themselves as being Gypsies and Travellers, with a population of 79 Gypsy and Traveller persons in the whole of South Tyneside and Sunderland. The figure of 79 persons is likely to be an under-estimate of the total population due to some Gypsies and Travellers not declaring their ethnic status or not completing the Census at all.

**Figure 1**

**Number of Gypsy and Travellers Persons by Local Authority** (Source: UK Census of Population 2011)

Local Authority	Number of Persons
South Tyneside	9
Sunderland	70
<b>Total</b>	<b>79</b>

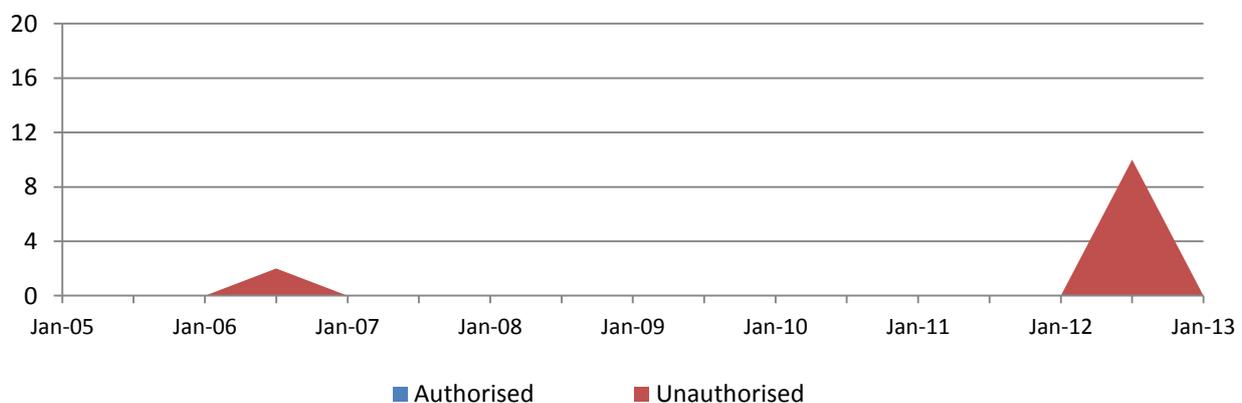
## Caravan Count

- 2.7 One source of information available on the Gypsy and Traveller caravan numbers is the bi-annual survey of Gypsy and Traveller caravans which is conducted by each local authority in England on a specific date in January and July of each year. This count is of caravans and not households which makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. It must also be remembered that the count is conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded.
- 2.8 The charts below show the numbers of caravans counted on authorised and unauthorised sites in each of the study authorities for the last five years. These counts do not include any Showpeople caravans in the area. The caravan count figures are provided for illustrative purposes to demonstrate the relative size of the populations and are not used in any modelling of future permanent pitch requirements in this study, but do help to illustrate the case for transit or stopover pitches.

### **Sunderland**

**Figure 2**

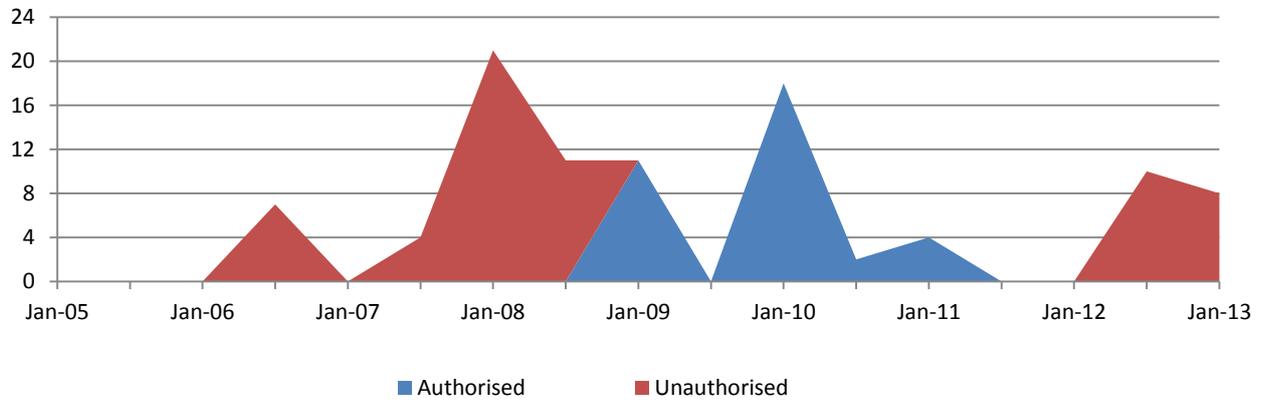
**Gypsy Caravan Count for Sunderland: January 2007– January 2013** (Source: CLG Bi-annual Local Authority Caravan Count)



## South Tyneside

Figure 3

Gypsy Caravan Count for South Tyneside: January 2007– January 2013 (Source: CLG Bi-annual Local Authority Caravan Count)



## 3. Consultation Findings

### Introduction

- 3.1 In order to provide thoughtful consideration of the issues by a wide range of key stakeholders involved with Gypsy and Traveller issues, ORS conducted a total of 11 semi-structured interviews during October and November 2013.
- 3.2 A list of stakeholders was compiled by Sunderland City Council and South Tyneside Council at the outset of the project. ORS reviewed this list for consistency with other studies to ensure it was comprehensive and fair. Each stakeholder received an email outlining the aims and objectives of the project and the interview timetable, which was followed up with a telephone call to arrange a suitable time to undertake the interview. The interviews were conducted via telephone and typically lasted between 30 and 90 minutes.
- 3.3 ORS spoke to Council Officers representing Sunderland and South Tyneside, a representative of the Irish Traveller community in South Tyneside who sits on the Regional Equality Forum and a representative of the Showman's Guild of Great Britain (Northern Section).
- 3.4 In order to obtain the views of the settled community, South Tyneside's senior planning officer held a meeting with Elected Members who have specific housing-led responsibilities as well as working on the council's Racial and Equality Board. The discussion was centred on the South Shields Foreshore static caravan site which is occupied by residents who work at the adjacent fairground, and a site at West Pastures, West Boldon which has planning permission for 11 Gypsy and Traveller pitches.
- 3.5 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate (S.110 Localism Act 2011) on strategic planning issues that cross administrative boundaries. In order to explore issues relating to cross border working, ORS interviewed a Council Officer from each of the following four neighbouring local authorities:
- » Durham County Council
  - » Gateshead Borough Council
  - » Newcastle City Council
  - » Northumberland County Council
  - » North Tyneside.
- 3.6 Themes covered in the interviews included: the need for additional accommodation provision and facilities; travelling patterns; the availability of land; accessing services; and work being done to meet the needs of Gypsies, Travellers and Travelling Showpeople.
- 3.7 Interviews allowed interested parties to reflect and feedback on the general situation - as well as how matters relating to Gypsies and Travellers and Travelling Showpeople are currently handled and perceived within the study and surrounding areas. Qualitative research of this type attempts to gain a deeper

understanding of the issues and is used to supplement the statistical information gathered through quantitative surveys of the Gypsy, Traveller and Travelling Showpeople communities.

- 3.8 Importantly, this element of the study provided an opportunity for the research team to speak to stakeholders who are likely to be in contact with housed Gypsy, Travellers and Travelling Showpeople with the aim of identifying accommodation needs resulting from this group. ORS also placed an advert detailing the GTAA study and asking those in bricks and mortar accommodation to take part in a confidential interview on the Friends and Families of Travellers Facebook page, Travellers Times website and in the World's Fair publication. Despite the aforementioned efforts, no contact was made with Travellers residing in Bricks and Mortar accommodation. It is recommended that both local authorities put in place systems to monitor the number of Gypsies and Travellers accommodated in bricks and mortar. This could include working with housing providers to include Gypsies and Travellers on monitoring form and making contact with this group via health and education.
- 3.9 The views expressed in this section of the report represent a balanced summary of the views expressed by Council Officers and key stakeholders. In all cases they reflect the views of the individual concerned, rather than the official policy of their Council. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section is a summary of the views expressed by interviewees and few verbatim comments have been used.

## South Tyneside Council

### Gypsies and Travellers

- 3.10 Officers confirmed that there is a site with full permanent planning permission (granted in December 2013) at West Boldon and felt it to be working well. Elected Members were of the opinion that the site provides a settled base for the residents and allows them to access local health care and education. The site is said to be kept reasonably clear of rubbish, and the occupiers are thought to be well integrated with the local community. However, Members felt the site does need service improvements such as running water and the area needs some landscaping work. Members noted that there had been a decrease in unauthorised encampments since the site had been occupied.
- 3.11 ORS spoke to the owner of the site who confirmed that the site meets the needs of the immediate family and only two-three caravans would be present on a pitch at any one time with some spare pitches. The lack of running water was deemed to be an issue; however, the owner stated that if permanent planning is granted access to the water system would be paid for by site residents.
- 3.12 Officers and Elected Members were unaware of any Gypsies and Travellers residing in bricks and mortar accommodation in the area. The owner of the West Boldon site knew of a husband and wife who live in bricks and mortar but was of the opinion that they do not want site provision and a contact was not provided by the owner.

### Travelling Showpeople

- 3.13 Officers confirmed the existence of one site for Travelling Showpeople in close proximity to the Fairground at South Shields. The site has a consistent turnover of vacant plots.

- 3.14 Elected Members were of the opinion that this provides useful accommodation. However, the question was raised as to whether the community are actually Travelling Showpeople as it was unknown if they still travel with a fairground.

### Health, Education and Community Cohesion

- 3.15 It was confirmed by the owner of the site at West Boldon that the children residing on the site attend school and all residents are registered with the local health centre.
- 3.16 The owner of the site was of the opinion that they had developed a positive relationship with members of the local community and no cohesion issues were reported.

### Unauthorised Encampments

- 3.17 Elected Members noted a reduction in authorised encampments. No issues were reported.
- 3.18 The issue of unauthorised encampments was discussed with owner of the West Boldon site who was not aware of many such incidents but had offered short-term accommodation to one encampment made up of three caravans. The owner was willing to offer transit provision in the future and was of the view that the site was a better option for both the Travelling community and the Council than pulling onto a factory site with no facilities.

### Consultation

- 3.19 Elected Members noted that the Travelling community has been fully engaged with the Local Development Framework process which has been adopted. They are involved and consulted by the Council through the Racial and Equality Board. The owner of the West Boldon site confirmed that the interaction between the site residents and the Council has been positive and constructive.

### Duty to Cooperate

- 3.20 The primary travelling routes are the A19 and the A1 corridors from Northumberland down to Yorkshire. Travellers are said to use this route when travelling to and from the annual Appleby Horse Fair.
- 3.21 Considering the travelling route, liaising with Sunderland was considered to be a priority. However, because Gateshead has a large Gypsy and Traveller population, one officer thought it may be useful to find out what the issues are and if there any opportunities for sharing best practice.
- 3.22 Elected Members and Council Officers supported the development of cross border working on the basis that it would be beneficial to have a better understanding of regional travelling patterns and a consistent North East enforcement approach.

### Conclusions and Areas of Consideration

- 3.23 Overall, stakeholders were not aware of any further demand for permanent accommodation provision for members of the Travelling community.
- 3.24 Officers and Elected Members were of the opinion that South Tyneside should:

- » Work with neighbouring areas to share information and best practice and develop a consistent approach.
- » Continue to engage with the Travelling Community and support community cohesion.

## Sunderland City Council

### Gypsies and Travellers

- 3.25 Officers confirmed there are no authorised sites for Gypsy Travellers and were not aware of a need for permanent provision deriving from housed Travellers living in bricks and mortar who have presented themselves as homeless.

### Travelling Showpeople

- 3.26 There are Travelling Showpeople sites in Washington, Houghton-Le-Spring and Hetton-Le-Hole and it was accepted by all stakeholders that further land is required to meet the needs of the growing population and for those getting married.
- 3.27 When asked about the quality of the sites, most Officers did not have any views because they are managed privately by the owners, therefore, the Council have little involvement or reason to go onto the site. It was argued that the City Council has a good relationship with the Travelling Showpeople in the area. The representative of the Showman's Guild for Great Britain noted that the site at Houghton-Le-Spring is managed by the Showman's Guild and was not aware of any problems on the site.

### Health, Education and Community Cohesion

- 3.28 Officers felt residents of the sites have the same access to services (health and education) as the rest of the population. The representative of the Showman's Guild for Great Britain confirmed that the community readily accesses education and noted that children don't leave school without completing education, with some remaining in post-16 education.
- 3.29 When asked about community cohesion, the representative of the Showman's Guild for Great Britain expressed frustration that there continued to be little awareness of the community and its values. An Officer felt that it would be worthwhile for the Council to undertake some 'myth busting' work in the community, including placing information relating to Traveller accommodation issues on the Council's website.

### Unauthorised Encampments

- 3.30 There are said to be a number of short-term unauthorised encampments which occur primarily when Travellers are en route to the Appleby and Blackhall Fairs. Some Irish Travellers also move around the area for employment opportunities. Most encampments occur in the Washington area because of its proximity to the A19. Travellers are said to use the A19 to travel from Gateshead, Newcastle through Sunderland and down towards Durham.
- 3.31 Consultation with this group was considered particularly difficult due to the short term nature of their presence in the area and the fact that they prefer not to engage with the Council.

- 3.32 There are plans to consider temporary stopover provision for Travellers in transit which would make encampments easier to manage and enable Travellers to access services whilst they are in the area.

### Duty to Cooperate

- 3.33 When asked about cross-border working, Officers referred to cross border meetings with neighbouring authorities and felt that Sunderland, despite having different policies, has tried to work in sync with other areas and develop similar ways of working.

### Conclusions and Areas of Consideration

- 3.34 Overall, stakeholders acknowledged there is additional demand for Travelling Showpeople and concluded that further provision is required.

- 3.35 Officers and Elected Members were of the opinion that Sunderland should:

- » Consider temporary stopover provision for Travellers in transit
- » Work with local residents and Elected Members to improve community cohesion and develop a greater understanding of Travelling Showpeople
- » Share information and best practice with neighbouring authorities in order to develop a consistent approach across the region.

### Neighbouring Authorities

- 3.36 The accommodation situations of the authorities surrounding the study areas and cross-border issues (as reported by their respective Council Officer) are summarised below:

#### Durham County Council

- » Durham County Council own and manage 115 pitches spread across six sites and have the largest number of pitches in the sub region.
- » Although Durham completed its Traveller Site Needs Assessment (TSNA) in 2013 it was noted that the assessment was complicated by the on-going refurbishment programme on all of Durham County Council's six Gypsy and Traveller sites, running from April 2009 until June 2015. This is said to be the most extensive and comprehensive refurbishment programme of its type in the country. Two sites have already been refurbished and work on the other four is on-going. Residents on sites where work is yet to be completed have either been transferred already to allow refurbishment work to begin, or will be transferred at some point between now and June 2015. Residents who have been moved have been relocated on commercial caravan sites, other Durham County Council sites, in housing or have left the County. In addition, it is intended that over this same period a new management regime will be introduced on all six Durham County Council Gypsy and Traveller sites, including increases in pitch charges as well as other measures which may affect their popularity. Undertaking a Needs Assessment during this time is understandably difficult; therefore, the County will undertake another assessment in 2020.

- » Durham and Sunderland have discussed need for Travelling Showpeople and Sunderland have confirmed with Durham that any need arising through Sunderland's assessment will be met within Sunderland's boundary.

### Gateshead Borough Council

- » Gateshead Council runs and maintains a Gypsy and Traveller Site at Baltic Road which has recently been increased from 16 to 20 pitches (there is no possibility of further site expansion).
- » No community cohesion issues were reported.
- » The 2013 GTAA concluded that five pitches are required in the next five years (up to 2018).
- » Gateshead's unauthorised encampments have reduced dramatically and have recorded only four instances in the last 3 years. Based on the small numbers the 2013 GTAA covering Gateshead and Newcastle concluded that there was no need for a transit site.
- » The Officer was aware of movement to and from Durham, Cumbria and Northumberland but was not sure of eastward travelling patterns.
- » A joint GTAA has been carried out with Newcastle (2013). It was felt that there was room for improvement and, rather than depending upon anecdotal evidence which is currently the case, monitoring and information gathering could be improved to be more robust and effective. More coordination is also needed between different councils and different elements within the same authority.
- » The officer also referred to the Memorandum of Understanding which is the agreement between Newcastle City Council, Gateshead Council, Northumberland County Council, Northumberland National Park, Durham County Council, North Tyneside Council, South Tyneside Council and Sunderland City Council to comply with the duty to co-operate on planning issues set out in s.33A of the Planning and Compulsory Purchase Act 2004 as well as those that relate to Strategic Priorities as set out in the National Planning Policy Framework.

### Newcastle City Council

- » There are no authorised sites and no identified demand for any. The last remaining site in Lemington was closed in 2001 because only a couple of the twenty pitches were in use. No rehousing issues were reported as a result. Although the Council Officer stated that City would be willing to consider applications, particularly for any private sites coming forward.
- » The recent joint GTAA that was carried out jointly with Gateshead Borough Council (2013)<sup>1</sup> identified occasional instances of unauthorised encampments which are said to average three per year and never more than four or five caravans at any one time. These

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1

[http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=8&ved=0CFQQFjAH&url=http%3A%2F%2Foncorestrategynl.limehouse.co.uk%2Ffile%2F2574097&ei=PeSdUve\\_J8HR7Ab2h4DoAQ&usg=AFQjCNHjbCs5ICLmzUCkpJ9jslylCHqWvg](http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=8&ved=0CFQQFjAH&url=http%3A%2F%2Foncorestrategynl.limehouse.co.uk%2Ffile%2F2574097&ei=PeSdUve_J8HR7Ab2h4DoAQ&usg=AFQjCNHjbCs5ICLmzUCkpJ9jslylCHqWvg)

occur near the A69 and A1, throughout the year, but predominantly in the Summer months when Travellers are en route to the Appleby Fair.

- » The study concluded that there was no need for additional permanent or transit provision. It was recommended that any provision for Gypsy and Travellers should be discussed with adjacent local authorities to ensure that the provision best meets the needs of the community.
- » The study recommended monitoring unauthorised encampments and a significant increase should be addressed. In the event the area provides transit pitches, this should be discussed and managed at a regional level and supported by an expanded 'Management Protocol for Unauthorised Encampments'.
- » Although the report recommended that these are monitored to establish whether a transit site is required, the representative of Newcastle City argued that, given the size and frequency, it would not be cost effective to provide a transit site.
- » The representative felt the City have been complying with the Duty to Cooperate and referred to several cross border meetings that took place to discuss the development of the core strategy. Importantly, these meetings were not thought to have raised any pressing issues in relation to Gypsy and Traveller accommodation needs.

### Northumberland County Council

- » There are two public sites (22 and 11 pitches). Both sites have an on-site warden who will collect rents and deal with any maintenance issues.
- » Similar to Durham, the numbers of unauthorised encampments is high and approximately 60-65 encampments per year. They mainly occur during April to September but peak in June at the time of the Appleby Fair. Travellers also move through the area when en route to Scotland, for employment purposes and to visit the large settled Traveller population. Although a high number of encampments occur, the County does not incur any legal costs.
- » Northumberland County Council have developed a new Traveller Strategy (2013-2016) and are considering providing a temporary stopping place/site for the large numbers of encampments they get during Appleby. They have discussed this with Durham which currently have tolerated stopping places in place.
- » It was the view of the officer that South Tyneside and Sunderland are built up areas which are not favoured by Travellers, whereas Northumberland have preferred open spaces.
- » Although no cross boundary issues with South Tyneside or Sunderland were reported the Officer was of the opinion that a North East forum, which included both areas, would be beneficial.

## North Tyneside Council

- » At present, there are no authorised or unauthorised pitches in North Tyneside. The latest census said there were 29 Travellers who live in bricks and mortar.
- » The current needs assessments for the Council are provided in the Tyne and Wear Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessment 2009. The research conducted concluded that North Tyneside required an estimated total additional residential need of eight pitches by 2013, with a further one by 2018. Opinion Research Services have been commissioned to undertake a new GTAA.
- » In recent years the numbers of unauthorised encampments have declined, the officer was aware of a small number of short term encampments on public land and referred to four occurrences between April-September 2013 and one in 2012. In previous years the numbers have reached ten. The numbers on private land was also low.
- » A Council officer will take responsibility for visiting an encampment and it is understood that encampments arise, not due to a lack of permanent accommodation, but for the following reasons:
  - Travelling from Sunderland, South Tyneside and Durham into Northumberland where there are sites
  - Camping before using the Ferry (South Shields to Europe for work)
  - Visiting housed families in the area.
- » Although not aware of cross border issues which require a joined –up solution, the Officer stressed the importance of information sharing with neighbouring areas and referred to the good practice that was developed during the previous Tyne and Wear GTAA study. In respect of the current GTAA studies that are currently taking place, it was hoped that information sharing would be a key aim of the process.

## Conclusions and Areas of Consideration

<sup>3.37</sup> Overall, no cross border issues were reported. However, interviewees felt it would be beneficial if neighbouring areas and South Tyneside and Sunderland could work together to develop a North East Forum which could:

- » Share the methodologies and findings from their GTAA
- » Establish a greater understanding of travelling patterns
- » Regularly exchange Information
- » Share best practice on site management, and
- » Develop a common protocol for managing unauthorised encampments.

## 4. Gypsies and Travellers

### On-site Interviews

- 4.1 Face to face interviews were conducted with the Gypsy and Traveller community who are currently residing in South Tyneside at the West Pastures site. No Gypsies and Travellers live on-site in Sunderland. Due to the small number of households living on-site we have provided limited details for the households on-site to maintain their data protection.

#### **West Pastures Site**

- 4.2 There are 9 households currently residing on the West Pastures site at West Boldon. All households are Irish Travellers and are related through birth or marriage. The site has recently been granted permission for 11 pitches and at the time of the visit it was occupied by 9 distinct households.
- 4.3 The families have lived in the North East for around 15 years and have close links to the West Boldon area. The site has mains electricity, but no mains water. At the time of the visit the site had yet to be granted full planning permission. The residents wanted planning permission before they made further investments in the site, but were generally content with it.
- 4.4 The key observation during the site visit was the size of the families. The households are relatively young with 27 children between them. This will clearly lead to many of these children seeking their own on-site pitches in the future. The oldest child is 14 years, so none will require pitches immediately, but over the next 23 years a number of additional pitches are likely to be required. Given that no immediate pitches are required, it is difficult to assess where they will be needed but their wish was to stay together in that area.

## 5. Travelling Showpeople

### Introduction

- 5.1 This section focuses on the needs and aspirations of Showpeople in Sunderland and South Tyneside. As noted in the introduction, Travelling Showpeople are not a recognised ethnic group under the Equalities Act 2010, but within Planning Policy for Traveller Sites 2012 they are defined as:

*Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their family's or dependant's more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above. (Planning Policy for Traveller Sites, CLG, March 2012).*

- 5.2 Throughout this study the person responding to the survey will be referred to as the respondent, and in questions which refer to all people in the household they will be referred to as household members. Throughout the remainder of this report the majority of numbers which appear on the charts represent the percentage of respondents who appear in that category. The purpose of showing percentages is to allow the results of the survey to be extrapolated to the whole Travelling Showpeople population of South Tyneside and Sunderland. In a few cases, it is more appropriate to use the actual number of respondents, and these cases are clearly identified. In all charts those respondents who answered 'don't know', or did not answer the question, are omitted unless otherwise stated.

### Survey of the Travelling Showpeople Population

- 5.3 During the course of the household survey interviews were attempted with 100 Showpeople households in the area. Interviews were achieved with 52 Travelling Showpeople. 29 were at a yard in Hetton-le-Hole, 20 at a yard in Houghton-le-Spring and 3 at a yard in Washington.
- 5.4 A further one household who was not interviewed at the time of the assessment contacted ORS in January 2014 to say that they are currently renting a pitch in Sunderland and are looking for a site of their own for 8-10 adults and 2 babies.
- 5.5 ORS researchers also visited Travelling Showpeople at the South Shields Foreshore. We spoke to a representative from the site and viewed the accommodation. The households live in approximately 20 dwellings adjacent to the amusement park. They pay rent to the Council for the accommodation site and are a static community who work on site and as such the dwelling is tied to the occupation. Individual interviews were not conducted with each of the households.

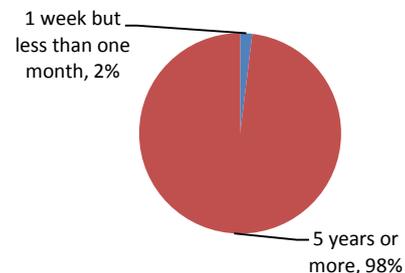
## Length of Residence

- 5.6 The vast majority of Traveling Showpeople interviewed had been living at their current site for 5 years or more (98%; 51 respondents) (Figure 4).

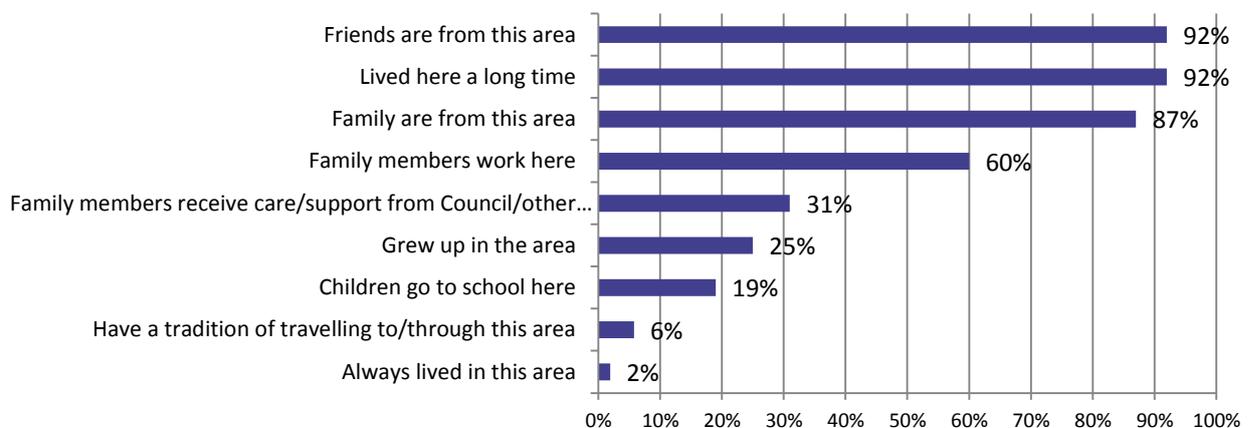
## Connections with the Area

- 5.7 Respondents noted a variety of different connections to their local area (see Figure 5) with the main links identified being that their friends are from this area (92%; 48 respondents), that they've lived here a long time (92%; 48 respondents) and that their family are from this area (87%; 45 respondents).

**Figure 4**  
Length of Time Respondents and their family have lived at current address, by all Respondents  
(Source: Survey of Travelling Showpeople Population 2013)



**Figure 5**  
Nature of Local Connections in Sunderland and South Tyneside, by all Respondents (Source: Survey of Travelling Showpeople Population 2013)



## Housing Needs

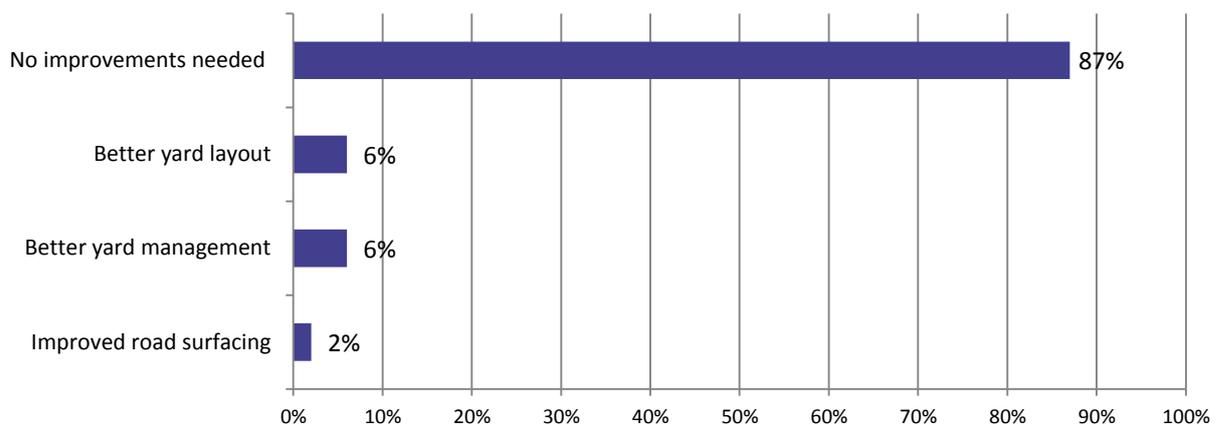
- 5.8 While 44 respondents felt that their needs in terms of accommodation quality and space were met at their current yard, 8 respondents did not.
- 5.9 Of the respondents who felt that their needs were not met at their current accommodation, 2 felt the yard was too small, a further 2 put it down to yard management, and 1 respondent said that the yard lacks storage space. 4 also said that their needs were not met because there was no mains gas supply.
- 5.10 6 of the 8 respondents who felt that their needs were not met at their current accommodation said their needs can be addressed at their current pitch but 2 said they would have to move to another site.

## Future Needs

- 5.11 The majority of respondents (45) feel that no improvements are required at their current yard. However, for the few that feel improvements can be made to their yard, better yard layout (6%, 3 respondents), better yard management (6%, 3 respondents) and improved road surfacing (2%; 1 respondent) were the options cited by respondents.

**Figure 6**

**Future Improvements required by all Respondents (Source: Survey of Travelling Showpeople Population 2013)**



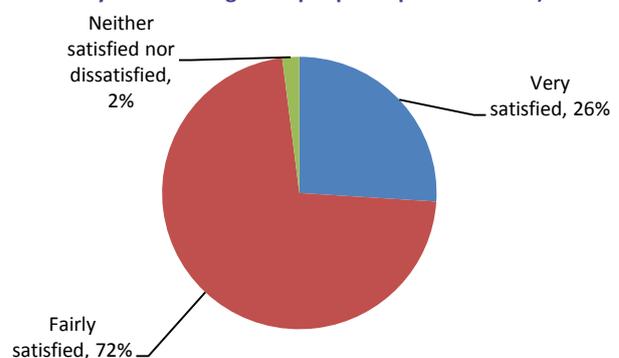
- 5.12 3 respondents said that they would need to move to a new permanent base within the next 15 years. These respondents said that they would like to move to Washington, Hetton-le-Hole and Houghton-le-Spring. The main reason for wanting to move was due to needing more space, either to accommodate more transport or more equipment.

## Satisfaction with Living at Current Address

- 5.13 Almost all respondents (49 respondents; 98%) said that they are satisfied with living at their current address.
- 5.14 1 respondent said that they are neither satisfied nor dissatisfied, whilst no respondents reported being dissatisfied.

**Figure 7**

**Satisfaction with living at current address, by all Respondents (Source: Survey of Travelling Showpeople Population 2013)**

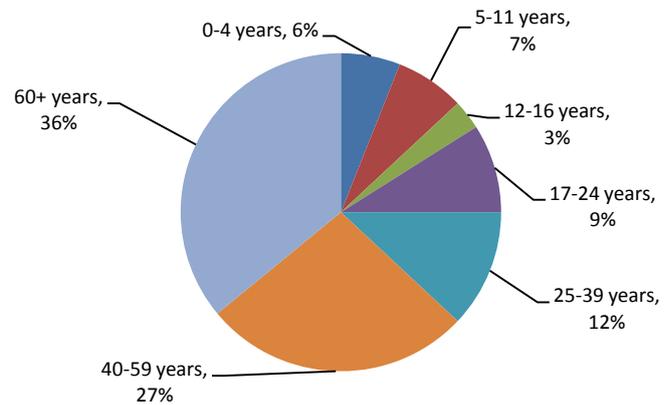


## Age and Household Profile

5.15 Households surveyed displayed an older age profile, with 67 household members aged 40 years or older (63%). There were 27 household members aged 16 or under, 6 of which were under the age of 4 years old. This is likely to reflect retired households being at home, while those still working are away.

5.16 A small proportion (7 respondents) said that someone living as part of the household suffered with a health problem, which given the older age profile of the households is notably low.

**Figure 8**  
**Age Groups of household members, by all Respondents**  
(Source: Survey of Travelling Showpeople Population 2013)



## 6. Future Site Provision

### Pitch Provision

- 6.1 This section focuses on the extra pitch provision which is required in South Tyneside and Sunderland currently and over the next 23 years to 2036 by 5 year time frames. This includes both current unmet needs and needs which are likely to arise in the future.
- 6.2 We would note that this section is based upon a combination of the on-site survey and planning records. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 6.3 This section concentrates not only upon the total extra provision which is required in the area, but whether there is a need for any transit sites and/or stopping place provision. The calculation will be firstly provided for Gypsies and Travellers, before being repeated for Travelling Showpeople.
- 6.4 Before commencing on the identification of future needs we would wish to note some key points. The North East Regional Spatial Strategy identified required pitch provision for each local authority. However, with the Coalition Government announcing the planned abolition of all Regional Spatial Strategies and the advent of the Localism Act 2011, National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012 it should be the case that Local Plans rapidly replace the RSS as material consideration in planning decisions. It is also the case that we have not considered provision made in the period 2006-2013 and instead we are taking August 2013 as a baseline position for our estimates.
- 6.5 To identify future need, the March 2012 CLG document 'Planning Policy for Traveller Sites', requires an assessment for future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out below:

### Supply of pitches

- 6.6 Pitches which are available for use can come from a variety of sources. These include:
- » Currently vacant pitches;
  - » Any pitches currently programmed to be developed within the study period;

### Current Need

- 6.7 There are three key components of current need. Total current need (which is not necessarily need for additional pitches because they may be able to be addressed by space available in the study area) is simply:
- » Households on unauthorised developments (i.e. unauthorised pitches on land owned by the Travellers themselves) for which planning permission is not expected;

- » Concealed households; and
- » Households in brick and mortar wishing to move to sites.

## Future Need

6.8 There are three key components of future need. Total future need is simply the sum of the following:

- » Households living on sites with temporary planning permissions;
- » New household formation expected during the study period; and
- » Migration to sites from outside the study area.

6.9 We will firstly provide the model as set out above for Gypsies and Travellers within South Tyneside and Sunderland. We will then separately analyse the possible need for additional provision in the study area before repeating the calculation for Travelling Showpeople.

## Current Gypsy and Traveller Site Provision

6.10 Planning records indicate that the only permanent pitches across South Tyneside and Sunderland are 11 pitches at West Boldon in South Tyneside. Of these pitches, 9 are occupied by current households and the remaining 2 can be viewed as helping to meet future needs.

**Figure 9**  
**Supply of Additional Pitches by Local Authority**

Authority	Number of pitches
South Tyneside	2
Sunderland	0
<b>Total</b>	<b>2</b>

## Additional Site Provision: Current Need

6.11 The next stage of the process is to assess how many households are currently seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:

- » Households on unauthorised developments for which planning permission is not expected;
- » Concealed households; and
- » Households in bricks and mortar wishing to move to sites.

## Current Unauthorised Developments

- 6.12 There are no unauthorised developments across the study area.

**Figure 10**  
Unauthorised Sites by Local Authority

Authority	Number of Pitches
South Tyneside	0
Sunderland	0
<b>Total</b>	<b>0</b>

## Concealed Households

- 6.13 The household survey sought to identify concealed households who require a pitch immediately. A concealed household is one who is living within another household and would wish to form their own separate family unit, but is unable to do so because of a lack of space on public or private sites.
- 6.14 The oldest child in the 9 families on the authorised site in South Tyneside is 14 years of age and therefore, there is no evidence of any concealed households.

**Figure 11**  
Concealed Households by Local Authority

Authority	Number of Households
South Tyneside	0
Sunderland	0
<b>Total</b>	<b>0</b>

## Bricks and Mortar

- 6.15 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a population of 70 Gypsy and Traveller persons in Sunderland and 9 in South Tyneside. Clearly South Tyneside does contain more Gypsies and Travellers than this figure, but overall the population is relatively low.
- 6.16 As noted earlier, ORS worked with stakeholders, the local authority and on-site interviewees to identify households in bricks and mortar, but this process yielded no interviews. Therefore, no need arises from this source. We would note that it is accepted at a national level that between two thirds and three quarters of all Gypsies and Travellers live in bricks and mortar rather than caravan accommodation. While some do wish to move on to sites, the majority appear to be satisfied with their accommodation.

**Figure 12**  
**Bricks and Mortar by Local Authority**

Authority	Number of households
South Tyneside	0
Sunderland	0
<b>Total</b>	<b>0</b>

## Additional Site Provision: Future Need

- 6.17 The next stage of the process is to assess how many households are likely to be seeking pitches in the area in the future. Groups of people who are likely to be seeking pitches will include:
- » Households living on sites with temporary planning permissions;
  - » New household formation expected during the study period; and
  - » Migration to sites from outside the study area.

## Temporary Planning Permissions

- 6.18 Neither South Tyneside nor Sunderland currently has any sites with temporary planning permissions.

## New Household Formation

- 6.19 It is recognised that an important group for future pitch provision will be children from existing households who will wish to form their own households. Many studies of Gypsy and Traveller populations, including the (now abolished) North East Regional Spatial Strategy, assume a net growth in the population of around 3% per annum.
- 6.20 In a letter from the Planning Minister, Brandon Lewis MP to Andrew Selous MP which was placed in the House of Commons library on March 26<sup>th</sup> 2014 it was stated:

*'I can confirm that the annual growth rate figure of 3% does not represent national planning policy.*

*The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure.'*

- 6.21 Therefore, there is no need for any Gypsy and Traveller Accommodation Assessment to be bound by any particular rate of household growth. In this case it is possible to specify a relatively precise estimate for household formation because only one site exists. The 9 families on site in South Tyneside have a total of 27 children on site. The adults in the families are young enough that we do not need to project any loss of

households due to the death of all household members. Clearly assuming that all 27 children will eventually need their own pitch in the area will be double counting as some will leave to form couples with people from elsewhere. Equally, some children on site in South Tyneside will eventually be joined by people from elsewhere. Typically households form as couples, so in any one area it is necessary to assume that 50% of children will eventually form in the area and 50% will leave to form in other areas. This assumption allows that enough pitches are provided for all Gypsy and Traveller children to be able to form on-site. We have therefore made an assumption that half of all children will seek to form households in South Tyneside and will be joined by people from outside the area, while the rest will form households elsewhere. This leaves total migration as being neutral and there will be no loss of population. Clearly people from outside of South Tyneside are likely to form as part of couples in South Tyneside, but this will be current residents of South Tyneside and hence will not add to net needs. Therefore, we have allowed for 14 formations from the existing site.

**Figure 13**  
**Household Formations by Local Authority**

Authority	Requirement to 2036
South Tyneside	14
Sunderland	0
<b>Total</b>	<b>14</b>

## In-migration from Other Sources

- 6.22 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially, Gypsies and Travellers could move to the South Tyneside and Sunderland area from anywhere in the country. The number of households seeking to move to South Tyneside and Sunderland is likely to be heavily dependent upon pitch provision elsewhere. It has been noted that a weakness of many Gypsy and Traveller Accommodation Assessments conducted across the country has been that they either allowed for out-migration without in-migration which led to under-counting of need, or they over-counted need by assuming that every household visiting the area required a pitch.
- 6.23 We have allowed for a balanced level of migration. An assumption of net nil migration implies that the net pitch requirement is driven by locally identifiable need. This is also consistent with the findings from the stakeholder consultation on the Duty to Co-operate, where neighbouring local authorities identified that they were seeking to address their own needs, but were not making provision for more than this figure.
- 6.24 Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, we would propose that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is important for South Tyneside and Sunderland to have clear criteria based planning policies in place for any new potential sites which do arise.

## Overall Gypsy and Traveller Pitch Needs for South Tyneside

<sup>6.25</sup> The estimated extra pitch provision that is required now until 2036 in South Tyneside will be 12 pitches to address the needs of all identifiable households.

**Figure 14**  
Extra Pitches which are required in South Tyneside from 2013-2036

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty pitches	-	-	
Additional supply new sites	-	2	
<b>Total Supply</b>		<b>2</b>	
<b>Current Need</b>			
Current unauthorised developments or encampments and seeking to stay in the area	0	-	
Concealed households	0	-	
Net movement from bricks and mortar	0	-	
<b>Total Current Need</b>	<b>0</b>		
<b>Future Needs</b>			
Currently on sites with temporary planning permission	0	-	
Net migration	0	-	
Net new household formation	14	-	
<b>Total Future Needs</b>	<b>14</b>		
<b>Total</b>	<b>14</b>	<b>2</b>	<b>12</b>

## Overall Gypsy and Traveller Pitch Needs for Sunderland

6.26 The estimated extra pitch provision that is required now and until 2036 will be 0 pitches.

**Figure 15**  
Extra Pitches which are required in the Sunderland from 2013-2036

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty pitches	-	0	
Additional supply new sites	-	0	
<b>Total Supply</b>		<b>0</b>	
<b>Current Need</b>			
Current unauthorised developments or encampments and seeking to stay in the area	0	-	
Concealed households	0	-	
Net movement from bricks and mortar	0	-	
<b>Total Current Need</b>	<b>0</b>		
<b>Future Needs</b>			
Currently on sites with temporary planning permission	0	-	
Net migration	0	-	
Net new household formation	0	-	
<b>Total Future Needs</b>	<b>0</b>	-	
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>

## Split to 2036 in 5 year Time Period

6.27 In summary, Figure 16 sets out the net requirement for new pitch provision by Local Authority by public and private sites until 2036.

**Figure 16**  
Extra Pitch Provision in South Tyneside and Sunderland by Local Authority to 2036

Local Authority	2013-2018	2018-2023	2023-2028	2029-2036
South Tyneside	0	3	4	5
Sunderland	0	0	0	0
<b>Total</b>	<b>0</b>	<b>3</b>	<b>4</b>	<b>5</b>

## 7. Transit/ Stopping Site Provision

- 7.1 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay and has a range of facilities such as water supply, electricity and amenity blocks. They do not have a function in meeting local need which must be addressed on permanent sites.
- 7.2 An alternative to a transit site is a stopping place or stopover site. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided.
- 7.3 As well as facilitating the accommodation needs of households visiting an area, the presence of a transit site or stopping place in an area can speed up enforcement on unauthorised encampments, with households facing committing an offence if they do not move on to the site, or leave the area. However, we would note that local authorities are not able to use transit provision on private sites as part of their enforcement action policies and therefore while it does provide an option for visiting households it is at the discretion of the site owner who is allowed on to the site. It should also be noted that strengthened Police powers can only be triggered if a transit site or temporary stopping place is made available within a specific local authority area. The legislation does not currently allow the direction of Travellers across local authority boundaries. Both South Tyneside and Sunderland would therefore need to plan for a separate site within their local authority area or accept some limitations to Police powers.
- 7.4 As previously mentioned, there is evidence from the statutory caravan counts and the data collected by Sunderland Council themselves that unauthorised camping by Gypsy and Traveller communities does take place in Sunderland. Meanwhile, South Tyneside report fewer encampments. ORS visited a number of encampments in both South Tyneside and Sunderland and found the households were in transit and not seeking permanent accommodation in the area.
- 7.5 ORS have spoken to a number of local authorities and county councils across the country (such as those in Herefordshire, Worcestershire, Buckinghamshire, Wiltshire and Hertfordshire). Several indicated that publicly provided transit sites are poorly used and in some cases have fallen out of use. This is partly due to such sites being poorly located away from major travelling routes. An effective strategy utilised by other local authorities includes formal temporary toleration which generally meets the needs of Travellers moving through the county without establishing a formal transit site or stopping place.
- 7.6 Both South Tyneside and Sunderland have followed a similar policy of 'sensitive management', an approach which addresses the need for proper judgement in policy response according to the nature of the site, the Gypsy or Traveller group and the concerns of residents and businesses. This balanced approach has minimised the need for formal legal action.
- 7.7 The evidence would suggest that, given the scale of some encampments, Sunderland does have a clear need for a transit site or stopover place which would need to be at least 10 pitches. Given that most

encampments are for a short period of time a stopover place may be a cheaper and more effective alternative.

## 8. Needs for Plots for Travelling Showpeople

### Current Yard Provision

- 8.1 Planning records and on-site visits indicate that there are 100 permanent plots across 3 yards in Sunderland while there are around 25 plots in South Tyneside occupied by households living beside the permanent fairground in South Shields. These households do occasionally travel to fairs elsewhere, but are largely permanently based in South Shields.
- 8.2 Currently, all the plots are occupied, so there is no available space and no new yards have unimplemented planning permission. A small number of plots do turnover on the South Shields Foreshore, with 5 plots having been vacated in the past 10 years.

### Current Unauthorised Developments

- 8.3 There are no current unauthorised developments for Travelling Showpeople in South Tyneside or Sunderland.

### Concealed Households

- 8.4 A concealed household is one who is living within another household and would wish to form their own separate family unit, but is unable to do so because of a lack of space on public or private sites. The on-site survey for Sunderland identified a number of concealed households. The survey indicates at least 4 concealed households and the survey response rate was around 50% of all households, so we have counted a total of 8 concealed households in Sunderland.

### Bricks and Mortar

- 8.5 The household survey found no households in bricks and mortar and no households who wish to move from yards to housing.

### Temporary Planning Permissions

- 8.6 South Tyneside and Sunderland currently have no yards with temporary planning permissions.

## New Household Formation

- 8.7 For household growth, the typical growth rate for the Travelling Showpeople population is lower than for Gypsies and Travellers with estimates normally being from 1%-1.5% annually. Given that existing concealed households have been considered elsewhere we have used the lower of these figures to allow for future household growth. A growth rate of 1% provides for total net growth of 26% over 23 years. Given that there are approximately 100 households on-site in Sunderland this equates to 26 additional households by 2036 and the 20 households in South Tyneside will yield 5 households formations. However, we would note that the households in South Tyneside are tied to a specific location. If no more space is available on the South Shore, households working at the site may move to bricks and mortar. It is also the case that plots do turnover on the South Shields site, so we have assumed that no extra on-site provision is required in South Tyneside.

## In-migration from Other Sources

- 8.8 We have again allowed for a balanced level of migration on to existing yards. An assumption of net nil migration implies that the net plot requirement is driven by locally identifiable need.
- 8.9 Beyond this, rather than assess in-migrant households seeking to develop new yards in the area, we would propose that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is important for South Tyneside and Sunderland to have clear criteria based planning policies in place for any new potential sites which do arise.

## Overall Needs for Travelling Showperson Plots for South Tyneside

8.10 No extra on-site provision is required in South Tyneside.

Figure 17

Extra Plots which are required in South Tyneside for Travelling Showpeople from 2013-2036

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty pitches	-	0	
Additional supply new sites	-	0	
<b>Total Supply</b>		<b>0</b>	
<b>Current Need</b>			
Current unauthorised developments or encampments and seeking to stay in the area	0	-	
Concealed households	0	-	
Net movement from bricks and mortar	0	-	
<b>Total Current Need</b>	<b>0</b>		
<b>Future Needs</b>			
Currently on sites with temporary planning permission	0	-	
Net migration	0	-	
Net new household formation	0	-	
<b>Total Future Needs</b>	<b>0</b>	-	
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>

## Overall Needs for Travelling Showperson Plots for Sunderland

- 8.11 The estimated extra site provision that is required now and in the near future will be 34 plots to address the needs of all identifiable households.

**Figure 18**

**Extra Plots which are required in Sunderland for Travelling Showpeople from 2013-2036**

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty pitches	-	-	
Additional supply new sites	-	0	
<b>Total Supply</b>		<b>0</b>	
<b>Current Need</b>			
Current unauthorised developments or encampments and seeking to stay in the area	0	-	
Concealed households	8	-	
Net movement from bricks and mortar	0	-	
<b>Total Current Need</b>	<b>8</b>		
<b>Future Needs</b>			
Currently on sites with temporary planning permission	0	-	
Net migration	0	-	
Net new household formation	26	-	
<b>Total Future Needs</b>	<b>26</b>		
<b>Total</b>	<b>34</b>	<b>0</b>	<b>34</b>

## Split to 2036 in 5 year Time Period

- 8.12 In terms of providing results by 5 year time periods we have assumed that all concealed household needs are addressed in the first 5 years.
- 8.13 In summary, any current need is included in the initial period 2013-2018 along with any need arising from new household formation during that time.

**Figure 19**

**Extra Plot Provision for Travelling Showpeople in South Tyneside and Sunderland by Local Authority to 2036**

Local Authority	2013-2018	2018-2023	2023-2028	2029-2036
South Tyneside	0	0	0	0
Sunderland	13	5	6	10
<b>Total</b>	<b>13</b>	<b>5</b>	<b>6</b>	<b>10</b>

## 9. Conclusions

### Introduction

- 9.1 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for South Tyneside and Sunderland. It focuses upon the key issues of future site provision for Gypsies and Travellers and also Travelling Showpeople.

### Gypsy and Traveller Future Pitch Provision

- 9.2 Based upon the evidence presented in Chapter 5, the estimated extra pitch provision that is required for Gypsies and Travellers to 2036 in South Tyneside is 12 pitches, with no clear need for any pitches in Sunderland. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area.
- 9.3 The table below shows the provision required by type of site in 5 year time periods. This is based upon addressing any current backlog of need where it arises in the next 5 years and then projecting forward household growth based upon the size of the existing on-site population.

**Figure 20**  
**Extra Pitch Provision in South Tyneside and Sunderland by Local Authority to 2036**

Local Authority	2013-2018	2018-2023	2023-2028	2029-2036
South Tyneside	0	3	4	5
Sunderland	0	0	0	0
<b>Total</b>	<b>0</b>	<b>3</b>	<b>4</b>	<b>5</b>

### Transit Sites

- 9.4 There are currently no operational public transit sites in the study area. Due to each Council being a unitary authority, any site cannot be shared with any other Council for enforcement purposes. We would also note that Local Authorities are not able to use transit provision on private sites as part of their enforcement action policies and therefore while it does provide an option for visiting households it is at the discretion of the site owner who is allowed on to the site.
- 9.5 There is evidence from the statutory caravan counts, and the data collected by Sunderland Council themselves, that unauthorised camping by Gypsy and Traveller communities does take place in Sunderland. Meanwhile, South Tyneside report fewer encampments. ORS visited a number of encampments in both South Tyneside and Sunderland and found the households were in transit and not seeking permanent accommodation in the area.

- 9.6 The evidence would suggest that, given the scale of some encampments, Sunderland does have a clear need for a transit site or stopover place which would need to be at least 10 pitches. Given that most encampments are for a short period of time a stopover place may be a cheaper and more effective alternative.

## Travelling Showperson Requirements

- 9.7 There are 2 sources of requirements for the Showperson population in Sunderland and South Tyneside, namely 8 concealed households in Sunderland, and the growth in the population over time. In total the area requires 34 extra plots to 2036.
- 9.8 In summary the table below sets out the net requirement for new plot provision by Local Authority until 2036.

**Figure 21**  
Extra Plot Provision for Travelling Showpeople in South Tyneside and Sunderland by Local Authority to 2036

Local Authority	2013-2018	2018-2023	2023-2028	2029-2036
South Tyneside	0	0	0	0
Sunderland	13	5	6	10
<b>Total</b>	<b>13</b>	<b>5</b>	<b>6</b>	<b>10</b>

## A Supply of Deliverable and Developable Sites

### Safeguarding existing sites

- 9.9 In developing their local plans, “Planning Policy for Traveller Sites” requires local planning authorities to identify and keep up-to-date a supply of specific deliverable sites sufficient to provide five years’ worth of sites against those locally set targets and a supply of specific developable sites or broad locations to meet needs, where possible, for up to 15 years.
- 9.10 We would suggest that an initial starting point would be for the Authorities to consider safeguarding existing authorised Gypsy, Traveller and Travelling Showpeople sites, to ensure that existing needs continue to be met in perpetuity. If sites are lost from these uses, then new replacement sites may need to be found to maintain an adequate supply to meet needs in accordance with the identified pitch and plot targets.

### Broad Geographical Locations

- 9.11 Where specific deliverable or developable sites for further Gypsy, Traveller and Travelling Showpeople provision cannot be identified, local authorities should consider including broad geographical locations within their Local Plans.
- 9.12 This document recommends that the identification of further Gypsy, Traveller and Travelling Showpeople residential sites should take into account where the need arises and the capacity of local infrastructure to determine the most appropriate broad location to commence the site search. As such we would recommend that any future site search should focus on a broad area in proximity to the existing sites as the

evidence from the site surveys has highlighted that they want to remain together. In particular we would note that Travelling Showpeople looking to move said that they would like to move to Washington, Hetton-le-Hole and Houghton-le-Spring. Meanwhile, all of the need for Gypsies and Travellers is for future formation in South Tyneside. These potential households are currently children so it is difficult to assess where they wish to move.

- 9.13 The Councils should be reasonably flexible about the location of small private sites and should consider sites outside but close to the broad locations.

#### **Sites with Potential to Meet Future Needs**

- 9.14 The Councils should investigate the potential from existing sites to achieve additional pitches/plots either through increasing the capacity within existing boundaries or through site extension onto adjoining land.
- 9.15 To provide a medium and long term supply, the Councils should consider allocating sites through their Local Plans. This can either be through a Core Strategy, Local Plan or a Site Allocations DPD, depending upon the nature of the development plan within each area.

#### **Pitch and Plot Size**

- 9.16 Travelling Showpeople yards are typically extremely low density due to the need to combine living and business use. Densities of 10 households or less per hectare are common. Meanwhile, the size of Gypsy and Traveller families and their land use needs can vary enormously. As well as living space for relatively large families, many Gypsies and Travellers would also seek mixed use sites for their business activities and to have stabling and grazing for horses nearby. Therefore, the density of Gypsy and Traveller sites also tends to be lower than for housing developments.

#### **Delivery**

- 9.17 As with other forms of development, the release of Gypsy, Traveller and Travelling Showpeople sites should be managed to ensure a good fit with identified need.
- 9.18 However, there is no direct correlation between existing and future needs and sites which may have potential to meet those needs. For example, a family may need further pitches in the future to meet the future needs from existing children, but their current site may not have capacity, whilst an existing family may not require pitches in the future but they may have a site where there is potential for future provision.
- 9.19 It is important to note that the future availability of existing private sites to accommodate needs is entirely dependent on existing site owners being prepared to accommodate future needs on these sites.
- 9.20 It is also important to note that Romany Gypsies and Irish Travellers have separate traditions and patterns of movement and may not be prepared to share sites. Similarly, Travelling Showpeople families operate separate commercial businesses and are unlikely to share sites.
- 9.21 We would suggest that it would be prudent for the Authorities to identify a potential reserve supply from the identified sites or other sites which could be brought forward in the future if required to ensure a continuous supply of deliverable and developable sites.

**Phasing, Monitoring and Review**

<sup>9.22</sup> Any release of land to meet future needs would require active monitoring of supply against need, at least on an annual basis. It would also require the Authorities to undertake periodic reviews of the needs evidence base.