

Meeting:	Executive
Meeting date:	3 March 2026
Report of:	Pauline Stuchfield, Director of Housing and Communities
Portfolio of:	Councillor Michael Pavlovic, Executive Member for Housing, Planning and Safer Communities

Decision Report: Delivery of the Gypsy and Traveller accommodation improvement and expansion programme

Subject of Report

1. In March 2024, a report was brought to Executive to seek support for the delivery of additional Gypsy and Traveller accommodation pitches, and improvements to the existing sites owned by the Council; the need was identified and evidenced through the York Local Plan preparation process – the Local Plan was adopted in February 2025. An outline programme was agreed along with the principle of forward funding it subject to a more detailed delivery plan being brought to the Executive at a later stage, once further surveys had taken place. It was estimated that the cost of the additional pitch provision and improvements would be around £5.25m. This report confirms the proposals and asks authorisation to proceed with the delivery of the programme, subject to further Executive approvals being sought at identified key points within the programme.
2. This report seeks decisions in respect of:
 - a) supporting the delivery of the Gypsy and Traveller accommodation sites improvement and expansion programme and associated outline cost plan (See **Annex A**) in line with previous Executive approval obtained in March 2024; and
 - b) noting a grant award and give approval to proceed with entering into an agreement to receive funding for the retrofit of energy

efficiency measures to the utility buildings at the three Council Gypsy and Traveller accommodation sites.

Benefits and Challenges

3. There is an identified need to provide additional Gypsy and Traveller accommodation in the city. Without planned provision, there will be significant housing pressures on members of these communities which could result in overcrowded accommodation and unhealthy living environments. The planned provision is now embedded in the adopted York Local Plan and this report seeks support to start the delivery of the Council's own planned provision within an existing Council site at Clifton.
4. As previously agreed, the delivery of additional accommodation will be forward funded from the Council, with grant funding and S106 contributions being utilised where appropriate to reduce the long-term capital investment costs.
5. In addition to the new pitches, the Council has a duty to ensure that existing accommodation and associated facilities are safe and provide satisfactory living conditions, giving residents the best opportunity to thrive. The need for significant investment has been informed by a stock condition survey and engagement with key stakeholders through the Gypsy and Traveller Working Group, and the existing residents. More detail about these surveys is provided in the Background section below. Without this investment, residents will not be given the opportunity to have a home environment within which they can thrive.
6. This programme of work aims to increase both the amount and quality of accommodation for Gypsy and Traveller communities and reduce the costs of living through upgrading the energy efficiency of the Council owned buildings. Improving the energy efficiency of the buildings will reduce carbon emissions. Improving the sites will have a positive effect on residents' physical and mental health.
7. Accommodation is only one part of the solution to removing inequalities that exist within our Gypsy and Traveller communities. As such, this report builds on existing work which is taking place within the city and seeks to ensure that investment decisions are part of the wider and holistic approach that is being taken to support Gypsy and Traveller communities in York.

Policy Basis for Decision

8. The reasons and rationale of the programme were set out in the report brought to Executive in March 2024 including the Council Plan 2023-27 seeking to increase the supply of Gypsy and Traveller homes. The programme is now embedded in the adopted York Local Plan. Relevant requirements (Policy H5) include:
 - the provision of additional pitches at the Clifton site subject to the production and approval of a masterplan;
 - the requirement to identify measures to improve the access to the Osbaldwick site to ensure it is brought up to an acceptable standard, with the carriageway properly surfaced, and pavements and street-lighting provided; there is also a requirement that the measures to improve access arrangements “should involve a link from the north of the site to the new road that will connect Strategic Site ST7 (Land East of Metcalfe Lane) to Murton Way”.
 - Requirement to deliver a landscaping belt and/or other measures required to lessen the environmental impact of the waste processing site adjacent to the Osbaldwick site.
 - The policy also refers to the need to provide 28 further pitches through the housing strategic allocations. The Executive agreed in March 2024 that 17 pitches will be delivered on a Council-owned site (existing or new). Their location will be determined through a Call for Sites exercise in collaboration with stakeholders.
 - Paragraph 4.29 of the Local Plan explains that: “The Council is committed to investing in each of its owned and managed traveller sites to ensure that current and future residents are not exposed to unsatisfactory living conditions and that steps are taken to improve existing facilities”.
9. National Planning Policy is currently in transition with a new draft National Planning Policy Framework (NPPF) currently being consulted on, with an expected publication date of Summer 2026. The consultation seeks views on amalgamating the current guidance in Planning Policy for Travellers (PPTS) into the main

NPPF and criteria as where Gypsy and Traveller sites may be suitable. This may influence future identification of suitable sites and decision-making on planning applications.

10. The Council Plan (2023-27), contains four core commitments to enable it to deliver the vision for the next four years, including 'Equalities and Human Rights - Equality of Opportunity' and 'Health and Wellbeing'.
11. This programme supports the core commitments of the Council in the following ways. The Gypsy and Traveller community is one of the largest minority groups in York, and inequalities affecting the community include lack of access to suitable accommodation. This programme of work aims to both increase both the amount and quality of accommodation for Gypsy and Traveller communities and reduce the costs of living through upgrading the energy efficiency of the Council owned buildings. Improving the energy efficiency of the buildings will reduce carbon emissions. Improving the sites will have a positive effect on residents physical and mental health.
12. As Gypsy and Traveller communities are groups who face some of the most considerable health inequalities, the delivery of improvements to the sites, alongside the provision of additional accommodation is essential.

Financial Strategy Implications

13. This programme requires significant investment over several years. This report seeks approval to deliver in the first place the improvements to the existing Council sites and the creation of six additional pitched at the Clifton site. This will be funded by the Council with some of this investment being repaid over the coming years through S106 contributions and grant funding.
14. The Executive agreed to forward fund the full programme in March 2024, and this was confirmed in February 2025 by Full Council as part of the Council's Capital Budget. This report gives an update on the anticipated expenditure and funding requirements of £5.25m over a three-year period which will require Council borrowing. Of this sum, potentially £1.95m will come from future s106 contributions. A grant of £625k from the York and North Yorkshire Mayoral Combined Authority (YNYMCA) has been awarded to

contribute towards the retrofit works and funding from Homes England's Social and Affordable Homes Programme (SAHP) will be sought for the creation of additional pitches. This would leave up to £2.675m long term borrowing requirement from the Council's General Fund – this figure is expected to come down when funding from Homes England is secured. This will also help to cover the borrowing costs.

15. The income from the licence fee for the 61 pitches is around £300k per year. Around half of this is spent on staffing costs within the housing service, including support workers and supervisors. Currently, the other half covers all physical asset costs including repairs and utilities. It is not expected that any surplus from the income generated can be set aside for capital investments to improve facilities on these sites. However, this position may change once the improvement programme has been completed, with a likely reduction of repairs required.
16. A Cost Plan is attached in Annex A with estimated costs and programming. This cost plan will get refined as designs get progressed. This report seeks approval to proceed with the improvement works at Outgang Lane, the procurement of Retrofit Services and the procurement of a design team to prepare the Clifton site's expansion proposals.

Recommendation and Reasons

17. Executive Members are asked to:
 - a) Agree with progressing the delivery of the Gypsy and Traveller accommodation improvement and expansion programme and associated cost plan to implement the York Local Plan proposals relating to Council-owned sites as set out in its Policy H5; this includes authorisation to use £1.95m from S106 contributions, £0.625m from YNYMCA grant, and up to £2.675m from General Fund long term borrowing.
 - b) Agree to the delivery of the improvement works of the Osbaldwick site access road (Outgang Lane) as a priority and for CYC Highways to prepare the improvements proposals and issue a Traffic Regulation Order (TRO) to restrict parking

as part of the proposed improvements, and (where necessary) to procure a contractor for the works.

- c) Agree to procure a retrofit services team to produce proposals which improve the energy efficiency of the three Council sites' 61 utility buildings from EPC E to EPC A-B and to procure a contractor to carry out the works.
- d) Agree to procure a design team to develop a masterplan for the expansion of the Clifton site and design for the 6 additional pitches with utility buildings, to submit planning application for the site expansion, and to procure a contractor to carry out the works.
- e) With respect to (a) to (d) above, agree to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to take such steps that are necessary to procure and appoint any contractors for the aforementioned works and/or services, and to determine the provisions of and enter into the resulting contracts (and any subsequent modifications and/or extensions thereto), in accordance with the Council's Financial Regulations set out in Appendices 10 and 10a of the Constitution (the "Finance Regs"), the Contract Procedure Rules set out in Appendix 11 of the Constitution (the "CPRs") and (where applicable) the Procurement Act 2023 and the Public Contract Regulations 2015.
- f) Note that a site search as referred to in the Local Plan or 'Call for Sites' exercise to be undertaken by Planning in 2026 in collaboration with stakeholders, will identify the location(s) of 17 further pitches to be provided on existing or new Council sites to meet the identified accommodation need.
- g) Note the Carbon Negative Challenge Fund grant award received from the York and North Yorkshire Mayoral Combined Authority (YNYMCA), to contribute to the retrofit measures to improve the energy efficiency of the three Council sites' 61 utility buildings from EPC E to EPC A-B, agree to proceed with entering into a grant agreement to receive funding and agree to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to determine the provisions of and enter into the grant funding agreement, and the provisions of

any subsequent modifications and/or extensions thereto, to ensure compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.

- h) Approve the transfer to capital contingency of £625k for budget released from this scheme as a result of the YNYMCA grant award.
- i) Agree to the application to Homes England for funding from the Social and Affordable Homes Programme (SAHP) to deliver the new accommodation pitches on Council sites, and (provided that the application to Homes England is successful) agree to proceed with entering into a grant agreement to receive funding and agree to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to determine the provisions of and enter into the grant funding agreement, and the provisions of any subsequent modifications and/or extensions thereto, to ensure compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.

Reasons:

- To ensure that the Council's commitment to meeting pitch requirements as set out in the Local Plan is appropriately met.
- To ensure any works and/or services are procured in compliance with the Finance Regs, the CPRs, and (where applicable) our statutory duties under the Procurement Act 2023 and the Public Contract Regulations 2015.
- To ensure any grant funding arrangements comply with the Subsidy Control Act 2022.

Background

18. Since the last report brought to the Executive in March 2024 and the budget agreed in February 2025, the Local Plan has been adopted, setting out clear requirements for existing and future provision on Council sites. A Senior Gypsy and Traveller Accommodation Project Officer was appointed, and preliminary work has been completed. A stock condition survey on a sample of

existing utility buildings at the three Council sites was commissioned to inform the production of a scope for the improvement of the utility buildings. A residents' survey was also carried out to help define the improvements further and prioritise them.

Retrofit programme

19. Each of the 61 Council owned and managed pitches contains a service/amenity block including a kitchen area and bathroom. There is an associated hardstanding area for a caravan and vehicles. The Council has responsibility for repairs and maintenance within the service block with the residents responsible for their own caravans. Pitches are used under a license agreement. This service is provided within the General Fund.
20. Through the resident surveys carried out between July 2024 and January 2025, issues that were frequently commented on were the high cost of electricity bills and the fact that expansion to sites would only be welcomed if residents saw improvements to sites. It was also found that 71% of all surveyed residents suffered from pollution from mostly rats, then dirt/dust, then fly tipping; and 70% of all surveyed residents thought their bathroom was too cold.
21. A stock condition survey of the existing facilities at the three Council owned Gypsy and Traveller sites was commissioned, using a sample of utility buildings, at each of the three sites – in total 18 buildings were surveyed.
22. The buildings at the James Street site are believed to have been built in the 1980s and are of traditional construction, with brick and block cavity wall structures and were considered to be in a good state of repair with evidence that investment had been made in recent years e.g. bathrooms, windows, consumer units and main door all has 25 years remaining life with roofs having 35 years remaining life. Of the sampled buildings (6), the majority had an Energy Performance Certificate (EPC) rating E (the two others were D and F).
23. At Clifton, the buildings are similar of age and construction to those at James Street with most components having significant remaining life, albeit below James Street's performance. Of the sampled buildings (6), the majority had an EPC F – the lowest possible rating (the three others were D, E and E).

24. At Osbaldwick, the buildings are more recent, some built in early 2000s and some as recently as 2014. They are also of traditional construction, with brick and block cavity wall structure. The remaining life of components is more consistent and overall higher than at the two other sites. Of the sampled buildings (6), the majority had an EPC E (the remaining one was F).
25. The insulation in wall cavities is mostly absent in buildings at the three sites. They were signs of damp and mould in buildings at Clifton and some buildings at Osbaldwick. Overall, 78% of the buildings surveyed condition summary scored as “Good”, 10.2% scored “Average” and the remaining 12.7% “Poor and Very Poor” and were referred to Building Services for repairs.
26. None of the buildings reach the required EPC level C which is required by Government Standards by 2035 (PAS2035 Framework). While the assessment of the energy efficiency of buildings showed poor results, with the EPC of the majority of buildings not above E or F, all buildings had overall significant remaining life, including both external and internal components. They also presented good opportunities for retrofitting measures that would improve the EPC to A-B e.g. improving or introducing insulation in wall cavities.
27. Retrofit assessments were carried out by a Retrofit Assessor using the Government PAS2035 framework, to identify the measures to improve energy efficiency of the buildings and bring them to an EPC rating A. Each building has its own set of measures. The measures that are included are:
 - Increase of loft insulation to 270mm
 - Cavity wall insulation
 - Party wall insulation
 - Floor insulation (solid floor)
 - Low energy lighting for all fixed outlets (installed late 2024).
 - High heat retention storage heaters & dual immersion cylinder
 - Solar water heating
 - Solar photovoltaic panels 2.5 KWP
28. The residents survey showed that a large majority of surveyed residents at James Street and Clifton sites felt the utility buildings

were too cold. At Osbaldwick, residents welcomed the retrofit proposal for its cost saving benefits.

Outgang Lane (access road to the Osbaldwick site)

29. The improvement of Outgang Lane, the access road to the Osbaldwick site in Osbaldwick & Derwent ward, is now a requirement from the adopted Local Plan. It was previously agreed that the improvement works at Outgang Lane would be front-loaded in the programme due to concerns for the safety of pedestrians accessing the residential site located at the end of the road which goes through an industrial estate. Pedestrians have no safe route, especially at night, in the absence of pavement and lighting on the industrial estate road where traffic of large vehicles is common. This report seeks approval to proceed with preparing the improvements proposals, including a Traffic Regulation Order (TRO) to restrict parking along some sections of Outgang Lane and reconfigure the parking spaces, and to appoint a contractor for the works. The residents' survey results confirmed that residents felt that the access road was in a bad condition.
30. Measures will be put in place during construction to minimise the disruption to residents and maintain safe access to their homes. It is likely that a section of the road will be closed for one to two weeks. All residents will be given information in advance of the work commencing.

Other improvements

31. In addition to improving energy efficiency of buildings, and the site-specific improvements of Outgang Lane, a landscaping belt will be created at the Osbaldwick site to lessen the environmental impact of the adjacent waste processing site.
32. At the Clifton site, the residents' survey revealed that the majority of residents were concerned about safety due to previous antisocial activity at this spot. They suggested the installation of a CCTV camera to address the issue. Whilst local crime statistics do not record high levels of crime, the site at Clifton is known by the Police to host several criminal activities, including fly-tipping, but it is rarely reported to the Police or City of York Council for a number of reasons. As a result, the Council has committed to the installation of a CCTV, now complete, on an existing streetlight pole. CCTV cameras are already situated at the James Street and

Osbalwick sites, where there is far less crime and fly-tipping as a result.

Clifton site expansion

33. The Gypsy and Traveller site expansion programme includes the provision of 6 new pitches at the Clifton site. The site currently has 23 pitches and the expansion will bring the total to 29. 85% of the surveyed households (20 participated to the survey out of 23 households at the site in total), were in favour of the 6-pitch expansion at the time the survey was undertaken. The remaining 15% were indifferent to the proposal.
34. The expansion will be informed by a masterplan with a detailed site layout to be developed collaboratively with the residents and stakeholders. The design of a new utility building (kitchen and bathroom) for each pitch will follow the same process. The feedback received so far from residents about pitches provides the Council with the understanding that one size doesn't fit all and that the design development process will be collaborative from the outset.
35. This report seeks approval to procure a multidisciplinary design team to help prepare proposals and submit a planning application, and to procure a contractor to carry out the works once planning permission is obtained.

Further provision

36. The Local Plan policy refers to an identified need of 28 new Gypsy and Traveller pitches in York that is to be met through the Housing Strategic Allocations.
37. The Gypsy and Traveller community provided important feedback in relation to future needs and the future of Gypsy and Traveller accommodation in York. All surveyed residents (45 households out of 61) across the three Council-owned sites would not object to new housing estates being built near where they live; the vast majority (97%) would not consider living on a small site of x2 plots within a new brick building housing site; 81% would not consider buying and developing land; 83.4% of all surveyed residents on average across the 3 sites would not consider living in a brick house, with all surveyed residents at the James Street site feeling this way. One of the common issues commented on by tenants

across the three sites is about having poor mental health. This will be an important factor to consider in the provision of new pitches and masterplanning for any site expansion to understand and ensure that the design of improvements/expansion can support lifestyles that allow the community to thrive.

38. The Executive agreed in March 2024 that 17 of these will be delivered on Council-owned site(s) and that a 'Call for Sites' exercise will be carried out to identify and evaluate possible sites for delivery of Gypsy and Traveller pitches.
39. A 'call for sites' is an open invitation to residents, landowners (including the Council) and/or developers to identify and submit sites that they think could be available and deliverable for a particular use; in this case, Gypsy and Traveller pitches.
40. Following identification of land through this process, the Council would evaluate the land's suitability for this use based upon an agreed set of criteria. Subject to identifying the site as suitable, available and deliverable, the land would be kept on a list identifying its potential (such as in a Strategic Housing Land Availability Assessment) or it could be allocated for this use through planning strategy documents.
41. Any land identified through this process that is Council-owned or that can be purchased by the Council will be considered to accommodate the new council-owned pitches provision. Once the location(s) have been agreed as part of a collaborative process with stakeholders, a masterplan and pitch/accommodation design can be developed and a planning application submitted.

Consultation Analysis

42. The Gypsy and Traveller accommodation sites improvement and expansion programme delivers the City of York Local Plan's Gypsy and Traveller accommodation requirement based on identified needs. The proposals have been tested through the preparation of the Local Plan and its public examination before it was adopted in February 2025.
43. Key stakeholders in this process have been and continue to be the residents at the three Council-owned accommodation sites, York

Travellers Trust, and the Gypsy and Traveller Working Group for York.

44. A detailed resident survey at the three Council-owned accommodation sites was carried out between July 2024 and January 2025 to understand residents needs better and prioritise issues to be addressed. 75% of households across the 3 sites took part in the survey with 13 at Osbaldwick (out of 18); 20 at Clifton (out of 23); and 12 at James Street (out of 20). The findings are referred to in relevant sections. The engagement is on-going and will continue throughout the preparation of masterplan and building design proposals so that the detailed proposals meet the needs of residents.
45. Regular engagement with the York Travellers Trust takes place that also helps understand well the community needs.
46. The local Gypsy and Traveller Working Group meet every quarter and includes York Travellers Trust and a number of public service organisations to ensure effective cross-organisation working to improve the Gypsy and Traveller community's inequalities in health, housing, education and employment. The group seeks to address the inequalities that the Gypsy and Traveller communities face. The vision is to work towards ensuring that Gypsy and Traveller residents experience an inclusive, fair, and understanding community in York. It is chaired by CYC Executive Member for Housing, Planning, and Safer Communities. Gypsy and Traveller accommodation sites improvement and expansion programme is embedded into the Group's Annual Action Plan. The Senior Gypsy and Traveller Accommodation Project Officer provides an update on her progress quarterly.
47. Collaboration with residents and stakeholders will continue through the preparation of the new pitch and expansion proposals.

Options Analysis and Evidential Basis

48. The reasons and rationale of the programme were set out in the report brought to Executive in March 2024. The programme is now embedded in the adopted York Local Plan.

49. Through the Local Plan process a need has been identified for additional Gypsy and Traveller accommodation pitches. This need will be met through the delivery of additional pitches on Council sites alongside delivery on Strategic Sites within the Local Plan. This report sets out a forward funding approach for the delivery of additional pitches by the Council with investment supplemented by S106 funds when received and any grant funding opportunities. As well as meeting need for additional pitches this report sets out a plan to invest in existing pitches and sites, informed by a stock condition survey and liaison with existing residents around priorities. Approval is sought for the delivery of the programme and associated cost plan to proceed.
50. Failure to agree for the delivery of the programme to proceed with the associated cost plan would prevent the Local Plan from being delivered and this important aspect (sites capital works) of the Gypsy and Traveller Action Plan to be delivered and therefore also affecting the Council's ability to fulfil its responsibilities under the Equality Act 2010.

Organisational Impact and Implications

Financial

- **Financial** – in February 2025, the Council approved the capital programme 2025/26 to 2029/30 which included a budget of £5.25m for the Gypsy and Traveller scheme, funded from a combination of corporate prudential borrowing and S106 receipts. The costing at Annex A is affordable within this capital budget. The YNYMCA grant awarded helps to reduce the ongoing revenue costs of the borrowing requirement for the scheme. Therefore, a transfer of budget equal to the grant awarded (£625k) will be made to capital contingency.
- For the pitches that will be ultimately funded from s106, a business case will need to be completed examining the likely timeline between payments being made and receipts from s106 coming in. There is likely to be a short-term cash flow cost and there may also be risks around total costs and total receipts.
- The ongoing revenue costs of the new pitches once in use, such as maintenance and the operating costs of the new CCTV will be met from the rental income received from residents.

Human Resources (HR)

- There are no HR implications in this report.

Legal

Contracts for Commissioned Works & Services

- Any contracts for necessary works and/or services will need to be commissioned via a compliant procurement route under the Finance Regs and the CPRs, and (where applicable) the Procurement Act 2023 or the Public Contract Regulations 2015, with advice from the Commercial Procurement team (see **Procurement Implications** below). All options will require advice from Legal Services and Commercial Procurement on the different routes and the associated advantages and risks of each route to ensure compliance with relevant legislation and our Constitution.
- Any contracts will need to be drafted and completed with support from Legal Services.

Grant Funding

- The application to any external funding body for grant funding by the Council is subject to Rules 6 to 9 of the Financial Regs.
- The application will need to be assessed by Legal Services to ensure that any subsidy awarded to the Council complies with the Subsidy Control Act 2022.
- Any application to an external funding body for grant funding by the Council is subject to Rules 6 to 9 of the Financial Regs.
- Such applications will also need to be assessed by Legal Services to ensure that any subsidy awarded to the Council complies with the Subsidy Control Act 2022 prior to their submission.
- Where the funding is to be used to finance the delivery of a contract commissioned through an open and transparent procurement process, the Subsidy Control Act 2022 should not apply under the Commercial Market Operator principle.

- Further, where funding has been applied for under any pre-existing Subsidy Scheme (e.g., YNYMCA's Carbon Negative Challenge Fund Subsidy Scheme or Homes England's Social and Affordable Homes Programme 2026 to 2036), it should be noted that any application by the Council does not need to be assessed against the principles under the Subsidy Control Act 2022. This is because the principles assessment under the Act should have been completed at scheme level, therefore any grant awards given under a scheme are required to demonstrate compliance with the relevant eligibility criteria under the relevant scheme.
- Where any procured works and/or services will be funded, in whole or part, by grant funding, Legal Services must be consulted to ensure that any rules or conditions imposed by the funding body are adhered to in addition to the requirements within the Financial Regs, the CPRs and (where applicable) the Procurement Act 2023 or Public Contract Regulations 2015. Where there is any conflict between the Finance Regs, or the CPRs, or (where applicable) the Procurement Act 2023 or Public Contract Regulations 2015, and the rules or conditions imposed by the funding body, the stricter requirement will be followed.
- Officers must exercise particular care when agreeing key targets and milestone dates with funders to ensure these are deliverable. Failure to meet agreed targets may result in grant being withheld, suspended, or clawed back. Early input from relevant council teams and external advisors at application stage is key to mitigate these risks.

Procurement

- Procurement will be a main tool used to deliver the priorities and projects set out within this report. All works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Procurement Act 2023. Creative and innovative ways of procuring will be explored to ensure elements of the council plan are captured within the procurements and to maximise social value and maximise public benefit. Further advice regarding the procurement process and development of additional

procurement strategies must be sought from the Commercial Procurement team.

Health and Wellbeing

- The 2023 York Gypsy and Traveller Health Needs Assessment concluded that 'Overcrowded sites and housing that is difficult to heat, and environmental factors are some of the most influential contributing factors to the poor health status of Gypsies and Travellers in York, including stress'. This investment will improve those factors.

Environment and Climate action

- Improvements to the energy efficiency of the 61 council owned buildings EPC E to EPC A-B will reduce carbon emissions and make a positive contribution to York's climate change ambition.
- Any improvement works to existing sites and planned future provision, should consider the potential impacts of climate change and ensure that new infrastructure is resilient and climate ready; considering the potential for increased instances of flooding and overheating.

Affordability

- This programme of work aims to increase both the amount and quality of accommodation for Gypsy and Traveller communities and reduce the cost of living for residents through upgrading the energy efficiency of the Council owned buildings.

Equalities and Human Rights

- The Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and

persons who do not share it in the exercise of a public authority's functions).

- An Equalities Impact Assessment (“EIA”) has been carried out and is annexed to this report at Annex F.
- The EIA demonstrates that the proposal positively supports the delivery of suitable accommodation to meet the needs of the Gypsy and Traveller community.

Further surveys are underway, undertaken by the Senior Gypsy and Traveller Accommodation Officer, and further engagement will continue throughout the preparation of masterplan and building design proposals so that the detailed proposals meet the needs of residents.

Any temporary disruption that may result from construction will be minimised and mitigated through a construction phase plan, developed with the contractors, and in consultation with the community.

Data Protection and Privacy

- The completion of data protection impact assessment (DPIA) screening questions evidenced there would be no processing of personal data, special categories of personal data or criminal offence data processed, so there is no requirement to complete a DPIA.

Communications

- Although there are no specific communication issues associated with this report, there may be some interest from local media and we will work with the housing service to ensure fair and accurate reporting. The retrofit works support the ongoing narrative of the council delivering adaptations to improve affordability and reduce carbon emissions for residents.

Economy

- Ensuring appropriate living accommodation for all of our communities is a key and vital underpinning of a successful city economy, providing the essential pre-conditions for learning, skills development and economic productivity. The

report recommendations will contribute to this and are welcomed.

Risks and Mitigations

51. Cost increases – the costs identified are based on estimates of planned works at current sites and the cost of providing new pitches. Ultimately costs will be dependent on pitch locations, access to highway infrastructure, planning requirements and works specification, inflation levels and ultimately procurement. Progressing the designs will enable the Housing Delivery Programme team to then assess the costs more accurately and get the costs confirmed through tender exercises. External subsidy has already been secured to contribute the retrofit works to bring the energy efficient above the minimum EPC rating required (A-B); further funding will be sought from Homes England to help funding the programme.
52. Delays – a large part of the programme delivery, the further 17 Council-owned pitches in location(s) to be determined through a site search by Planning, is dependent on the completion of this exercise. This will be subject of a separate Executive report.
53. Additional works not included in programme – the delivery of a link from the north of the Osbaldwick site to the new road that will connect Strategic Site ST7 (Land East of Metcalfe Lane) to Murton Way may be required as referred in the Local Plan Policy H5: this is not part of this programme. This will be considered as part of the Call for Site exercise and is subject to the delivery of the new road as part of the development of the strategic site in the first place. Should this be a requirement, funding would need to be sought and approved by the Executive.

Wards Impacted

Guildhall, Osbaldwick & Derwent, Rawcliffe and Clifton Without.

Contact details

For further information please contact the authors of this Decision Report.

Author

Name:	Florence Liber
Job Title:	Interim Housing Delivery Programme Manager
Service Area:	Housing and Communities
Telephone:	07851 258918

Co-author

Name:	Pauline Stuchfield
Job Title:	Director of Housing and Communities
Service Area:	Housing and Communities
Telephone:	01904 551706
Report approved:	Yes
Date:	13 February 2026

Background papers

- [Adopted City of York Local Plan](#) (Policy H5: Gypsies and Travellers, pp. 146-148, 150-152)
- [Adopted Local Plan Policies Map](#)
- March 2024 Executive meeting – Delivering additional Gypsy and Traveller Accommodation and improving existing facilities. [Report](#) and [Decision](#)
- January 2025 Executive meeting – Capital Budget 2025/26 to 2029/30 [Report](#) (paragraphs 15 and 17-20) and [Decision](#)

Annexes –

- Annex A: Cost Plan
- Annex B: Outgang Lane improvement works Site Plan
- Annex C: Osbaldwick Site Plan
- Annex D: James Street Site Plan
- Annex E: Clifton Site Plan
- Annex F: Equalities Impact Assessment (EIA)

Abbreviations

CPR – Contract Procedure Rules

CYC - City of York Council

EIA – Equalities Impact Assessment

EPC – Energy Performance Certificate

HDP – Housing Delivery Programme

SAHP – Social and Affordable Homes Programme

TRO – Traffic Regulation Order

YNYMCA – York and North Yorkshire Mayoral Combined Authority

YTT – York Travellers Trust