

Gypsy and Traveller Accommodation Assessment

Cyngor Bwrdeistref Sirol



**Bridgend County
Borough Council**

Final Report

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Fordham
RESEARCH

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List of acronyms

| | |
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| CLG | Communities and Local Government |
| GTAA | Gypsy and Traveller Accommodation Assessment |
| LDP | Local Development Plan |
| LHMA | Local Housing Market Assessment |
| UDP | Unitary Development Plan |
| WAG | Welsh Assembly Government |



1. Introduction

Study context

- 1.1 In April 2009 Fordham Research was commissioned to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for Bridgend County Borough Council. The purpose of such an assessment is to assess the need for residential and transit pitches amongst Bridgend County Borough's Gypsy and Traveller population. The assessment also serves to inform Bridgend County Borough Council's housing and planning policies, and also contributed towards the Bridgend County Borough Local Housing Market Assessment (LHMA).
- 1.2 Data analysis and collection was conducted following best practice guidance set out by the Welsh Assembly Government¹ (WAG) which requires local authorities to assess the level of need for Gypsy and Traveller sites in their County Borough.
- 1.3 To produce an assessment of accommodation need, the report draws on a number of sources including:
- **Reviews of secondary information:** including existing research into Gypsy and Traveller need, best practice guidance on site provision and analysis of secondary data
 - **Consultation:** with local authority officers responsible for working with Gypsies and Travellers
 - **Survey of Gypsies and Travellers:** face-to-face interviews with those living on sites and in bricks and mortar accommodation

Policy overview

- 1.4 There is a national shortage of suitable sites for Gypsies and Travellers. WAG² research states that for the period 2006 to 2011, between 275 and 305 permanent pitches were required across Wales to meet current levels of need. This estimate includes need for 150 to 200 local authority pitches, 50 private pitches and 50 to 100 bricks and mortar accommodation units, alongside 100 to 150 transit pitches. As of 2010, only a fraction of this requirement has been provided.

¹ WAG *Local Housing Market Assessment Guide (2006) CLG Gypsy and traveller Accommodation Assessments (2007)*

² WAG, Niner, P *Accommodation needs of Gypsy-Travellers in Wales: Report to the Welsh Assembly (2006)*



- 1.5 WAG is committed to ensuring that members of Gypsy and Traveller communities should have the same access to decent and appropriate accommodation as every other citizen and that there are sufficient resources available to meet their needs. To meet this aim, the accommodation needs of Gypsies and Travellers have been mainstreamed within the wider housing and planning systems. The Housing Act 2004 requires local authorities to assess the needs of Gypsies and Travellers in the area and to develop strategies to meet those needs. It also states that, where a shortage of sites is a particular problem, local authorities are expected to make Gypsy and Traveller accommodation need a priority.
- 1.6 WAG guidance defines the nature of accommodation need as extending beyond those of the settled community, and includes Gypsy and Traveller households living in bricks and mortar accommodation *'whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a proven psychological aversion to bricks and mortar accommodation)'*. (Para. 15) Gypsy and Traveller accommodation need goes beyond financial constraints and the standard categories of unsuitability; it also includes accommodation made unsuitable due to the psychological effects brought about by giving up the traditional, caravan-based life.

'It should also be recognised that the shortage of sites and local hostility, as well as lack of income, may prevent Gypsies and Travellers exercising their free choice in the accommodation market – and that there may in fact be no 'local accommodation market' in sites. (Para. 16)

Gypsies and Travellers in Bridgend County Borough

- 1.7 Bridgend County Borough has one private authorised site and no local authority sites. It lies on the travelling route between England and Ireland. To the north west of the County Borough there is one authorised pitch, Cae Garu, which lies on the border of Bridgend County Borough and Neath Port Talbot and another tolerated unauthorised site in Vale of Glamorgan south of Bridgend. Cardiff lies to the east of the County Borough with two large Gypsy and Traveller local authority sites, including the largest authorised traveller site in Europe: Shirenewton. Swansea to the west has one authorised site with capacity for seven pitches, 12 pitches on unauthorised developments and 12 pitches on unauthorised encampments within Bridgend County Borough. There is currently only one private site with planning permission for two pitches just north of Pencoed, and no unauthorised developments or long-term encampments. Figure 3.3 demonstrates where the one authorised private site is located in the County Borough.

Report Format

- 1.8 This report contains three sections. Section A starts by explaining the policy context behind GTAA's and current measures being taken to meet Gypsies' and Travellers' accommodation needs (Chapter 2). It also analyses WAG Caravan Count Data to help place Bridgend County Borough in a wider, national context, and considers existing research into Bridgend County Borough's Gypsies and Travellers (Chapter 3). Section B provides a summary of the primary data gathered during the research including interviews with stakeholders from agencies working with Gypsies and Travellers in Bridgend County Borough (Chapter 4). A presentation of the survey data from interviews with Gypsies and Travellers is found in Chapters 5 and 6. Finally the report presents the assessment of accommodation need, Chapter 7, and possible policy recommendations for Bridgend County Borough Council to consider in Chapter 8.

Section A: Context of the Study

This section outlines the relevant secondary data surrounding Gypsy and Traveller accommodation in Wales. It focuses upon relevant national and regional policy, plans and strategies relating to Gypsy and Traveller accommodation and service provision alongside the national Caravan Count figures.

2. The policy context

Legislative background

- 2.1 Early legislation relating to accommodation provision was not actually specific to Gypsies and Travellers. The Caravan Sites and Control of Developments Act 1960 aimed to regulate static residential caravan sites within the land use planning system and to raise standards for caravan dwellers. The 1960 Act required that land used as a caravan site had both planning permission for that use and a caravan site license with conditions determining basic standards of amenity, spacing and safety. The effect of these controls, although not specifically targeted against them, was that in large numbers of cases Gypsies and Travellers were unable to find legitimate authorised pitches for themselves because local authorities were under no duty to provide sites.
- 2.2 Part II of the Caravan Sites Act 1968, which came into force in April 1970, imposed a duty on County Councils and London Boroughs to provide adequate accommodation for resident Gypsies and Travellers. Councils were required to outline the number of sites to be provided and to acquire the necessary land, however, Councils were only required to provide for up to 15 caravans to meet their duty. No time limit was set to fulfil this duty and no specific financial assistance was given. The Government could, at any time, give directions to local authorities to provide additional sites for a specific number of caravans, but this power was rarely used.
- 2.3 The policy of designation also brought enhanced powers to tackle unauthorised camping by making it a criminal offence to park a caravan with the purpose of residing in it other than on an authorised site. While it seems to have been intended as an incentive to site provision, less than half of local authorities designated the minimum of 15 pitches while the legislation was in place. For many its effectiveness was limited by both the nature of the legislation and a failure to implement it. Furthermore, designation was heavily criticised as creating 'no-go' areas for Gypsies and Travellers in local authorities which had not provided any pitches, and also for criminalising a minority group since the trespass powers of camping on undesignated sites applied only to them.
- 2.4 Under the Criminal Justice and Public Order Act 1994, local authorities, as landowners, were given civil powers to recover land from trespassers, including 'unauthorised campers'. The 1994 Act gave local authorities in England and Wales powers to evict itinerant groups from land and made it an offence to fail to comply with such a direction. The 1994 Act also gave the police powers to order trespassers to leave encampments on unauthorised land. Civil rights workers and Gypsy and Traveller organisations have argued that these powers were draconian and effectively criminalised unauthorised camping with disproportionate effect for a particular minority group. These implications were seen as particularly serious given the shortage of authorised sites.

- 2.5 Dealing with unauthorised Gypsy and Traveller camps is currently high on the policy agenda, fuelled by complaints about the apparent disruption and nuisance caused to the settled community and local businesses from troublesome encampments. Noise, criminal and anti-social behaviour, rubbish and fly-tipping, and damage to land and buildings are common causes of complaint, although it is possible that many of the complaints stem from the mere presence of unauthorised encampers regardless of their behaviour. There is a widespread dissatisfaction with the powers available to deal with unauthorised encampments, largely because anti-trespassing powers result in families being moved on but offer no solution to the problem and few alternative options.

Housing and planning legislation and guidance

- 2.6 *The Accommodation Needs of Gypsy-Travellers in Wales (2006)*³ outlined six key themes that need to be focused upon in attempts to ensure equal opportunities in housing and access to services. These include developing accommodation strategies for Gypsies and Travellers in Wales, as currently exists in England; WAG working in conjunction with local authorities should establish a decent sites standard taking into account location and environment alongside site and facility conditions; sites should be identified through LDP's in accordance to actual need and recognition of the variety of needs should be taken into account when allotting accommodation; an agreed code of behaviour between Gypsies and Travellers and the local authorities; establish site management guidelines and licence agreements between tenants and landlords; a level of cultural sensitivity is adopted when allocating homeless Gypsies and Travellers to bricks and mortar accommodation.
- 2.7 Local authorities must also acknowledge their obligations under the Race Relations (Amendment) Act 2000 to the statutory duties of promoting good race relations between the Gypsy and Traveller community and the wider community.⁴ Gypsies and Travellers are a legally recognised ethnic minority group, and characteristically are a "Person of nomadic lifestyle regardless of their race or origin, [this] term is used to include all groups of Gypsies and Travellers, including both traditional ethnic groups and New Travellers."⁵

³ WAG, Niner, P *Accommodation needs of Gypsy-Travellers in Wales: Report to the Welsh Assembly (2006)*

⁴Local authorities will also need to have regard to their statutory duties, including those in respect of homelessness under Part VI of the Housing Act 1996 and to their obligations under the Race Relations (Amendments) Act 2000 which prohibits racial discrimination by planning authorities in carrying out their planning functions.

⁵ WAG *Planning for Gypsy and Traveller Caravan Sites, WAG Circular 30/2007 (2007)* para 3

- 2.8 Issues surrounding homelessness within the Gypsy and Traveller community are of growing importance as many Gypsy and Traveller families find it difficult to secure planning permission for privately owned sites and places on local authority sites are increasingly scarce. Frequent evictions from unauthorised sites and a shortage of alternative sites that facilitate the Gypsy and Traveller lifestyle result in higher than average levels of homelessness amongst the Gypsy and Traveller community. Under the 1996 Housing Act: Section 175 (2), *“A person is also homeless if he has accommodation but — a) he cannot secure entry to it, or b) it consists of a moveable structure, vehicle or vessel designed or adapted for human habitation and there is no place where he is entitled or permitted both to place it and to reside in it”*.
- 2.9 Therefore it would be possible to regard all unauthorised encampers without a legal base as homeless. If a duty to secure accommodation for families arises due to eviction and homelessness local housing authorities are not required to make equivalent site accommodation available. To ensure sensitivity to specific cultural need local authorities should consider what on site housing options are available before looking into bricks and mortar accommodation options, particularly where this would provide the most suitable solution to the applicant’s specific accommodation needs.
- 2.10 In understanding the distinct housing issues of Gypsies and Travellers local authorities need to consider cultural or psychological aversion to bricks and mortar housing when discharging their homelessness duties. In *R v Carmarthenshire County Council ex parte Price (2003)*, an Irish Traveller made a homelessness application based on having no lawful place to station her caravans. The Council offered her a conventional house and sought to evict her and her family from land she owned. The High Court overturned the decision to offer her conventional bricks and mortar housing and ruled that by ignoring her cultural aversion to bricks and mortar housing the Council had failed to facilitate her traditional lifestyle. This ruling offers guidance to local authorities in attempts to house homeless Gypsies and Travellers. Under the amended 2006 code of Homelessness Guidance for Local Authorities it was outlined that, *“where a duty to secure accommodation (for a gypsy or traveller) arises but an appropriate site is not immediately available, the housing authority may need to provide an alternative temporary solution.”*⁶
- 2.11 In planning, developing and obtaining permission for sites to meet housing demand the WAG Circular 30/2007 *‘Planning for Gypsy and Traveller Caravan Sites’*⁷ strengthens the requirement that local authorities identify and make provision for appropriate sites in local plans. The definition of Gypsies and Travellers used in the circular is based on ‘nomadic habit’ and includes all those who are too ill or old to pursue a nomadic lifestyle. It places a new emphasis on consulting Gypsies and Travellers, their representative bodies and local support groups as part of the planning process. The circular also requires local planning authorities to provide guidance for Gypsies and Travellers when making planning applications, and to identify suitable locations for sites in their LDP.

⁶ CLG Code of Homelessness Guidance for Local Authorities (2006) para 16:38

⁷ WAG Planning for Gypsy and Traveller Caravan Sites, WAG Circular 30/2007 (2007)



- 2.12 More recently consultation set in motion by WAG's *A Road Less Travelled* (2009, closed January 2010)⁸ aims to improve the relationship between the Gypsy and Traveller community and the settled community at a wide range of levels, including accommodation, education, healthcare and engagement. The consultation has key objectives which propose the refurbishment of seven sites by 2013, the building of two new sites by 2013, the promotion of WAG Circular 30/2007 amongst planners, establishing guidelines and codes of best practice in consulting with the travelling community and the settled community, and setting protocol guidelines on dealing with unauthorised encampments⁹.

Local policy context

- 2.13 Bridgend County Borough Council has recently completed their Local Housing Market Assessment, which this report has informed.
- 2.14 Bridgend County Borough Council is also in the process of developing its Local Development Plan (LDP), due for deposit in 2010. Until the LDP is adopted, development and land use is governed by the Unitary Development Plan (UDP) for Bridgend County Borough Council (2005). Policy H8 of the UDP outlines the guidance for Gypsy and Traveller Sites in Bridgend County Borough:

"Any new site to accommodate Gypsies residing in, or resorting to, the County Borough will be permitted only where it:

- i) Has reasonable access to shops and essential services,*
- ii) Avoids close proximity to residential development,*
- iii) Is compatible with neighbouring land uses,*
- iv) Is capable of being accessed safely from the highway network and be conveniently situated for local transport,*
- v) Is acceptable in terms of the conservation of the environment, and the provision of utility services,*
- vi) Is capable of being screened and suitably landscaped to a standard compatible with either its urban or rural surroundings."¹⁰*

⁸ WAG *A Road Less Travelled – A Draft Gypsy Traveller Strategy Consultation Document* (2009)

⁹ WAG *A Road Less Travelled, Draft Gypsy and Traveller Strategy Consultation* (2009)

¹⁰ BCBC *Planning Department, Unitary Development Plan* (2005)

Accommodation and service provision

- 2.15 Central to ensuring that accommodation need is met and the overall lifestyle of Gypsies and Travellers is improved, this report must acknowledge the ways in which support services and accommodation need are linked; without regular stable accommodation many families fail to secure health and education standards prevalent within the settled community. In their *Review of Service Provision for Gypsy and Travellers (2003)*¹¹, WAG outlines that the impacts of good housing can only be seen to benefit Gypsy and Traveller communities if the full package of support is available. *"It is clear that inadequate accommodation provision is at the root of many of the problems facing the Gypsy-Traveller community and is a significant factor in conflict with the settled community."*¹²
- 2.16 The link between acceptable accommodation for Gypsy and Traveller communities and the overall health and wellbeing of Gypsies and Travellers is noted to have detrimental effect. *"The lack of secure accommodation for nomadic groups remains the lynchpin of a plethora of other inequalities."*¹³ Thinking of service provision in a wider sense and understanding the knock on effects of site provision can hopefully open up opportunities for Gypsy and Traveller communities to improve their quality of life.

Good practice on site provision

- 2.17 As well as legislation setting out local authorities' requirements towards Gypsies and Travellers, there have been several reports produced on how new sites can be brought forward once levels of need have been established. CLG's Gypsy and Traveller Task Force produced such a report in 2007, *The Road Ahead: Final Report of the Independent Task Force Group on Site Provision and Enforcement for Gypsies and Travellers*.¹⁴ While most of the findings relate to the English planning system, several of the 36 recommendations made are relevant to local authorities in Wales.
- 2.18 As well as reinforcing Circular 30/2007's requirement that local planning documents should make specific allocations for Gypsy and Traveller accommodation in line with need, the *Road Ahead* report emphasises the importance of a clear communication strategy when delivering new sites between local authorities, the settled community and Gypsy and Traveller communities. Furthermore, local authorities should consider using Section 106 agreements to deliver Gypsy and Traveller accommodation as part of new housing developments, and be mindful of guidance on the appropriate size of site (see below).

¹¹ WAG *Review of Service Provision for Gypsy and Travellers (2003)*

¹² WAG *Review of Service Provision for Gypsy and Travellers (2003)*

¹³ Cemlyn Et al *Inequalities experienced by Gypsy and Traveller Communities (2009)*

¹⁴ CLG *The Road Ahead: Final Report of the Independent Task Group on Site Provision and Enforcement for Gypsies and Travellers (2007)*



- 2.19 In its report on accommodation provision, the Royal Town Planning Institute (RTPI) suggests that planning documents and relevant planning bodies can directly identify and allocate sites by consulting with Gypsies and Travellers.¹⁵ Practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and that both Gypsies and Travellers and the settled community can gain a fuller understanding of how the planning process operates in identifying suitable sites.
- 2.20 Consultation with local Gypsies and Travellers and the settled community is a common theme in recent reports on site provision. One for the Joseph Rowntree Foundation recommends that local authorities should encourage dialogue and effective engagement with their Gypsy and Traveller communities, and that multi-agency forums can help set a positive context for debate about future site provision.¹⁶ This is necessary given how public and local media perceptions of Gypsies and Travellers can affect decision-making. Communication policies should reflect local planning documents in setting out clear and simple criteria for new site selection, as this was found to help promote positive responses to proposals. Elected members should be kept informed throughout the process, as should the local media and residents once possible site locations have been identified. In a similar vein, the Planning Advisory Service's report on Gypsy and Traveller accommodation emphasises the importance of making the planning process regarding sites as transparent as possible so that all members of the community can understand the decisions that have been taken.¹⁷
- 2.21 Finally it is worth considering recent draft guidance from WAG on site design and management. *Good Practice Guide in Designing Gypsy Traveller Sites in Wales (2009)*¹⁸ makes a number of recommendations on site design and facilities. The salient points are as follows:
- *Size of site:* The ideal size is generally not more than 12 pitches, in line with Gypsies' and Travellers' preferences for smaller sites, easier management and better likelihood of family compatibility. Larger sites of up to 20 pitches '*should only be developed where there is a clear and demonstrable reason to act against such a presumption*'.
 - *Site location:* New sites should be in locations that meet current working patterns, are in close proximity to transport links and, in the first instance, in or near existing settlements with access to local services. Following Circular 30/2007, site locations must be identified in Local Development Plans (LDP). The Gypsy and Traveller community should be consulted. The location must be in acceptable surroundings.

¹⁵ RTPI: *Good Practice Note 4 –Part C Accommodation and Site Delivery* (2007) page 11.

¹⁶ J. Richardson *Providing Gypsy and Traveller Sites: Contentious Spaces*, Joseph Rowntree Foundation, Chartered Institute of Housing, (2007) page 67.

¹⁷ Planning Advisory Service "*Spaces and places for gypsies and travellers – how planning can help*" (2006)

¹⁸ WAG *Good Practice Guidance in Designing Gypsy and Traveller Sites in Wales*(2009)

- *Layout:* This should take into account site residents' specific preferences where possible, and ensure a degree of privacy. The design of amenity blocks should be such as to allow extension as needed in line with future family growth.
- *Roads:* Traffic calming measures on access routes, a minimum of 3.7m wide and caravans no more than 50m from a road.
- *Pitches:* As a minimum, pitches should be capable of accommodating an amenity block (minimum 7.5m²), large trailer, touring caravan and parking for two vehicles. A children's play space *'where space permits ... is essential'*. In line with fire regulations, no less than 6m between any trailer / caravan etc separately occupied. Each pitch should have hard standing. (The guidance does not give a specific size, although a rough calculation used in the CLG report, *Preparing Regional Spatial Strategy Reviews (2007)*, is that an average pitch size is 200m², including parking and storage space on the pitch, site roads and any incidental open space.¹⁹ This is a relatively generous pitch size which allows for flexible pitch use and meets changing requirements for more space.)

2.22 In terms of management, WAG *Good Practice Guide in Managing Gypsy Traveller Sites in Wales (2009)* gives a wide variety of good practice management arrangements. Whether managed in-house or by an external management organisation, cultural awareness and transparency are emphasised. This applies to pitch allocations, collecting rent and payments, and maintaining the site in a decent condition.

¹⁹ CLG *Preparing Regional Spatial Strategy reviews on Gypsies and Travellers by regional planning bodies. (2007)*



3. Gypsies and Travellers in Bridgend County Borough

Bridgend County Borough's Gypsy and Traveller population

- 3.1 Table 3.1 gives the location of current and recent sites across Bridgend County Borough, at the time of our fieldwork in August 2009; secondary data is provided from the January 2009 Caravan Count and additional information was supplied by Bridgend County Borough Council.

| Name | Type | Size |
|-------------------------------------|--------------------------------|-----------|
| Penbryncwm Hill | Authorised private | 2 pitches |
| Horsefair Road | Unauthorised temporary transit | - |
| Waterton Industrial Estate | Unauthorised temporary transit | - |
| Heol Spencer Coity | Unauthorised temporary transit | - |
| Lay-by A48 Pyle | Unauthorised temporary transit | - |
| Kingsway Bridgend Industrial Estate | Unauthorised temporary transit | - |

Source: Bridgend County Borough Council Caravan Count, January 2009 Gypsies and Travellers in nearby County Boroughs

Cardiff and Vale of Glamorgan

- 3.2 The GTAA²⁰ for Cardiff and Vale of Glamorgan presented a need for 140 new pitches, 137 in Cardiff and three in Vale of Glamorgan, for the period 2008 to 2013. This was calculated taking into account the current supply of 76 authorised pitched across Cardiff and Vale of Glamorgan, the apparent overcrowding on these sites and the number of families living in bricks and mortar accommodation or unauthorised sites who would like to move onto a site. The needs assessment also suggested a need for 25 transit pitches, ten in Cardiff and 15 in Vale of Glamorgan, and 15 housing units to house those looking to enter into bricks and mortar accommodation. A ten year projection for the period 2008 to 2018 highlights an annual requirement for 20 pitches per annum, or 200 pitches between 2008 and 2018 to meet current need and combat over-crowding.

Neath Port Talbot

- 3.3 It should be noted that whilst there are no local authority Gypsy and Traveller sites in Bridgend County Borough, the accommodation need of neighbouring County Boroughs such as Neath Port Talbot could affect demand for pitches in Bridgend County Borough due to cross-boundary migration.

²⁰ Fordham Research *Gypsy and Traveller Accommodation Assessment, Cardiff and Vale of Glamorgan (2008)*



- 3.4 In their Local Housing Market Assessment (2008)²¹, Neath Port Talbot was deemed to have a current need for ten new pitches and projected need for 26 pitches in the next five years. The report found that current provision was 56 pitches, across two local authority sites, currently operating at full capacity. There was an average of 2.7 people living in each household. Estimates suggest that three households were expected to move off site each year for the next five years resulting in 15 sites becoming available over the next five years. This was counter balanced by an anticipated 15 households moving to Neath Port Talbot from outside the County Borough. It was estimated that one pitch would be freed up through moving onto a different site due to overcrowding and that the formation of new households would create a need for ten new pitches across the County Borough.

Rhondda Cynon Taff

- 3.5 Although a needs assessment was undertaken by Rhondda Cynon Taff Council in 2007, the full findings are unavailable. Information obtained from the Council suggests that the County Borough currently has one authorised local authority site with two authorised (leased) pitches. This site is situated on land which previously functioned as a commercial caravan site, with a capacity for 40-50 pitches. It is currently in a poor state of repair and could potentially accommodate more Gypsies and Travellers if funds to refurbish were available. There are also at least two unauthorised developments across the County Borough.

Swansea

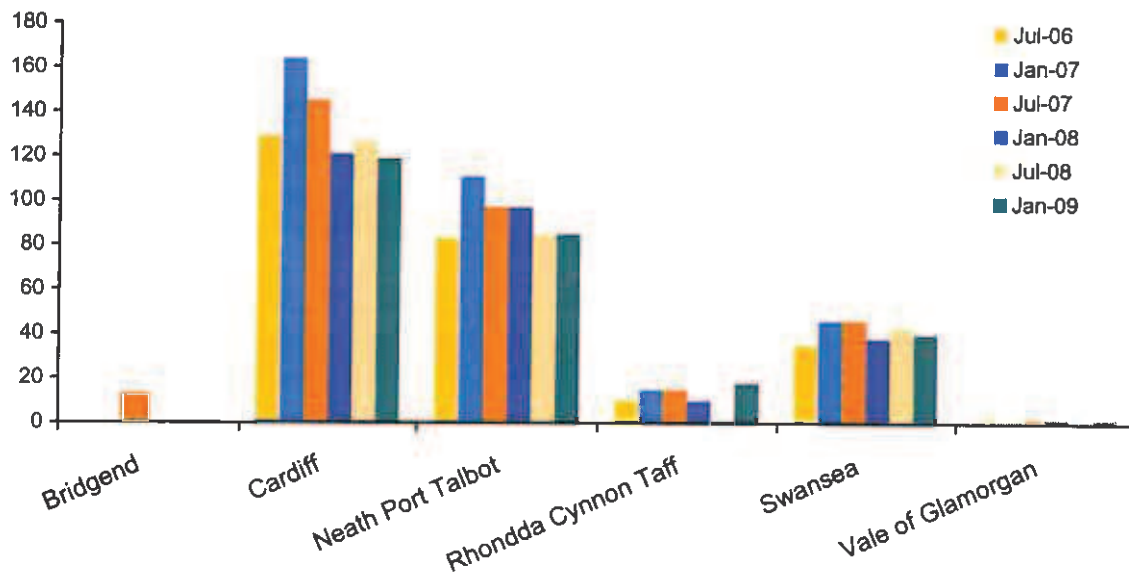
- 3.6 Swansea City Council is currently in the process of conducting their Gypsy and Traveller Needs Assessment, and findings are not yet available.
- 3.7 It should be noted that whilst there are no authorised local authority sites in Bridgend County Borough, the accommodation need of neighbouring County Boroughs could impact upon the demand for pitches if a site became available in Bridgend County Borough. WAG publications such as *A Road Less Travelled* promote joint working between local authorities to meet accommodation need strategically at a regional level.

²¹ ORS *Neath Port Talbot LHMA* (2008)

Gypsy and Traveller Caravan Count

- 3.8 The Gypsy and Traveller Caravan Count presents the number of Gypsy and Traveller caravans on authorised and unauthorised sites counted by the local authority, and also details the number of pitches each local authority provides. The Caravan Count was re-introduced into Wales in July 2006 after recommendations made in WAG reports.^{22,23}
- 3.9 Only five Caravan Counts have been published in Wales since its re-introduction, making it difficult to recognise or predict any trends. We start by comparing the total number of caravans in Bridgend County Borough and the surrounding County Boroughs of Cardiff, Neath Port Talbot, Rhondda Cynon Taff, Swansea and Vale of Glamorgan²⁴ since the count was reintroduced. It shows a significant concentration of caravan numbers in Cardiff, perhaps to be expected as this is the most populous local authority area and contains two large local authority sites. The findings suggest an uneven distribution of caravans across the region, with Cardiff and Neath Port Talbot having significantly larger numbers than other areas. Bridgend County Borough has the second lowest number of caravans, after Vale of Glamorgan.

Figure 3.1 South Wales, Caravan Count July 2006 – January 2009



Source: WAG Gypsy and Traveller Caravan Count January 2009

²² WAG Review of Service Provision for Gypsies and Traveller (2003)

²³ Centre for Urban and Regional Studies Accommodation Needs of Gypsies / Traveller in Wales (2006)

²⁴ County Borough's used have been selected for analysis due to their proximity to Bridgend County Borough and potential influence cross boundary migration may have upon the Gypsy and Traveller population within Bridgend.

3.10 Looking at the most recent Caravan Count and breakdown of site types in Table 3.2, it is apparent that the social rented sites (land owned by the Council or Registered Social Landlord where pitches are rented to tenants or licensees) in Cardiff and Neath Port Talbot make up 89.5% of authorised provision across the County Boroughs assessed. It can also be seen how two of the County Boroughs have no social rented sites, Bridgend County Borough and Vale of Glamorgan, and that only two, Bridgend County Borough and Rhondda Cynon Taff have private provision. Of the total caravans, 84% are on authorised sites whilst 6% are on unauthorised sites.

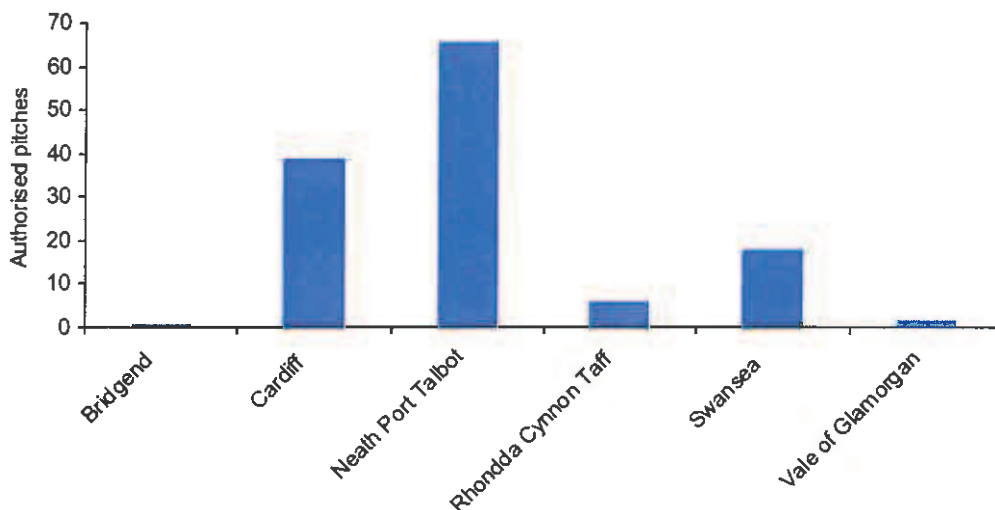
Table 3.2 Caravans on authorised and unauthorised sites, South Wales Jan 2009

| | Authorised sites | | Unauthorised sites | | Total |
|-------------------------|------------------|----------|--------------------|-------------|------------|
| | Socially Rented | Private | Developments | Encampments | |
| Cardiff | 111 | - | - | 8 | 119 |
| Neath Port Talbot | 85 | - | - | - | 85 |
| Swansea | 16 | - | 12 | 12 | 40 |
| Rhondda Cynon Taff | 7 | 3 | 8 | - | 18 |
| Vale of Glamorgan | - | - | - | 2 | 2 |
| Bridgend County Borough | - | 1 | - | - | 1 |
| Total | 219 | 4 | 20 | 22 | 265 |

Source: Gypsy and Traveller Caravan Count January 2009

3.11 Given the different size of each County Borough area, we have adjusted the number of authorised caravans to the population of each area. The figure below shows how provision is predominantly shared among two local authorities – Cardiff and Neath Port Talbot. Relative to its population, Neath Port Talbot has the largest number of authorised pitches.

Figure 3.2 Number of authorised pitches per 1,000 population, South East Wales



Source: ONS mid-2007 population estimates, WAG count July 08

Location of Gypsy and Traveller sites

- 3.12 Based on information provided by Bridgend County Borough Council and data derived from our survey we have mapped the location of recent and present Gypsy and Traveller sites in the area (Figure 3.3). It shows that the authorised site in Bridgend County Borough is located close to the M4 motorway passing through the County Borough. There are also two sites which border Bridgend County Borough, the local authority owned Cae Garw site on the Neath Port Talbot border and a tolerated unauthorised encampment at Llangan, in Vale of Glamorgan. The map also highlights that there are four unauthorised sites in Bridgend County Borough which serve as temporary transit sites, and one unauthorised roadside site (Lay-by A48 in Pyle), serving as a temporary stop over point for Travellers passing through the County Borough. All of these unauthorised sites are concentrated in the south of the County Borough, close to local shops and amenities, and within reasonable travelling distance to the M4 motorway connecting the County Borough to Swansea and Cardiff.
- 3.13 Information supplied by Bridgend County Borough Council indicates that the unauthorised transit sites commonly occur primarily between the summer months of March to October, to coincide with local and regional events and traditional migration patterns. Groups were observed to average from one to five caravans per encampment.

Figure 3.3 Recent and current Gypsy and Traveller sites in Bridgend



Source: Bridgend County Borough Council 2009 Bridgend GTAA (2009)

Section B: Primary Data from the Research

This section details the primary research conducted in the study, comprising a consultation with stakeholders and a survey of Gypsies and Travellers living on sites. The data is largely qualitative, based on people's opinions and views on the type of accommodation required for Gypsies and Travellers in Bridgend County Borough.

4. Stakeholder consultation

Introduction

- 4.1 As part of the research process, a series of qualitative interviews were conducted with stakeholders who currently work with Gypsies and Travellers in Bridgend County Borough and the neighbouring County Borough of Neath Port Talbot. These interviews provided detailed contextual information on the circumstances of Gypsies and Travellers in the County Borough, and their findings will be used to frame analysis of interviews with Gypsies and Travellers and also affords local service providers the opportunity to have their opinions counted.
- 4.2 Stakeholders interviewed were from the following organisations:
- Education Services (Bridgend County Borough Council)
 - Public Protection (Bridgend County Borough Council)
 - Policy and Performance (Bridgend County Borough Council)
 - Planning and Development (Neath Port Talbot Council)
 - Tai Pawb Equalities in Housing Charity (Cardiff)
- 4.3 Discussions covered a number of themes, including: the type of accommodation currently available and required in Bridgend County Borough, accommodation supply and demand in neighbouring County Boroughs, enforcement procedures, partnership working, Gypsies and Travellers living in housing, service delivery and community facilitation.

Accommodation

- 4.4 Current provision of pitches in Bridgend County Borough is low, with no local authority sites, and only one private site with planning permission for two pitches. Discussions with stakeholders indicate that there is a low demand for pitches across Bridgend County Borough. The neighbouring County Borough of Neath Port Talbot appeared to serve the accommodation needs of those looking for social rented pitches in the area with two local authority sites one of which, Cae Garw, borders Bridgend County Borough. However, it was also noted that both the sites in Neath Port Talbot were at full capacity and if pitches became available in Bridgend County Borough, Gypsies and Travellers living in Neath Port Talbot would be likely to use the sites. Residents from the Cae Garw site frequently access services within Bridgend County Borough such as education; 26 children from the Cae Garw site attended Pyle primary school in Bridgend County Borough.



- 4.5 The last WAG Caravan Count for Bridgend County Borough, conducted in July 2009, showed that there were no unauthorised encampments or developments in the County Borough which is in accordance with the trend from the Caravan Count data from the last three years. There have been no applications for planning permission for private sites since the current private site was approved in 2007, emphasising the stated low demand for residential sites across Bridgend County Borough.
- 4.6 There is currently no authorised provision for temporary transit sites in Bridgend County Borough, however, it is acknowledged that there are five unauthorised sites across the County Borough (see Figure 3.3) used occasionally by those passing through. Public Protection noted that the same sites were used by the same groups year in, year out. These sites were regarded as being in discreet locations away from the settled community on local authority land and those passing through worked with local authorities to agree how long the sites would be occupied for.

Enforcement issues

- 4.7 As Bridgend County Borough does not have any local authority sites Enforcement is the main point of contact for the local authority with Gypsy and Traveller communities, along with Education and Health Services. It was felt that there is a good relationship between Gypsies and Travellers and the local authority, who also work in close conjunction with the local police force when necessary. Travellers usually negotiate a period of time to stay on unauthorised encampments of between three to ten days.
- 4.8 Support services are available for those encamped on temporary sites to ensure they have access to adequate Health Services, Social Services, Education Services, and sanitation facilities. Through discussions with the families individual packages of care are designed, depending upon the individual circumstances of each family, to ensure they have access to the services they need.

Gypsies and Travellers living in housing

- 4.9 It is difficult to identify families in bricks and mortar accommodation as they often only become visible when requiring assistance. Information provided by Education Services in Bridgend County Borough indicated that they are aware of two households living in bricks and mortar accommodation with young children in the County Borough. There are eight children from these two households attending primary and secondary schools throughout the County Borough.

Service provision

- 4.10 There is a notable level of cross-boundary Education and Healthcare Service use between Bridgend County Borough and Neath Port Talbot; this can be seen to originate in the location of the Cae Garw site on the border of the two County Boroughs.

- 4.11 There has been recognised success in engaging the Gypsy and Traveller community with local schools as demonstrated in the high attendance levels at Pyle primary school. Stakeholders indicate that this situation is the product of strong relationships established between parents, children, schools and support workers. Pyle primary is one example of successful relationship building with high attendance figures suggesting strong relationships and a supportive package of care available to parents, full-time care was offered instead of part-time. It was noted that this is not directly indicative of future growth in Key Stage 2 and 3 as the service may be used for its free childcare facilities as opposed to educational services. The drop off between Key Stage 2 and 3 is a frequent problem in Gypsy and Traveller communities, frequently seen to result from youngsters taking up more formal work roles with family around the home. This drop between Key Stage 2 and 3 is something Pyle Primary hopes to overcome through working closely with the local Gypsy and Traveller community.
- 4.12 Specialist provision for children attending school in Bridgend County Borough is extensive. Currently children from the Gypsy and Traveller community are allocated up to 100 days a year off school to accommodate travelling and various cultural practices. Learning packages are available which allow children to continue with their education whilst travelling, and the opportunity to attend other schools if travelling for long periods. However it was noted that these measures can only be put into place with due notice to schools, which often does not happen.
- 4.13 Individual support is delivered through support workers in schools to help both students and parents work together with the education system. It was stressed that within Bridgend County Borough the work of such support workers has been invaluable in establishing strong relationships of trust between the Gypsy and Traveller community and Education Services.
- 4.14 Duffryn primary also provides a Traveller Unit which supports culturally specific education for Gypsy and Traveller children, acting as a stepping stone into more integrated classes with students from the settled community. Education services also try to ensure that Gypsy and Traveller heritage is celebrated and integrated into the school curriculum through heritage visits, culturally relevant learning aids, and open exchange days on sites in other County Boroughs.
- 4.15 It was thought that those living on the Briton Ferry site in Neath Port Talbot access Health Services in Neath Port Talbot, whilst those living on Cae Garw access Health Services in Bridgend County Borough. Support services are also available to families on transit sites throughout Bridgend County Borough through working with the Public Protection team.

5. Survey of Gypsies and Travellers living on sites

Introduction

- 5.1 This chapter provides a breakdown and analysis of the Gypsy and Traveller quantitative survey conducted in Bridgend County Borough by Fordham Research in August 2009. It details the composition of the sample and profiles participants from the survey. It also examines current accommodation circumstances, expectations and facilities necessary in meeting the needs of Gypsy and Traveller families in Bridgend County Borough for the future.
- 5.2 Nine interviews were conducted, two with long-term residents at the authorised site in Pencoed and seven with Gypsies and Travellers passing through the County Borough staying on temporary unauthorised transit sites. Fieldwork was conducted in August 2009 when it was assumed to be the peak travelling season. The research was timed to coincide with a local annual horse fair held in Pencoed, in an attempt to pick up any unauthorised encampments in the County Borough. However, the horse fair was cancelled at the last minute which presented difficulties in obtaining a larger sample.

Profile of respondents

- 5.3 Table 5.1 shows that the largest group were Welsh Travellers, comprising just over half of those interviewed followed by English/Romany Gypsies.

| | <i>No of respondents</i> | <i>% of respondents</i> |
|----------------------|--------------------------|-------------------------|
| Welsh Traveller | 5 | 55.6% |
| English/Romany Gypsy | 4 | 44.4% |
| Irish Traveller | - | - |
| Scottish Traveller | - | - |
| Total | 9 | 100% |

Source: Bridgend County Borough Council GTAA 2009

- 5.4 Table 5.2 shows that the majority of families interviewed had been living on their current site for less than three months, indicating that they were passing through the area. Only those located on the authorised site at Pencoed reported to have lived on their site for longer than five years.

| Table 5.2 Length of time on site | | |
|----------------------------------|-----------------|--------------------------|
| | Authorised site | Unauthorised encampments |
| Under 3 months | - | 5 |
| 4-6 months | - | 2 |
| 7-12 months | - | - |
| 1-2 years | - | - |
| 3-5 years | - | - |
| More than 5 years | 2 | - |
| Total | 2 | 7 |

Source: Bridgend County Borough Council GTAA 2009

Living on sites

- 5.5 Participants were asked if they were satisfied with their current site. All of those living on the authorised development were happy with the current site and 71.5% of those living on unauthorised encampments were satisfied or very satisfied. None of the respondents were noted to be dissatisfied with their current accommodation.

| Table 5.3 Site Satisfaction | | | | |
|----------------------------------|-----------------|---------------|-------------------------|---------------|
| | Authorised site | | Unauthorised encampment | |
| | Count | % | Count | % |
| Very satisfied | 2 | 100% | 2 | 28.6% |
| Satisfied | - | - | 3 | 42.9% |
| Neither satisfied / dissatisfied | - | - | 2 | 28.6% |
| Very dissatisfied | - | - | - | - |
| No response | - | - | - | - |
| Total | 2 | 100.0% | 7 | 100.0% |

Source: Bridgend County Borough Council GTAA 2009

- 5.6 Table 5.4 shows access to local services and facilities for those living on the authorised development compared to those residing on unauthorised encampments throughout the County Borough. There were no immediate issues reported as all respondents felt that the location of their sites was not a problem in accessing local amenities such as shops, Health professionals and Education Services. One frequent issue faced by those living on unauthorised encampments is poor access to services and amenities resulting from a lack of official site planning; however, high levels of car ownership amongst those sampled in Bridgend County Borough indicates good access to amenities and services.

| Table 5.4 Access to services | | | | | | |
|------------------------------|------------------|----|------|--------------------------|----|------|
| | Authorised sites | | | Unauthorised encampments | | |
| | Easy | OK | Hard | Easy | OK | Hard |
| Shops/Post Office | 2 | - | - | 5 | 2 | - |
| Health Centre/ GP | 2 | - | - | 5 | 2 | - |
| Primary School | 2 | - | - | 5 | 2 | - |
| Secondary School | 2 | - | - | 5 | 2 | - |

Source: Bridgend County Borough Council GTAA 2009

Accommodation intentions

- 5.7 Of those interviewed two respondents were living on the authorised site in Pencoed and classed the site as their permanent location, the remaining seven respondents were passing through the County Borough and classed their current location as temporary.
- 5.8 When asked if they thought there were enough sites in the County Borough, the consensus was that there were not enough sites. Only one respondent was unsure, however all of the remaining eight respondents stated that there needed to be more sites in the County Borough.

Access to Health and Education Services

- 5.9 As part of understanding accessibility to local services, the survey asked how many respondents were registered at a GP surgery in Bridgend County Borough. The figures were roughly half of those living on unauthorised encampments whilst all of those on the authorised development were registered with a GP. One frequent reason given for not registering was a lack of permanent address making it difficult to access Healthcare Services. It was also more likely that those living on a permanent authorised development sent their children to school, however the small sample size means it is difficult to draw broad conclusions regarding the representativeness of such results.

| Table 5.5 Use of local GP and school services | | | | |
|---|------------------------|------|-------------------------|--------|
| | Authorised Development | | Unauthorised Encampment | |
| | Count | % | Count | % |
| GP Surgery | 2 | 100% | 4 | 57.4%% |
| Children attending school* | 1 | 100% | 1 | 25% |

*Applies to families with school-age children only

Source: Bridgend County Borough Council GTAA 2009

- 5.10 Participants were also asked how Health Services could be improved to account for the specific needs of the Gypsy and Traveller lifestyle. Access to services was seen as a major problem, with responses noting that it should be possible for Gypsies and Travellers to “get an appointment even when we’re travelling”. Frequent barriers to education were the threat of evictions and being moved on (as noted by four respondents) alongside the necessity of moving to obtain seasonal work (two respondents).
- 5.11 In accessing schools and educational support for children, the survey revealed that there were more barriers facing children on unstable sites, than for those living in more permanent accommodation. As shown in Table 5.5 all children living on permanently authorised sites attended school, however only a quarter of those living on unauthorised sites did so. A lack of permanent address along with evictions and the threat of being moved on were reasons given for not accessing full-time education.
- 5.12 Respondents were asked if they would like help and advice to improve their understanding of the planning process, Table 5.6. Overall, the response for this service was high amongst those living on authorised developments, 100%, whilst less than half, 42.9%, of those living on unauthorised sites were interested in receiving such help.

Table 5.6 Advice wanted on the planning process

| | <i>Authorised site</i> | | <i>Unauthorised encampment</i> | |
|--------------|------------------------|-------------|--------------------------------|-------------|
| | <i>Count</i> | <i>%</i> | <i>Count</i> | <i>%</i> |
| Yes | 2 | 100% | 3 | 42.9% |
| No | - | - | 1 | 14.3% |
| Don't know | - | - | 3 | 42.9% |
| Total | 2 | 100% | 7 | 100% |

Source: Bridgend County Borough Council GTAA 2009

- 5.13 Low levels of interest were noted for receiving extra training and education to improve skills and employability. (Table 5.7.) Only 14.3% of those living on an unauthorised site were interested in improving such skills. The majority of respondents, 100% of those living on the authorised developments and 71.4% of those on unauthorised encampments were not interested in receiving any additional training or education.

Table 5.7 Training or Education to find work

| | <i>Authorised site</i> | | <i>Unauthorised encampment</i> | |
|--------------|------------------------|-------------|--------------------------------|-------------|
| | <i>Count</i> | <i>%</i> | <i>Count</i> | <i>%</i> |
| Yes | - | - | 1 | 14.3% |
| No | 2 | 100% | 5 | 71.4% |
| Don't know | - | - | 1 | 14.3% |
| Total | 2 | 100% | 7 | 100% |

Source: Bridgend County Borough Council GTAA 2009

5.14 Respondents were asked how they would like to be kept up to date on Council services and how to access them, Table 5.8. The most popular option was through a support officer visiting sites to maintain relations with the local authority. Also popular was working in conjunction with the Council Housing department or local voluntary groups.

| Table 5.8 Access to Support and Information | | |
|--|------------------------|--------------------------------|
| | <i>Authorised site</i> | <i>Unauthorised encampment</i> |
| Support Officer | 2 | 3 |
| Health Education Officer | - | 1 |
| Council House department | - | 2 |
| Voluntary Group | - | 2 |
| Don't know | - | 3 |

Source: Bridgend County Borough Council GTAA 2009

Section C: Pitch assessment and conclusions

The final section gives the assessment of residential and transit pitch need in Bridgend County Borough (Chapter 6). Figures are provided for the next five and ten years. This section also contains a concluding chapter bringing together the main findings and primary recommendations for Bridgend County Borough Council to consider.

6. Assessment of pitch need

Requirement for residential pitches

- 6.1 The following accommodation needs assessment for residential pitches in Bridgend County Borough is assessed according to a 15-step process, based upon the model suggested in WAG LHMA guidance; the results are shown in Table 6.1. The assessment is based upon accommodation need where it arises, resulting in areas with a large Gypsy and Traveller population typically having larger levels of need, and vice versa. Steps two to seven of the assessment are not applicable to Bridgend County Borough Council as they refer to need generated by existing authorised sites, of which there is only one in the County Borough – at Pencoed– containing two pitches. Given its small size it is not anticipated to create any growth requirements over the assessment period.
- 6.2 The remaining accommodation need is calculated as it arises from Gypsies and Travellers living in overcrowded conditions, living in housing with a notable aversion to bricks and mortar accommodation and from those living on unauthorised encampments or developments. The Guidance states that those living in such circumstances should be given an authorised place to live – whether on a different site or through gaining planning permission for their existing site, if they wish to remain within the County Borough.
- 6.3 In Bridgend County Borough there are no unauthorised developments or families living on overcrowded sites. The study did find some families living temporarily on unauthorised encampments. These sites were frequently on council-owned land and families would stay for up to ten days, before leaving the County Borough. Numbers increase in August for the Pencoed horse fair and our survey found families renting land on privately owned farms and living on commercial caravan sites.
- 6.4 Findings from the research indicated that these families were not living long-term in the County Borough nor did they express as interest to settle in the County Borough. Consequently no need for residential pitches is created by Gypsies and Travellers living on unauthorised encampments.
- 6.5 Finally, the LHMA guidance stipulates that need generated by Gypsies and Travellers living in housing with a strong cultural or psychological aversion to such accommodation. Stakeholders knew of just two families in the County Borough, who were not interviewed in the survey. It is possible that numbers are slightly higher, but it is not possible to conclude how many may have a 'psychological aversion' to housing (which guidance suggests may demonstrate a valid housing need for a pitch) and therefore require a pitch. No requirement is therefore created by Gypsies and Travellers living in housing.
- 6.6 Based on the characteristics of the current Gypsy and Traveller population in the County Borough, there is therefore no additional requirement for long-term residential pitches over the ten year assessment period.



Table 6.1 Estimate of the need for permanent / residential site pitches, 2009-2019

| | |
|--|----------|
| 1) Current occupied authorised residential site pitches | 2 |
| <i>Current residential supply</i> | |
| 2) Number of unused residential pitches available | 0 |
| 3) Number of existing pitches expected to become vacant through mortality | 0 |
| 4) Number of family units on sites expected to leave area in next 5 years | 0 |
| 5) Number of family units on sites expected to move into housing in next 5 years | 0 |
| 6) Residential pitches planned to be built or to be brought back into use 2008-2013 | 0 |
| 7) Additional supply generated by movement within the stock | 0 |
| Total Supply | 0 |
| <i>Current need for residential pitches</i> | |
| 8) Family units sharing pitches | 0 |
| 9) Existing family units on pitches moving and requiring pitches in the area | 0 |
| 10) Existing family units on unauthorised developments requiring residential pitches in the area | 0 |
| 11) Existing family units in unauthorised encampments requiring residential pitches in the area | 0 |
| 12) Existing family units on overcrowded pitches requiring pitches in the area | 0 |
| 13) New family units forming on sites requiring pitches | 0 |
| 14) Family units in housing requiring pitches | 0 |
| Total Need | 0 |
| <i>Balance of need and supply</i> | |
| Total additional pitch requirement, 2009-2014 | 0 |
| <i>Growth 2014-2019</i> | |
| 15) Growth based on 3% p.a. increase in site population | 0 |
| <i>Summary</i> | |
| Total additional pitch requirement, 2009-2019 | 0 |

Source: Bridgend County Borough Council GTAA 2009 - Fordham Research

Requirement for pitches

- 6.7 As indicated by the research data, the majority of Gypsies and Travellers in Bridgend County Borough at the time of our study were living on unauthorised encampments as they travelled through the County Borough. None of those interviewed said they intended to settle in the County Borough. Council records on encampments suggest that most only stay for a few days, although the same families will frequently revisit the same sites annually.
- 6.8 For these families, short-term, transit pitches would be appropriate, providing them with an authorised transit site in the County Borough which would have the advantage of being closely monitored by the local authority and be regulated by agreements on periods of stay and codes of behaviour. Such a model would also ensure that basic facilities are provided and support services have access to families.
- 6.9 The findings from the research do not indicate a need for permanent residential sites in Bridgend County Borough Council.
- 6.10 We recommend that the Council undertake to assess whether the provision of a small transit site would be used in preference to unauthorised temporary encampments, or whether a management solution might be more cost effective and potentially provide better outcomes for both Gypsies and Travellers and the Council. Should a transit site be preferable, this could be provided sub-regionally and Bridgend County Borough Council should work with partner local authorities to achieve this.
- 6.11 Close consultation with Gypsies and Travellers on exact size and location of a site is recommended as suggested in much WAG guidance (see further *WAG, Good Practice Guide in Managing Gypsy Traveller Sites in Wales, 2009*), along with providing a mix of large and small size pitches which would allow flexibility to accommodate a wide range of family sizes in one location.
- 6.12 One option which is recommended for local authorities supplying Gypsy and Traveller sites is the use of a Code of Conduct agreement between site management and Gypsies and Travellers using sites. Such a document would outline acceptable behaviour and steps to be taken if such actions are deemed unacceptable. As detailed in the *WAG Good Practice Guide in Managing Gypsy Traveller Sites (2009)*:

"Landlords should have in place anti-social behaviour policies. These should apply equally to Gypsy Traveller sites and those residing on them as to the settled community. These policies should provide protection for those on site from others on site as well as those from the settled community."

"Site rules on anti social behaviour will cover a range of problems including pets, verbal and physical harassment, criminal behaviour and non maintenance or abuse of the pitch or communal facilities area."

“Acceptable and unacceptable behaviour should be detailed in the license agreement. It should be made clear what constitutes inappropriate behaviour and the consequences should also be clear. Agreements and site rules should be available in other formats and explained verbally to the resident by the site manager.”

7. Conclusions from the research

Gypsies and Travellers in Bridgend County Borough

- 7.1 Bridgend County Borough has a very small Gypsy and Traveller population, with only one private site and several unauthorised temporary transit sites. Neighbouring County Boroughs have considerable Gypsy and Traveller populations especially Neath Port Talbot and Cardiff. The concentration of sites in and around Bridgend County Borough occur primarily in the south of the County Borough, close to the M4 motorway.
- 7.2 Residents from the neighbouring Cae Garw site in Neath Port Talbot currently access Health and Education Services in Bridgend County Borough, and there is a working relationship between Travellers passing through the County Borough and the local authority Public Protection team to overcome long-term unauthorised encampments. It is unknown how many Gypsy and Traveller families there are living in bricks and mortar accommodation throughout the County Borough; however Education Services are aware of eight children from two households using local schools.

Residential pitch need

- 7.3 The survey indicates that there is no need for additional residential pitches for Gypsies and Travellers who live in the County Borough.
- 7.4 What the need assessment cannot quantify is whether the County Borough should help meet some of the need identified elsewhere in South Wales. Chapter 3 showed that the County Borough has one of the lowest amounts of authorised pitches in South Wales, but is in close proximity to several sites in neighbouring authorities, including social rented sites which are full to capacity, and unauthorised developments. The question then arises as to whether some of the identified need in these areas with larger Gypsy and Traveller populations should be distributed to County Boroughs such as Bridgend County Borough.
- 7.5 An additional option is cross-boundary partnership working between Councils to meet the accommodation need of the wider area, as recommended in the recent WAG consultation paper (2009). For example, Rhondda Cynon Taff currently leases pitches on a former commercial caravan park. There may be scope to convert the remainder of the site into Gypsy and Traveller residential pitches; funding could be contributed collectively by neighbouring local authorities to meet wider need across the area. It is beyond the scope of this report to suggest how cross-border working or the distribution of need should occur. Rather it is for WAG and County Boroughs to decide on how accommodation need could be met across South Wales.

Transit pitch need

- 7.6 There is a clearer need for authorised places to stay for Gypsies and Travellers travelling through the County Borough. Their occurrence is regular but for a short number of days, negotiated with the Council's Enforcement team, and services provided as required. Providing a small transit site in the County Borough, of up to six pitches, would be an appropriate way to meet their needs, providing Gypsies and Travellers with a regular place to stay, minimising disruption to the settled community, and giving the Council and local police greater enforcement powers to move unauthorised encampments in unsuitable locations.
- 7.7 Experience from elsewhere is that it can be more cost-effective to provide a transit site (using capital funding from WAG) rather than meeting the cost of clearing and providing services at a range of sites across the County Borough. A transit site would help accommodate some of the families visiting for the Pencoed horse fair in August, although the Council should also consider providing temporary short-stay accommodation for the duration of the fair to help manage the large numbers who visit the area when the fair takes places.
- 7.8 We recommend that the Council undertake to assess whether the provision of a small transit site would be suitable in preference to unauthorised temporary encampments, or if a management solution might be more cost effective and the option preferred by Gypsies and Travellers.

Appendix 1 Survey questionnaires



Fordham Research: Gypsy and Traveller
Accommodation Needs Survey

**BRIDGEND COUNTY COUNCIL
BOROUGH**

GYPSIES / TRAVELLERS SITE SURVEY

NAME OF INTERVIEWER:.....

I DECLARE THAT I HAVE CARRIED OUT THIS SURVEY IN ACCORDANCE WITH YOUR INSTRUCTIONS

SIGNATURE: DATE:.....

1. SITE NAME OR CODE:.....

2. COUNCIL AREA [please tick]: Bridgend Neath Port Talbot Vale of Glamorgan

2. TYPE OF SITE [please tick]: permanent temporary / transit

3. OWNERSHIP

- A. Self-owned with planning permission
- B. Self-owned without planning permission
- C. Self-owned, planning permission applied for
- D. Local authority
- E. Other landlord (RSL, Private)
- F. Unauthorised

4. NUMBER OF TRAILERS/MOBILE HOMES/CHALETS/OTHER DWELLINGS ON SITE:

5. NUMBER OF VEHICLES ON SITE:

6. TOTAL NUMBER OF PITCHES ON SITE:

7. NUMBER OF FAMILY GROUPS CURRENTLY ON SITE

8. HOW MANY NON-GYPSIES/TRAVELLERS ARE LIVING HERE?

(include site wardens / managers)

9. HOW MANY ALLOCATED PITCHES ARE THERE FOR VISITORS?

10. IS THERE A WAITING LIST? Yes No Not applicable

P.T.O

11. FACILITIES ON SITE

Tick box for each of the following facilities available on site.

- | | | | |
|--|--------------------------|------------------------------------|--------------------------|
| a) Rubbish collection..... | <input type="checkbox"/> | i) Public showers..... | <input type="checkbox"/> |
| b) Water supply | <input type="checkbox"/> | j) Site management..... | <input type="checkbox"/> |
| c) Electricity supply..... | <input type="checkbox"/> | k) Noisy or dangerous traffic..... | <input type="checkbox"/> |
| d) Gas supply | <input type="checkbox"/> | l) Internet access | <input type="checkbox"/> |
| e) Shared washing machine..... | <input type="checkbox"/> | m) Recycling..... | <input type="checkbox"/> |
| f) Hard surfaces for caravans etc..... | <input type="checkbox"/> | n) Livestock | <input type="checkbox"/> |
| g) Public telephone..... | <input type="checkbox"/> | o) Any other <Please state>: | |
| h) Public toilet..... | <input type="checkbox"/> | | |

12. ANY COMMENTS ABOUT SITE (location, facilities etc)



**Fordham Research: Survey and Assessment of
Gypsy and Traveller Accommodation
BRIDGEND COUNTY BOROUGH
COUNCIL**

SITE NAME OR CODE: [See site survey sheet]

NAME OF INTERVIEWER:

I DECLARE THAT I HAVE CARRIED OUT THIS INTERVIEW IN ACCORDANCE WITH YOUR INSTRUCTIONS

SIGNATURE:DATE:

[UPPER CASE TEXT GIVES DIRECTIONS TO INTERVIEWERS, AND IS NOT TO BE READ OUT]

READ OUT:

My name is <NAME> and I am carrying out interviews with Gypsies and Travellers to find out their needs. This information will help service providers in Bridgend County Borough Council plan better services and accommodation for Gypsies and Travellers in the future. I will not be asking for your name or anything else that could identify you and all information you give is confidential. I must stress that the questions are to help planning accommodation over the long-term and it can take several years for changes to come through. We are working for an independent research company and the Council will not see any of your replies. Would you be willing to talk to me? The interview should take no more than 20 minutes.

SCREENING QUESTIONS:

Have you ever been asked to give information in relation to a Housing Need Survey?

Yes..... END INTERVIEW

No..... Continue

Do you regard yourself as a Gypsy, Traveller, or Show person?

Yes continue

No..... END INTERVIEW

A SITE AND ACCOMMODATION – FOR RESPONDENTS ON SITES

A1. How long have you lived here?

- Less than 1 month.....1
- 1 – 3 months.....2
- 4 – 6 months.....3
- 7 – 12 months.....4
- 1 – 2 years.....5
- 3 – 5 years.....6
- More than 5 years.....7

A2. How long do you think you'll stay living here?

- Less than 1 month.....1
- 1 – 3 months.....2
- 4 – 6 months.....3
- 7 – 12 months.....4
- 1 – 2 years.....5
- 3 – 5 years.....6
- More than 5 years.....7
- Do not intend to move8
- Don't know.....9

A3 Do you consider this to be where you live most of the time?

- GO TO:
- Yes 1 A5
 - No..... 2 A4

A4 If no, where do you consider your main home to be?

- Elsewhere in Bridgend County Borough..... 1
 - Elsewhere in South Wales..... 2
- WRITE IN AREA NAME**

- Elsewhere in the UK 3
- WRITE IN AREA NAME**

- Outside the UK 4
- WRITE IN COUNTRY NAME**

- Do not have a main home..... 5
- <Don't know>..... 6

A5. How easy or difficult was it to find this current site?

- Very easy..... 1
- Easy..... 2
- Neither easy nor difficult 3
- Difficult..... 4
- Very difficult..... 5

A6. Are there any facilities on this site you don't have but need? WRITE IN

A7. Do you pay electricity charges? If so how are these paid and how much do you pay?

A8. How do you receive mail on site? Have you experienced any problems receiving mail on site?

A9. Do you have an amenity block on your pitch?

GO TO:

Yes 1 A9
 No 2 A12

A10. In the amenity block do you a) have the following, and b) need the following?
READ OUT

| | a) | b) |
|--|------|------|
| | have | need |
| Hot and cold water | 1 | 1 |
| Electricity supply | 2 | 2 |
| Separate WC..... | 3 | 3 |
| Bath / shower room | 4 | 4 |
| Kitchen and dining room..... | 5 | 5 |
| Space for 3-4 person dining table .. | 6 | 6 |
| Secure storage for medicines etc ... | 7 | 7 |
| Enclosed storage for food, washing And cleaning items etc | 8 | 8 |
| Space for cooker, fridge / freezer and washing machine..... | 9 | 9 |

A11. How satisfied are you with the utility block?

Very satisfied..... 1
 Satisfied 2
 Neither satisfied nor dissatisfied..... 3
 Dissatisfied 4
 Very dissatisfied 5

A12. How easy is it to get any repairs done to it?

Very easy 1
 Easy 2
 Neither easy nor difficult..... 3
 Difficult 4
 Very difficult..... 5

ASK ALL

A13. Do you receive post on this site?

Yes 1
 No 2
 <Don't know> 3

A14. Do you feel safe living here?

Always 1
 Most of the time 2
 Sometimes 3
 Rarely 4

A15. Is there space on the site for children to play safely?

Yes 1
 No 2

A16. Is noisy or dangerous traffic a problem here?

Yes 1
 No 2

A17. Overall how satisfied are you with this site?

Very satisfied 1
 Satisfied..... 2
 Neither satisfied nor dissatisfied 3
 Dissatisfied 4
 Very dissatisfied 5

A18. What's good about living here?
WRITE ANSWER

A19. What don't you like about living here?
WRITE ANSWER

A20. Are there any site restrictions or regulations that you don't like? WRITE ANSWER

A21. Are there any rules or regulations that you would like to see introduced on this site? WRITE ANSWER

A22. Is the cost of pitches an issue for you?

- Yes1
- No.....2
- <Don't know>3

A23. How would you rate the site's location?

- Good..... 1
- Fair 2
- Poor..... 3

A24. How easy is it to get to local services that you might need? READ OUT

| | Easy | OK | Hard |
|---------------------------|--------|--------|------|
| Shops / Post office | 1..... | 2..... | 3 |
| Health centre / GP | 1..... | 2..... | 3 |
| Primary school..... | 1..... | 2..... | 3 |
| Secondary school | 1..... | 2..... | 3 |

A25. Are you looking for somewhere else to live in this area?

- Yes 1
- No.....2
- <Don't know>..... 3

A26. Are there any problems with your home which mean you want to move? READ OUT

| | |
|--|----|
| Dampness | 01 |
| Excess cold | 02 |
| Excess hot..... | 03 |
| Entry by intruders..... | 04 |
| Space to prepare food safely..... | 05 |
| Water supply | 06 |
| Separate toilet | 07 |
| Bath / shower..... | 08 |
| Falls / accidents / collisions..... | 08 |
| Electrical hazards | 09 |
| Fire hazards..... | 10 |
| Hot surfaces / materials | 11 |
| Structural collapse / failing elements | 12 |
| <Other> | 13 |

WRITE IN ANSWER

A27. Have you ever lived in a house or a flat?

GO TO:

Yes 1 A27
No 2 A28

A28. IF YES:

**a) Why did you move into a house / flat?
And b) Why did you leave? WRITE
ANSWER**

A)

B)

A29. If you could find a place where you felt safe and secure, would you like to live in a house / flat?

Yes 1
No 2
<Don't know> 3

A30. If Bridgend were to provide more sites, a) what type of sites do you think these should be, and b) are there any specific areas you think they should be located at? WRITE IN ANSWER

A)

B)

B YOUR FAMILY - FOR RESPONDENTS ON SITES

B1. Please give the age, sex and relationship (ie mother/son/wife) to you of all people in your family currently living with you (NAMES ARE NOT REQUIRED).

| Relationship to respondent | Age | Sex Male/female |
|-------------------------------|----------------------|--------------------|
| person 1 (respondent) | <input type="text"/> | 1 2 |
| person 2 _____ | <input type="text"/> | 1 2 |
| person 3 _____ | <input type="text"/> | 1 2 |
| person 4 _____ | <input type="text"/> | 1 2 |
| person 5 _____ | <input type="text"/> | 1 2 |
| person 6 _____ | <input type="text"/> | 1 2 |
| person 7 _____ | <input type="text"/> | 1 2 |
| person 8 _____ | <input type="text"/> | 1 2 |
| person 9 _____ | <input type="text"/> | 1 2 |
| person 10 _____ | <input type="text"/> | 1 2 |
| person 11 _____ | <input type="text"/> | 1 2 |
| person 12 _____ | <input type="text"/> | 1 2 |

B2. How many couples are there?

couple(s)

B3. How many trailers do you have?

- number of caravans
- number of mobile homes
- number of motor homes
- number of chalets
- Other trailers

B4. On your pitch, do you a) have enough space for the following, and b) do you need space for the following? READ OUT

a) b)
have need
space space

A large trailer1 1
A touring caravan2 2
Drying space for clothes3 3
Lockable shed3 3
2 vehicle parking spaces3 3

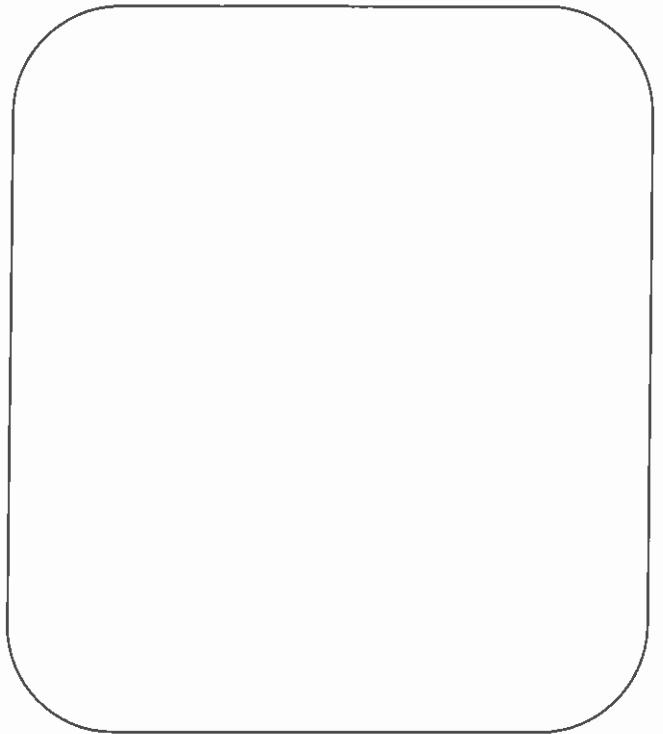
B5. Is there a clear space of at least 3 metres between the boundary of your pitch and your caravan?

Yes1
No.....2

B6. Is this enough space for you on your pitch?

GO TO:
Yes1..... C1
No.....2..... B7

B7. How much more space do you need?



C LOCAL SERVICES AND ADVICE

C1. How well informed do you think the Council keeps you about the services and benefits it provides?

- Very well informed.....1
- Fairly well informed.....2
- Limited amount of information.....3
- Doesn't tell us much.....4
- Don't know.....5

C2. What's the best way to keep you informed about services for Gypsies / Travellers?

- Visit by liaison officer / support worker1
- Visit by health / education worker.....2
- Council housing department.....3
- Voluntary group4
- Newsletter5
- Site notice board6
- Don't know.....7
- <Other>8

WRITE IN ANSWER

C3. How confident are you that you or your family would receive fair treatment from the Council

- Very confident.....1
- Fairly confident.....2
- Not very confident.....3
- Not at all confident.....4
- Don't know.....5

C4. Thinking about people's attitudes towards Gypsies and Travellers what do you think had influenced these views?

- Family.....1
- Friends.....2
- Work colleagues.....3
- School.....4
- A personal experience.....5
- Media.....6
- Religious beliefs.....7
- Political beliefs.....8
- Law and public policy.....9
- Don't know.....10
- Other (please specify).....11

WRITE IN ANSWER

D HEALTH, EDUCATION & EMPLOYMENT – ALL RESPONDENTS

D1. Are you registered with a GP surgery?

GO TO:

- Yes, permanent registration 1..... D3
- Yes, temporary registration. 2..... D3
- No..... 3..... D2
- <Don't know> 4..... D2

D2. If NO:

Have you ever been refused to be taken on at a GP surgery?

- Yes1
- No.....2
- <Don't know>3

D3. If YES:

Is this within Bridgend or elsewhere in the country?

- Bridgend1
- Elsewhere in the country2

D4. Do you or anyone else in your family have any health issues? (CIRCLE AS MANY AS APPLY)

- Health or mobility problems due to old age .01
- Physical disability (adult, not old age).....02
- Physical disability (child).....03
- A learning disability.....04
- Long-term illness05
- Severe sensory impairment.....06
- Asthma07
- Mental illness.....08
- <Other>09
- No health problems10

D5. Do you / they receive help for this issue through the council or health service?

- Yes1
- No.....2
- <Don't know>3
- <Not applicable>4

D6. Have you ever used a hospital's Accident & Emergency department because you couldn't see a GP?

- Yes1
- No.....2
- <Don't know>3

D7. When you use health services in the area do you have problems?

[PROMPTS: Hard to get an appointment, refused registration, treated with dignity and respect?]

- Yes 1
- No..... 2

D8. How could health services be improved?

WRITE IN ANSWER

D9. Has any treatment been disrupted through being moved on/evicted?

- Yes 1
- No..... 2
- <Don't know>..... 3

D10. Can I just check, are there any children of school age in your family?

GO TO:

- Yes 1..... D10
- No..... 2..... D12

D11. Do your children attend school regularly?

- Yes, all..... 1
- Yes, some..... 2
- No..... 3

D. SPACE FOR ANY OTHER COMMENTS:

A large, empty rounded rectangular box with a thin black border, intended for writing comments. The box is centered horizontally and occupies most of the page's width and a significant portion of its height.

E TRAVELLING – RESPONDENTS ON SITES

E1. How many times have you travelled in the past 12 months? (IF NONE, ENTER '0' AND PROCEED TO E14)

number of times travelled

FOR AUTHORISED SITES ONLY

E2. When you travel do you get to keep this pitch?

- Yes1
- No.....2
- <Don't know>3
- <Not applicable.....4

FOR ALL SITES

E3. What are your main reasons for travelling? [PROMPTS: Culture, work, seeing family]

WRITE ANSWER

E4. What types of site did you stay on in the last year? (CIRCLE AS MANY AS APPLY)

- Council / social rented site.....1
- Private site.....2
- Unauthorised site on own land3
- Unauthorised site on someone else's land ...4
- Roadside5
- <Other>6

WRITE IN

E5. How long were you at the last site?

- Less than 1 month..... 1
- 1 – 3 months..... 2
- 4 – 6 months..... 3
- 7 – 12 months..... 4
- 1 – 2 years..... 5
- 3 – 5 years..... 6
- More than 5 years..... 7

E6. Have you been evicted or moved on from a site in the past year?

- GO TO:**
- Yes 1 E7
 - No..... 2 E8

IF YES:

E7. What were the circumstances and how did this make you feel? WRITE ANSWER

E8. Can you see a time when you will stop travelling?

- GO TO:**
- Yes 1 E9
 - No..... 2 F1
 - Have stopped travelling 3 E9
 - <Don't know>..... 4 F1

E9. If yes, when?

- Within the next 12 months 1
- In 1 – 2 years..... 2
- In 2 – 5 years 3
- In 5 – 10 years 4
- Over 10 years 5

E10. What are the main reasons for stopping travelling?

- Age / too old01
- Health and/or support needs02
- Employment03
- Education / access to schools04
- Safety / harassment05
- Threat of evictions06
- Lack of transit sites / places to stay07
- Restrictions on spending time away
from preferred site08
- <Other>09

WRITE IN

E. SPACE FOR ANY OTHER COMMENTS:

F ACCOMMODATION PROVISION – ALL RESPONDENTS

F1. Do you think there are enough places for Gypsies / Travellers in Bridgend?

- Yes 1 F3
- No 2 F2
- <Don't know> 3 F3

F2. Would you like to buy land to live on if you could afford it?

- Yes 1 F3
- No 2 F5
- <Don't know> 3 F5

F3. Where would this be?

- In Bridgend 1
- Elsewhere in the South Wales 2

WRITE IN COUNCIL NAME

- Elsewhere in the UK 3

WRITE IN AREA NAME

F4. Would you like advice with the process of buying land?

- Yes 1
- No 2
- <Don't know> 3

F5. Do you think you'd be able to afford to buy your own land in the Bridgend?

- Yes 1
- No 2
- <Don't know> 3

F6. Do you need and/or are you likely to move to a different home?

GO TO:

- Now 1 F7
- Within a year 2 F7
- In 1 to 2 years 3 F7
- In 2 to 5 years 4 F7
- No need/not likely to move 5 G1
- <Don't know> 6 G1

F7. What type of accommodation would you like to move to?

Sites

- Council / social rented site 01
- Private site owned by self 02
- Private site owned by a Gypsy / Traveller... 03

Housing

- Owner-occupied 04
- Rent from Council / Housing Association ... 05
- Rent from private landlord 06

Other WRITE IN 07

IF MOVE TO A SITE

F8. Would this be a permanent or transit site?

- Permanent / residential 01
- Transit 02
- Don't know 03

IF MOVING TO HOUSING

F9. How many bedrooms would you need?

WRITE IN NUMBER

bedroom(s)

F10. Where would you move to?

- In Bridgend 1
- Elsewhere in South Wales 2

WRITE IN COUNCIL NAME

- Elsewhere in the UK 3

WRITE IN AREA NAME

F13. What are the main reasons for moving to a different home?

- Not enough space here01
- Need somewhere cheaper02
- Too far from school / other services03
- Suffering harassment04
- Want somewhere smaller.....05
- Want somewhere easier to manage.....06
- To receive support / other care.....07
- Employment reasons.....08
- Environment / pollution09
- Other WRITE IN10

F. SPACE FOR ANY OTHER COMMENTS:

G YOUR FAMILY'S FUTURE NEEDS – ALL RESPONDENTS

NB: If children are present – and if the parent consents – these questions should be asked directly to them.

G1. Will any of the other people in your family need and/or are they likely to move to their own separate home within the next five years? (Eg, son or daughter, a parent, etc)

GO TO:

Yes 1 G2
 No 2 H1
 <Don't know> 3 H1

G2. How many separate homes will be needed?

homes

FOR G3 FILL OUT A SEPARATE COLUMN FOR EACH FAMILY MEMBER ('FM') WHO WILL NEED A NEW HOME

G3. When will they need separate accommodation?

| | FM1 | FM2 | FM3 |
|----------------------|--------|--------|--------|
| Now | 1..... | 1..... | 1..... |
| Within a year | 2..... | 2..... | 2..... |
| In 1 to 2 years..... | 3..... | 3..... | 3..... |
| In 2 to 5 years..... | 4..... | 4..... | 4..... |

IF MORE THAN ONE PERSON IN THE FAMILY NEEDS AND/OR ARE LIKELY TO MOVE TO THEIR OWN ACCOMMODATION IN THE NEXT 5 YEARS, PLEASE NOW ASK ABOUT THE PERSON WHO WILL NEED THEIR OWN ACCOMMODATION/ARE LIKELY TO MOVE FIRST.

G4. What type of home do you think they would like?

Sites
 Council / social rented site.....01
 Private site owned by self.....02
 Private site owned by a Gypsy / Traveller ...03

Housing
 Owner-occupied04
 Rent from Council / Housing Association05
 Rent from private landlord06
 Other WRITE IN07

IF MOVE TO A SITE

G5. Would this a permanent or transit site?
 Permanent / residential.....01
 Transit02
 Don't know.....03

IF MOVE TO A SITE

G6. Would they like to live on this site?
 Yes01
 No.....02
 Don't know.....03

G7. Where would they move to?

In Bridgend.....1
 Elsewhere in South Wales2

WRITE IN COUNCIL NAME

Elsewhere in the UK.....3
WRITE IN AREA NAME

G. SPACE FOR ANY OTHER COMMENTS:

H FURTHER INFORMATION – ALL RESPONDENTS

H1. Have you ever been discriminated against when trying to access services?

GO TO:

Yes 1 H2
 No 2 H4

H2. IF YES: a) What service was this? And b) How did it happen? WRITE ANSWER

A)

B)

H3. Have you ever been a victim of racism, crime or bullying because of who you are?

GO TO:

Yes 1 H4
 No 2

IF YES:

H4. Did you report the crime to the police?

GO TO:

Yes 1 H5
 No 2 H6

IF YES:

H5. What was the outcome? WRITE IN

IF NO:

H6. Why not? WRITE IN

H7. Have you experienced any harassment in the last year?

Yes – from local people1
 Yes – from other Gypsies or Travellers2
 Yes – from local authority service providers ..3
 Yes – from other authorities incl. police.....4
 Yes – from any other source5

WRITE IN

No6

H8. How would you describe you and your partner's ethnic origin?

a) Self b) Partner

Romany / Gypsy 0101
 Irish Traveller 0202
 Scottish Traveller 0303
 Welsh Traveller 0404
 New Traveller 0505
 Roma 0606
 Travelling Showperson 0707
 Any other background 0808

WRITE IN

<No partner>09
 <Refused> 1010

H9. Would you feel comfortable living close to other Gypsies and Travellers who might be different to your own?

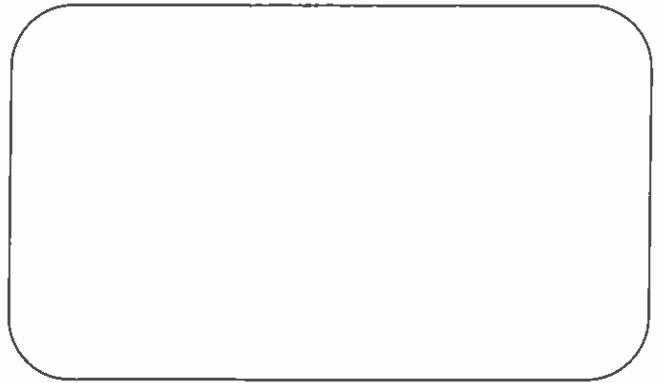
- Yes1
- No.....2
- <Don't know>3

H10. Have you ever hidden your identity to get housing, work or access to services?

- Yes1
- No.....2
- <Don't know>3

H11. Finally, how many Gypsy and Traveller families do you know who live in housing in Bridgend?

WRITE IN NUMBER AND, IF POSSIBLE, SPECIFY WHICH GROUPS



Thank you very much for your time