

Meeting:	Executive
Meeting date:	14 March 2024
Report of:	Corporate Director of Place
Portfolio of: Executive Member for Housing, Planning an Safer Communities	

Delivering additional Gypsy and Traveller Accommodation and improving existing facilities

Subject of Report

- 1. The council own and manage 61 Gypsy and Traveller pitches across three sites. These are at Water Lane in Clifton, Outgang Lane in Osbaldwick, and James Street in Layerthorpe. The evidence base for the emerging Local Plan identifies the need for additional pitches to meet an identified need. These will be provided through a combination of new pitch provision on both strategic housing sites and direct delivery by the council. As well as providing new pitches, there is a need to invest in existing pitches and sites to improve the quality of accommodation and facilities for residents. This report identifies how the additional pitches will be delivered by the council alongside improvements to existing facilities. This programme of works will be forward funded with a full business case to be developed and brought before Executive this year. It is estimated the cost of the additional pitch provision and improvements will be around £5.25m.
- The council previously adopted a Gypsy, Roma and Traveller Strategy which ran from 2013 – 2018 (see **background papers**). This Strategy was not refreshed after 2018 and instead a working group of officers and partners has been established and this

information is referenced on the Council's website¹ and in the October 2023 response to the Local Plan Planning Inspectors².

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. This report seeks to build on the policies of the emerging Local Plan, providing a plan for how the council will both deliver new pitches alongside supporting developers of the strategic sites to provide additional accommodation. This will require forward funding from the council, with grant funding and S106 contributions being utilised where appropriate to reduce the long term capital investment costs.
- 4. In addition to the new pitches, the council has a duty to ensure that existing accommodation and associated facilities are safe and good quality, given residents the best opportunity to thrive. This will require significant investment following completion of stock condition surveys and engagement with existing residents. A new role has been created to lead on this work, accelerating our ability to understand priorities and to develop a business case for investment.
- 5. 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 good 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

6. In respect of housing provision, the Council Plan 2023-27 seeks to increase the supply of travellers' homes. This is being delivered through the emerging Local Plan which seeks to provide an

¹ <u>https://www.york.gov.uk/TravellerStrategy</u>

² See Local Plan Examination Library, document EXCYC127a-gi; <u>https://www.york.gov.uk/planning-policy/local-plan-examination-library-city-york-council-documents-2023-onwards</u>

additional 38 Gypsy and Traveller pitches over the plan period on various sites within York, both council owned and on strategic housing sites. Evidence, prepared to support the Local Plan and its spatial strategy, forecasts when development is likely to happen to demonstrate that recognised needs can be met throughout the timeframe of the plan.

- The new Council Plan, which was adopted in September 2023, 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'.
- 8. 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.'
- 9. 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.'
- 10. As Gypsy and Traveller communities are groups which face some of the most considerable health inequalities, the health needs assessment and subsequent planned work will seek to address this.
- 11. Spatial locations to provide this need must be in accordance with the PPTS and National Planning Policy Framework. Consequently, the spatial strategy for the Local Plan sets out where/when the requisite requirements will be delivered. Policies H5 'Gypsies and Travellers' and H6 'Travelling Showpeople' set out more specifically where further provision will be supported. Within Policy H5, further pitch provision is supported by expanding existing sites at Water Lane (Clifton) and Outgang Land (Osbaldwick) and new sites will be delivered within strategic allocations. Further, the policy offers site selection criteria for determining the suitability of any further windfall sites that may come forward over the plan period.
- 12. In December 2023 the planning definition of 'gypsies and travellers' was revised in Annex 1 of government's Planning Policy for

Traveller Sites (PPTS) to mean: "Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such." The implications of this change have been assessed as part of the Local Plan's examination and found to have no material impact on the number of new pitches that the Plan provides for.

Financial Strategy Implications

- 13. In respect of council owned sites and pitches, this report presents an approach of significant investment over the next few years. This investment will include creating additional pitches on council owned sites as well as improving existing accommodation through such things as improved pedestrian access, external lighting, improvements to the utility blocks, and hard and soft landscaping works in the site. This will initially be funded by the council with some of this investment being repaid over the coming years through S106 contributions and, if available, grant funding. This is further explored in the 'Accommodation Needs' section of this report below.
- The report identifies anticipated expenditure and funding requirements of £5.25m over this period which will require council borrowing. Of this sum potentially £1.95m will come from future s106 contributions. This would leave £3.3m long term borrowing requirement to the Council.
- 15. Decisions to fund the investment outlined above will need to be considered alongside other council pressures and priorities but ultimately resources can be reallocated from other spending areas or through additional borrowing with additional revenue budget provided to cover the borrowing costs. The report at this time provides indicative costings but will be subject to a full business case with updated programme. Any decision for new borrowing will require Full Council Approval.

Recommendation and Reasons

- 16. Executive is asked to:
 - Approve the approach to forward fund the delivery of additional Gypsy and Traveller pitches to meet the need identified in the Local Plan alongside improving existing provision. In doing so, formally acknowledging an investment estimated to be £5.25m will be needed and officers instructed to produce a detailed business case which will be brought before Executive for consideration later in the year.
 - II. In addition to approving the physical investments in pitches (recommendation I), note that a separate report will be brought to executive to refresh the Council's commitment to addressing the inequalities of all kinds that are faced by the gypsy and traveller community. This separate piece of work will set out a wide range of actions that are being developed with the gypsy and traveller community in order to address the issues highlighted in a recently completed Gypsy and Traveller Health Needs Assessment and those that have been identified by the gypsy and traveller community or through the discussions on the subject of this report.
 - III. Note that a recruitment process is underway for a Senior Project Officer Gypsy and Traveller Accommodation. This role will lead on the development of investment plans into both the development of existing pitches and the improvement of existing accommodation and facilities.
 - IV. Note that a stock condition survey has been commissioned to be completed in spring and the outcome of which will inform investment plans alongside resident engagement.
 - V. Note that, subject to further Executive approval post plan adoption, a Supplementary Planning Document will be developed setting out the design principles for pitch delivery to support the Local Plan policies that require additional pitches on both council sites and Strategic Housing Sites.

VI. To establish a workstream to identify and assess alternative sites to support Gypsy and Traveller Accommodation using a benchmarking approach of the proposed Osbaldwick site expansion and the associated health and social outcomes using a suite of site selection criteria (to be agreed by Executive) against any alternative windfall sites across the identified developable area in the Local Plan that may emerge at a later date and reporting of that exercise to Executive prior to the commencement of the expansion of the Osbaldwick site.

<u>Reason:</u> To ensure that the Council's commitment to meeting pitch requirements as set out in the Local Plan is appropriately met. The Local plan identifies that up to 1800 windfall sites for housing are likely to become available during the plan period. Therefore there may be alternative delivery options that may offer long-term advantages to meeting growing Gypsy and Traveller needs. Alternative sites have not been identified during the previous Local Plan site search for Gypsy and Traveller accommodation, but this does not mean they will not exist in the near future.

Background

- 17. The council previously adopted a Gypsy, Roma and Traveller Strategy which ran from 2013 – 2018 (see background papers). The Strategy was developed to help support residents from these minority ethnic communities. This Strategy was not refreshed after 2018 and instead a working group of officers and partners has been established and this information is referenced on the Council's website and in the October response to the Planning.
- 18. In 2021, a Gypsy and Traveller Working Group was established in partnership with York Travellers Trust ('**YTT**'). The group seeks to address the inequalities that Gypsy and Traveller communities face in a holistic way. The vision is to work towards ensuring that Gypsies and Travellers experience an inclusive, fair, and understanding community in York. This report recommends that a future report is brought back to Executive with the outcomes of this work.

Accommodation Needs

- 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. The license fee for the 61 pitches creates an income of around £300k per year. Around half of this is spent on staffing costs within the housing service, including support workers and supervisors. The other half covers all physical asset costs including repairs and utilities. There is not projected to be any surplus from the income generated this year which can be set aside for capital investments to improve facilities on these sites. This is consistent with the budget position from recent years.
- 21. The draft Local Plan seeks to safeguard and increase the provision of pitches through Policy H5 'Gypsy and Travellers'. The approach taken in the emerging Local Plan is to positively respond to both planning 'definition' and 'non-definition' planning need. This is evidenced in the Gypsy and Traveller Accommodation Assessment (GTAA) (2022), which was prepared in accordance with the Planning Policy for Travellers Sites (2015) definition. Whilst this definition has recently been amended to include those who travel permanently, we have sensitivity checked the raw data and consider that there is no further identified need above the 40 pitches identified in the 2022 GTAA.

 Table 1: Need for additional Gypsy and Traveller Accommodation

 pitches

					2037-38 (year 16)	Number of	Total Number of Pitches including undetermined
Non- definition	11	5	3	2	2	23	26

Definition 9	1	1	0	0	11	12
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- 22. The 'definition' need is for 9 additional pitches by the end of March 2027 and a further 2 pitches by 2038. The emerging local plan responds to this by identifying the delivery of 10 new pitches, 6 at the Clifton site and 4 at Osbaldwick. The additional pitch accounts for a family known to be living in a non approved location. The cost of meeting this need will need to come from a combination of council borrowing and any available grant funding, for example through Homes England Affordable Housing Programme.
- 23. The Local Plan also seeks to meet the need for 23 pitches for Gypsy and Travellers who do not meet the planning 'definition'. These pitches are to be delivered or funded through the development of allocated Strategic Housing Sites in compliance with Local Plan Policy H5: Gypsies and Travellers.
- 24. The latest evidence of gypsy and traveller pitch need states that 13 pitches are required to meet non-definition and undetermined need by March 2027. The Council has secured or is in the process of securing S106 contributions to deliver 13 Gypsy and Traveller pitches. In November 2022, the Planning Inspectors examining the Local Plan requested that the Council provide detail about where it expects these funded pitches to be located in order that they could be satisfied that there is a deliverable strategy for meeting the 5-year need. In response, it was confirmed that there is physical capacity for the site at Osbaldwick to accommodate these additional pitches, recognising that no other site could be identified at that time. Importantly however, this does not preclude the Council from delivering these pitches on alternative sites that may later be identified and found to be appropriate within the policy framework of the Local Plan.
- 25. It is proposed that the development of additional pitches will adhere, where possible, to good practice guidance. To support this a Supplementary Planning Document will be developed which will set out the design principles for pitch delivery to support Local Plan policies. A separate report regarding SPDs will be brought to Executive in due course.

26. Executive are asked to note the intention to forward fund investment in the creation of additional pitches to meet the identified need described above. The table below summarises a potential investment scenario related to the provision of additional pitches. However, it should be noted that these are high level cost estimates and approval of a detailed business case will be sought once plans and costs are further developed.

Works	Estimated cost	When	Funding type
10 'definition' additional pitches	£1.5m	Complete March 2027	Borrowing and grant funding
13 'non-definition' additional pitches	£1.95m	12 pitches by March 2027 at a cost of £1.8m, 1 pitch in following 5 years at a cost of £150k	Borrowing until S106 payments are received

Table 2: new Gypsy and Traveller pitch provision to be delivered by the council including estimated costs, funding type and timescales

27. Within Section 106 agreements of existing planning permissions there are £1.35m of commuted sums secured in order to provide additional Gypsy and Traveller accommodation pitches. There are also draft \$106 agreements linked to two additional planning applications expected to generate future \$106 commuted sums of £600k. The table below identifies when \$106 commuted sums are expected to be received based on the Local Plan projected build out of strategic housing sites and taking account of how the commuted sum payments are linked to housing completion numbers.

	Before	2027 -	2032-	Post
	2027	2032	2037	2038
Commuted sums within S106 agreements	£0	£600k	£450k	£300k
Commuted sums within draft S106 agreements	£600k	£0	£0	£0
Total	£600k	£600k	£450k	£300k

 Table 3: Summary of when S106 commuted sums to deliver additional

 Gypsy and Traveller pitches are expected to be received by the council

- 28. Alongside a commitment to deliver additional pitches, it is known that the three council owned sites are in need of significant investment in order to improve the quality of accommodation and communal facilities on site. Work is underway to understand the condition of existing pitches through a comprehensive stock condition survey which has been commissioned and will take place this spring. This survey will consider mechanical, electrical and structural condition, alongside the energy efficiency of the service buildings on each of the three sites. This data will be considered alongside the views of the residents of the sites to help identify areas for priority investment. This could be improvements to pedestrian access, street lighting, improvements to hard and soft landscape areas, or facilities for children. Whilst the business case is required to be developed following the receipt of the stock condition information, it is reasonable at this stage to assume that an investment budget of around £30k per plot will be needed to both upgrade existing pitches and the overall quality of the sites, including consideration of access arrangements. This would equate to a total improvement expenditure of around £1.8m. Including the front funded investment for additional pitches, this equates to a broad investment envelope of around £5.25m. £1.95m of this investment will be repaid through S106 agreement. In addition, grant funding opportunities will be explored to reduce the council budget ask further.
- 29. The Local Plan identifies that the sites at Clifton and Osbaldwick are suitable for expansion to meet need. This report also confirms a plan to develop a business case to invest in existing facilities and pitches to improve the quality of the accommodation and site environment at these locations. This will ensure that the existing

and new residents will have access to safe and healthy accommodation. Alongside developing the business case for investment in existing pitches and sites, we will explore any opportunities which are available for delivering additional pitches on alternative sites.

- 30. The Local plan identifies that up to 1800 windfall sites for housing are likely to become available during the plan period. Therefore there may be alternative delivery options that may offer long-term advantages to meeting growing Gypsy and Traveller needs. Alternative sites have not been identified during the previous Local Plan site search for Gypsy and Traveller accommodation, but this does not mean they will not exist in the near future. Therefore, a workstream will be established to identify and assess alternative sites to support Gypsy and Traveller Accommodation and referred to in recommendation VII.
- 31. The Local Plan also presents opportunities for better integration of the Osbaldwick site into services and facilities including the provision of improved accessibility. The Strategic Site identified as ST7 is around 100m north of the Gypsy and Traveller site. Work is on-going with the developer of this site around early delivery of an access road which could provide improved pedestrian, cycle and vehicular access to the site alongside creating access to new public open space. This approach could bring numerous benefits to the existing residents of the Osbaldwick site, integrating it into a positive new and connected neighbourhood.
- 32. To lead on the delivery of additional pitches and the development of investment plans for existing sites, a recruitment campaign is underway for the appointment of a Gypsy and Traveller Accommodation Officer. This role will lead on analysing the stock condition survey information, working alongside the existing communities around priorities, developing an investment plan, bringing forward plans for additional Gypsy and Traveller pitches on council land, and supporting the developers of the Local Plan strategic sites to meet their obligations with regards to the provision of additional pitches. This role will sit within the housing asset team but will work across multiple teams to deliver on these ambitions.

Consultation Analysis

33. The approach set out in the Local Plan has been tested through the ongoing examination of the Local Plan and most recently consulted on in the Main Modifications Consultation held in early 2023. Following additional information submitted to the Inspectors regarding the approach, a further public hearing session to discuss the policy approach is scheduled for 6th March 2024.

Options Analysis and Evidential Basis

- 34. 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 condition survey and liaison with existing residents around priorities. A business case will be brought forward seeking a budget for investment later this year. This could include options to deliver pitches on alternative sites if a suitable site can be identified.
- 35. A failure to demonstrate a plan for both providing additional pitches and improving existing could render the current Local Plan to be considered unsound.

Organisational Impact and Implications

Financial

- 36. The in-principal recommendation of agreeing additional investment in Traveller pitches has the following financial implications
 - a. For the additional pitches that are council responsibility there will need to be additional budget approved by Full Council. The pitches can be funded from reallocating currently approved

budgets or from additional borrowing. This will need to be included within future financial strategy reports. Any new borrowing will need Full Council Approval

- b. 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. Any borrowing requirements will need Full Council approval.
- 37. Assuming investment of £5.25m should this ultimately be funded from new borrowing would lead to in additional borrowing costs of c£470k. This would reduce to c£300k once the s106 funding was received. The costs would need to be factored into future budget strategies once final costs and profile of investment is determined.

Human Resources (HR)

38. The role of Senior Project Officer Gypsy and Traveller Accommodation that will lead on the delivery of additional pitches and the development of investment plans for existing sites has been established and will be recruited to as per Council's establishment and recruitment policies. There are no other HR implications contained within this report noting that the work arising from the recommendations are to be accommodated within existing resource provision.

Legal

Local Plan

- 39. The procedures which the Council is required to follow when producing a Local Plan derive from the Planning and Compulsory Purchase Act 2004 (as amended) and the Town and Country Planning (Local Development) (England) Regulations 2012.
- 40. The Council also has a legal duty to comply with the Statement of Community Involvement in preparing the Plan. (S19(3) 2004 Act).
- 41. In addition, the Council also has a legal "Duty to Co-operate" in preparing the Plan. (S33A 2004 Act).

- 42. The Secretary of State for Communities and Local Government wrote to the Council on 16th November 2017 emphasising the importance of up-to date local plans and expressing concern at the lack of progress City of York had made up to that point. Since then, the Council has been in dialogue with the Secretary of State who continues to monitor progress on the Local Plan closely.
- 43. There remains a substantial risk of direct interventions by Government into the City's Local Plan making with the consequential inability to steer, promote or restrict development across its administrative area in accordance with its Local Development Scheme.
- 44. The Examining Inspectors have raised a specific concern that the Council's approach to collecting financial contributions from developers to fund Gypsy and Traveller pitches in lieu of on-site provision may be unsound without evidence of how the financial contributions will be used to secure the delivery of pitches.
- 45. It is noted that this report identifies potential solutions for the challenges with the delivery of further pitches at the Osbaldwick site but that the solutions will need to be delivered more quickly than funding from financial contributions from the developers of strategic allocations will be available. This is a strategic risk to the Council's approach in policy H5 of the Local Plan as the approach is predicated on satisfactory provision at the Osbaldwick site.
- 46. The proposal to fund, or to identify alternative appropriately timed funding, for the delivery of the necessary infrastructure solutions at the Osbaldwick site and recoup the monies through future financial contributions may assist in addressing the Examining Inspectors' concerns.

Equalities and Human Rights

47. The Council needs to take into account the 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).

- 48. The Council has considered its public sector equality duty in relation to policy H5 in the Local Plan and the funding proposals set out in this report. The purpose of the policy and the funding proposals to support it is to safeguard and increase the provision of pitches for the Gypsy and Traveller community within York.
- 49. An addendum to update the original equalities impact assessment (EIA) of the Local Plan has been undertaken and is attached at Annex A. The EIA has identified that the Local Plan is likely to have a positive effect on social considerations through the continued positive support and provision of housing delivery. SPD's identified in the report will be subject to their own EIA, undertaken as part of their individual preparation.

Procurement

50. Any proposed works or services will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015. All tenders will need to be conducted in an open, fair, and transparent way to capture the key principles of procurement. Further advice regarding the procurement routes, strategies and markets must be sought from the Commercial Procurement team.

Health and Wellbeing

51. Our Gypsy and Traveller community in York face a number of health inequalities and poorer health outcomes, as demonstrated in the Gypsy and Traveller Health Needs Assessment 2023. The adequate provision of pitches to meet the housing and accommodation needs of the community, as well investment in the physical quality of existing pitches, will contribute to the narrowing of these health gaps. This report also points to future work to be developed with the Gypsy and Traveller community for tackling wider health and social inequalities beyond accommodation, and City of York Council commitment to this agenda will have positive health and wellbeing implications.

Environment and Climate action

- 52. Completion of the stock condition survey will assist the identification of potential energy efficiency improvements to the communal service blocks and pitches. Energy efficiency support is provided to Gypsy and Traveller pitches through the Local Energy Advice Demonstrator and all residents will have access to the Retrofit One-Stop-Shop for York, once established. Energy efficiency improvements to the communal service blocks has the potential to reduce operational costs, while improvements to pitches and caravans can reduce energy costs for the gypsy and traveller community, who experience some of the highest levels of fuel poverty nationally.
- 53. Improvements 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

54. The recommendations in this report support and address accommodation, availability and needs.

Data Protection and Privacy

55. As there is no new personal data, special categories of personal data or criminal offence data being processed for this report, there is no requirement to complete a DPIA. This is evidenced by completion of DPIA screening questions - reference AD-03992 (Annex B).

Communications

56. Communications Service support will be required in the likely event of media and community interest in the matter, both proactively and reactively.

Economy

57. There are no direct economy implications relating to the recommendations of this report.

Risks and Mitigations

58. The costs identified are based on estimates of likely investment need of both maintenance requirements 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 exercises. These estimates therefore will need to be regularly updated before final financial decisions are brought to Executive and Full Council.

Wards Impacted All

Contact details

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

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Date:	01/03/2024

Background papers

The York Gypsy, Roma and Traveller Strategy 2013- 2018 <u>York Gypsy</u> <u>Roma and Traveller Strategy 2013-18 CMT 23.05.13</u> Gypsy and Traveller Accommodation Assessment (2022) [Local Plan Examination Library document ref EXCYC88] https://www.york.gov.uk/downloads/file/8191/ex-cyc-88-gypsy-andtraveller-accommodation-assessment

Annexes

Annex A – Equalities Impact AssessmentAnnex B - Data Protection Impact Assessment Screening

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:		Place Directorate			
Service Area:	Н	Housing			
Name of the p		Delivering additional Gypsy and Traveller Accommodation and improving existing facilities			
Lead officer:		Alison Cooke Head of Strategic Planning Policy			
Date assessment completed:		01 March 2024			
Names of thos	se who contributed to the assessm	ent:			
Name	Job title	Organisation	Area of expertise		
Michael Jones	Head of Housing Delivery and Asset Man	agement CYC	Housing Delivery and Asset Management		
Cathryn Moore	Legal Business Partner (Corporate) & De Monitoring Officer	puty CYC	Legal Matters		

1

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	The purpose of the proposal is to seek agreement to an investment package for Gypsy and Traveller accommodation. As well as providing new pitches, there is a need to invest in existing pitches and sites to improve the quality of accommodation and facilities for residents. This report identifies how the additional pitches will be delivered by the council alongside improvements to existing facilities. It is proposed this programme of works will be forward funded with a full business case to be developed and brought before Executive in 2024. It is estimated the cost of the additional pitch provision and improvements will be around £5.25m.
1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	The Equalities Act 2010 provides a legal framework to protect the rights of individuals and advance equality of opportunity for all. It provides a discrimination law which protects individuals from unfair treatment and promotes a fair and more equal society. Under the Act, the Gypsy, Roma and Traveller community are specifically protected under the protected characteristics for 'Race'.
	Planning policy requirements regarding the spatial delivery of Gypsy, Roma and Traveller provision, must be evidenced based and in accordance with Planning Policy for Travellers (2023) and the National Planning Policy Framework (2023).

1.3	Who are the stakeholders and what are their interests?				
	 Local Communities and Families: The census identifies that there are around 370 York residents who identify as being from the Gypsy and Traveller community. We also have residents living on 61 pitches across three local authority sites. Voluntary and community Sector: The York Travellers Trust is a registered charity that work with gypsy and traveller community with York and surrounding areas. They seek to amplify the voices of and advocate for the community at a local and national level. City of York Council: The local authority is key stakeholder on the delivery of outcomes and engagement with the GRT community. The Council has made commitments through the Council Plan to deliver on our equalities duty, suitable housing provision for all and reducing health inequalities for its residents, all of which are relevant to the GRT community. Health Partners: The Health Needs Assessment for Gypsies and Travellers recognises the challenge with existing accommodation and the positive benefits appropriate accommodation could have on health. 				
1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.				
	The overall aim of the proposal is to outline measures and agree financial investment to deliver new and improvements to existing Gypsy and Traveller accommodation in the authority.				
	 The new Council Plan, which was adopted in September 2023, contains four core commitments to enable it to deliver the vision for the next four years. Specifically relevant to this proposal are: <u>'Equalities and Human Rights - Equality of Opportunity</u>: '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.' <u>'Tackling the cost-of-living crisis'</u>: 'We will find new ways so everyone who lives here benefits from the success of the city, targeting our support at those who need it most, supporting communities to build on their own strengths and those of the people around them'. 				

• <u>Health and Wellbeing:</u> '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.'
The Council Plan 2023-27 seeks to review options for and increase the supply of travellers' homes. This is being delivered through the emerging Local Plan which seeks to provide an additional 38 Gypsy and Traveller pitches over the plan period on various sites within York, both council owned and on strategic housing sites. Evidence, prepared to support the Local Plan and its spatial strategy, forecasts when development is likely to happen to demonstrate that recognised needs can be met throughout the timeframe of the plan.
Alongside a commitment to deliver additional pitches, it is known that the three council owned sites are in need of significant investment in order to improve the quality of accommodation and communal facilities on site. The principle to fund this investment following a stock condition survey is set out in the proposal and is subject to a subsequent business case to allow priorities for investment, based upon this evidence, to be agreed.

Step 2 – Gathering the information and feedback

2.1What sources of data, evidence and consultation feedback do we have to help us understand the
impact of the proposal on equality rights and human rights? Please consider a range of sources,
including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports,
the views of equality groups, as well your own experience of working in this area etc.Source of data/supporting evidenceReason for usingGypsy & Traveller Health Needs Assessment: A
Rapid Assessment of the Health Needs of York's
Gypsy and Traveller Population (2024)Produced by the City of York Public Health needs of Gypsies and Travellers and includes
some local quantitative research undertaken in 2022 and 2023. It also talks about some

	limitations, including gaps in the data set. Presentations of key findings will accompany in due course.
Gypsy and Traveller Accommodation Assessment (2022) [EXCYC88]	Provides the evidence for future pitch requirements and how this can be accommodated.
York's Local Plan (2018) draft, as proposed to be modified. Phase 3 Hearing Statement for Matter 9: Gypsy and Travellers (2022) EXCYC121a Gypsy and Traveller Pitch Provision trajectory (2022) Local Plan Main Modifications Schedule (2023) Phase 5 Hearing Statement for gypsy and traveller policy session (February 2024)	Provides the planning policy to support the spatial location of new pitches required or received via windfalls. This is currently under independent Examination by the Secretary of State. A hearing specifically to discuss GRT policy matters was held in 2022; a further hearing session is scheduled for 6 March 2024. For both sessions hearing statements have been submitted evidencing the supported approach and further information has been submitted directly by request.
EIA to the Local Plan Main Modifications (Jan 2023)	The implications of the Local Plan Modifications were subject to an EIA- Appendix 1.

Step 3 – Gaps in data and knowledge

Annex A

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.				
Gaps ir	n data or knowledge	Action to deal with this			
	condition of existing traveller accommodation at Council tes – Water Lane (Clifton), James Street and Outgang Lane <i>v</i> ick).	A Stock condition survey is underway to understand the current condition of existing traveller accommodation.			
Investme pitches	ent package for existing pitches and the development of new	The stock condition survey will evidence the required investment required and consequently, costing of a range of investment options will be able to follow.			

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.				
Equality and Human	y Groups Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)		

Age	The proposal seeks to provide investment to improve accommodation outcomes for the Gypsy, Roma and Traveller community. The breadth of actions is likely to have positive outcomes for people of all ages.	+	M
Disability	The proposal is inclusive of all GRT residents and seeks to provide investment to improve the accommodation provision for residents. This is likely to have positive outcomes for those identified to have a disability.	+	L
Gender	This proposal is not expected to impact on that characteristic	0	
Gender Reassignment	This proposal is not expected to impact on that characteristic	0	
Marriage and civil partnership	This proposal is not expected to impact on that characteristic	0	
Pregnancy and maternity	The proposal is inclusive of all GRT residents and seeks to provide investment to improve the accommodation provision for residents. This is likely to have positive outcomes for those identified under this characteristic.	+	L
Race	The purpose of the proposal is to specifically address accommodation needs for the GRT community. This should have significant positive outcomes against this characteristic.	+	Н
Religion and belief	The proposal is inclusive of all GRT residents and seeks to improve outcomes for all residents regardless of their religion.	+	L

Sexual orientation	This proposal is not expected to impact on that characteristic	0	
Other Socio- economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	This proposal is not expected to impact on that characteristic	+	L
Low income groups	The proposal is inclusive and will be directed to the GRT community regardless of their income.	+	М
Veterans, Armed Forces Community	This proposal is not expected to impact on that characteristic	0	
Other	This proposal is not expected to impact on that characteristic	0	
Impact on human rights:			
List any human rights impacted.	 The Human Rights Act 1998 sets out the fundamental rights and freedoms that everyone in the UK is entitled to and came into force in the UK in October 2000. Specifically relevant to the GRT community are: Article 14: Protection from discrimination in respect of these rights and freedoms 	+	Μ

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
	no negative adverse impacts identified with the delivery of new and improvements to existing accommodation for the GRT /. This approach should make a positive difference in addressing issues of concern for the community.
and the fur understan delivery of there is ac	In the stock condition survey will identify issues that need addressing at the Council owned gypsy and traveller sites ture accommodation requirements are set out in the GTAA (2022). Consequential to the housing stock survey will be an ding of where investment is required on sites and how this should prioritised. The Local Plan sets the spatial strategy for the this requirement and seeks to demonstrate this in accordance with national policy. To find the best future solution however, knowledgement that existing sites will be benchmarked against any further identified sites to ensure the investment proposals this should ensure the best outcomes regarding the location and quality of accommodation.

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:					
- No r	- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no					
pote	potential for unlawful discrimination or adverse impact and you have taken all opportunities to					
adva	ance equality and foster good relations, subject to continuing monitor and review.					

- **Adjust the proposal** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
No major change to the proposal	The EIA demonstrates that this approach positively supports the delivery of suitable accommodation to meet the needs of the GRT community.

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by	by whom, will be undertaken as a result of the impact assessment.				
Impact/issue	Action to be taken	Person responsible	Timescale		
Review	Impacts of accommodation proposals and actions to be kept under review.	Michael Jones			

8.1 How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?

The Local Plan policies will be monitored in accordance with an agreed monitoring framework and reported through the statutory Annual Monitoring Report.

Step 8 - Monitor, review and improve

Annex A

APPENDIX 1:

City of York Local Plan Equalities Impact Assessment Addendum December 2022

Introduction:

The following two tables provide an update to the EQIA, which was originally produced to support the Publication Draft Local Plan when it was submitted for Examination on 25th May 2018 (CD019 – City of York Local Plan EqiA (Incorporating the Better Decision Making Tool) April 2018'). The updated tables reflect the amendments made to the policies in the Proposed Modifications, following the Local Plan Examination hearing sessions. It does not replace CD019, just provide an update to Tables 1 (Equalities) and Table 2 (Human Rights). This document should be read in conjunction with CD019, rather than replace it.

Analysis of policies

The assessment aims to consider impacts on groups with the following protected characteristics which are identified by the City of York Council Better Decision Making Tool.

Equalities:

- Age;
- Disability;
- Gender;
- Gender reassignment;
- Marriage & Civil Partnership;
- Pregnancy & Maternity;
- Race;
- Religion or belief;
- Sexual Orientation;
- Carer;
- Lowest Income Groups;
- Veteran, Armed Forces community.

Colour coding key to impacts: POSITIVE NEUTRAL NEGATIVE Human Rights:

- Right to Education;
- Right not to be subject to torture, degrading treatment or punishment;
- Right to a fair and public hearing;
- Right to respect for private and family life, home and correspondence;
- Freedom of expression;
- Right not to be subject to discrimination;
- Other rights.

	<u>: Equalities</u> Category	Impact	What are the impacts and	Relevant Local Plan Policy	Relevant Indicators
			how do you know?	Modifications	
4.1	Age	Positive	The Plan will meet housing	H3: Balancing the Housing	Delivery of new homes
			needs and provide a range of	Market	offering comfortable standard
			house types for all ages,		of living meeting specialist
			supported by the latest	H4: Promoting Self and	needs in sustainable locations
			evidence in the Local Housing Needs Assessment	Custom House Building	with access to services
			(LHNA)(2022). It will also improve the safety and	H10: Affordable Housing	
			accessibility of the city's streets and spaces.	D1: Placemaking	
			streets and spaces.	GB2: 'Exception' sites for	
				affordable housing in the	
				Green Belt	
				All SS Policies	
		Positive	The Plan provides for	ED1: University of York	New preschool / school /
			education facilities for all age		Further and Higher education
			groups, and ensures the	ED2: Campus West	places
			universities continue to meet		
			modern requirements.	ED3: Campus East	
			Positive benefits extend to		
			unemployment and lack of	ED5: York St John University	
			skills with communities' access to education close to	Further Expansion	
				HW4: Childcare Provision	
		Positive	where they live The Plan ensures the	EC1: Provision of	Provision of a range of
			provision of adequate land for	Employment Land	employment and retail
			employment uses throughout		opportunities reducing
			the plan period. Provision is	EC2: Loss of Employment	unemployment across all age
			also made for development	Land	groups.

Table 1 : Equalities

EIA 02/2021

Category	Impact	What are the impacts and how do you know?	Relevant Local Plan Policy Modifications	Relevant Indicators
		which supports the rural economy.	EC5: Rural Economy	
		Retail provision is secured and protected to ensure a range of shops and services	R1: Retail Hierarchy and Sequential Approach	
		in sustainable locations.	R2: District and Local Centres and Neighbourhood Parades	
			R3: York City Centre Retail	
	Positive	The plan protects and supports new community facilities in accessible	HW1: Protecting Existing Facilities	Increased rates of access to appropriate new community, leisure and healthcare
		locations served by public transport	HW2: New Community Facilities	facilities throughout the Plan area
			HW3: Built Sports Facilities	% of new community facilities that are within 400m of a bus
			HW5: Healthcare Services	route with a 15 min frequency.
			HW6: Emergency Services HW7: Healthy Places	Loss of community facilities
	Positive	The plan provides a framework to support and	D1: Placemaking	Improved access to green infrastructure and improved
		improve environmental conditions which will	D2: Landscape and Setting	built environment across the city leading to improvement in
		positively impact health and well-being across all ages.	D3: Cultural Provision	health and well being.
			GI1: Green Infrastructure	

	Category	Impact	What are the impacts and how do you know?	Relevant Local Plan Policy Modifications	Relevant Indicators
				GI2: Biodiversity and Access to Nature	Amount of new accessible open space provided in areas of deficiency;
				GI2a: Strensall Common Special Area of Conservations (SAC)	Amount of new accessible open space provided as part of residential development on strategic sites (ha);
				GI3: Green Infrastructure Network	Condition of RAMSAR, SPA, SAC, SSSI and LNR's;
				GI4: Trees and Hedgerows	
				GI5: Protection of Open Space and Playing Fields	Amount of reduction in Annual Mean NO2 and PM10 concentrations.
				GI6: New Open Space Provision	
				ENV1: Air Quality	
4.2	Disability	Positive	The Plan will meet housing needs and provide a range of house types for all ages as	H3: Balancing the Housing Market	Delivery of new homes offering comfortable standard of living meeting
			required by latest evidence (currently the LHNA 2022). It will also improve the safety	H4: Promoting Self and Custom House Building	specialist needs in sustainable locations with access to services.
			and accessibility of the city's streets and spaces.	H10: Affordable Housing	Development meets the highest standards of
				D1: Placemaking	accessibility and inclusion.

	Category	Impact	What are the impacts and how do you know?	Relevant Local Plan Policy Modifications	Relevant Indicators
				GB2: 'Exception' sites for affordable housing in the Green Belt	
		Positive	The Plan supports wider travel choice, helping to improve travel by non-car modes, improving accessibility to employment, services, and facilities.	HW7: Healthy placesT1: Sustainable AccessT2: Strategic Public TransportImprovementsT3: York Railway Station and Associated Operational FacilitiesT4: Strategic Highway Network Capacity ImprovementsT5: Strategic Cycle and Pedestrian Network Links and ImprovementsT6: Development at or Near Public Transport Corridors, Interchanges and FacilitiesHW7: Healthy Places	Developments integrated into and enhancing the sustainable transport network Enhanced and safer walking and cycling access in public spaces, streets and developments
4.3	Gender	No Impact	None deemed likely	N/A	N/A
4.4	Gender reassignment	No Impact	None deemed likely	N/A	N/A

EIA 02/2021

	Category	Impact	What are the impacts and how do you know?	Relevant Local Plan Policy Modifications	Relevant Indicators	
4.5	Marriage & Civil Partnership	No Impact	None deemed likely	N/A	N/A	
4.6	Pregnancy & Maternity	Neutral	None deemed likely	HW5: Healthcare Services	N/A	
4.7	Race	Positive	Meeting gypsy, traveller and travelling showpeople's accommodation needs, supporting the outcomes of the Gyspy and Traveller Accommodation Assessment (2022)	H5: Gypsies and Travellers H6: Travelling Showpeople	Provision of accommodation offering comfortable standard of living in sustainable locations with access to services	
4.8	Religion or belief	No Impact	None deemed likely	N/A	N/A	
4.9	Sexual Orientation	No Impact	None deemed likely	N/A	N/A	
4.10	Carer	No Impact	None deemed likely	N/A	N/A	
4.11	Lowest Income Groups	Positive	The plan will meet housing needs and provide a range of house types. The LHNA 2022 provides relevant evidence for this, including the need for affordable housing.	 H7: Off-campus Student Housing H10: Affordable Housing GB2: 'Exception' sites for affordable housing in the Green Belt 	Delivery of new affordable homes offering comfortable standard of living in sustainable locations with access to services	
4.12	Veteran, Armed Forces community	No Impact	Whilst the Local Plan and supporting evidence considers the potential for redevelopment of the MOD sites following the Defence	N/A	N/A	

EIA 02/2021

Category	Impact	What are the impacts and how do you know?	Relevant Local Plan Policy Modifications	Relevant Indicators
		Infrastructure Review (2016), the closure of sites and any impact on the armed forces community is beyond the remit of the Local Plan.		

Table 1 demonstrates that the proposed Modifications to the Local Plan will have a positive or neutral benefit on the characteristic groups highlighted in the EqIA

	Category	Impact	What are the impacts and how do you know?	Relevant Local Plan Policy Modifications
4.13	Right to education	Positive	Policies related to the universities will help to ensure appropriate expansion of the institutions	ED1: University of York
			ensuring they continue to provide modern educational facilities for the city and wider	ED2: Campus West
			community while protecting the interests of the local communities which can be impacted by	ED3: Campus East
			such development.	ED5: York St John University Further Expansion
4.14	Right not to be subject to torture, degrading treatment or punishment	No Impact	None deemed likely	N/A
4.15	Right to a fair and public hearing	No Impact	None deemed likely	N/A
4.16	Right to respect for private and family life, home and correspondence	Positive	The Plan will meet housing needs and provide a range of house types for all ages, supported by the latest evidence in the Local Housing Needs Assessment (LHNA)(2022) and Gyspy and Traveller Accommodation Assessment (2022).	 H3: Balancing the Housing Market H5: Gypsies and Travellers H6: Travelling Showpeople H10: Affordable Housing
4.17	Freedom of expression	No Impact	None deemed likely	N/A

Table 2: Human Rights

4.18	Right to not be subject to	Positive	Policies meet gypsy, traveller and travelling	H5: Gypsies and
	discrimination		showpeople's accommodation needs,	Travellers
			supporting the outcomes of the Gyspy and	
			Traveller Accommodation Assessment (2022).	H6: Travelling
			Policies address needs of those meeting the	Showpeople
			definition in the Planning Policy for Traveller	
			Sites (2015), and those that do not.	
4.19	Other rights	No Impact	None deemed likely	N/A

Annex B

DPIA Screening Questions

The below screening questions should be used to find out if a DPIA is necessary. If you answer "Yes" to any of the questions below, it is an indication that a DPIA is required so please contact <u>information.governance@york.gov.uk</u> for advice and support on completing a DPIA

Please send your completed form to information.governance@york.gov.uk

Title/R	Reference	AD-03992				
Brief description		Delivering additional Gypsy and Traveller Accommodation, improving				
		existing facilities, and consulting on an Action Plan to reduce				
		inequalities				
	ning complete					
Name		Michael Jones				
Job Ti	itle	Head of Housing Delivery and Asset Management				
Depar	tment	Place				
Email		michael.jones@york.gov.uk				
	w date	27/02/24				
planni perso	ing to or alrea	ns – please answer the below questions for how you are ady do use, personal identifiable information eg cial categories of personal data or criminal offence and	Yes or No			
1	Use systemati	ic and extensive profiling or automated decision-making to ant decisions about people.	No			
2	Process speci	al category data or criminal offence data on a large scale.	No			
3	Systematically monitor a publicly accessible place on a large scale.					
4	Use new technologies, innovative technological or organisational solutions.					
	Use profiling, automated decision-making or special category data to help make decisions on someone's access to a service, opportunity or benefit.					
6	Carry out profiling on a large scale including evaluation or scoring					
7	Process biometric or genetic data.					
8	Combine, compare or match data from multiple sources.					
	Process personal data without providing a privacy notice directly to the individual and/or other processing involving preventing data subjects from exercising a right or using a service or contract.					
	Process personal data in a way which involves tracking individuals' online or offline location or behaviour or other systematic monitoring					
	Process children's personal data for profiling or automated decision- making or for marketing purposes, or offer online services directly to them.					
	Process perso event of a sec	onal data which could result in a risk of physical harm in the curity breach.	No			