

Meeting:	Combined Executive Member Decision Session
Meeting date:	3 June 2025
Report of:	Director of Housing and Communities
Portfolio of:	Cllr Lomas - Executive Member for Finance,
	Performance, Major Projects, Human Rights
	Equality, and Inclusion
	Cllr Pavlovic - Executive Member for Housing,
	Planning and Safer Communities

Decision Report: Gypsy and Traveller Action Plan – Annual Update

Subject of Report

- 1. On 9 May 2024, Executive approved an initial Gypsy and Traveller Action Plan, with a commitment to bringing an annual update to an Executive Member Decision Session.
- 2. This report provides an update on some of the work which has taken place over the past 12 months and includes an updated version of the action plan which will run for the next 12-month period.

Benefits and Challenges

3. The action plan at **Annex A** presents a cohesive approach to supporting Gypsy and Traveller communities in York and seeks to build on the successful work which has taken place over the past 12 months. The action plan sets out several measurable actions for the coming year which aim to further improve the outcomes of these communities.

Policy Basis for Decision

- 4. The Council Plan 2023 -2027, 'One City for All', contains four core commitments to enable it to deliver the vision for the next four years. The first of these is 'Equalities and Human Rights Equality of Opportunity.' The commitment states: 'We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities.'
- 5. Committing to implementing the Gypsy and Traveller Action Plan across the Council, rather than having a standalone strategy, has ensured that officers and Members are considering the challenges these communities may face when implementing policies or designing services, which contributes to meeting this core commitment.
- 6. A second of the core commitments is Health and Wellbeing. This states 'We will improve health and wellbeing and reduce health inequalities, taking a Health in All Policies approach, with good education, jobs, travel, housing, better access to health and social care services and environmental sustainability.'
- 7. As Gypsy and Traveller communities are groups which face some of the most considerable health inequalities, the public health workstream of the Action Plan is fundamental to addressing this.

Financial Strategy Implications

- 8. The action plan has been delivered within existing resources in 2024/25 and will be delivered in the same way for the next year.
- 9. Additional funding has been approved via the Capital Resource Allocation Model (CRAM) process for £5.25m over 3 years for improvements to the existing sites and to provide additional accommodation. £750k of this in 2025/26. This is intended to cover improvements to energy efficiency and site access to Osbaldwick. Progress against the budget and objectives will be reported to the asset management board.
- 10. Improving the outcomes for Gypsy and Traveller communities may bring longer term budget savings for the Council and other public bodies across the city.

Recommendation and Reasons

- 11. The Executive Members are asked to:
 - 1) Note the work undertaken since the report to Executive in May 2024.
 - 2) Approve the action plan for the next 12 months (Annex A).

Reason: To set out measurable actions for the coming year which aim to improve the outcomes of Gypsy and Traveller communities.

Background

- 12. Gypsies and Travellers remain some of the most marginalised and disadvantaged of all minority groups nationally. Gypsies and Travellers suffer significant inequalities across a range of indicators, including access to suitable accommodation, healthcare, education, employment, financial services, and policing, justice, and probation.
- 13. In 2021, a Gypsy and Traveller Working Group was established in partnership with York Travellers Trust. The group seeks to address the inequalities that the Gypsy and Traveller community face. The vision is to work towards ensuring that Gypsies and Travellers experience an inclusive, fair, and understanding community in York.
- 14. As a result of the work of this group, in May 2024 Executive approved a 12-month action plan to coordinate and monitor work happening across the Council in relation to Gypsy and Traveller Communities. It was agreed this would be reviewed annually.

Housing

15. There were four identified priority actions identified in last year's report associated with the provision of housing.

Surveys

- Complete the stock condition and energy efficiency surveys.
- 16. The reasoning for this action was to ensure that we held comprehensive stock condition information to inform good investment decisions. This survey work has been completed across all three council owned sites and includes energy efficiency information. Structurally the buildings are sound, and most of the identified investment need is in relation to improving energy efficiency and thermal comfort. During 2025/26 this investment will be made across the three sites.

Providing Grants

- Provide grant funding to York Travellers Trust to enable the hosting of three family fun dates at the three travellers' sites to encourage engagement in energy retrofit, and to undertake a workshop providing energy retrofit advice to the housed Traveller community.
- 17. These events operated last year through grant funding. The events were well attended by residents and provided opportunity to discuss costs associated with heating existing buildings and opportunities for making these better. Several quick win improvements were identified, such as blankets for hot water systems and LED lighting, and these improvements have been made.

Accommodation Officer

- Employ a dedicated accommodation officer who will be responsible for delivering new pitches and developing a business case for investment into existing sites and pitches.
- 18. The works above have been led by a new Gypsy and Traveller Accommodation Officer who has been employed on a permanent contract to lead the delivery of improvements to existing sites and pitches and the provision of additional accommodation. The postholder has formed positive relationships with the residents and partners.

Future Site Investment

- Developing the business case and bringing an investment proposal to Executive noting the agreement in principle to forward fund £5m of investment into our G+T accommodation offer.
- 19. The final priority action for the Housing Service was to create a site investment business case. In January, Executive approved a £5.25m capital investment programme for delivering additional Gypsy and Traveller Accommodation and improving existing provision. £750k is assigned to 2025/26 with a key focus being on improving existing buildings on site, primarily through energy efficiency works to reduce fuel bills for residents and reduce carbon emissions. The second focus for this year's budget is to provide improvements to Outgang Lane to provide improved pedestrian and cycle access to and from the Osbaldwick Site. An application has been made to the Combined Authority Carbon Negative Challenge fund for match funding to support a deeper retrofit of the amenity buildings within the three sites and to improve biodiversity, drainage, and living amenity through the provision of a landscaping belt along the western side of the Osbaldwick site.
- 20. In addition to the actions above, during this year the Housing team will be supporting both the development of a Supplementary Planning Document (SPD) to set the standards for new Gypsy and Traveller Accommodation in the city. Alongside this, work will be taking place to identify locations for the provision of additional pitches to meet the identified need.
- 21. Through the analysis of Key Performance Indicators and feedback from residents, it is clear that the nature of repair performance for residents on Gypsy and Traveller sites and those within council homes is different. An action for this year is to improve repair performance on Gypsy and Traveller sites so that it matches the speed of service received by those tenants in council homes.

Education

22. There were three identified priority actions identified in last year's report associated with Education.

Provision

 Work to support development of Education Provision at YTT for English and Maths for G&T Children and Young People who are Home Educated

Partnership

 Funded supported work between CYC Education team and YTT to support interactions with schools

Research

- Provided information to YTT funded research project led by York St John University around the experience of G&T Children and Young people in York schools
- 23. Education Officers continue to work to respond to last year's report York Travellers Trust Gypsy and Traveller Experiences of Education in York.
- 24. This had a formal launch at Falsgrave Street, with attendance from several schools and trusts.
- 25. The Education Leadership group across York have identified one of their six workstreams this year to be around responding to the areas of challenge in this report, which is a big step forward.
- 26. The group has met twice and is co-chaired by the School Inclusion Advisor and the CEO of The Education Alliance, who also works with the national organisation Traveller Movement. The national report of this movement has also been considered by the group Fought not Taught: (Nov 2024) | The Traveller Movement which resonates closely with the York report.
- 27. The group is made up of CEOs and Secondary/Primary
 Headteachers from across the city, alongside representatives from
 York Travellers Trust (YTT) and from City of York Council Social
 Care.

- 28. The group has shared experiences around working with Gypsy and Traveller families in York and routed this back to the report. They have identified three areas to work through:
 - Cultural Awareness
 - Visibility and Celebration of Community
 - Identifying key performance indicators to measure improved experiences across Exclusions, Attendance and Elective Home Education (EHE)
- 29. The group have identified the need for a citywide conference that will be timed for Spring 2026. This will include presentations from the National Traveller Movement, YTT, families and young people and cover the three areas above and will conclude with citywide and individual school pledges. York Schools and Academies Board will push for a full school attendance and there is interest in widening the possible attendance to wider partners.
- 30. Alongside the working party, relevant Education Officers at CYC continue to work closely with YTT around support for EHE families, including support for the education offers made at YTT.
- 31. YTT and relevant CYC officers link closely for individual cases as needed if exclusion and attendance issues are present.

Health

32. There were three identified priority actions identified in last year's report associated with Public Health outcomes.

Strengthen our partnership approach to health protection

- Work to increase knowledge and awareness of national seasonal vaccination campaigns and childhood immunisation schedule, and support community members to access vaccination
- Increase uptake of key cancer screening programmes cervical, bowel and breast.
- Engage with York Travellers Trust as part of outbreak planning and during local outbreaks and incidents, to build community trust.

- 33. Public Health and ICB colleagues continue to work together to address the actions from the report. Increasing uptake of childhood vaccinations will form part of the new outreach model of child health.
- 34. Considerable progress has been made on improving the coding of Inclusion Health groups including Gypsies and Travellers, leading to a 32% increase in the number of coded patients. GP practices will receive £5.45 for each GRT individual meeting for any of ten specified QOF indicators, including those for cervical screening. This could equate to a potential investment of £47,049.85 into cervical screening services in York.

Build culturally sensitive approaches to improving the health of people in the Gypsy and Traveller communities.

- Implement an outreach model of child health, delivered by an Advanced Nurse Practitioner, from Family Hubs specifically working with the community.
- Build on the Health Needs Assessment to gather further data and evidence on improving health and wellbeing, in order to recommend effective interventions from reducing health inequalities.
- 35. Following a successful bid for funding to improve access to universal child health services for Gypsy, Roma, and Traveller (GRT) families, the outreach model for child health has been revised and now consists of YTT leading a research project considering health needs and identifying barriers to accessing support. The specialist Inclusion Health Visitor continues to develop the work with an anticipated launch date for the service of September 2025.

Influence Health partners around access to care

 Work with York Travellers Trust to ensure health settings in York have resources and information that can be easily accessed by Gypsy and Traveller communities. These may include resources written in simple English, photographs representative of the communities, or delivered in different formats, such as audio and information 24 sessions. Topics would include various health topics, including accessing the most relevant health services for a specific health condition, information around diseases and conditions commonly experienced by the communities, and immunisation and vaccination.

- Build a greater awareness amongst health care professionals of the challenges an increased reliance on technology can pose to the communities for appointmentmaking, test results, and other communication. Advise that more traditional forms of communication should still be offered.
- 36. The Health Trainer team have attended Osbaldwick, James Street and Clifton sites offering stop smoking support and general health and wellbeing support. In addition, two site staff have been supported through the NCSCT stop smoking qualification and are now able to provide support in between visits from the Health Trainer team. Already this work has led to 3 individuals quitting and a further 10 being supported.
- 37. In addition to Protected Learning Time (PLT) sessions, the ICB has delivered a programme of Health Inequalities training to all local GP practices and York & Scarborough Teaching Hospitals NHS Foundation Trust during 2024/25. The training aimed to improve awareness, resources, and understanding of health inequalities and YTT contributed to the programme by presenting at one of the sessions, sharing insights on the specific challenges faced by Gypsy and Traveller populations in accessing health care.

Community Safety

There were four identified priority actions identified in last year's report associated with Community Safety.

Roadside Stopping/unauthorised encampments

- Work with York Travellers Trust to review our approach to Roadside Stopping/Unauthorised encampments.
- 38. Work is ongoing to develop a Negotiated Stopping approach to unauthorised Gypsy/Traveller encampments/roadside stopping.
- 39. Unauthorised encampments are managed by the Council's Neighbourhood Enforcement Team using s77 and s78 of the Criminal Justice & Public Order Act 1994. Currently, Direction to Leave Notices are served (giving a default period of stay of 48 hours from the serving of the Notice). Direction to Leave Court Orders are applied for should the Notices be breached.
- 40. Negotiated Stopping intends to introduce a more respectful and less confrontational/enforcement-led approach, acknowledging the GRT nomadic way of life.
- 41. As such the council is currently seeking one or two parcels of land to facilitate traditional 'roadside stopping'. Gypsy/Travellers would be directed towards these, moving encampments away from areas where they might cause disruption to residents, businesses, or services e.g., parks and play areas, sports and school fields, car parks.
- 42. We are being assisted in our land search by Sanctuary Stopping, a national Gypsy and Traveller-led organisation who work with the Church of England to facilitate Negotiated Stopping arrangements on church land.
- 43. Under the Negotiated Stopping approach, the Council and the Gypsy/Traveller party would negotiate a length of stay (up to a maximum period such as 2-weeks) and agree the number of caravans/vehicles permitted on site.
- 44. A Negotiated Stopping Agreement must be signed by both parties. The Agreement sets out a list of conditions for use of the site. These could include:
 - disposing of waste as requested;
 - not to allow additional caravans/vehicles on site:
 - not to defecate or urinate on the land;
 - ensure animals are secured;
 - not to cause anti-social behaviour or criminal damage; and

- not to use motorised scooters or quad bikes on site.
- 45. Portable toilet facilities and waste collection services would be provided.
- 46. The Council will monitor the encampment on a regular basis for the duration of the agreed period of stay.
- 47. The Negotiated Stopping Agreement clearly states that any breach of its conditions would lead to the Council instigating removal of the encampment under the Criminal Justice & Public Order Act (as above).
- 48. This work will contribute to the development of a new Council Unauthorised Encampment Policy.

Multi-Agency Work on static sites

- In partnership with York Travellers Trust produce an accessible version of the Travellers Site licence agreement.
- Work to improve relationships and increase trust between Gypsy and Traveller communities and enforcement agencies such as the council's Neighbourhood Enforcement Team and North Yorkshire Police.
- Have a regular and supportive presence on the static sites, taking an educational approach to ensure people are aware of their responsibilities for issues such as waste management, fly-tipping, Scrap Metal Dealing and dogs, while at the same ensuring people are aware of the penalties for noncompliance.
- 49. Housing Services are now leading on work to produce an accessible version of the Travellers site licence agreement. Community Safety/Neighbourhood Enforcement teams are contributing in relation to sections around: Nuisance, Crime and anti-social behaviour, pets and horses, rubbish, waste and scrap metal.

- 50. It is envisaged that this document will be co-produced with the GT community and that joint discussions to produce it will be a catalyst to re-set and re-establish relationships with officers by increasing the community's understanding of the need for site management and enforcement functions to ensure a healthy, pleasant and safe environment for all residents.
- 51. It is intended that the above work will provide a gateway for enforcement officers to establish a regular and supportive presence on site, by promoting awareness of the new Licence Agreement and its conditions through drop-ins/education sessions around issues such as: waste management, fly-tipping, Scrap Metal Dealing and dogs. This work will also ensure that residents are aware of the penalties for non-compliance.

Hate Crime

- York Travellers Trust is a member of the multi-agency York
 Hate Crime Partnership and a Third-Party Reporting Centre.
 The group will work with YTT to identify and address any
 specific needs in relation to the Gypsy Traveller community.
- 52. York Travellers Trust are members of the multi-agency Hate Crime Partnership to ensure that the needs of the GT community are considered within action plan priorities.
- 53. The CEO of YTT will be a guest speaker at the York & North Yorkshire Hate Crime Conference which will take place in York on the 15th October 2025 as part of Hate Crime Awareness Week. The presentation is entitled 'Ok to hate? Gypsy and Traveller Perspectives on Hate Crime'.
- 54. The Hate Crime Partnership is currently reviewing its operating model for Third Party Hate Crime Reporting, in recognition of the fact that some people do not feel comfortable reporting directly to the police. This is the case with many members of the GT community.

Domestic Abuse, Violence Against Women & Girls (VAWG) and Misogyny

- To ensure coordination of work to address issues such as misogyny across the Domestic Abuse and Violence Against Women and Girls work-streams.
- 55. The Community Safety Partnership works with partners in Public Health, North Yorkshire Police and Deputy Mayor's office to

- ensure that the needs of the GT community are considered as part of strategic and operational delivery of these work streams.
- 56. We are particularly keen to engage with young people from the GT community in work across York to improve understanding and development of healthy relationships and attitudes towards women and girls.

Communities and Equalities

57. There were three identified priority actions identified in last year's report associated with community work and equalities and human rights outcomes.

Anti-racism

- Ensuring that the Anti-Racism Work being undertaken in the Council and in partnership across the city has a specific focus on racism toward Gypsy and Traveller Communities.
- 58. We have continued to ensure that the Anti-Racism Work being undertaken in the Council, and in partnership across the city, has a specific focus on racism toward Gypsy and Traveller Communities. The Director of Housing and Communities sits on the Inclusive Equal Rights UK (IERUK) Stategic Group and Assistant Director sits on the Implementation Sub-Group.

Human Rights

- Making sure that the specific culture and way of life of these groups is considered when making changes to policies or services that may impact on their human rights.
- Recognising this when developing the new Human Rights and Equalities Analysis Tool.
- 59. City of York Council has worked alongside the Centre for Applied Human Rights (CAHR) at the University of York to develop an improved version of the current Equalities Impact Assessment (EqIA), which will be known as a Human Rights and Equalities Analysis (HREA) Tool. This will be rolled out across CYC to be completed whenever an EqIA would currently be used and will be

supported by newly recruited volunteer Equalities and Human Rights Champions, trained by CAHR.

Mapping

- Working with York Travellers Trust begin a mapping exercise to better understand where our Gypsy, Roma and Traveller communities are in York.
- 60. There was an action in the previous plan to work with York Travellers Trust begin a mapping exercise to better understand where our Gypsy, Roma and Traveller communities are in York. We have a particular lack of data on Roma communities. Due to a significant lack of resource in the appropriate team this has been delayed.
- 61. A new role Head of Equity, Diversity and Inclusion took up post in March 2025 and will work with the Cultural and Integration Partnership Manager to escalate this piece of work.
- 62. Work has taken place with the Roma community in York to try and build a relationship ahead of this mapping exercise. The Cultural and Integration Partnership Manager has worked closely with Cancer Alliance to arrange interviews with the Roma Community around cancer and cancer screening awareness.
- 63. At the 'Our City' integration festival in July there will be a Romani language taster session and Roma performers.

Consultation Analysis

- 64. Relevant Executive Members, along with senior officers, have met regularly with York Travellers Trust via the working group to develop and deliver this action plan.
- 65. A priority action carried forward within the plan is to work alongside YTT to begin a mapping exercise to better understand where our Gypsy and Traveller communities are in York (incorporating Roma communities).

66. This will enable us to undertake future consultation on this rolling action plan more widely than is currently possible.

Options Analysis and Evidential Basis

- 67. The two options Executive Members could consider in respect of this report are below:
 - a. to accept the recommendations at paragraph 11; or
 - b. to choose not to implement the recommendations.

Organisational Impact and Implications

Financial

68. The action plan can be delivered within existing resources. A Capital Resource Allocation Model (CRAM) bid for £5.25m has been approved to cover the investment required at the current sites and provide additional accommodation. Monitoring of this budget will be through the capital monitoring reports and asset management board.

Human Resources (HR)

69. An additional post has been created (with resource included in the 24/25 budget) to lead Equalities, Diversity, and Inclusion in the Council, including work to support the Gypsy and Traveller Communities and the post holder started in March 2025. This allows for a renewed focus on training, inclusive practice and language will positively impact staff as well as residents. Other actions detailed in the action plan will be delivered by existing teams.

Legal

70. Article 7.2.1 of the City of York Council Constitution requires that all decisions taken on and behalf of the Council will made respect for human rights and equality of opportunity, and this includes those from Gypsy and Traveller and Roma communities.

Procurement

71. There are no direct procurement impacts contained in this report. However, protected characteristics can be focused upon when considering social value in procurement and the new Human Rights and Equalities Analysis Tool (currently under development) will be used prior to starting a procurement exercise.

Health and Wellbeing

72. The United Kingdom is a signatory to the International Covenant on Economic, Social and Cultural Rights. This means the United Kingdom is bound, in international law, to protect the right to health. A Council Plan core commitment is Health and Wellbeing. This means reducing health inequalities, taking a Health in All Policies approach, with good education, jobs, travel, housing, better access to health and social care services and environmental sustainability.

Environment and Climate action

73. In a resolution of 8 October 2021, the United Nations Human Rights Council recognised that access to a healthy and sustainable environment is a universal right. Although nonbinding, this resolution could be a first step towards filling a significant gap in international law. The Council should ensure that the financial burden of climate action is not carried by those groups who can least afford it, and this will include some members of Gypsy, Traveller, and Roma communities. It will also be important to balance changes to more sustainable ways of working (transport etc), with the preservation of a distinct culture and way of life.

Affordability

74. Article 25 of the Universal Declaration of Human Rights states 'Everyone has the right to a standard of living adequate for the health and well-being of themselves and of their family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control'.

75. Implementing this action plan will allow Council to ensure that this core commitment within the Council Plan is met for Gypsy, Traveller, and Roma communities, so that everyone who lives in York benefits from the success of the city. This also ensures targets support to those who need it most and supports Gypsy, Traveller, and Roma communities to build on their own strengths and draw on those of the people around them.

Equalities and Human Rights

- 76. 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).
- 77. The Race Relations Act (1976, amended 2000) and the Equalities Act (2010) legally recognise Gypsies and Travellers as ethnic groups and thus protected from discrimination. The attached action plan seeks to address the significant inequalities Gypsy and Traveller communities in York face. However, this is not a standalone strategy.
- 78. The intention is that Gypsy and Traveller communities will be considered in every policy, strategy and service change and Equalities Impact Assessments (to become Human Rights and Equalities Analysis) will take place where appropriate.

Data Protection and Privacy

79. The data protection impact assessment screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a Data Protection Impact Assessment (DPIA) at this stage. However, this will be reviewed following the approved

recommendations and options from this report and a DPIA completed if required.

Communications

80. Delivery of the Gypsy and Traveller action plan, and different aspects within it requires sensitive communications handling. As a key community in the city, it is critical Gypsy and Travellers are engaged in the steps being taken and feel supported throughout. The communications service will draw on relevant expertise across the council to ensure any communications are positively received, including correcting inaccurate information if required.

Economy

81. There are no direct economic impacts contained in this report. However, Article 23 of the Universal Declaration of Human Rights states 'Everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment.' By working both internally and externally to reduce inequalities for these communities, City of York Council may increase opportunities for those who wish to access employment or volunteering.

Risks and Mitigations

- 82. Should the actions in this report and action plan not be delivered, the Council would risk not fulfilling its responsibilities under the Equality Act 2010.
- 83. A failure to move forward with clear actions to improve outcomes for Gypsy and Traveller communities would significantly impact the Council's ability to deliver on its key commitment to Human Rights and Equalities and allow barriers currently impacting these communities to continue unchallenged.

Wards Impacted

84 All

Contact details

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Background papers

'Gypsy and Traveller Action Plan', Executive, 9 May 2024, <u>Agenda for Executive on Thursday, 9 May 2024, 5.30 pm</u> (item 128)

'The York Gypsy, Roma, and Traveller Strategy 2013- 2018' https://www.york.gov.uk/downloads/file/2601/gypsy-roma-and-traveller-strategy-2013-18

'Delivering Additional Gypsy and Traveller Accommodation and improving Facilities,' Executive, 14 March 2024, Executive, 14 March 2024 (item 8).

Annexes

Annex A - Gypsy and Traveller Action Plan 2025/26

Abbreviations

CAHR - Centre for Applied Human Rights

CRAM - Capital Resource Allocation Model

CYC - City of York Council

DPIA - Data Protection Impact Assessment

EHE - Elective Home Education

EqIA – Equalities Impact Assessment

G&T – Gypsy and Traveller (Communities)

HR - Human Resources

HREA – Human Rights and Equalities Analysis

IERUK - Inclusive Equal Rights UK

YSAB - York Schools and Academies Board

YTT - York Travellers Trust