



Llywodraeth Cymru  
Welsh Government

# ‘Travelling to a Better Future’

**Gypsy and Traveller Framework  
for Action and Delivery Plan**



# Ministerial Foreword

Wales as a nation has always prided itself as a diverse society with a rich mix of cultures and traditions. Gypsy and Traveller culture and heritage forms a part of this diversity. We place a high value on people living together in strong and cohesive communities, working together not just for economic benefits, but working together to benefit Wales as a diverse country that embraces difference.

Gypsies and Travellers have long been one of the most disenfranchised and marginalised groups in society. The Welsh Government is committed to redressing the inequalities faced by Gypsies and Travellers by improving equality of opportunity for all.

To help us realise this, I am delighted to be able to present ‘Travelling to a Better Future’, the first national Gypsy and Traveller Framework in the UK. The Framework is supported by a delivery plan which outlines in more detail how we will, with our stakeholders, deliver on the commitments in this Framework and outline timescales for implementation.

As Minister with responsibility for Gypsy and Traveller issues in Wales, I am committed to taking forward this agenda, but there is also a role for my Cabinet colleagues who have responsibilities in relation to housing, education and health. This Framework will act as a lever for continuing to mainstream the needs of Gypsies and Travellers in policy development right across Welsh Government departments.

The draft Framework was subject to a 16 week consultation, supported by four regional events for statutory and non statutory stakeholders, on site engagement with Gypsies and Travellers, and a bespoke consultation programme designed for Gypsy and Traveller children and young people. This approach, which had aspects of peer led consultation, interactive events for children and young people, and availability of easy read formats, has enabled the Welsh Government to develop a Framework in partnership with stakeholders and the Gypsy and Traveller community in Wales.

‘Travelling to a Better Future’ builds on the work the Welsh Government has developed so far. The Welsh Government recognises that accommodation issues while integral to addressing equality of opportunity for Gypsies and Travellers cannot be tackled in isolation. ‘Travelling to a Better Future’ focuses on co-ordinating our approach on developing and improving access to services for Gypsies and Travellers. This includes direction setting in relation to health and education, planning and participation in civic society. It also examines how we can tackle stereo typical views of Gypsies and Travellers and reduce tensions between the Gypsy and Traveller community and the settled community. ‘Travelling to a Better Future’ sets out a culturally sensitive and relevant agenda for Gypsies and Travellers and endeavours to make sure that their voices are heard in Wales.

‘Travelling to a Better Future’ highlights both Wales’s unique position and commitment to Gypsies and Travellers and also our continued commitment to equality issues, community cohesion and human rights in Wales.



I would like to take this opportunity to thank everyone from the Gypsy and Traveller community who gave of their time to help in the development of this Framework. I would also like to thank everyone who took the time to participate in the consultation, and those dedicated individuals from the voluntary sector, Traveller Education Services all over Wales, and local authority officers who helped us during the consultation, and who made a valuable contribution to the development of this Framework for Action.

We have already made significant progress, but there is still more to do. I look forward to working with you to bring about a better experience for Gypsies and Travellers in Wales, ensuring that we are all travelling to a better future.

Jane Hutt



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# Glossary

**Gypsy and Traveller** – Person of nomadic lifestyle regardless of their race or origin, the term is used to include all groups of Gypsies and Travellers, including both traditional ethnic groups and New Travellers. For the purposes of this Framework it does not include the Roma community.

**Unauthorised Encampment** – An area of land where Gypsies and Travellers settle for periods of time without planning permission

**Unauthorised Development** – Caravan sites are among the types of development which require planning permission. This term is used where such a development is carried out on land with the agreement of the landowner, but without the appropriate planning permission.

**LHB** – Local Health Board

**LDP** – Local Development Plan

**LPA** – Local Planning Authority

**Fatalistic** – acceptance of the belief that all events in life are predetermined

**Patriarchal** – society/culture whereby males tend to have most power or dominate

**EHRC** – Equality and Human Rights Commission

**TES** – Traveller Education Service

**LEA** – Local Education Authority

**WG** – Welsh Government

**PLASC** – Pupil Level Annual Schools Census

**SEN** – Special Educational Needs

**DHSS** – Department for Health and Social Services

**Caravan** – Mobile living vehicles used by Gypsies and Travellers

**Site** – An area of land laid out and used for Gypsy and Traveller caravans. An authorised site will have planning permission; an unauthorised site will not have planning permission.

**Pitch** – Area of land on a Gypsy and Traveller site normally occupied by one licensee family, sometimes referred to as - a plot.



# Executive Summary

The Welsh Government's guiding principle is that equality and diversity drive what the organisation does; are the foundations of its work and the starting point for its actions. This approach will enable the Welsh Government to deliver on its commitment to ensure that every citizen has the opportunity to contribute to the social and economic life of Wales by promoting equality of opportunity for all.

The aim of 'Travelling to a Better Future' is to realise our commitment to the Gypsy and Traveller community; to ensure equality of opportunity for Gypsies and Travellers in Wales and to think about new ways in which we can enable Gypsy and Traveller communities to access resources not always available to them by ensuring our services are flexible enough to respond to their needs.

Living on the periphery of society has severe implications for Gypsy and Traveller communities in Wales and their ability to access essential services. Some of the issues that need to be addressed in order to ensure that Gypsies and Travellers in Wales no longer feel excluded and vulnerable in Welsh society are:

- social exclusion and racism;
- educational disadvantage;
- cultural and safety issues; and
- social and economic issues.

The development of this Framework represents an opportunity for a new deal for the Gypsy and Traveller community. This is an opportunity to map out a new relationship between Gypsies and Travellers and the settled community and improve the relationships between the Gypsy and Travellers community, local and national government and the settled population. This new deal is about better understanding between communities, who instead of living in agitation at the presence of the other, can live as cohesive communities, accepting differences, but not allowing these differences to define the nature of interaction between groups.

'Travelling to a Better Future' is the first strategic national Gypsy and Traveller policy document developed in the UK. It has been developed in recognition of the need to address the inequalities experienced by the Gypsy and Traveller community and to set the future direction of policy in this area.

This Framework for Action focuses on several key policy areas which affect the way Gypsies and Travellers access services including accommodation, health, education, participation and planning and other barriers facing the Gypsy and Traveller community.

In terms of education and young people, the Welsh Government is committed to combating poverty of aspiration and opportunity which is an issue for the community and in particular for Gypsy and Traveller children and young people. One way we can do this is to ensure delivery of a regular and positive, and culturally relevant educational experience to the whole family which can accommodate the nomadic way of life, help to preserve the traditional values of Gypsies



and Travellers for future generations, but which will also give the community the skills and abilities to ensure for themselves the same rights as everyone else in Welsh society.

The health agenda in this Framework aims to ensure that the health needs of Gypsies and Travellers are addressed through national and local policy by making health care more accessible for the Gypsy and Traveller community and by improving access for continued care. In order to achieve this, the Welsh Government recognises the need for baseline information collection for Gypsies and Travellers. There is also a recognised need for the direct involvement of Gypsies and Travellers to inform and shape policies that affect them and to formulate culturally sensitive practices.

Participation and engagement are something that as citizens, we can take for granted. For many reasons, including fear of reprisal, Gypsies and Travellers have long been a silent voice in Wales. Through capacity training and support, Gypsies and Travellers can be encouraged to express their views at a national and regional level and participate in developing future policy direction. By engaging with Gypsies and Travellers the Welsh Government, local authorities and other public sector agencies will be able to formulate realistic and practical policies which fully include the views and needs of the Gypsy and Traveller community.

In order to address the accommodation issues faced by Gypsies and Travellers, including the level and quality of provision, the Framework pledges to continue with the Welsh Governments' programme of facilitating the refurbishment of existing local authority sites through grant funding. The Refurbishment Grant will continue to improve living conditions on sites, and contribute to an improvement in the quality of life and standard of living for Gypsies and Travellers on local authority sites.

In addition, the Framework recognises the lack of appropriate local authority sites in Wales and will continue to work with local authorities to provide new sites and offer grant funding, support and guidance to facilitate this. The Welsh Government also recognises the role for Planning Authorities in this process and will continue to review the Planning Application process and deliver training to local authorities.

The Welsh Government recognises there is a need for substantial changes in approaches, actions and attitudes towards the Gypsy and Traveller community. The Gypsy and Traveller culture has unique characteristics that are often not properly understood by local government, practitioners or the settled community, and this can lead to a high level of exclusion in society, particularly when attempting to access services. If we are not in a position to deliver on our commitment of fair and equal access to services for our only indigenous ethnic minority community, then we are not in a position to say we are delivering equality of opportunity for other ethnic minority groups in Wales. The responsibility for delivering a fair and just society is not just with government, but is the responsibility of every organisation and individual in Wales. This Framework has been developed from the perspective that Gypsies and Travellers are part of the solution and not the problem. This is a Framework not just for policy developers and local authorities, but it is also for the Gypsy and Traveller community in Wales.



# Chapter 1

## Vision

**The Gypsy and Traveller community in Wales is no longer marginalised and compelled to live on the fringes of society. The Welsh Government will develop a Framework for a constructive and positive relationship between Gypsies and Travellers and settled communities in Wales, and ensure the needs of Gypsies and Travellers are considered in the delivery of mainstream services.**

### Introduction

The Welsh Government’s guiding principle is that equality and diversity drive what the organisation does; are the foundations of its work and the starting point for its actions. This approach will enable the Welsh Government to deliver on its commitment to ensure that every citizen has the opportunity to contribute to the social and economic life of Wales by promoting equality of opportunity for all, whatever their race, language, religion or other belief, disability, age, gender and sexual orientation.

The need to consider the way in which public policy addresses the needs of Gypsies and Travellers has been recognised by the Welsh Government and forms one of the commitments in this Government’s Manifesto.

As one of the most marginalised groups in our society, Gypsies and Travellers have suffered from a lack of financial and cultural investment. Living on the periphery of society has severe implications for Gypsies and Travellers in Wales and their ability to access essential services. The relationship between the Gypsy and Traveller community, government and the settled population has often been marred by conflict and hostility. Negative perceptions of the Gypsy and Traveller community have influenced attitudes towards the community and have been used to justify inappropriate, culturally insensitive and on occasion discriminatory responses to the needs of the community.

Some of the issues that need to be addressed in order to ensure that Gypsies and Travellers in Wales no longer feel excluded and vulnerable in Welsh society are:

- social exclusion and racism;
- educational disadvantage;
- cultural and safety issues; and
- social and economic issues.

The aim of this Framework is to realise our commitment to the Gypsy and Traveller community, to ensure equality of opportunity for Gypsies and Travellers in Wales; to think about new ways in which we can enable Gypsy and Traveller communities to access resources traditionally not always available to them either due to their ethnicity, nomadic way of life, societal prejudices or





institutional lethargy, by ensuring our services are flexible enough to respond to the needs of Gypsies and Travellers. The Welsh Government is committed to combating poverty of aspiration and opportunity which is an issue for the community and in particular for Gypsy and Traveller children and young people. One way we can do this is to ensure delivery of a regular and positive educational experience to the whole family which can accommodate the nomadic way of life and help to preserve the traditional values of Gypsies and Travellers for future generations, but which will also give them the skills and abilities to ensure for themselves the same rights as everyone else in Welsh society. This Framework for Action should be seen as an enabling tool that can help all organisations and agencies and Gypsy and Traveller communities to set the direction for the future and to build on existing experiences and lessons learned.

The Welsh Government has already begun to deliver on this commitment by developing a policy framework that will enable the community to access services. Our objective is to ensure that the needs of Gypsies and Travellers are assessed, planned and implemented in a more strategic way. We are committed to ensuring an approach towards the delivery of services and support for Gypsies and Travellers in Wales, which delivers fairer outcomes. That is, an approach which recognises cultural difference and the issues which have often led to the social exclusion of this group, an approach which recognises the tensions which often exists between Gypsies and Travellers and the settled community, an approach which attempts to address these by the promotion of inclusive service responses.

## A Vision for the Future – A New Deal

The development of this Framework represents an opportunity for a new deal for the Gypsy and Traveller community. This is an opportunity to sketch out a new relationship between Gypsies and Travellers and the settled community. For too long the relationship between the two has been antagonistic, based on suspicion, confrontation and a lack of understanding from both perspectives. This new deal is about better understanding between the two communities, who instead of living in agitation at the presence of the other, can live as cohesive communities, accepting differences, but not allowing these differences to define the nature of interaction between the two.

‘Travelling to a Better Future’ is part of the strategic approach the Welsh Government is taking to realise its broader vision of a prosperous future for Wales, that is free from racism and discrimination, where everyone is enabled to fulfil their potential, to have fair and equal access to services and participate fully in the political and civil life of the country.

This Framework has been developed against the backdrop of an economic recession and an expectation that public services will have to be delivered in a more streamlined and cost efficient way. The Welsh Government will be delivering on its commitments in this Framework to Gypsies and Travellers by making better use of existing resources and by being more creative and innovative in its approach to deliver better equality outcomes for the Gypsy and Traveller community in Wales.



## Chapter 2

# Current Context

The Welsh Government recognises there is a need for substantial changes in approaches, actions and attitudes towards the Gypsy and Traveller Community. The Gypsy and Traveller culture has unique characteristics that are often not properly understood, and this leads to a high level of exclusion in society, particularly when attempting to access services.

This Framework for Action has been developed specifically for the indigenous Gypsy and Traveller population in Wales and does not address emerging issues as a result of migrant Roma from Bulgaria and Romania settled in Wales. The indigenous Gypsy and Traveller population and European Roma are two very distinct groups, with different languages, cultures and traditions and they should not be confused. The Migrants Forum, a Welsh Government strategic group, will address any emerging issues on European Roma.

The term Gypsy and Traveller is used throughout this Framework; it encompasses several groups including Welsh and English Gypsies, Irish, English, Scottish and Welsh Travellers. The term Gypsy and Traveller is used for ease of reference but the distinct identity and ethnic status of each group is fully recognised and acknowledged by the Welsh Government.

This Framework for Action is the first national Gypsy and Traveller Framework developed in the UK. It has been developed in recognition of the need to address the inequalities experienced by the Gypsy and Traveller community and to set the future direction of policy in this area. The Welsh Government has been proactive in developing specific Gypsy and Traveller policies, such as specific grants for refurbishing existing and delivering new sites, and best practice documents on site design and site management.

## Estimate on Gypsy and Traveller Population Figures

Reliable data on the numbers of Gypsies and Travellers in Wales is not available. There are a number of reasons for this:

- the Bi-annual Caravan Count only counts caravans, not individuals living in them;
- Gypsies and Travellers in settled accommodation do not always identify themselves as Gypsy or Traveller as they may fear discrimination; and
- low literacy levels means that a large number of the community are unable to participate in the census.

Niner (2006) suggested the population was around 2,000 people, with the biggest concentration along the key transport routes in the north and south of Wales. An informal desk based exercise was carried out in January 2009 with local authorities to establish best estimates of Gypsies and Travellers in their areas. Local authorities were asked to provide figures on the number of Gypsies and Travellers in their area who live on sites and unauthorised sites, and the number of Gypsies Travellers known to them who live in bricks and mortar accommodation. The results of this exercise can only be used as an indication of the population, a best guess, and can not be



used to draw any firm conclusions on population figures. The figures of Gypsies and Travellers on sites supports Niner’s estimate of around 2,000. Local authority returns for those that took part in the exercise would estimate that the number of Gypsies and Travellers in bricks and mortar accommodation is around 1800. In total a best estimate would be approximately 4,000 Gypsies and Travellers in Wales.

The 2011 Census had a new ethnicity question. As a result of strong user requirement, the ethnicity question included a new response category for ‘Gypsy or Irish Traveller’ within the White category. There was a program of local authority and community liaison work for the 2011 Census, including work on encouraging responses from traditionally 'hard to reach' groups including Gypsies and Travellers.

## Definition

Gypsies and Travellers cannot be described as a homogenous group and should not be defined as being under one ethnic category. The term Gypsy and Traveller, is used to denote a number of groups who subscribe to a particular way of life and lifestyle, but who have different cultural and moral beliefs. These include:

- Irish Travellers;
- Gypsies (Scottish, English, Welsh);

All of the above groups are traditionally associated with a travelling way of life and share some common practices and beliefs, but each group will have distinctive languages, traditions and ethnicity. It is important that organisations/individuals working with these groups are aware of the differences and sensitive to the cultural beliefs and practices of Gypsies and Travellers.

## Gypsy and Traveller Characteristics/Practices/Beliefs

Based on published research and literature and engagement with the Gypsy and Traveller community and representative organisations the following observations can be made.

Gypsies and Travellers have a strong sense of family and family bonds are very strong. Many choose to live in wider family groups and particular emphasis is placed on the care of children and older people.

The community has some very clear principles which the majority of the community will conform to, but which could be viewed by the settled population as unconventional by modern standards. There is a clear gender divide, men and women tend to have very traditional roles. Women are the primary carers of children and older people, they take care of domestics. They are very conscientious about cleanliness and hygiene, and this is particularly evident in living spaces where great care is taken to keep everything clean and tidy.

In relation to health issues some research suggests they can be fatalistic and preventative medicine is not as well adopted by the community as it is by the settled population. However,



based on work undertaken with the community in Wales while developing this Framework, responses to questions on health issues would suggest otherwise, and when it comes to the health of their families they are aware of the health care needs of their families and seek access to services as and when needed. That is not to say that they do not experience problems when trying to access services, but this is not something unique to Gypsies and Travellers.

Certain topics such as domestic abuse, sex and sexual orientation may not be openly discussed. Sex education in schools is one of the reasons parents cite for taking young teenagers out of secondary education. The community feel this is a topic that should be addressed by families in same sex discussions. In addition many parents do not want their daughters mixing with non travelling boys. There is also a fear by many parents that the Gypsy and Traveller culture will be diluted through mixing with the settled community.

Other topics that may not be openly discussed among mixed groups are health issues, and in particular child birth. Men are generally not as responsive to health interventions as women. Traditionally men are expected to be strong and reliant, talking about health concerns or seeking help to do with, for example, depression or other health concerns could be seen as weakness.

## Community Cohesion

Chapter 1 outlined the potential for a new deal between Gypsies and Travellers and the settled community in Wales. In order to achieve mutual understanding and trust between Gypsies and Travellers and the settled community there needs to be active engagement between the two. Interaction with the settled population is not always easy for Gypsies and Travellers, for a variety of reasons. However with the development of 'Getting On Together - a Community Cohesion Strategy for Wales', local authorities have an opportunity to advocate the positive benefits of promoting good community relationships between Gypsies and Travellers and the settled community.

There is a role for the voluntary sector to help take this agenda forward, and an opportunity to work collaboratively with local authorities. Delivering a better future for Gypsies and Travellers in Wales requires a multi-agency response; the responsibility cannot just be with one organisation. The Welsh Government strongly encourages local authorities, other relevant agencies, such as the Police, Local Strategic Partnerships and the voluntary sector to ensure the needs of the community are reflected in local plans, strategies and initiatives at local and regional level.

The media has a role to play and has a big responsibility when it comes to reporting on issues regarding Gypsies and Travellers. The media should not focus on and perpetuate negative stereotypes when reporting on these issues, which can have a negative impact on the entire community. Recently there has been a rise in the use of social networking sites to campaign against refurbishment work and possible news sites for Gypsies and Travellers. While these sites are used for a number of community and social agendas, they should not be used as a forum to discriminate against and incite racial abuse of Gypsies and Travellers.

During the development of 'Travelling to a Better Future' we asked children and young people from the Gypsy and Traveller community what they thought would improve relations between



their community and the settled community. The majority of the children and young people said more respect and trust. Some of the ideas they put forward to help achieve this were:

- Develop mutual trust and understanding by opportunities for Gypsies and Travellers and the settled community to get to know each other in activities, like youth clubs.
- Support/encourage Gypsies and Travellers to train as Youth Workers.
- Training teachers, Job Centre and council workers on fairer attitudes to Gypsies and Travellers.
- Support Gypsy and Traveller children and young people to have access to mainstream media and Internet sites like Travellers Times.
- Improve Police–Gypsy and Traveller relations through training, delivered by Gypsy and Traveller young people and their workers.

### Objective 1

**Improve mutual understanding and trust between Gypsy and Traveller communities and settled communities so there is an increase in the sense of belonging and acceptance within the Gypsy and Traveller community.**

Many Gypsies and Travellers are suspicious of organisations or agencies and this can be due to a lack of understanding about the organisation and what it does and also low levels of literacy as much information is available in written format. Trust and credibility are not easily extended to those outside of the community. It takes time and effort to gain the trust of the community. The Police in Wales have been trying to do just that by moving away from a confrontational and enforcement based role to more of a positive policing approach. There have been some notable approaches employed by the Police in Wales to aid better engagement with the community. For example the “cuppa with a copper” initiative has been highlighted as a good way of engaging with the community.



## Case Study

### Association of Chief Police Officers (ACPO)

ACPO Cymru have invested heavily in this area of work to ensure that Gypsies and Travellers are engaged, valued and consulted. A number of individual officers, throughout Wales, supported by others such as Schools Community Police Officers, are dedicated to this area of work. Their engagement is made possible by their ability to engage in culturally appropriate and respectful ways - such officers also challenge and dispel myths relating to this vulnerable community.

One such example, relates to a Gypsy and Traveller discussion day organised jointly between the Police and Human Rights Commissioner. This day, looking from a policing perspective, sought to challenge and dispel myths relating to unauthorised encampments.

Gypsies and Travellers can be victims of crime just as easily as members of the settled population, but there are some crimes which they are likely to experience more, such as racial abuse because of their ethnicity. Crimes against anyone living in our society should never be tolerated under any circumstances. But Gypsies and Traveller may be more reluctant to report hate crimes or incidents. There are a number of potential reasons for this, such as a fear of not being believed by the authorities, and a perceived lack of progress by the Police when crimes or incidents are reported.

Engaging with the criminal justice system can present particular problems for the Gypsy and Traveller community. Members of the community may not understand how the system works and for some people working in the system there may be a lack of understanding and awareness of the issues surrounding the community. The Welsh Government will explore with the relevant agencies options for awareness raising and opportunities to improve engagement for both sides and how this can be achieved.



## Chapter 3

# Policy and Legislative Context

There is a range of legislation, national policies and guidance concerning Gypsies and Travellers. This chapter provides a brief overview of some of the most commonly used legislation and policy.

### Equality Act 2010

Gypsies and Travellers are a recognised ethnic minority and are therefore protected by the provisions of the Equality Act 2010. The Act places a duty upon public authorities which includes county and county borough councils in Wales, when exercising their functions, to have due regard to the need to eliminate discrimination, harassment, victimisation and other conduct prohibited by the Act, and to advance the equality of opportunity and foster good relations between persons who share a relevant protected characteristic which includes race.

### The Human Rights Act 1998

The Act incorporates the European Convention on Human Rights into British Law. In light of this, all eviction and enforcement decisions made by public authorities must be ‘proportionate’. A public authority must determine if the interference with a Gypsy or Traveller’s family life is justified and proportionate.

Article 8 of Part 1 of Schedule 1 to the Act provides that

- 1) everyone has the right to respect for his private and family life, his home and his correspondence;
- 2) there shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interest of national security, public safety or the economic well-being of the country, for the protection of health or morals, or for the protection of the rights and freedoms of others.’

Article 8 is therefore of major importance in connection with the home of a Gypsy or Traveller. ‘Home’ can include a caravan, even if it is unlawfully or illegally parked. As such Article 8 applies to those persons on unauthorised encampments as well as tenants of authorised caravan parks.

Article 14 also prohibits discrimination against a person when they are exercising any of the Convention rights and freedoms:

‘The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.’



The incorporation of the European Convention on Human Rights into United Kingdom law by the Human Right Act 1998 has increased challenges regarding breaches of Gypsy and Traveller rights, particularly in relation to the examination of the powers contained within sections 61 and 62 of the Criminal Justice and Public Order Act 1994.

## The Caravan Sites Act 1968, the Mobile Homes Act 1983 and the Housing and Regeneration Act 2008

The Caravan Sites Act 1968 currently provides protection from summary eviction to Gypsies and Travellers residing on local authority provided sites. The Mobile Homes Act 1983 affords extended protection from eviction rights to the residents of ‘protected sites’, but local authority provided Gypsy and Traveller sites in Wales are not currently ‘protected sites’.

Section 318 of the Housing and Regeneration Act 2008 amends the Act so that local authority run Gypsy and Traveller sites are covered by the protection of the Mobile Homes Act 1983. The amendment will have the effect of providing security for Gypsies and Travellers on local authority owned sites in much the same way as the 1983 Act does for mobile park home residents. Section 318 of the Act “Protected mobile home site to include sites for Gypsies and Travellers”, is yet to be commenced in Wales.

## The Housing Act 2004

In December 2007, sections 225 and 226 of the Housing Act 2004 were commenced in relation to Wales. These sections place a duty on local housing authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers residing in or resorting to their district and to plan for these identified needs. The assessments will allow proper consideration to be given to the accommodation needs of Gypsies and Travellers and result in any provision being properly researched and therefore needs based rather than imposed.

The accommodation needs assessment informs the development of the local authority Housing Strategies and will assist local authorities to identify sites for Gypsies and Travellers as part of their Local Development Plans.

Section 225(5)(a) of the Housing Act 2004 provides that regulations made by the Welsh Ministers are to set out a meaning of “Gypsies and Travellers”. For the purposes of the Housing Act 2004, this meaning is contained within the Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (Wales) Regulations 2007 which provides that Gypsies and Travellers are:

*Persons with a cultural tradition of nomadism or of living in a caravan; and all other persons of a nomadic habit of life, whatever their race or origin, including –*

- (i) such persons who, on grounds only of their own or their family’s or dependant’s educational or health needs or old age, have ceased to travel temporarily or permanently; and*
- (ii) members of an organised group of travelling show people or circus people (whether or not travelling together as such).*





While there is no specific duty on the local authorities to provide sites for Gypsies and Travellers, there is a discretionary power to make such sites available under the Caravan Sites Control and Developments Act 1960 (section 24).

## Local Development Plans (LDPs) and land use planning

Local planning authorities (LPAs) in Wales have a statutory duty to prepare a LDP setting out their proposals and policies for the future development and use of land in their area looking forward 15 years. Once the LDP is adopted, decisions on planning permissions for individual developments will be based on the LDP. They will provide a measure of certainty about what kind of development will and will not be permitted during the plan period.

A LDP needs to be a “sound” document: meaning that it shows good judgement and can be trusted. To achieve a “sound” plan a LPA will gather economic, social and environmental information which provides the factual base for the plan. The results of the Gypsy and Traveller Accommodation Needs Assessment, carried out under the Housing Act 2004, are expected to provide key evidence to inform the preparation by individual LPAs of policies for caravan sites for Gypsies and Travellers in their LDP.

Welsh Assembly Government Circular 30/2007, “Planning for Gypsy and Traveller Caravan Sites”, provides a main source of national planning guidance for LPAs. Key guidance includes:

- a) where there is unmet need for Gypsy and Traveller accommodation, sufficient sites should be allocated by the LPA in their LDP;
- b) the LPA should work with the Gypsy and Traveller community encouraging them to put forward candidate sites;
- c) co-operation between neighbouring authorities can provide more flexibility in identifying sites;
- d) fair, reasonable and realistic criteria based policies should also be included in LDPs, to cater for future or unexpected demand.



## Chapter 4

# Accommodation

### Vision

**Ensure that Gypsies and Travellers in Wales have appropriate accommodation provision, reduce the numbers of unauthorised encampments and reduce the tensions between Gypsies and Travellers and settled communities as a result of unauthorised encampments.**

### Introduction

The accommodation of Gypsies and Travellers is one of the most controversial and contentious issues that surrounds the Gypsy and Traveller community, not just in Wales, but UK wide. There is a wealth of research on the topic which has produced a multitude of recommendations and actions; however the issue of sufficient and appropriate site provision remains unresolved. The social exclusion of Gypsies and Travellers has spilled over into institutional exclusion as they continue to experience discrimination, prejudice and disadvantage when attempting to access services such as health, education and accommodation. (EOC, 2003)

Lack of appropriate sites and insufficient provision has a significant detrimental impact on the lives of Gypsies and Travellers. The links between accommodation and other inequalities experienced by the community is well established (EHRC, 2009). Removing barriers to other services cannot be done in isolation without addressing the accommodation issues. Delivering appropriate Gypsy and Traveller site accommodation will have a beneficial impact on the community’s ability to access other essential services. If we are determined to address the inequalities experienced by this community we have to address as a matter of priority the lack of appropriate accommodation provision in Wales.

The Welsh Government commissioned Pat Niner of the University of Birmingham to undertake a comprehensive review of the existing Gypsy and Traveller site network in Wales and to establish future site provision in 2006. The Accommodation Needs of Gypsy–Travellers in Wales<sup>1</sup>, published in 2006, is a comprehensive analysis of Gypsy and Traveller sites in Wales.

Niner identified that the existing network of 19 sites (now 18) among 13 Local Authorities was not fit for purpose. It was estimated that to bring the network up to a decent standard would cost £3 million over five years. An additional 150–200 local authority pitches was recommended to meet the additional need over five years. (Niner, 2006) This figure is out of date and, based on emerging figures from accommodation needs assessments, an additional 300 - 350 pitches are required to meet current and future demand.

<sup>1</sup>[www.wales.gov.uk/housingandcommunity](http://www.wales.gov.uk/housingandcommunity).



## Role of Local Authorities

The role of local authorities is fundamental to addressing the inequalities experienced across public services by Gypsies and Travellers in Wales. The need for leadership at the local authority level has long been recognised as a pre-requisite for the delivery of appropriate accommodation. (Niner 2006, Common Ground, 2006) The Welsh Government has demonstrated a clear commitment to the accommodation agenda and has provided the leadership at a national level. What would underpin this national commitment is leadership at the regional level. Local authorities have in the main not made this commitment, with perhaps a few exceptions.

The Welsh Government cannot deliver new sites in Wales on its own. This can only be achieved in willing partnerships with local authorities. There is no doubt that the issue of Gypsy and Traveller site provision is very sensitive and can pose a dilemma for elected members when settled communities are so openly opposed to new sites in their localities. However, this opposition does not mean they can avoid fulfilling the duty they have to the Gypsy and Traveller community. As elected leaders, councillors have a role in educating the settled population about the genuine accommodation needs of Gypsies and Travellers. The Welsh Local Government Association (WLGA) is ideally placed to help councillors undertake this role by providing training to elected members on Gypsy and Traveller issues. Councillors require the support and direction that the WLGA can provide. The Welsh Government will continue to work with the WLGA to consider further how we can work together with elected members to address the political difficulties they face in order to overcome these issues.

There is also a clear role for the Equality and Human Rights Commission (EHRC). The Commission continues to contribute research highlighting the circumstances faced by Gypsies and Travellers in Wales (EHRC, 2009). The EHRC has particular powers and responsibilities as promoter and regulator of the equality duties on public bodies. As part of its work promoting the equality duties, the Commission will highlight to public authorities their responsibilities in respect of Gypsies and Travellers. The Welsh Government and the EHRC will work with public authorities to address the needs of Gypsies and Traveller families

The Welsh Government will keep under review existing legislation in relation to housing and planning matters, to determine whether or not they are contributing to the delivery of appropriate accommodation for Gypsies and Travellers in Wales. We will give consideration as to the need to further legislate in this area as this Framework is taken forward and implemented. Welsh Ministers have the legislative competence to place a duty on local authorities to deliver sites which they have identified a need for in their local development plans. However, this Framework is about putting in place the building blocks to help local authorities do this in a way which enables them to meet their duties as representatives of their communities, and their collective responsibility in ensuring the effective running of councils.

The housing and planning framework is in place (Sections 225 & 226 of the Housing Act 2004, planning circular), and Gypsies and Travellers are a recognised ethnic group and therefore included in the scope of the duties placed upon public authorities by the Equalities Act 2010 to eliminate discrimination and promote good race relations. The expectation is that local



authorities will deliver new sites where the need has been clearly established. The reality is that where the evidence for new sites has been established, local authorities, with the occasional exception, have not been quick enough in responding to this need.

The Welsh Government is aware of the objections some parts of society have towards new site delivery. In the 2007 Living in Wales survey, 78% of participants said they would not want to live near a Gypsy and Traveller site. The Welsh Government urges local authorities to work in a regional capacity and share the legal, moral, financial and political responsibility to address the accommodation inequality experienced by the Gypsy and Traveller community in Wales. Local housing authorities should also consider mainstreaming the management and maintenance of Gypsy and Traveller sites within housing services, to achieve value for money and economies of scale and draw on experiences within wider housing.

Delivering more Gypsy and Traveller sites whether public or private is an issue for local authorities to address, as they have to find local solutions for local needs. The Welsh Government has developed a framework encompassing grants, guidance and best practice documents which will aid local authorities to meet their responsibilities in relation to accommodation provision for Gypsy and Travellers in Wales.

## Welsh Government Refurbishment & New Sites Grant

Since 2007, the Welsh Government has been working to improve accommodation and access to services for Gypsies and Travellers in Wales. The Gypsy and Traveller Refurbishment Grant and the Gypsy and Traveller New Sites Grant<sup>2</sup> demonstrates our commitment to bring the existing site network up to a decent standard and new site provision by making funding available to improve the existing site network and build new sites, including transit sites.

Both grants were set up with the intention of improving the quality of life and standard of living for Gypsy and Traveller residents on local authority sites throughout Wales. The improvement of permanent sites of occupancy, where families are more content to remain, will improve the ability of Gypsies and Travellers to access a range of services, such as health and education and will hopefully encourage more positive inclusion with the settled community.

Better living conditions on site will have an impact on the level and frequency of education received and the resultant improved literacy levels will have long term impacts on the employment potential of these children as adults and go some way to breaking the poverty cycle.

All local authorities who own Gypsy and Traveller sites in Wales may apply for the grants to refurbish or build new sites. Applications are subject to the Welsh Government's eligibility criteria. Since the Refurbishment Grant was launched in 2007/2008 £2.3 million has been allocated to local authorities to refurbish 11 sites.

<sup>2</sup>[www.wales.gov.uk/housingandcommunity](http://www.wales.gov.uk/housingandcommunity).



The impact of the recession and recent budgetary constraints has been felt all over Wales; the Welsh Government has made efficiencies to reflect cuts in overall spending. Capital grants have not been immune from this process and the funding available for refurbishing and building new sites has been reduced. In 2011/12, £2million is available to local authorities to apply for funding, and subject to budgetary constraints £1.75 million in 2012/13, and £1.5 million in 2013/14. However, in recognition of the financial burdens on local authorities and the challenges they face in relation to competing priorities, the percentage of funding the Welsh Government is making available to local authorities has been changed from 75% of the overall refurbishment or new build costs to 100% for these costs.

## Objective 2

**The Welsh Government will continue to work with Local Authorities towards bringing the existing site network up to reasonable standards as outlined in Good Practice Guide on Site Design.**

## Good Practice in Gypsy and Traveller Site Design and Site Management

The Welsh Government has developed Good Practice documents for the Design and Management of Gypsy and Traveller sites<sup>3</sup>. The Good Practice documents will assist local authorities when looking to develop new sites and refurbishing existing ones by making suggestions in respect of pitch size, health and safety requirements including fire safety, play areas, communal areas and site management.

The Welsh Government will explore options to enable Registered Social Landlords to build and manage Gypsy and Traveller sites.

## Bi-annual Gypsy and Traveller Caravan Count

In July 2006, the Bi-annual Caravan Count was reintroduced in Wales as a result of recommendations in the Review of Service Provision for Gypsies and Travellers 2003, and more recently Pat Niner's, Accommodation Needs of Gypsy-Travellers in Wales (2006). The count is conducted twice a year (January and July) by local authority officials and includes caravans which are on authorised sites (either private or socially rented), sites on land owned by Gypsies and Travellers (either tolerated or not tolerated) or on land not owned by Gypsies and Travellers (tolerated or not tolerated). The count determines the number of Gypsy and Traveller caravans present in Wales which in turn helps local authorities identify the need and level of future site provision.

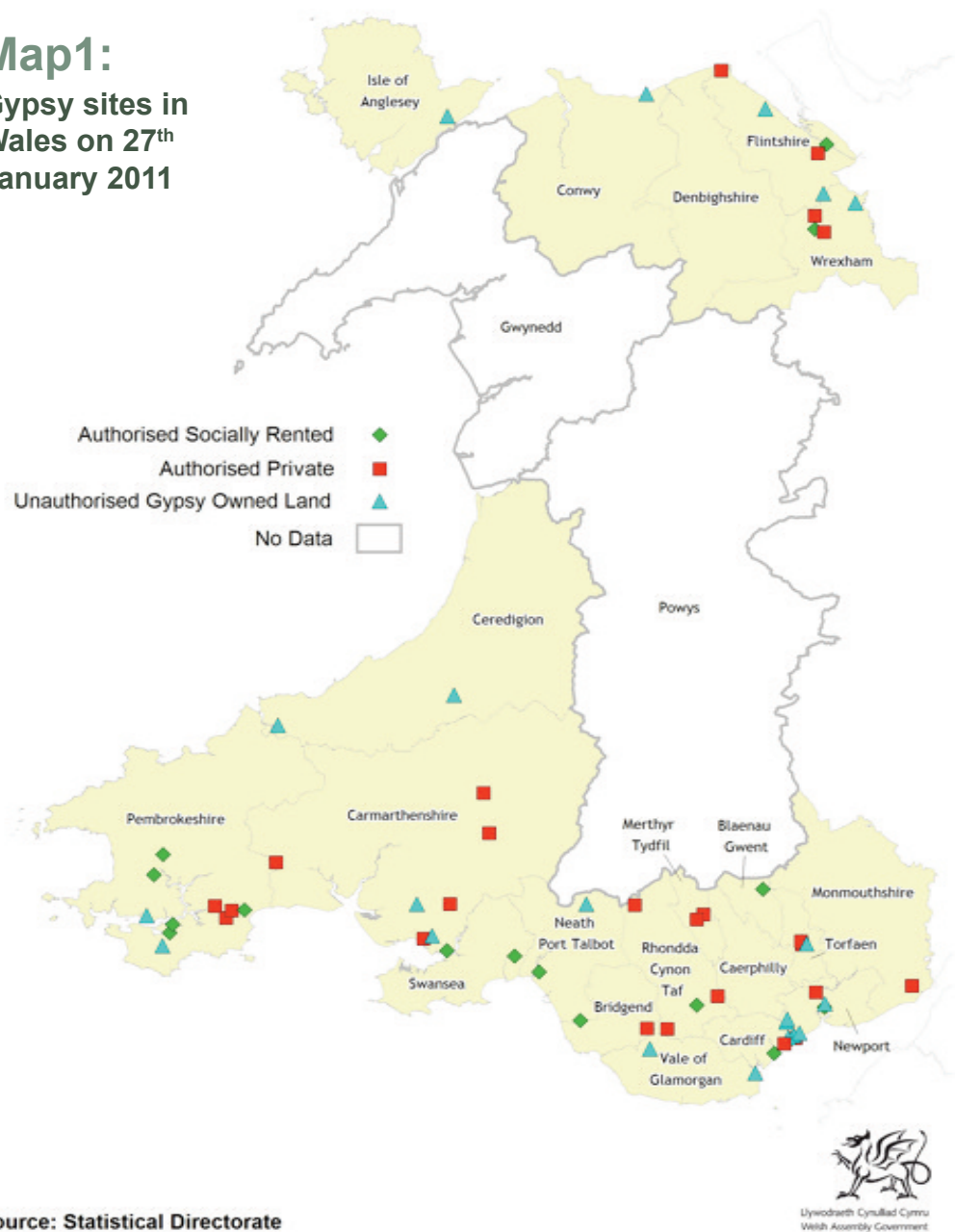
<sup>3</sup><http://wales.gov.uk/topics/housingandcommunity/communitycohesion/gypsytravellers/?lang=en>



The counts are voluntary and not all of the 22 local authorities participate in each count. Details of the twice yearly count can be found on the Welsh Government website<sup>4</sup>. The numbers of caravans counted are subject to seasonal fluctuations. The most recent count, conducted by local authorities in Wales on 27 January 2011 revealed:

- 725 Gypsy and Traveller caravans reported in Wales;
- 64 sites were reported across Wales, the number of caravans ranged from 1 to 75;
- Across 14 local authorities that participated in both the January 2010 and January 2011 count, the total number of Gypsy and Traveller caravans has decreased by 11 per cent (77 caravans) and the total number of sites (both authorised and unauthorised) has increased by 4 per cent (2 sites).

**Map1:**  
Gypsy sites in  
Wales on 27<sup>th</sup>  
January 2011



Source: Statistical Directorate

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Welsh Assembly Government. Licence number 100017916.

324.10-11  
Cartographics, SPF&P

<sup>4</sup><http://wales.gov.uk/topics/statistics/headlines/?lang=en>



## Land Use Planning

LDPs have a central role in land use planning. Welsh Government, through advice and guidance provided during the LDP plan preparation process, encourages LPAs to bring forward sound plans. In its role as a statutory consultee on individual plans Welsh Government seeks to up-hold national planning policy guidance and will look at the LDP’s supporting evidence base.

All LDPs, before they can be adopted, are subject to examination by an independent Planning Inspector who ultimately decides whether the individual LDP is sound.

The adoption of a LDP means that a decision taken by the LPA, on an individual application for planning permission for a particular development made to it, will mostly be based on the LDP. But the granting of planning permission for an individual development by the LPA simply meets the requirement of town and country planning legislation. It is then for a developer to decide whether or not to proceed with the actual development.

### Objective 3

**Raise awareness of the planning circular WAG30/2007 Planning for Gypsy and Traveller Caravan Sites among planning practitioners.**

The Welsh Government will undertake a specific one off data gathering exercise to ascertain how many planning applications have been determined for Gypsy and Traveller sites since Circular WAGC 30/2077 was published. The aim of this exercise is to establish baseline information for subsequent monitoring of the development control returns.

### Objective 4

**Establish the effectiveness of the planning circular WAG30/2007 – Planning for Gypsy and Traveller Caravan Sites on the planning process when planning bids for Gypsy Traveller sites are being assessed.**

### Objective 5

**The Welsh Government will work with Local Authorities to deliver new sites in line with needs identified in local development plans**

While we are seeing a trend among the Gypsy and Traveller community to settle in one location, there is still a need for transit provision. Current transit provision in Wales is insufficient to meet existing demand. Due to overcrowding on sites, pitches that were originally designated as transit have not been able to meet that function as they have been utilised to meet a more



pressing need for residential pitches. The New Sites Grant can be used to deliver transit sites and the Welsh Government encourages applications from local authorities who experience a high level of short-term unauthorised encampments to apply for funding to deliver transit sites. Situating transit provision on residential sites is not an option preferred by the Gypsy and Traveller community as this can lead to tensions among different family groups and make site management and maintenance very difficult. There is also the danger of transit pitches fulfilling a more permanent need when permanent site provision has not been addressed.

## Case Study

### Bristol City Council

Bristol City Council was established as a unitary authority in 1996. At that time it had no publicly run Gypsy and Traveller sites, although the City has a long history of Gypsy residents. It experienced massive levels of unauthorised camping (20 or more encampments per year of up to 50 caravans each) resulting in huge spending on enforcement and clean up costs – up to £300,000 per year with an average of around £200,000 per year.

In 1998 the authority resolved to adopt a “spend to save” policy and decided to establish a residential and transit site using its own resources – Government grant was not then available. Later that year having identified some suitable sites it sought planning permission for a residential and transit site. The transit site got planning permission and cost around £425,000 to build. Following the provision of the site the council’s enforcement costs reduced to around £5,000 per year. As such, with a saving of over £190,000 per year in eviction costs, the cost of developing the transit site has already paid for itself.

In addition, the Council continued to look for alternative sites to locate their proposed residential site and bought suitable land in 2000. The Council got £1.5 million from Communities and Local Government’s Gypsy and Traveller Sites Grant and the South Liberty Lane was opened in 2006.

## Bricks and Mortar Accommodation

The majority of Gypsies and Travellers in Wales have at some point lived in houses (Niner, 2006). This is in keeping with other parts of the UK where this is most likely as a result of insufficient sites. However there are other reasons why Gypsies and Travellers may chose to live in houses. Many move into houses for health or education reasons or because they can no longer live with the constant evictions from unauthorised encampments. It is important to recognise that many Gypsies and Travellers have a cultural aversion to living in bricks and mortar accommodation. The experiences of the community living in houses are very mixed. But for whatever reason(s) a Gypsy or Traveller decides to move into bricks and mortar





accommodation they should be treated as any other social housing applicant. This movement between sites and bricks and mortar accommodation is likely to continue as they will have different needs at different times of their lives. (Niner, 2006)

Local authorities are required to take into consideration the Welsh Government's ‘Code of Guidance for Local Authorities on Allocation of Accommodation and Homelessness’. The Code states that, ‘Social housing exists to meet the needs of a diverse range of people, many of whom represent some of society's most vulnerable and excluded groups’. Allocation schemes therefore should be sensitive to meet a diverse range of groups whose support needs may be equally as diverse. The guidance includes a list of persons that allocation schemes should be sensitive to. Although the list is not exhaustive, there is no specific reference to Gypsies and Travellers at present. However it is proposed that they be added to the guidance during its current review. The Code already reminds local authorities of their duty to take into account cultural factors in offering accommodation in discharge of their homelessness duties.

## Unauthorised Encampments

Without appropriate site provision effective enforcement against unauthorised encampments cannot be achieved. The Welsh Government does not condone unauthorised encampments by Gypsies and Travellers. Addressing the issue of unauthorised encampment must be considered in the context of the current availability of adequate site provision. Delivering more authorised sites coupled with effective site management will remove the excuse for unauthorised encampments. It is more cost effective to provide a site than to enforce against unauthorised encampments in an area with no permanent site provision and where there are a high number of unauthorised encampments.

Gypsies and Travellers can be involved in two types of unauthorised site activity. The first type is an unauthorised encampment, which refers to encampments of caravans and or other vehicles on land without the landowner's or occupier's consent, which constitutes trespass. The second type is unauthorised development; this is where development is being carried out on land with the agreement of the landowner, but without the appropriate planning permission.

Increased enforced mobility due to lack of site provision reduces the ability of Gypsies and Travellers to access medical care and other essential services. The lack of control over their mobility contributes to poor health and poor access to health services in addition to its indirect effects for health through availability of work and access to education.

In 2005, the Welsh Government jointly produced with what was then the Office of the Deputy Prime Minister (ODPM) guidance on managing unauthorised sites. The guidance is primarily aimed at local authorities and the police who share responsibility for managing unauthorised camping. The guidance strongly advises each local authority to develop a strategy for dealing with unauthorised Gypsy and Traveller encampments. The guidance contains good advice on how to develop a strategy. The Welsh Government will update this guidance to reflect current circumstances in Wales and include examples of best practice from Wales. The Police have also revised their guidance on unauthorised encampments<sup>5</sup>.

<sup>5</sup> <http://www.acpo.police.uk/documents/edhr/2009/200911EDHRGUE01.pdf>



The Welsh Government accepts that unauthorised sites can cause problems of anti-social behaviour and can raise community tensions. It is with this in mind that we strongly encourage authorities to tackle the issue by undertaking their Accommodation Needs Assessment, identifying locations for new sites, providing for the identified needs and where possible making full use of the Welsh Government grants to expand or improve existing sites.

Evidence suggests that where authorised encampments are established significant savings to the tax payer can be made and community tensions are reduced. Well run, well managed sites can provide social, economic and environmental benefits to the surrounding community.

For example:

- the establishment of authorised residential Gypsy and Traveller sites can mean that fewer resources are needed to deal with unauthorised encampments and there will be fewer associated move on costs, including local authority and Police time, as well as clean up costs;
- fewer costs associated with anti-social behaviour in respect to unauthorised encampments and costs associated with enforcement;
- some local authorities may have several plots of under used land. It may be feasible to establish Gypsy and Traveller sites on this land.
- the reduction of unauthorised encampments achieved through the establishment of authorised sites will be beneficial to the surrounding settled community. The perceived cost of unauthorised encampments will no longer be passed on to home owners and areas previously suffering from encampments may see improvements in house prices;
- the provision of official Gypsy and Traveller sites could potentially contribute to a reduction in fly-tipping and general waste from unauthorised encampments. This would benefit the Gypsy and Traveller community, the local authority and the settled community; and
- the utilisation of under used land or brown field sites for Gypsy and Traveller provision would be aesthetically pleasing especially where its previous use has resulted in industrial debris.

## Objective 6

**The Welsh Government will continue to work with local authorities to reduce the occurrence of unauthorised encampments.**



# Chapter 5 Education

## Vision

**The Welsh Government is committed to promoting an inclusive approach to education and learning that is responsive to individual educational needs and which supports all children and young people to reach their full potential.**

## Introduction

A mobile lifestyle means that many Gypsy and Traveller children have interrupted learning and poor attendance, without the opportunity to settle down at school. They often feel different and misunderstood in a school setting and very few attend secondary school. Of all learners they have the poorest attainment rates.

A 2006 report for the Welsh Government by the National Foundation for Educational Research (NFER) 'Research into the Education of Gypsy Traveller Children in Wales' identified the following as particular barriers preventing these children accessing education:

- Gypsies' and Travellers' different attitudes to school education, especially towards secondary school;
- the travelling patterns of Gypsies and Travellers;
- inappropriate methods of communicating with the Gypsy and Traveller community leading to ineffective engagement and mutual mistrust between the community and local authorities; and
- negative experiences of secondary education of some Gypsy and Traveller parents.

Welsh Government Guidance Circular 003/2008 'Moving Forward – Gypsy and Traveller Education' describes these barriers in further detail:

*'Most Gypsy and Traveller parents recognise the benefits of primary education for their children and are keen for their children to attend school for Key Stages 1 and 2 to gain functional literacy and numeracy skills. However, Gypsies and Travellers generally view school as providing only part of their children's education, with the rest provided within the Traveller community. This includes boys working with their fathers from a relatively early age and girls helping significantly with childcare and domestic tasks as preparation for running a home and raising children. Often Gypsy and Traveller parents will have had negative experiences of secondary school. Coupled with their cultural and moral concerns about sex education, drugs culture and teenage behaviour, there remains a common reluctance among many Gypsy and Traveller parents to allow their children to remain in school throughout secondary education and many pupils do not transfer to Key Stage 3.'*



This is borne out by the most recent Welsh Government grant funding round, which showed that 75% of the children eligible were of primary school age. The NFER research found that approximately half of Gypsy and Traveller children did not attend secondary education.

Recognition, understanding and acceptance of cultural differences are key to effective educational support for Gypsy and Traveller pupils. Save the Children played a very full and active part in the consultation on this Framework and involved children and young people from the Gypsy and Traveller community. This resulted in a report ‘Travellers and Gypsies: Generations for the Future’. Two responses sum up what Gypsy and Traveller learners have the right to expect: ‘We want to be treated the same as everybody else’ said one, whilst another put it this way ‘All children should be taught that everyone is the same no matter what background they come from and nobody should be seen as different’.

Circular 003/2008, addresses another important barrier to school attendance, which is that Gypsy and Traveller pupils are often the subject of name-calling, bullying and racism. Research suggests that of all the minority ethnic groups, Gypsy and Traveller children are the most likely to suffer racial abuse. The guidance contained in Circular 03/2008 focuses on good practice that promotes equality of opportunity for Gypsy and Traveller pupils and should, over time, reduce these negative experiences and so encourage sustained school attendance.

Educational underachievement within the Gypsy and Traveller community must be viewed in the context of the wider issues which impact upon Gypsies and Travellers such as accommodation, health, and relationships with the settled community, along with prejudice and discrimination. The Niner Report, for example, recognised that providing greater stability by meeting the accommodation needs of Gypsies and Travellers would contribute significantly to easing the problems their children face with education.

Local authorities are required by statute to ensure that all children of compulsory school age receive education that is appropriate to their age, abilities and any special educational needs; to promote high standards in the provision of education and to promote the welfare of children. These obligations apply to all children whether or not they are permanent residents in an area.

The application of school admission arrangements is a source of concern for Traveller Education Services. One of the main issues is that schools are often reluctant to register Gypsy and Traveller children because they are transient and because their travelling adversely affects the school’s attendance figures, drawing poor Estyn inspection results. The ‘School Admissions Code, School Admission Appeals Code and Associated Regulations’ 2009 address this and advises that short term admissions should be treated as any others. There is also specific recognition within the document of arrangements for Gypsy and Traveller children; ‘Arrangements should be in place for Gypsy, Roma and Traveller children to be registered quickly at a school whether residing permanently or temporarily in the area’.

Unlocking every child’s potential is at the heart of the Welsh Government’s framework for education. This inclusive approach, which focuses on ensuring that the needs of individual pupils are recognised and supported, is set out more fully in National Assembly for Wales Circular 47/2006 ‘Inclusion and Pupil Support’.



The School Effectiveness Framework is designed to bring together existing programmes of action directed at school improvement. The 2008 document ‘School Effectiveness Framework, Building Effective Learning Communities Together’ provides a statement of national purpose for schools. The Framework places children and young people’s improved learning and wellbeing at the centre of everything that the Welsh education community should be doing. It is underpinned by the principle of equality and commits everyone who is involved in the education system in Wales to working together to “secure the best learner outcomes for every learner in every learner setting”. The Framework is intended to build on the work that schools are already doing, to manage change better, deploy resources and respond to the needs of children and young people. The Welsh Government will work with its stakeholders through the School Effectiveness Framework to ensure an improvement in the educational experience of Gypsy and Traveller children and young people in Wales.

There is evidence that some changes are occurring in parental attitude in the Gypsy and Traveller community. Increasingly, parents are recognising that their young people may need to take paid employment as several of the traditional opportunities for self-employment decline, and that, without qualifications, their children may have very limited and low paid employment choices. There are, however, those who still believe that ‘whatever was good enough for my parents is good enough for me’ as the following response to the Save the Children consultation evidences: ‘my mum stopped school when she was 11. They had to do as their parents did’.

The Welsh Government is committed to ensuring that Gypsy and Traveller children who want to stay at school to progress further or move on to training have all the support they need. This response to the Save the Children consultation underlines the importance of this: ‘I want to work in an office but the way I see it now I’ll be minding my children and cleaning: but I don’t want to do that’.

It is encouraging that numbers of Gypsy and Traveller children on school rolls in Wales are rising and gradually more are progressing to secondary education. The Welsh Government grant supported 1,770 eligible children in 2010-11, compared with 1,414 in 2007-08. A 2005 Estyn report ‘The Education of Gypsy Traveller Learners’ reported that some local authorities were successfully finding suitable part-certificated courses to enable those learners who chose not to attend secondary school to remain in education. It went on to report that, following these courses, which were mainly in health and beauty or construction, the learners were gaining useful vocational skills and basic qualifications and broadening their career choices.

Whilst there has been some encouraging progress, the follow up Estyn report in January 2011 found that, while most traveller education staff provide high quality support for schools and important support for parents of Gypsy and Traveller pupils, overall attendance rates of secondary school age Gypsy and Traveller pupils are still too low.

‘Improving low attendance rates and the resulting low achievement of Gypsy Traveller pupils is a challenge for traveller education staff as it involves challenging well-established attitudes in the Gypsy Traveller community and in secondary schools’.

The education of Gypsy Traveller pupils:  
An update on provision in secondary schools, Estyn, March 2011



## Traveller Education Services

Across Wales, dedicated Traveller Education Services (TES) within local authorities support these children’s learning needs. TES staff do not limit themselves to education matters but offer holistic support to the wider Gypsy and Traveller community. They have greater access to authorised and unauthorised sites than any other non-Gypsy or Traveller and the trust and credibility they have built up among the Gypsy and Traveller community means they are frequently asked to act as advocates for them, including liaising with other local authority departments and outside agencies on their behalf.

The Welsh Government recognises the valuable work of the TES and works closely with them towards giving Gypsy and Traveller children and young people a positive experience of education.

## Welsh Government Grant

The Welsh Government recognises the valuable work of the TES and provides an annual grant for the education of Gypsy and Traveller children which part funds the work of the TES. Its aim is to support Gypsy and Traveller children, aged from 3 to 19, by improving their school attendance and, in particular, encouraging their progression to secondary education. The grant meets 75% of the cost of projects which improve the opportunities for children of Gypsy and Traveller families to access education, sometimes by providing tuition on sites, and to fulfil their potential. The remaining 25% of the programme money is provided by the local authorities.

In 2010, the Welsh Government supported a successful application to the European Structural Fund Convergence programme by a consortium of seven local authorities using this grant as match funding. ‘The Gypsy Traveller Learning and Future Employment’ project aims to improve the participation rates in education and training/employment of young people in the Gypsy and Traveller population in West Wales and the Valleys. The objectives of the project are:

- to improve levels of participation in education by young people aged 11 to 19 from Gypsy and Traveller communities (the target group);
- to improve levels of educational attainment amongst the target group throughout West Wales and the Valleys;
- to improve levels of positive outcomes for the target group, in the form of people entering employment, FE or training;
- to reduce discrimination against the Gypsy and Traveller population by countering stereotypes through, for example, role models.



## Case Study

### Swansea Traveller Education Service

The Traveller Education Service has developed over a period of time in response to a situation whereby very few Gypsies and Travellers of secondary school age were attending school. Recognising this, the TES purchased a Jumbo Transit Van which was then equipped as a teaching facility to teach secondary pupils wherever they lived, on official sites and at the roadside. Parents were happy for their children to attend this facility. However, the success of this project resulted in more pupils wishing to attend and as numbers increased, the amount of time available to each group diminished.

The TES then acquired a temporary mobile classroom which is now equipped and used as a classroom where groups of secondary pupils are taught for whole days. This has made a significant difference to the teaching activities which can be provided and increased the teaching time available. Pupils make good progress within the limited time available and have gradually accepted the rules and expectations of conduct and general behaviour expected in a classroom.

## All Wales Gypsy Traveller Education Co-ordinators Forum

The Welsh Government’s Department for Education and Skills provides the secretariat and chair for this group, which draws together local authority practitioners from across Wales who are working to support Gypsy and Traveller Education. The Forum was formed as a direct response to a recommendation in the NFER report. It is open to all local authorities to attend but membership tends to comprise representatives from those authorities with a Gypsy and Traveller population – currently 18 - along with a representative from Save the Children. Four meetings are arranged annually which present the opportunity to discuss issues of mutual interest and share good practice. One meeting combines the business of the group with a visit to a Gypsy and Traveller education service and a Gypsy and Traveller site. The Minister for Children, Education and Lifelong Learning met with the Forum in 2010. The Forum has close links with the WLGA through representation from the Association of Directors of Education in Wales . Members can feel quite isolated and value the opportunity afforded by the Forum to share experiences and best practice with other TES personnel.

### Welsh Government Circular 003/2008 – ‘Moving Forward – Gypsy Traveller Education’

#### Objective 7

**Assess the implementation of the ‘Moving Forward’ guidance to determine the impact it has had on standards of support for Gypsy and Traveller pupils.**



This circular, which was issued to all schools in Wales in 2008, provides comprehensive guidance on all aspects of Gypsy and Traveller education, including attendance, staff training and working with families. Ways of managing interrupted learning and staying in touch with pupils when they are travelling are also suggested, along with ideas for making the curriculum more relevant to this learner group and methods of managing transition to secondary education. Throughout, the emphasis is on setting these pupils’ education in the context on their cultural heritage and their community’s proud identity.

## Attendance and Attainment

The 2011 Estyn report suggested that the factor that had the greatest effect on the progress that Gypsy and Traveller learners make is their rate of attendance at school. Once Gypsy and Traveller children are admitted to school, levels of attendance may be lower than for other groups. Apart from the obvious gaps in attendance resulting from the parents travelling for work, the differences in culture and attitudes towards education may mean that Gypsy and Traveller children are absent more frequently than their peers. This may include travelling for family commitments and events such as weddings, funerals and annual horse fairs.

Schools are often concerned about admitting Gypsies and Travellers because of the perceived negative effects upon attendance figures and examination results. Those schools which are supportive of the inclusion of Gypsy and Traveller pupils are concerned that they will receive a poor grade in Estyn inspections if their attendance figures fall below the acceptable percentage. Estyn has, however, confirmed that, where there are significant numbers of Gypsy and Traveller children in a school, The inspectorate will accept disaggregated figures. Estyn will not award poor grades for poor attendance by vulnerable groups, therefore, unless the school is not taking active measures to improve attendance.

Following consultation, a new set of attendance codes was introduced in all maintained primary and secondary schools in Wales in September 2010. The new code set is underpinned by the Education (Pupil Registration) (Wales) Regulations 2010, which came into force on 1st September 2010.

The Regulations set out that when children are registered at more than one school, and are present at one of these schools, the other school(s) at which they are registered can record them as receiving approved educational activity. They would no longer be recorded as an authorised absence.

This could have a significant effect on schools’ attendance figures for Gypsy and Traveller children as dual registration arrangements can now apply. This means a Gypsy or Traveller child can be registered at a main or base school and also at the school to which he or she has travelled; communication between the schools can ensure that the child’s attendance is recorded, thus avoiding any negative impact on schools’ attendance figures. A base school cannot remove Gypsy or Traveller children from the roll while they are travelling.





Guidance on the use and application of the new codes can be found at Annex 4i of the Welsh Government's guidance document 'Inclusion and Pupil Support':

<http://wales.gov.uk/topics/educationandskills/schoolshome/pupilsupport/inclusionpupilsupportguidance/section4/;jsessionid=1pfpMrzS5l0TSbGNTXGnSf4dVfplr8dz0svqgnLkSgJTSR3L5dXP!320120316?lang=en>

## Objective 8

**Welsh Government to consider means of reducing the negative effects on schools of Gypsy and Traveller attendance rates.**

The interrupted nature of Gypsy and Traveller children's school attendance means that, as a learner group, they present considerable challenges to schools and teachers in terms of continuity of learning. TES work with schools to reduce the effects of interruptions and advise on means of keeping in touch with these children, via distance learning, when they are travelling. The same issues and approaches hold good for the children of fairground and circus families whose school attendance is dictated by a seasonal cycle of travel/work and being settled.

As some Gypsies and Travellers begin to travel less and adopt a more settled lifestyle the opportunities for their children and young people to have more consistent educational and training experiences are greatly enhanced.



## Case Study

### Theatre in Education

#### Aims

- To raise awareness of Gypsy and Traveller Culture within mainstream schools.
- To explore issues such as discrimination, and racial equality within schools, and society.

#### Outline of Projects

Wrexham TES has worked with several organisations which have brought Theatre and music into local schools. The Welsh theatre company Cwmni'r Frân Wen has performed two plays within Wrexham over the last 4 years.

'Johnny Delaney', a performance about a young Traveller who was killed in a racist attack, which was shown both to the pupils at St. Joseph's High School, and to members of the local community, invoked strong feelings from both the Travellers and the settled community. In addition, Cwmni'r Frân Wen produced a performance for schools demonstrating the issues faced by Travellers facing eviction and discrimination. This was shown to pupils from St. Mary's and St. Anne's Catholic primary schools.

In December 2008, the TES worked with Wrexham's museum service on a joint project to perform 'The Devil's Violin' in St. Anne's Primary school. This performance enabled pupils from the settled population and those from Gypsy or Traveller backgrounds to experience traditional Traveller tales, music and story telling. The performance was followed by a pupil workshop organised by the Museums Service.

#### Outcome

Feedback from staff and pupils has been very positive. Workshops within schools demonstrated an increased awareness of the possible outcomes of discrimination.

### Objective 9

**Support schools in increasing the numbers of Gypsy and Traveller children and young people on school rolls, particularly at secondary level, or in training.**

The NFER report suggested that 'the availability of a named person in schools and local authorities is key to building relationships with families. These relationships encourage engagement in education by addressing parents' perception of schooling and facilitate consultation between school, families and local authority staff. The contact person should be a member of staff in a position of authority who can monitor the education of Gypsy and Traveller



pupils across the school, for example, a head teacher in the primary context and a member of the senior management team for secondary schools. A local authority official interviewed as part of the research commented ‘We need to have academic and pastoral support in the schools from someone who understands the issues, someone who can have contact with the parents’.

## Bullying

The level of participation by Gypsy and Traveller children in the education system is influenced by a variety of factors, including racism and discrimination. Racist bullying and name-calling can act as a major disincentive to school attendance. 52% of respondents to the Save the Children consultation agreed with the statement ‘make sure that school anti-bullying policies talk about us and that they work’. An individual response called for ‘teachers who do something when you get bullied’.

All schools in Wales must, by law, have an anti-bullying policy. The Welsh Government issued a guidance circular 23/2003 ‘Respecting Others: Anti-Bullying Guidance’ to all schools in 2003. It explains how to establish a whole school policy to tackle bullying and identifies a range of preventative and reactive measures.

The guidance provides a definition of bullying and lists a number of characteristics that may make bullying more likely, for example:

- being from a different racial or ethnic group to the majority;
- coming from a different social class than that of the majority of the pupils; or
- being from a family with unorthodox or ‘different’ family structures.

The guidance reflects bullying of children on the grounds of their race, colour, nationality, ethnic or national origin, and includes bullying of Roma Gypsy children and children who are Travellers of Irish Heritage. The Welsh Government is currently developing more detailed guidance on ‘Bullying around Race, Religion and Culture’ which makes specific reference to Gypsy and Traveller pupils. The new guidance will be published in 2011.

The Welsh Anti-Bullying Network and the Welsh Government have jointly launched a new website Respect Wales. This online network can be accessed at <http://www.respectwales.org.uk>

## Pupil Level Annual School Census (PLASC)

PLASC (Pupil Level Annual School Census) is an electronic collection of pupil and school level data provided by all maintained sector nursery, primary, secondary and special schools in January each year. Schools record data on pupils and the school throughout the year on their Management Information System (MIS) software. This data is collated into an electronic PLASC return and submitted to the Welsh Government. Data submitted through PLASC informs policy development and funding, and provides contextual factors for analysis of attainment and attendance data. There is some doubt as to whether PLASC accurately reflects numbers of



Gypsy and Traveller learners in Wales because reticence to self-nominate is a feature of Gypsy and Traveller communities. As one interviewee in the NFER research confirmed, ‘The overwhelming feeling is that you are much safer if you don’t let people know what your background is’. The research recommended that the limited categories in PLASC from which Gypsy and Traveller parents and children could select could usefully be extended.

## Ethnic Background Categories

Welsh Government Guidance Circular 006/2009 ‘Collecting and Recording Data on Pupils’ Ethnic Background’ June 2009 responded to this recommendation by introducing changes to the PLASC categories relating to Gypsy and Traveller pupils.

The main categories ‘Traveller of Irish Heritage’ and ‘Gypsy/Roma’ have been replaced with ‘Traveller’ and ‘Gypsy/Gypsy Roma’.

The following extended categories have also been introduced under the main category of Traveller:

- Traveller of Irish Heritage;
- New Traveller;
- Occupational Traveller; and
- Other Traveller.

The following extended categories have also been introduced under the main category of Gypsy/Gypsy Roma:

- British Gypsy/Gypsy Roma;
- Gypsy/Gypsy Roma from other countries; and
- Other Gypsy/Gypsy Roma.

The intention behind these changes is to offer Gypsy and Traveller pupils and parents a better choice and a more comprehensive list with which to identify.

## Attendance Data

PLASC Attendance data for 2009/2010 shows:

- 425 pupils in the categories ‘Travellers of Irish Heritage’ or ‘Gypsy/Roma’ (combined for these purposes) are recorded as attending primary school in Wales in 2009/10.
- 180 pupils in the categories ‘Travellers of Irish Heritage’ or ‘Gypsy/ Roma’ (combined for these purposes) are recorded as attending secondary school in Wales in 2009/10.

This group of secondary school pupils missed 18% of school sessions, compared with 9% of



missed sessions by ‘White – White British pupils’. Comparable figures for 2009/10 for primary age children are yet to be released.

The discrepancy between the total number of children on school roll suggested by these figures and the numbers claimed for under the Welsh Government Grant – a total of 1,770 - is marked. This might, in part be due to the introduction of the new ethnic background categories in PLASC for Gypsy and Traveller children. It may, however also be due to a continued reluctance on the part of these children and their parents to nominate themselves as Gypsy and Travellers.

## Special Educational Needs (SEN)

61% of Gypsy and Traveller children who attended primary school in 2009/10 were considered to have special educational needs. This is compared with only 26% of ‘White/ White-British’ pupils, making a 35% variance between the two groups.

52% of Gypsy and Traveller children who attended secondary school in 2009/10 were considered to have special educational needs – less than at primary level - but compared with 19% of ‘White / White British’ pupils, making a variance of 33%.

### Objective 10

**Where appropriate, the school curriculum should reflect Gypsy and Traveller culture and history.**

## The Curriculum

The revised National Curriculum provides opportunities within, and across, curriculum subjects and frameworks to increase curriculum relevance for different groups of learners, such as Gypsy and Traveller children, and to address race equality and diversity, preparing learners for life in a multicultural Wales and for global citizenship.

The “Including All Learners” statement in the revised curriculum reminds schools of their duty to:

- eliminate discrimination and harassment and promote positive attitudes; and
- promote equal opportunities and encourage participation in all areas of school life.

In the context of increasing diversity in Wales, all schools and learning providers are encouraged to promote race equality and cultural diversity through their ethos, philosophy and day-to-day life and meet the diverse needs of learners, ensuring equality of access and equality of outcomes for all.



A culturally relevant and affirming curriculum is important for all pupils. It is particularly important for children and young people from Gypsy and Traveller backgrounds to see their culture, history, language and values reflected in their school experience. A local authority officer taking part in the NFER research said, ‘It’s all about making sure the curriculum reflects their lifestyle – for example, when teachers are talking about houses, you need to make sure they are also talking about trailers’ while another commented ‘The Gypsy and Traveller culture must be positively reflected in the school curriculum. Respecting the culture will enable them to feel part of the school and valued within the community’.

The provision of flexible curriculum opportunities focused on relevance for Gypsy and Traveller communities has been found to be a key factor in engaging more Gypsy and Traveller children with education for longer, particularly in secondary school. Coupled with positive work with parents, some local authorities have been able to significantly increase the retention rates for this group of pupils.

Replying to the question whether the whole school should be taught about Gypsies and Travellers in the Save the Children consultation, one respondent agreed, ‘Teach everyone and us about our culture, like Appleby, the same as Ramadan, they should all learn about our culture’. However, schools need to be sensitive to children’s feelings in this connection as some may not favour a whole school approach on this preferring to keep their cultural heritage to themselves; as another respondent to this question put it ‘No, I think if they teach it just gives them a chance to provoke you (and you fight back) our language is secret – it’s like a code.’

Comprehensive new guidance ‘Unity and Diversity’ has been prepared for schools on using the opportunities offered by the revised National Curriculum to promote race equality and diversity, underlining the key intention of ‘including all learners’.

<http://wales.gov.uk/topics/educationandskills/schoolshome/curriculuminwales/guidance/resources/unitydiversity/?skip=1&lang=en> The Welsh Government has commissioned further curriculum resource which will provide teachers with culturally relevant material that will engage Gypsy and Traveller children, dispel myths held by pupils from the settled community and tackle racist bullying. The material will be piloted in 2011/ 12 and will be available to schools later in the school year

In 2008, the Welsh Government funded Save the Children to make a DVD called ‘Travelling Ahead’. This DVD features Gypsy and Traveller children and young people in Wales to be used as a teaching and training aid for young people in the settled community, practitioners and local and national government officials. The DVD highlights the cultural diversity of Gypsy and Traveller children and the community. It also illustrates that they share similar concerns and aspirations with children from settled communities. The DVD provided these children and young people with a platform to raise issues which concern them and raise awareness of the difficulties faced by this community in Wales.

As a result of further funding by the Welsh Government, Save the Children has launched an interactive website for Gypsy and Traveller children and young people - visit <http://www.travellingahead.org.uk>



## Case Study

### Close collaboration with the Youth Service (Wrexham)

#### Aims of the Project

- To provide flexible curriculum opportunities that are culturally relevant.
- To successfully engage Secondary Level Traveller pupils in Education.

#### Outline of Project

Through links with the Youth Work in Education team, secondary aged Gypsy and Traveller pupils have successfully completed various projects, including work experience, parenting, health and fitness, expressive arts, and Citizenship. Through this work pupils have also become involved in Youth forums such as Wrexham's 'Big Yac' and the national 'Funky Dragon'. A Youth Worker, allocated to the Travellers part time, ensured good cultural awareness, and enabled relationships and trust to be built with the families.

#### Outcomes

This has been extremely successful in engaging secondary aged pupils who were at risk of disengagement. For the past 5 years, year 11 pupils have achieved Certificate of Personal Effectiveness (CoPE) or Award Scheme Development and Accreditation Network (ASDAN) qualifications at Either Level 1 or Level 2.

Two Year 11 pupils are running their own youth groups with younger Traveller pupils. These girls are working towards Level 3 CoPE.



## Chapter 6

# Engagement and Participation

### Vision

**To remove barriers on engagement with Gypsy and Traveller children and young people and to enable Gypsy and Traveller children and young people opportunities to shape the development of decisions that affect them.**

### Introduction

The Welsh Government’s approach to children and young people’s participation is based on the principles enshrined in the UN Convention on the Rights of the Child (UNCRC). Article 12 of the UNCRC sets out the rights of all children and young people to express an opinion and to have that opinion taken into account in any matter or procedure which affects them. Participation is an underlying principle that runs throughout the UNCRC.

This commitment to the UNCRC underpins all policies in relation to children and young people in Wales. The emphasis on a more rights based approach will become more predominant and distinctive with the implementation of the Rights of Children and Young Persons (Wales) Measure 2011.

Strategic partnerships led by local authorities have responsibility for promoting and developing young people’s participation in decision-making at the local level. All local authorities in Wales are required to develop and implement a Local Participation Strategy and to have a youth forum in place. This will become a statutory requirement when the Local Participation Strategies Guidance is published in 2012. National and local platforms to develop policy and practice for children and young people include a national Participation Consortium and Unit; a Participation Project within Welsh Government; a Participation Workers’ Network; and a Children and Young People’s National Assembly for Wales (Funky Dragon). Gypsy and Traveller children and young people are represented through Equality Representatives on Funky Dragon.

### Participation

While this is a significant step forward for young people from the Gypsy and Traveller community, it is not enough to ensure that the views and opinions of young people from this community are sufficiently heard. In order to establish a firmer footing from which this community can contribute to regional and national policies that affect them, a more local approach needs to be adopted. More work needs to be undertaken locally with the communities to establish groups which will build their confidence and establish trust and good working relationships. This in time would hopefully encourage these children and young people to engage in more regional and then national forums. But to get to a national and integrated forum Gypsy and Traveller children and young people need to develop skills and confidence by addressing at a local level first what matters to them, such as access to education, planning issues and the public attitudes to their community and way of life. This will help to prepare them for a time when they can get involved in more mainstream forums and groups at a national level.





In autumn 2008, Save the Children was commissioned by the Welsh Government to undertake a specific small scoping project with Gypsy and Traveller children and young people from Torfaen and Pembrokeshire in regards to engagement and participation to inform the development of this Framework. The report 'Getting Involved: a report into engaging with young Gypsy Travellers in Wales' 2009, explores and develops the issues around Gypsy and Traveller children and young people's engagement.

The research suggests that Gypsy and Traveller children and young people experience difficulties in getting their voice heard during the decision making process. It established that Gypsy and Traveller young people want an opportunity to have a say on decisions that affect their lives. This view is supported by TES workers from across Wales who took part in the project and previous work done by Save the Children on this issue.

The usual methods of engagement and consultation will not be appropriate for this community as there are issues due to the often formal language used and poor literacy skills. If engagement is going to be meaningful and effective for all involved then it needs to be culturally appropriate, expectations need to be managed very carefully and promises or commitments should not be made that cannot be delivered. Service providers need to encourage engagement and support young Gypsy and Travellers to get involved.

The children and young people identified discrimination as the main barrier that prevented them from engaging in the decision making process. The prejudice and discrimination faced by the Gypsy and Traveller community is well established and media reflections of the community tend to reinforce negative perceptions of the community among the settled population. A number of reasons make it more of a challenge to work with the Gypsy and Traveller community. They are very suspicious of officialdom and are very protective of their privacy and they do not trust 'outsiders' easily. This mistrust and suspicion has been passed on from generation to generation. Trust and credibility is not automatically conferred on outsiders, it must be earned and established.

Since the Save the Children research there has been good progress in relation to giving Gypsy and Traveller children and young people in Wales a voice. The Travelling Ahead project, run by Save the Children and funded by the Welsh Government was set up to specifically give these children and young people opportunities to speak up and be heard through local, regional and national forums.

## Objective 11

**To enable young Gypsies and Travellers to become more responsive to their own needs and become more adept at expressing their views and opinions at both a local and national level.**



## Engagement and Consultation

Service providers are not always able or willing to invest the time needed to establish a good rapport with the Gypsy and Traveller communities in their area. Research shows that parents would feel reassured if provision and support were made available on site. Children and young people will not get involved unless their parents are in complete agreement. Parents will need to trust those who are supporting their children. That way they can be sure of what is happening, the kind of questions asked and who is engaging with their children. Using familiar and safe surroundings would ensure parents and children are comfortable and more relaxed and more likely to engage and participate. It is vitally important that children and young people have an opportunity to contribute to decisions that are made regarding the sites they live on. The Welsh Government Good Practice Guide in Site Design advocates that local authorities engage with children and young people when making plans to refurbish sites or build new ones. They will have a particular view about the kind of features or facilities they would like to have on site. Giving young Gypsies and Travellers a chance to contribute in this way will give them a sense of ownership and empowerment that they seldom have. It will also help to ensure they have a sense of pride in where they live.

There are additional barriers facing children and young people engaging and participating, such as a lack of understanding by service providers and organisations of their way of life and culture. At times information relayed is not appropriate and sometimes responses from professionals can be unhelpful, in addition to a general lack of understanding amongst parents. The attitude of some services provides towards Gypsies and Travellers is not always inclusive of the community, lacks awareness of the issues facing the community in Wales and their culture and the issues that matter to them.

Where they can, the voluntary sector will speak on behalf of the community, but they do not always engage with the children and young people. The role of engaging and participating with children and young people from the community falls almost exclusively on TES workers. As ever their level of commitment is commendable, but undertaking this kind of work on behalf of other agencies and organisations can detract from their main role of helping young Gypsy and Traveller children and young people to fulfil their potential.

The Children and Young People’s Plans Interim Guidance 2011-14 stresses the importance of equality being built into all policies and services covered by the Children and Young People’s Plan in accordance with the law on equality. Despite this only a few partnerships have taken steps to consult with young Gypsies and Travellers or fund specific services. Additional work needs to be done to encourage development of good practice on engagement and participation of young Gypsies and Travellers, such as toolkits and training opportunities. Youth support services are well positioned to set the example by being more inclusive and working with the community, the voluntary and statutory sector to facilitate better engagement.



## Objective 12

Enable young Gypsy and Travellers to get involved and be represented in policy and service development, ensure they are supported and encouraged to join school councils.

### Case Study

#### Pavee Point, Dublin

An example of effective participation of young Gypsies and Travellers is Pavee Point, in Dublin, Ireland. Pavee Point is a voluntary Travellers–led organisation which actively promotes Gypsy Traveller issues and provides a wide range of services that support the community. The successes of Pavee Point can be attributed to them working collaboratively with the statutory youth services. Examples of their joined–up approach include; staff training and cultural awareness events.

Effective and productive engagement with young Gypsy and Travellers can be achieved through an investment in relationship building and establishing trust. This success of this approach can be seen in the successful way TES workers engage with young Gypsy and Travellers. TES workers understand the Gypsy and Traveller way of life, and parents feel reassured by this.

‘Travellers and Gypsies: Generations for the Future’, the report drawn up by children and young people during the consultation events organised by Save the Children, gives their views on a range of issues from health and education, to sport and participation. The children and young people were clear about what they would like to see happen to help them participate more, some of their ideas are;

- Set up Gypsy and Traveller children and young people’s groups in which young people can work towards training and certificates;
- Promote Gypsy and Traveller representation on school councils;
- Use peer-led approaches;
- Encourage politicians to meet with and respect Gypsy and Travellers.



# Chapter 7 Health

## Vision

**That the Department of Health and Social Services works with relevant partners to eliminate discriminatory practices and negative perceptions of Gypsies and Travellers, raises awareness of the health needs of the community and improves access to health services, through information, involvement and inclusion in national and local strategic developments which seek to improve the health outcomes of the Gypsy and Traveller community in Wales.**

## Introduction

The Department for Health and Social Services (DHSS) has overall responsibility for developing policy in relation to Gypsy and Traveller health in Wales. DHSS will work with other departments in recognition of the fact that many of the determinants of health, such as social, environmental, housing and economic factors are beyond the remit of the health sector.

The Welsh Government recognises that the provision of well designed and well managed Gypsy and Traveller sites is fundamental to ensuring that this community is able to access all services, including health and social care.

The health of Gypsies and Travellers is much poorer than the general population, and other marginalised groups (Van Cleemput, 2004). They face particular difficulties accessing health and social services for a variety of reasons which are explored later in this chapter. A travelling lifestyle can add to these difficulties in accessing health care services, but whether mobile or static, Gypsies and Travellers face significant health inequities.

A “Good Practice Guidance for Local Health Boards in the Provision of Services for Selected Minority Groups” was published in 2006, which covered the needs of the Gypsy and Traveller community, as well as asylum seekers & refugees, homeless people, and minority ethnic communities.

The ‘Good Practice Guidance’ provided advice to primary and secondary statutory health care organisations for the four selected minority groups within their communities.

### Objective 13

**Improve the health outcomes of the Gypsy and Traveller community in Wales, and raise awareness of the health needs of the community.**



## Inequalities in Health

Two of the most significant pieces of research on Gypsy and Traveller health in Wales are The Equality of Opportunity Committee report “A Review of Service Provision for Gypsy Travellers” in 2003, and in 2005 the Welsh Government’s “Review of the Literature on the Health Beliefs, Health Status, and Use of Services in the Gypsy Traveller Population, and of Appropriate Health Care Interventions”.

The evidence identifies that Gypsy and Travellers, and in particular Gypsy and Traveller children, experience extremely poor health (Health Assert Programme Wales, 2005:8).

The life expectancy of Gypsies and Travellers is significantly lower than the general population (Niner, 2002:10). A study by the Scottish Government in 2001 showed that the life expectancy of Gypsies and Travellers was 55, compared with a life expectancy for women in their late 80s and men in their early 80s among the settled community. Stillbirth is 17 times higher among this community than the national average and infant mortality is 12 times higher than average rates (Power, 2004:41).

Other health related issues that affect the Gypsy and Traveller population are:

- Low uptake of pre and post natal care
- Low uptake of preventative health care
- Low uptake of cervical cytology
- High levels of smoking and alcohol consumption
- Low levels of GP registration
- Low levels of dental care
- Low uptake of services including primary care, family planning and immunisation

There is some reluctance by Gypsy and Traveller men to seek out medical care and attention. There are a number of reasons for this; a fatalistic attitude to health, they do not want to be seen as weak in any way, a strong sense of self reliance, and time spent in a doctor’s surgery is time not spent working and earning a living. Women are better at seeking out medical care as the well being of their family is a priority. The attitude of Gypsies and Travellers to health care is very much determined by individual experiences and experiences of the wider community. Lack of cultural awareness and sensitivity of the needs of the community by healthcare professionals makes it even harder for the community to access services, and this leads to suspicion and lack of trust. This difficulty, when taken together with a fatalistic attitude to health by the community, compounds the problem even further and resolving these issues becomes problematic.

Factors which have a negative health impact on Gypsies and Travellers are: lack of awareness of services, difficulty accessing services, high levels of poverty, environmental issues, poor literacy skills and a lack of knowledge and awareness of health issues among the community.



Given these obstacles, targeted interventions and specific programmes can potentially work best with regards to healthcare. They enable health care professionals to establish a rapport with the community and or individuals, and if delivered at the community level, either on site or in a safe environment, allow a level of trust to develop that with mainstream service delivery may be difficult to establish.

## Case Study

### The Coronary Heart Disease in Gypsies and Travellers; Redressing the Balance Project

A Multi-Agency Traveller's Forum (MAF) addressed health and social issues in the Gypsy and Traveller community in Wrexham. The main aim of the project was to improve access to health care services, specifically to coronary heart disease services for the Gypsy and Traveller community. This was done by providing an outreach service which consisted of a full-time Project Health Worker and a mobile health unit.

A specially adapted mobile health unit 'health bus' was driven onto a Gypsy and Traveller site near Wrexham on a regular basis three times per week. The Project Health Worker also visited housed Gypsies and Travellers and those on private land either with the 'health bus' or by car. The Project Health Worker worked in the field of prevention and health promotion, and also provided a triage facility and advocacy services for the Gypsy and Traveller community, as well as collecting coronary and mental health data for the project.

The project achieved its aims and improved Gypsy and Traveller access to healthcare. In addition, the Chronic Health Disease health status and the culture, lifestyle and health beliefs of Gypsies and Travellers were mapped. As a result a culturally appropriate method of service delivery was developed to impact on the cardiovascular health of Gypsies and Travellers.

The Healthcare Standards for Wales provide a common framework of healthcare standards to support Local Health Boards and their partner organisations in providing a framework for care. This ensures that healthcare services are provided equitably, robustly and ethically across the full range of services provided by or for the NHS in Wales, no matter what the setting.

They support Local Health Boards in delivering improved health, reduced inequalities and improved patient safety. They place patients at the centre of the way in which services are planned and delivered and hence promote safe, equitable, high quality care for all patients.



## Objective 14

**Ensure the health needs of Gypsies and Travellers are addressed in the development of national and local strategic health policy, and that the community has an opportunity to contribute to health policies and initiatives that will have an impact on them.**

### Accommodation and Health

The links between lack of appropriate sites, site provision and ill health are well established by research and published reports (Parry, Cleemput et al, Sheffield University 2004, Health Asser Programme Wales 2005, Power 2004).

The health and well being of the community is very much determined by where Gypsies and Travellers live. A nomadic lifestyle whether chosen or imposed (due to lack of legal sites), is characterised by ill health, anxiety, frequent evictions, interrupted education and frequent conflict with the law, local authorities and settled communities (Power, 2004:36).

The health of Gypsies and Travellers living on residential sites can be affected by conditions on site. According to Niner (2006), the existing site network in Wales is not up to a decent standard and as a result residents experience poor and run down facilities, overcrowding, conflict with local authorities and the settled community, and poor and interrupted health and education. It is not uncommon for residents on sites in Wales to have frequent vermin infestation, and for children to suffer from severe skin and respiratory conditions due to damp and badly located sites.

Gypsies and Travellers who live in settled accommodation can suffer ill health as a result of stress and anxiety due to feelings of isolation from family and friends who may be living on sites, prejudice and discrimination by neighbours and generally living a settled lifestyle.

The impact this can have on physical and mental well being should not be overlooked. For many the decision to stop a travelling lifestyle was made because the benefits have been outweighed by the negatives, but nonetheless the sense of loss can be deeply profound and the impact this can have should not be underestimated.

### Unauthorised encampments and Health

The healthcare needs of Gypsies and Travellers on local authority and or private sites and those on unauthorised sites may differ due to the living conditions. Access to healthcare is easier if living on an authorised site and continuity of care can be better maintained.

This is not the case if Gypsies and Travellers are living on an unauthorised site. Gypsies and Travellers living in unauthorised sites are at their most vulnerable. A lot of the time they will not know for how long the unauthorised site will be tolerated by local authorities and the local settled community. In addition, they will not have access to running water; there will be poor



sanitary conditions on site, no waste removal and possible physical and verbal harassment from passers by. This can leave them in a highly agitated and distressed state of mind which will impact on their overall well being. Children and older members of the community are probably the most at risk as they are most likely to succumb to ill health as a result of living without certainty.

## Case Study

### Delivering Health Care to those without a permanent site

In Flintshire the local Health visitor has visited unauthorised encampments to give immunisations and make out prescriptions. In addition arrangements have also been made for families to visit local clinics to receive treatment.

The role of the Third Sector in preventing ill health has been recognised by the Welsh Government in the strategy Designed to Add Value (2008). The strategy advocates that health and social care planners should work with the third sector to engage with specific communities to enable these communities to contribute to the development of services.

## Barriers to Access

Much of our ability to participate in society and access the services we require is based on an ability to read and effectively communicate with others around us. The majority of the settled population may take this ability for granted. Healthcare staff may also take for granted that their clients and patients can read to a reasonable standard. But this is not the case with a large number of the Gypsy and Traveller community. The level of illiteracy is high and feelings of intimidation when being seen by some healthcare workers can greatly hinder communication.

Many people may experience some level of unease and or fear of seeing the doctor or dentist. This is not uncommon and many healthcare staff work hard to reassure patients that they should not feel embarrassed or afraid. This is also true of the Gypsy and Traveller community, but added to that may be feelings of inferiority due to lack of formal education, and also shame and embarrassment of not previously accessing services or doing so at an earlier stage. Mistrust is a significant problem particularly of medical investigations, procedures or treatments. (Parry et al, 2004:49) It is likely that many Gypsies and Travellers may seek healthcare intervention when an illness or condition is well advanced and therefore it is likely that their needs will be more complex.

It can be difficult at times for Gypsies and Travellers to negotiate their way through a sometimes complex NHS system, which often includes set appointments to keep, difficult medical jargon to comprehend, special diets and set patterns of taking medicine. On top of that there are concerns regarding transport, caring responsibilities and childcare. Lack of reading skills makes it hard to keep set appointments and to take and or administer medicine according to written instructions. Incomplete medical records due to a mobile lifestyle can make diagnosis and treatment difficult and dangerous.





Previous bad experiences accessing medical care perhaps because of a lack of cultural awareness and sensitivity by health staff will increase the lack of trust and confidence in the system. This may also prevent members of the Gypsy and Traveller community complaining about services, as can poor communication skills, and an inability by some to communicate effectively what their problems are, which affect all the above issues.

## Health Promotion and Prevention

There is a lack of awareness of the benefits of certain preventative services in the healthcare service by the Gypsy and Traveller community. To address this health prevention programmes should involve Gypsies and Travellers in the design and delivery of targeted promotions. These promotions should include appropriate elements on pre and post natal care, immunisation, use of hospital services to include in and out patient and maternity services, and smoking and alcohol and family planning.

Local health professionals work closely with families to ensure that children have a full vaccination status. For example, fixed travelling communities will be registered with a local GP practice and health visitor so that children will be called for routine vaccinations at the scheduled time. Some areas have specialist health visitors for those children up to the age of 5 years.

All Local Health Boards are required to have primary and community services Local Delivery Plans that include immunisation provision. These set out how they will meet the 95% uptake target for all childhood immunisations and address geographical differences or inequalities in services and how the needs of high risk groups will be met. At the local level, immunisation services are being strengthened by the appointment of dedicated Immunisation Co-ordinator, Lead Nurse and Lead Physician who will work together to maximise immunisation uptake. LHB plans will be reviewed on an annual basis to ensure that the steps outlined here are effective.

The health care needs of the Gypsy and Traveller population in Wales is still in need of significant development, and one of the main methods to improve the health of this community is communication and education through targeted health interventions and significant awareness raising with Gypsy and Traveller communities by trusted health care professionals.

Individuals may want a healthier lifestyle, but social, cultural and economic issues may make this beyond their control. The advice needs to be reasonable and realistic and easy to understand. In many cases such advice will be about providing information on a healthy lifestyle and challenging misconceptions about health or long held beliefs that have no basis in medical fact. The healthier choices need to be easier choices for Gypsies and Travellers to make.

### Objective 15

**To make health and social care services more accessible to the Gypsy and Traveller community**



## Gypsy and Traveller Health Data

There is little evidence on the health and lifestyle of the community in Wales. There is an absence of statistical data collected in the NHS regarding the needs of Gypsies and Travellers and the services they use. Without this type of information the planning and delivery of services to this community is difficult and any kind of evaluation of effectiveness is hindered. In order to determine success in relation to improving the health of this community we need to establish baseline rates of health status, health related behaviour, what services are accessed, how services are used, prevalence of use, how effective are the services that have been accessed, etc.

### Objective 16

**Establish baseline information on the health status of the Gypsy and Traveller community in Wales, and establish a system for the continued collection of data on Gypsy and Traveller health.**



## Chapter 8

# Consultation with Gypsies and Travellers

## Vision

To ensure that public bodies and agencies consult with the Gypsy and Traveller community in culturally appropriate ways and that they have the opportunity to contribute and shape public policy and the debates that surround policy development.

## Introduction

Gypsies and Travellers should be consulted as part of any exercise that engages with communities about issues that directly affect or impact upon them. However, a different method of consultation will be needed to take into account the lifestyle and culture of Gypsies and Travellers.

## Methods of Consultation with Gypsies and Travellers

Engaging the help and assistance of organisations/groups or individuals who have an existing good relationship and track record with the community in the consultation process would be very beneficial. Traveller Education Services and health workers or other advocates may have an existing good relationship with the Gypsy and Traveller community and as such they are ideally placed to facilitate introductions and help with the consultation.

The following should be considered when seeking to engage with the Gypsy and Traveller community:

- Consultation should be held in familiar and informal surroundings to ensure a greater degree of participation by the community. Perhaps using the offices of a local organisation that has built up a good relationship with the Gypsy and Traveller community, or perhaps use a local community building. Where a site has a communal room or facility available, this provides the ideal place in which to conduct consultation. However, other factors should be considered, for example, child care, potential interruptions and confidentiality;
- Consultation with the Gypsy and Traveller community must not rely on written methods of communication only as there are often low levels of literacy among some sections of the community. It is strongly recommended that face to face consultation with the Gypsy and Traveller community is employed. This will enable the community to influence decisions by asking questions and checking their understanding. Other forms of consultation should be employed. Diagrams, flow charts, models, easy read versions and plain English, discussion groups, CDs or DVDs may be considered;



- Be careful about engaging with just a small number of people from the community to represent the views of a larger group. It is likely that the perspectives of some members will not be highlighted, such as children and young people, older members of the community and disabled people. In addition, the views of Gypsies and Travellers may vary and opinions from all groups should be sought where possible;
- Careful consideration must be given to the timings of the consultations. Running a session outside school drop off and pick up hours will ensure a greater number of women are able to participate. Men will most likely be more available in the evening after the working day. As mentioned above, you may consider holding consultation events on site as this will enable better participation by older and disabled people, as well as women, children and young people. You may also consider 'drop in' sessions where by residents can approach you informally to ask questions etc therefore making the experience less daunting; and
- Careful consideration should also be given to the use of a facilitator, particularly when using focus groups as sometimes discussions can become heated because of differing perspectives. A good facilitator should help to bring about a consensus position. If tension is expected between different members of the community then maybe smaller meetings or smaller group meetings maybe more appropriate. It is important that the facilitator is a neutral individual and someone who the residents trust. The local Traveller Education Service or health workers might be able to help identify someone who the community would be content to use as a facilitator.
- Consultation methodologies could include pictograms, models, informal discussions and explanations, question and answer sessions, easy read material, and presentation accompanied by booklets for consultees to keep.
- After consulting with the community feedback should always be given to those who participated, and an important element of the process should be about managing expectations and being realistic about what is going to be achieved or changed.

The Welsh Government has consulted with the Gypsy and Traveller community on many issues, most recently and extensively on the development of this Framework. In order to achieve the best possible results we worked closely with voluntary organisations in Wales, and employed a variety of approaches from on site engagement to specific events for children and young people to get as broad a range of views and to encourage participation in the development of this Framework.

The views of children and young people should not be forgotten when seeking to consult, as they will have valid views and a different way of seeing things. Consideration should be given to creating opportunities for them to get involved. During the consultation on this Framework with children and young people they suggested that offering young people opportunities to do sports activities, alongside participation/ consultation events would be a positive way to encourage



involvement. While this might not always be possible, it is this kind of innovative approach that will encourage participation. It is important to make the process meaningful to those taking part and to pitch it at the right level.

## Objective

To facilitate better consultation and engagement by public bodies with the Gypsy and Traveller community.



# Chapter 9

## Summary of objectives

### Community Cohesion

#### Objective 1

Improve mutual understanding and trust between Gypsy and Traveller communities and settled communities so there is an increase in the sense of belonging and acceptance within the Gypsy and Traveller community.

### Accommodation

#### Objective 2

The Welsh Government will continue to work with Local Authorities towards bringing the existing site network up to reasonable standards as outlined in good practice guides on site design.

#### Objective 3

Raise awareness of the planning circular WAGC30/2007 Planning for Gypsy and Traveller Caravan Sites among planning practitioners.

#### Objective 4

Establish the effectiveness of the planning circular WAGC30/2007 – Planning for Gypsy and Traveller Caravan Sites on the planning process when planning bids for Gypsy Traveller sites are being assessed.

#### Objective 5

The Welsh Government will work with Local Authorities to deliver new sites in line with needs identified in local development plans.

#### Objective 6

The Welsh Government will continue to work with Local Authorities to reduce the occurrence of unauthorised encampments.

### Education

#### Objective 7

Assess the implementation of the 'Moving Forward' guidance to determine the impact it has had on standards of support for Gypsy and Traveller pupils.

#### Objective 8

The Welsh Government to consider means of reducing the negative effects on schools of Gypsy and Traveller attendance rates.



## Objective 9

Support schools in increasing the numbers of Gypsy and Traveller children and young people on school rolls, particularly at secondary level, or in training.

## Objective 10

Where appropriate the school curriculum should reflect the Gypsy and Traveller culture and history.

## Engagement and Participation objectives

### Objective 11

To enable young Gypsy and Travellers to become more responsive to their own needs and become more adept at expressing their views and opinions at both a local and national level.

### Objective 12

Enable young Gypsy and Travellers to get involved and be represented in policy and service development, ensure they are supported and encouraged to join school councils.

## Health

### Objective 13

Improve the health outcomes of the Gypsy and Traveller community in Wales, and raise awareness of the health needs of the community.

### Objective 14

Ensure the health needs of Gypsies and Travellers are addressed in the development of national and local strategic health policy, and that the community has an opportunity to contribute to health policies and initiatives that will have an impact on them.

### Objective 15

To make health and social care services more accessible to the Gypsy and Traveller community.

### Objective 16

Establish baseline information on the health status of the Gypsy and Traveller community in Wales, and establish a system for the continued collection of data on Gypsies and Travellers health.

## Consultation and Engagement

### Objective 17

To facilitate better consultation and engagement by public bodies with the Gypsy and Traveller community.



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# The Delivery Plan

Objective 1:			
<i>Improve mutual understanding and trust between Gypsy and Traveller communities and settled communities so there is an increase in the sense of belonging and acceptance within the Gypsy and Traveller community.</i>			
How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>Local authorities and partners consider the relationship between Gypsy and Traveller communities and settled communities when developing their community strategies.</li> <li>Local authorities and partners to consider the need to include Gypsy and Traveller communities in the overall approach to enhancing community cohesion</li> </ul>	Welsh Government	Equality Diversity and Inclusion Division	On Schedule
<b>What has happened</b>  The need to engage and promote community cohesion within the Gypsy and Traveller Community has been emphasised within the Community Cohesion Strategy, which was launched in December 2009. Local authorities have been able to use the Community Cohesion Fund (£5m between 2009 -2012) to take a strategic approach to cohesion based on local need. This includes working with Gypsy and Traveller communities.		<b>What will happen / Timescale</b>  The Welsh Government will encourage local authorities and partners to undertake work with local communities to establish groups which will build confidence and establish trust and good working relationships.  The Welsh Government will support a national forum for young people by working with Welsh Government funded organisations to enable Gypsy and Traveller children and young people to have the opportunity to meet with key decision makers in Wales  Regional community cohesion groups will be used to increase	

awareness of Gypsy and Traveller issues.

The Welsh Government will work with agencies involved with the criminal justice system to explore opportunities to raise awareness of Gypsy and Traveller culture for people working in the criminal justice system and encourage the Gypsy and Traveller community to have better links and greater trust with those agencies.

The Welsh Government will continue to work with the WLGA to consider further how we can work together with elected members to address the political difficulties they face in order to overcome issues of opposition to the building of new sites in their localities and to help educate the settled community about the genuine accommodation needs of Gypsies and Travellers.



**What has happened**

Since the refurbishment grant was set up in 2007, the Welsh Government has provided grant funding of up to £1 million to local authority owned sites in Cardiff, Swansea, Wrexham, Pembrokeshire, Powys, Torfaen, and Flintshire.

**What will happen / Timescale**

In 2011-12, £2 million in capital funding will be made available to local authorities to bid for site refurbishment and new site delivery. In 2012-13, £1.75 million will be available, and £1.5 million in 2013-14.

The Welsh Government in 2011-2012 will introduce a fundamental change to the way in which it funds the programme by revising the amount of grant allocated from 75% to 100% funding.

The continuation of capital grant funding up to 2013-2014 will enable local authorities to continue to improve Gypsy and Traveller sites. A number of local authorities have been able to successfully apply for the grant each year since 2007 and engage in a rolling programme of refurbishing sites, as not all works can be carried out in the same financial year. Continued funding will mean rolling programmes of improvement can continue.

Grant guidance and assessment criteria will be updated to reflect feedback from local authorities about areas of the guidance that need to be enhanced, clarified or simplified.

The Welsh Government will draft and consult upon a commencement order and a consequential amendments order which will have the effect of bringing into force section 318 of the Housing and Regeneration Act 2008. Section 318 brings Gypsy and Traveller sites provided by local authorities within the remit of the Mobile Homes Act 1983 thereby affording residents of those sites greater protection from eviction etc, and putting them on an equal footing with residents living in similar accommodation, such as private Gypsy and Traveller sites and park homes. The consultation exercise will seek the views of interested parties upon the appropriateness of applying the implied terms within the Mobile Homes Act 1983 to all residents of local authority provided sites.

**Objective 3:**

*Raise awareness of the planning circular WAGC30/2007 Planning for Gypsy and Traveller Caravan Sites among planning practitioners.*

<b>How</b>	<b>Organisation</b>	<b>Lead</b>	<b>Action Status</b>
<ul style="list-style-type: none"><li>The Welsh Government will deliver a series of workshops with planning practitioners to underpin the planning guidance, linking it in with the site provision agenda, and provide cultural awareness and sensitivity training.</li></ul>	Welsh Government	Department of Environment Sustainability and Housing	
<b>What has happened</b>		<b>What will happen / Timescale</b> The provision of workshops will raise awareness of planning issues in relation to Gypsies and Travellers, and help to establish if further guidance is required to help practitioners.  Welsh Government officials will be looking into developing a programme of workshops in 2012/13.	

**Objective 4:**

*Establish the effectiveness of the planning circular WAGC30/2007 – Planning for Gypsy and Traveller Caravan Sites on the planning process when planning bids for Gypsy and Traveller sites are being assessed.*

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>The Welsh Government will commission research to establish how many planning applications for Gypsy and Traveller sites have been determined since the publication of the Circular WAGC30/2007.</li> </ul>	Welsh Government	Department of Environment, Sustainability and Housing	

**What has happened**

The Planning Circular was published in 2007

**What will happen / Timescale**

This research will help to establish what impact the circular has made, and determine if further guidance is required. Consideration will be given to revising the guidance during the 2012-2013 financial year and the workshops delivered under objective 3 above will help to inform this process.

The Welsh Government will undertake a specific one off data gathering exercise to ascertain how many planning applications have been determined for Gypsy and Traveller sites since Circular WAGC30/2077 was published. The aim of this exercise is to establish baseline information for subsequent monitoring of the development control returns.

**Objective 5:**

*The Welsh Government will work with local authorities to deliver new sites in line with needs identified in local development plans. .*

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>The Welsh Government will provide 100% grant funding to local authorities to build new sites.</li> <li>The Welsh Government will revise and refine the Good Practice Guide in Designing Gypsy and Traveller Sites in Wales.</li> <li>The Welsh Government will work with local authorities and other stakeholders to develop guidance on carrying out accommodation needs assessments.</li> </ul>	Welsh Government	Equality Diversity and Inclusion Division	On Schedule
<p><b>What has happened</b></p> <p>In December 2007, Sections 225 and 226 of the Housing Act 2004 were enacted in Wales. These sections of the Act place a legal duty on local authorities in Wales to undertake an accommodation needs assessment of Gypsies and Travellers and to strategically plan for those identified needs. The importance of the Accommodation Needs Assessment conducted by local authorities is to inform their future plans around Gypsy and Traveller accommodation provision (such as Housing Strategies and Local Development Plans) and ensure equality of opportunity and equal access to services.</p> <p>On 5<sup>th</sup> May 2011, the legislative competence of the National Assembly for Wales as set out in Schedule 7 to the Government of Wales Act 2006 came into effect. Subject 11 of Schedule 7 enables the National Assembly for Wales to legislate in relation to housing. In accordance with this competence the National Assembly for Wales could legislate to place a duty on local authorities to provide Gypsy and Traveller sites within Wales. Such legislation could require all local authorities within Wales to take into consideration the 'housing' need for Gypsy and Traveller sites</p>		<p><b>What will happen / Timescale</b></p> <p>In 2011-12, £2 million in capital funding will be made available to local authorities to bid for new site delivery. In 2012-13, £1.75 million will be available, and £1.5 million in 2013-14.</p> <p>The Welsh Government in 2011-2012 will introduce a fundamental change to the way in which it funds its Capital Grant Funding programme by revising the amount of grant allocated from 75% to 100% funding.</p> <p>The Welsh Government expects local authorities to work in a regional capacity to address the accommodation issues experienced by Gypsies and Travellers. While 100% funding is available the amount of money available has been reduced, therefore local authorities working together to identify regional priorities will ensure the funding is properly utilised.</p> <p>The Welsh Government will explore options to enable Registered Social Landlords to build and manage Gypsy Traveller sites.</p>	



when formulating their Local Development Plans.

The Welsh Government will keep under review the need to legislate to place a duty on local authorities to deliver sites which they have identified a need for in their local development plans.

**Objective 6:**

*The Welsh Government will continue to work with local authorities to reduce the occurrence of unauthorised encampments.*

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>The Welsh Government will revise the guidance on Unauthorised Encampments and develop a generic protocol for local authorities to adapt to their specific regions for dealing with unauthorised encampments.</li> <li>The Welsh Government will work with local authorities to deliver new sites where the need has been identified which will reduce the incidents of unauthorised encampments.</li> </ul>	Welsh Government	Equality Diversity and Inclusion Division	
<p><b>What has happened</b> The latest statistics for the bi-annual caravan count which took place in January 2011, showed that of the 20 local authorities that responded, 52 caravans were on unauthorised sites on land owned by Gypsies and Travellers, which is 7.2% of all caravans.</p>		<p><b>What will happen / Timescale</b> Revised guidance will help local authorities deal effectively with unauthorised encampments.  The Equality, Diversity and Inclusion Division will revise the guidance in 2012-13.</p>	

**Objective 7:**

***Assess the implementation of the 'Moving Forward' guidance to determine the impact it has had on standards of support for Gypsy and Traveller pupils.***

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>Commission Estyn to review the implementation and impact of the guidance.</li> </ul>	Welsh Government	Department for Education and Skills	
<p><b>What has happened</b></p> <p>The Welsh Government commissioned an Estyn remit report to consider progress, particularly at secondary level, since the previous Estyn remit report in 2005. The report, 'The Education of Gypsy Traveller pupils – an update on provision in secondary schools' was published on 14 June 2011. In addition to identifying progress, the remit agreed with Estyn was to identify the impact of the 'Moving Forward' guidance. A specific focus on secondary schools was agreed as transition to and continuity within secondary education are two of the greatest challenges in the Gypsy Traveller education field.</p>		<p><b>What will happen / Timescale</b></p> <p>The 2011 report makes a number of recommendations for schools; local authorities and the Welsh Government. We will ensure that these are addressed, in conjunction with the recommendations in the Framework for Action over the next 12 months.</p> <p>The recommendations for the Welsh Government are:</p> <p>R1 - Ensure that the data collected on Gypsy and Traveller pupils from information supplied by designated local authority support staff is accurate and consistent;</p> <p>R2 - Consider ways in which funding can be allocated so that it places greater emphasis on the needs of secondary age pupils; and</p> <p>R3 - Provide guidelines on prosecution in cases where Gypsy and Traveller pupil attendance falls to under 200 sessions a year, to ensure a consistent approach across Wales.</p> <p>The Welsh Government now requires additional information from local authorities in the reporting process in response to the first recommendation.</p> <p>Recommendation 2 - has already been acted upon with pupils of secondary school age attracting a weighting of 1.5 in the funding formula which determined the allocations for 2011-12 from the Specific Grant for the Education of Gypsy and Traveller Children. We have begun to implement the final recommendation with a presentation to the Gypsy and Traveller Forum. Ongoing work on elective home education will influence further advice the Welsh Government provides on prosecutions.</p>	

**Objective 8:****Welsh Government to consider means of reducing the negative effects on schools of Gypsy and Traveller attendance rates.**

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>Consult on new attendance codes and explore with Estyn ways of ensuring consistency of approach across school inspections.</li> </ul>	Welsh Government	Department for Education and Skills	

**What has happened**

Attendance rates for Gypsy and Traveller learners are the lowest of any learner group and the 2005 Estyn report 'The Education of Gypsy and Traveller Learners' highlighted this as the factor that has the greatest impact on their attainment.

Schools are often concerned about admitting Gypsies and Travellers because of the perceived negative effects upon attendance figures, examination results and Estyn inspection grades.

A new set of attendance codes was introduced in all maintained primary and secondary schools in Wales in September 2010. These allow schools to use codes to show children are travelling or attending more than one school while travelling to record them as receiving approved educational activity. This means that they would no longer be recorded as an authorised absence. A base school can no longer remove Gypsy and Traveller children from the roll while they are travelling.

Guidance on the use and application of the new codes can be found at Annex 4i of the Welsh Government's guidance document 'Inclusion and Pupil Support':

The Welsh Government introduced a new code 'T' for when a child is travelling which does not impact adversely on a school's overall attendance figures. Dual registration when travelling with the school travelled to and the base school brings similar benefits. Practitioners report that there is an amount of confusion amongst school staff over

**What will happen / Timescale**

Welsh Government guidance will be issued on the use of the 'T' code. We will continue to monitor the effectiveness of the new codes.

We will continue to disseminate Estyn advice on disaggregation and to monitor local authorities own experiences when their schools are inspected.

We will continue to work closely with colleagues who lead on admission; attendance; behaviour and bullying – some of the chief reasons which militate against school attendance – to ensure all new developments and initiatives are known to the all Wales Forum members.

the use of the 'T' code.

A meeting with the Estyn Chief Inspector has established that Estyn does not object to schools providing both whole school attendance figures, and disaggregated figures for Gypsy and Travellers. Schools will be required, however, to demonstrate that they are making efforts to improve attendance, and this will not result in a poor report. This advice has been shared with Traveller Education Services across Wales.

**Objective 9:**  
*Support schools in increasing the numbers of Gypsy and Traveller children and young people on school rolls, particularly at secondary level, or in training*

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>Through dissemination of best practice and awareness raising among practitioners of support and funding mechanisms</li> <li>Every school should have an induction programme for new Gypsy and Traveller children. As part of this programme there should be a named member of staff who will assist the family with administrative functions, liaise between the family and school and act as a mentor to help the child integrate into a new school environment.</li> </ul>	<p>Welsh Government</p>	<p>Department for Education And Skills</p>	
<p><b>What has happened</b>            The National Foundation for Educational Research (NFER) recommends that schools and local authorities should have a senior staff member with responsibility for building relationships with families and monitoring the education of Gypsy and Traveller pupils.</p> <p>The Welsh Government is currently developing more detailed guidance on 'Bullying around Race, Religion and Culture – Embedding anti-bullying work in schools in Wales' which makes specific reference to Gypsy and Traveller pupils.</p>		<p><b>What will happen / Timescale</b>            We will be working with local authorities over the next 12 months to ensure that the recommendation that each school has a nominated point of contact for Gypsy and Traveller pupils is implemented.</p> <p>New Welsh Government guidance on racist bullying which refers specifically to Gypsy and Traveller pupils will issue in the next few months.</p> <p>Responding to the Estyn R3 – over the next 12 months Welsh Government guidance will be produced on prosecution in cases of unacceptably low attendance to ensure consistency across Wales.</p>	

The Welsh Government will continue to support the All Wales Forum of Gypsy and Traveller Education Co-ordinators who meet quarterly to share best practice and discuss issues of mutual interest.

On 29 September, an all Wales conference 'The Road Not Taken' will be held aimed at raising attendance and attainment by Gypsy and Traveller children in secondary education. 100 delegates with direct responsibility for supporting Gypsy and Traveller learners will explore the issues which contribute to these children failing to make the transition to secondary education or for dropping out of school generally.

The Welsh Government will carry out comparisons of Pupil Level Annual School Census data on Gypsy and Traveller children and the numbers presented in grant applications to establish if the improvements to Pupil Level Annual School Census have led to greater and more accurate nominations.

## Objective 10

*Where appropriate, the school curriculum should reflect Gypsy and Traveller culture and history.*

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"><li>The Welsh Government will gather and disseminate best practice examples where Gypsy and Traveller history and culture have been successfully integrated in school curriculums.</li></ul>	Welsh Government	Department for Education And Skills	On Schedule
<p><b>What has happened</b></p> <p>The Welsh Government sponsored the Save the Children DVD, 'Travelling Ahead', to be used as a teaching and training aid.</p> <p>Save the Children has launched the new interactive website for Gypsy and Traveller children and young people <a href="http://www.travellingahead.org.uk">http://www.travellingahead.org.uk</a></p> <p>The National Curriculum has been revised, providing opportunities to increase curriculum relevance for different groups of learners, such as Gypsy and Traveller children, and to address race equality and diversity, preparing learners for life in a multicultural Wales and for global citizenship.</p> <p>The "Including All Learners" statement in the revised curriculum reminds schools of their duty to:</p> <ul style="list-style-type: none"><li>eliminate discrimination and harassment and promote positive attitudes; and</li><li>promote equal opportunities and encourage participation in all areas of school life.</li></ul> <p>In the context of increasing diversity in Wales, all schools and learning providers are encouraged to promote race equality and cultural diversity through their ethos, philosophy and day-to-day life and meet the diverse needs of learners, ensuring equality of access and equality of outcomes for all.</p>		<p><b>What will happen / Timescale</b></p> <p>The Welsh Government has commissioned a new curriculum resource that will celebrate Gypsy and Traveller culture and heritage with the intention of raising the standards of attainment by Gypsy and Traveller children; encouraging Gypsy and Traveller young people to make the transition to secondary school; and reducing the marginalisation and bullying of Gypsy and Traveller children by increasing awareness of their traditions and lifestyle. The completion date is April 2012.</p> <p>The All Wales Forum provides the opportunity to share examples of ways of embedding Gypsy and Traveller culture within the curriculum and of encouraging the young people to celebrate it– as in animation projects such as 'The Travelling Harpist' and the more recent project at Shirenewton. The Forum will receive a presentation on a study visit to Auschwitz.</p>	



Comprehensive new guidance, 'Unity and Diversity', has issued to schools. This provides advice on using the opportunities offered by the revised National Curriculum to promote race equality and diversity, underlining the key intention of 'including all learners'.

**Objective 11:**

***To enable young Gypsies and Travellers to become more responsive to their own needs and become more adept at expressing their views and opinions at both a local and national level.***

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>The Welsh Government has agreed to fund a Gypsy and Traveller Children and Young People Engagement Officer for three years to work with communities and develop local demonstration projects, whilst exploring the feasibility of establishing a national mechanism for Gypsies and Travellers to participate in public decision making.</li> </ul>	Save the Children	Equality Diversity and Inclusion Division	On Schedule
<p><b>What has happened</b></p> <p>The <b><i>'Travelling Ahead'</i></b> project funded by the Welsh Government aims to improve outcomes for Gypsy and Traveller children and young people by enabling young Gypsies and Travellers throughout Wales to represent themselves; to affect change and positively influence policy and service development and practice at a community, local authority and national level. The project supports the creation of local youth forums and a national forum, as well as developing a website that helps Gypsies and Travellers to discuss their issues and campaign for their rights.</p> <p>A pioneering new website designed by Save the Children in Wales for young Gypsies and Travellers was launched in November 2010, by the then Minister for Social Justice and Local Government, Carl Sargeant AM.</p> <p>The website - <a href="http://www.travellingahead.org.uk">www.travellingahead.org.uk</a> - is the first of its kind in the UK and is part of Save the Children's Travelling Ahead project, which is funded by the Welsh Government. The project gives young Gypsies and</p>		<p><b>What will happen / Timescale</b></p> <p>More Gypsy and Traveller youth forums will be established in 2011.</p> <p>Save the Children to stage a National Forum by November 2011.</p> <p>Save the Children to arrange a minimum of one training session for Professionals during each quarter 2011.</p> <p>The Welsh Government to continue to encourage and enable the participation of children and young people in policy making at local and national level.</p>	

Travellers in Wales a voice on decisions that affect them.

The website is aimed at young Gypsies and Travellers aged between 11 and 18 and provides a special site where they can discuss important issues; learn more about their rights, share photos and news about events.

Gypsy and Traveller youth forums have already been set up in Pembrokeshire, Torfaen, Merthyr, Swansea and Flintshire.

**Objective 12:**

*Enable young Gypsies and Travellers to get involved and be represented in policy and service development, ensure they are supported and encouraged to join school councils.*

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"><li>The Gypsy and Traveller Young People and Engagement Officer will develop a toolkit to support the participation of Gypsies and Travellers in existing mechanisms and structures (including school councils).</li></ul>	Save the Children	Equality Diversity and Inclusion Division	On Schedule
<b>What has happened</b>  As part of the website a toolkit has been developed for professionals, which contains resources to support them in their work with young Gypsies and Travellers, information on culture, rights and government policies.		<b>What will happen / Timescale</b>  Using funding from the Welsh Government, Save the Children has established a small grant programme which can be accessed by local authorities across Wales. There are grants of up to £1500 per year are available to support the development of local youth forums for Gypsies and Travellers during 2011-12.	

**Objective 13:**

*Improve the health outcomes of the Gypsy and Traveller community in Wales, and raise awareness of the health needs of the community.*

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>Establish a Health of Vulnerable Groups Forum</li> </ul>	Welsh Government	Department of Health and Social Services.	On Schedule
<p><b>What has happened</b> Officials are putting together draft terms of reference for the group. Discussions are taking place internally about secretariat arrangements and a list of suggested representatives is being discussed.</p>		<p><b>What will happen / Timescale</b> As part of the work of this Forum, by Autumn 2011, it will contribute to the implementation of the objectives contained within the Framework and will encourage a more joined up and consistent approach across the Directorate, ensuring that Gypsy and Traveller health issues are embedded within the mainstream of health and social care policy.</p> <p>The Forum will identify and disseminate best practice and act as a sounding board for new approaches. The Forum will be made up of representatives from stakeholder organisations delivering services.</p>	

**Objective 14:**

***Ensure the health needs of Gypsies and Travellers are addressed in the development of national and local strategic health policy, and that the community has an opportunity to contribute to health policies and initiatives that will have an impact on them.***

<b>How</b>	<b>Organisation</b>	<b>Lead</b>	<b>Action Status</b>
<ul style="list-style-type: none"><li>• Department of Health and Social Services to ensure effective involvement and consultation on National strategic health policies which will impact on the Gypsy and Traveller community.</li><li>• Department of Health and Social Services to ensure the Healthcare Standards Framework identifies Gypsies and Travellers as a vulnerable Group with particular cultural, and accessibility issues.</li><li>• The National Health Service in Wales to ensure the health needs of Gypsies and Travellers are identified and addressed in local healthcare strategies and policies, including Health, Social Care and Well-being Strategies and associated needs assessments, Children and Young Peoples Plans, equality schemes, and engagement and consultation mechanisms.</li><li>• Local Health Boards to ensure effective representation of the Gypsy and Traveller community on Local Health Board Stakeholder Reference Groups, to enable the health needs of Gypsies and Travellers to be identified and</li></ul>	Welsh Government	Department of Health and Social Services.	

<p>progressed, and to support evaluation of progress made.</p> <ul style="list-style-type: none"> <li>• Department of Health and Social Services and Local Health Boards to ensure the collation, dissemination and sharing of good practice and developed models of intervention across the National Health Service in Wales.</li> </ul>			
<p><b>What has happened</b></p>	<p><b>What will happen / Timescale</b></p> <p>This work will be considered by the Vulnerable Groups Forum when it is convened in the Autumn 2011.</p>		

**Objective 15:**

*To make health and social care services more accessible to the Gypsy and Traveller community.*

<b>How</b>	<b>Organisation</b>	<b>Lead</b>	<b>Action Status</b>
<ul style="list-style-type: none"><li>• Department of Health and Social Services to ensure that staff understand the cultural, access and health needs of the Gypsy and Traveller community, so that national strategic health policy takes this into account at the point of development or review.</li><li>• Local Health Boards to ensure that healthcare professionals receive training on the culture, tradition and practices of the Gypsy and Traveller community, to develop a cultural awareness that can be reflected in their interactions with the Gypsy and Traveller community. This should include doctors, nurses, receptionists and health visitors.</li><li>• Department of Health and Social Services and Local Health Boards to ensure health information material, including information on how to complain, is culturally sensitive and made available in formats accessible to those who are severely educationally disadvantaged or have low levels of literacy, such as CD or in easy read, and/or pictogram versions.</li></ul>	Welsh Government	Department of Health and Social Services	



<ul style="list-style-type: none"> <li>• Department of Health and Social Services and Local Health Boards to engage with the Gypsy and Traveller community to identify appropriate effective content and formats of health information material.</li> <li>• To promote better partnership working with the Gypsy and Traveller community to improve the delivery of healthcare. Healthcare workers from the Gypsy and Traveller community will work closer with healthcare providers to enable better health outcomes, and take up of health promotion and prevention interventions.</li> <li>• Department of Health and Social Services to investigate the opportunities for hand held records for the Gypsy and Traveller community to support safe, continuous delivery of healthcare.</li> <li>• Local Health Boards to identify in their Primary and Community Services Local Delivery Plans the immunisation demands of the Gypsy and Traveller community and detail how the provision of immunisations within this community are delivered.</li> </ul>			
<p><b>What has happened</b></p>	<p><b>What will happen / Timescale</b>  This work will be considered by the Vulnerable Groups Forum when it is convened in the Autumn 2011.</p>		

**Objective 16:**

*Establish baseline information on the health status of the Gypsy and Traveller community in Wales, and establish a system for the continued collection of data on Gypsies and Travellers health.*

<b>How</b>	<b>Organisation</b>	<b>Lead</b>	<b>Action Status</b>
<ul style="list-style-type: none"><li>The Health of Vulnerable Groups Forum will identify mechanisms to collect data on healthcare access by the Gypsy and Traveller community. This will include an assessment of existing data collection methods, and ensure all methods are effective, relevant and used to improve healthcare delivery.</li></ul>	Welsh Government	Department of Health and Social Services	On Schedule
<b>What has happened</b>		<b>What will happen / Timescale</b> This work will be considered by the Vulnerable Groups Forum when it is convened in the Autumn 2011.	

**Objective 17:***To facilitate better consultation and engagement by public bodies with the Gypsy and Traveller community.*

How	Organisation	Lead	Action Status
<ul style="list-style-type: none"> <li>The Welsh Government will produce and disseminate best practice guidance on consulting and engaging with the Gypsy and Traveller community.</li> </ul>	Welsh Government	Equality Diversity and Inclusion Division  Department for Education and Skills, Ethnic Minority Child Protection Branch	On Schedule
<b>What has happened</b>		<b>What will happen / Timescale</b> Additional work needs to be done to encourage development of good practice on engagement and participation of young Gypsies and Travellers, such as toolkits and training opportunities.  The Welsh Government will continue to work in partnership with Save the Children and other organisations to develop further projects that will encourage engagement and participation of young Gypsies and Travellers.  The Welsh Government will encourage local authorities and Education Services to set up Gypsy and Traveller children and young people's groups in which young people can work towards training and certificates.  The Welsh Government will promote Gypsy and Traveller representation on schools councils.	