

<b>Institution:</b> University of Plymouth		
<b>Unit of Assessment:</b> UoA18		
<b>Title of case study:</b> Influencing Provision, Policy making and Police Training in the UK and Romania to Increase the Profile of Gypsies, Travellers, and Roma		
<b>Period when the underpinning research was undertaken:</b> 2005-2011		
<b>Details of staff conducting the underpinning research from the submitting unit:</b>		
<b>Name(s):</b>	<b>Role(s) (e.g. job title):</b>	<b>Period(s) employed by submitting HEI:</b>
Dr Zoë James	Associate Professor	1999-present
<b>Period when the claimed impact occurred:</b> 2014 – present		
<b>Is this case study continued from a case study submitted in 2014?</b> N		
<p><b>1. Summary of the impact</b> (indicative maximum 100 words)</p> <p>A programme of research led by Dr Zoë James at the University of Plymouth identified barriers to social inclusion for Gypsies and Travellers in the UK. It evidenced a lack of provision of legitimate spaces for Gypsies and Travellers to stop and stay on; bias-motivated victimisation of Gypsies and Travellers, known as 'hate' speech, crimes and incidents; and failure of statutory agencies, particularly the police, to support Gypsies and Travellers. As a consequence of the research: legal sites and pitches have been provided for Gypsies and Travellers; their risk of hate victimisation has been acknowledged in policy in the UK and in Romania for Roma; and the police and other statutory providers have specific awareness and understanding of Gypsies' and Travellers' heightened risk and vulnerability</p>		
<p><b>2. Underpinning research</b> (indicative maximum 500 words)</p> <p>Since 2005, Dr Zoë James has identified the need for, led and carried out comprehensive research into provision of culturally appropriate accommodation for Gypsies and Travellers; Gypsies' and Travellers' experiences of bias-motivated victimisation; and policing of Gypsies and Travellers.</p> <p><u>Providing Accommodation to Gypsies and Travellers</u></p> <p>James' research concerning Gypsy and Traveller inclusion led to her co-management in 2006 of a comprehensive assessment of the accommodation needs of Gypsies and Travellers across Devon (3.1) and subsequent co-management of a similar Cornwall assessment in 2015 (3.5). These research studies responded to the Housing Act (2004) which required all local authorities to complete comprehensive research, including bespoke surveys, on the accommodation needs of Gypsies and Travellers. The legislated requirement to assess Gypsies' and Travellers' accommodation needs was created due to the endemic lack of local authority provision of accommodation for Gypsies and Travellers, referred to by the Equality and Human Rights Commission (2009) as an accommodation crisis, and the subsequent problem of Gypsy and Traveller unauthorised encampments in illegitimate spaces that have occurred since the closure of Gypsies' and Travellers' traditional common land stopping places in the 1960s. The Devon research utilised James' expertise in the area to develop and establish best practice for completion of Gypsy and Traveller accommodation assessments by using a sensitive, engaged and capacity building approach to research design wherein Gypsies and Travellers and their support organisations sat on the research advisory board, Gypsy and Traveller researchers were fully trained in research methods, and they carried out research activities, including survey implementation. The research was commended by national evaluators (Niner, 2007) as being comprehensive in assessing Gypsy and Traveller welfare needs alongside accommodation requirements. It provided actual and predicted accommodation needs for Gypsies and Travellers to 2016 that were used in Devon-wide Local Development Plans and subsequent pitch provision as measured by the Devon-partnership Gypsy and Traveller Accommodation Assessment in 2015. The exemplar nature of the Devon research led to the commissioning of the research team, again co-managed by James and informed by her expertise on working with Gypsies and Travellers, to complete an update of the 2014 Cornwall Gypsy and Traveller accommodation assessment that had been reviewed by the Planning Inspector as requiring re-calculation (3.5). This research subsequently also resulted in further provision of pitches and sites for Gypsies and Travellers in Cornwall.</p>		

### Gypsies' and Travellers' experiences of bias-motivated victimisation

The social, economic and political exclusion of Gypsies and Travellers since the 1960s and associated political agendas have created a hostile environment for Gypsies and Travellers wherein legislation has commonly served to criminalise their lifestyles and enhanced their vulnerability due to a lack of concomitant accommodation provision. In reporting on data on the welfare needs of Gypsies and Travellers (3.6), James' research for the Devon Gypsy and Traveller accommodation assessment identified that Gypsies and Travellers had experienced bias-motivated victimisation and discrimination known as 'hate crime', including refusal of provision of services that breached the Race Relations Act (2000) (3.1). Gypsies and Travellers had commonly not reported such experiences, which they attributed to their lack of trust in the police. These research findings were used as evidence of Gypsies and Travellers experiencing hate crimes and incidents in the Government Action Plan on Hate Crime. The subsequent Cornwall research assessing the accommodation needs of Gypsies and Travellers similarly qualitatively evidenced extensive bias-motivated victimisation of Gypsies and Travellers (3.5). This research has been used to train and therefore improve the capacity for better practice for prison, probation and police practitioners in the UK and Romanian police, as well as the Romanian Institute of National Economy national crime survey and it has informed the Law Commission in its review of hate crime legislation.

### Policing Gypsies and Travellers

In her 2005 British Academy funded research (3.2), James used an ethnographic approach to study multi-agency policing of New Travellers. In her research, she identified the proactive, enforcement-led approach of the police, and other agencies working in partnership with them, that diminished New Travellers' trust and confidence in policing, made New Travellers suspicious of all statutory agencies, and resulted in them living in increasingly marginal and illegitimate spaces. Subsequently James completed a national study of accommodation assessments for Gypsies and Travellers (3.3) that augmented her own findings on hate crime (3.1). Following presentation of these research findings to the civil-society organisation Equality South West in 2009, funding was attained, in partnership with them, from the Department for Communities and Local Government, to complete a regional research project led by James. This research established that there were inequalities in provision of support for people whose identities constituted protected characteristics under hate crime policy (ACPO, 2005). Low ranking police officers were identified as particularly inept at identifying and serving the specific needs of people who were victimised on the basis of their race, religion, disability, belief, sexuality or transgender status, including specifically Gypsies and Travellers (3.4). There is a dearth of research on the policing of Gypsies and Travellers and the research by James has led the field in this area. Specifically James' research served as evidence of good practice for the police and other agencies on Gypsy and Traveller inclusion through provision of her work in comprehensive training. Further, it increased the awareness and understanding of the All-Party Parliamentary Group on Gypsies, Roma and Travellers on the over-policing of Gypsies and Travellers as offenders and their under-policing as victims.

### **3. References to the research** (indicative maximum of six references)

- 3.1 Southern, R. and James, Z. (2006) *Devon-wide Gypsy and Traveller Housing Needs Assessment*. Social Research and Regeneration Unit, University of Plymouth.
- 3.2 James, Z. (2007) Policing Marginal Spaces: Controlling Gypsies and Travellers. *Criminology and Criminal Justice: An International Journal*. 7 (4): 367-389.
- 3.3 James, Z. (2011). Gypsies and Travellers in the Countryside: managing a risky population. In: Yarwood, R. and Mawby, R.I. *Constable Countryside? Policing, Governance and Rurality*. Ashgate. pp. 137-146.
- 3.4 James, Z. and Simmonds, L. (2013) 'Exploring Prejudice: Managing Hate Crime in the South West of England'. *Crime Prevention and Community Safety*. 15(4): 241-257
- 3.5 Southern R., James, Z. and Buckman, E. (2015) *Supporting an Assessment of the Accommodation Needs of Gypsies and Travellers in Cornwall 2015*. Southern Horizons with Plymouth University and Buckman Associates Report.

3.6 James, Z. (2020) Gypsies' and Travellers' lived experience of harm: A critical hate studies perspective. *Theoretical Criminology*. 24(3): 502-520

**4. Details of the impact** (indicative maximum 750 words)

Gypsies and Travellers have directly benefitted from the research completed by Dr Zoë James in three specific ways. Firstly, they have been provided with accommodation; secondly, their voice has been included in decision-making about them; thirdly, there is increased awareness and understanding amongst personnel in the police, local authorities and third sector agencies, of Gypsy and Traveller exclusion from society and of their hate victimisation. These three impacts on Gypsies and Travellers are important because Gypsies and Travellers have persistently and systematically been subject to racism, a lack of accommodation and social exclusion, which have resulted in them having very poor outcomes in health and welfare, particularly if they live in illegal spaces (see Equality and Human Rights Commission, 2009; 2016). The legislative environment pertaining to Gypsies and Travellers has been largely adverse to them, and it is only by acknowledging Gypsy and Traveller needs within policy, accommodating them in appropriate and safe spaces, and improving agency personnel attitudes towards them, that improvements in Gypsies' and Travellers' health and welfare are possible. Caroline Dann, Project Manager of the civil society organisation TravellerSpace, states in her testimonial interview (5.1) that health and welfare benefits have come about because of the attention to pitch provision: "*there's been a lot more work around the health needs of Gypsies and Travellers*" as a result of James' accommodation assessments in Devon and Cornwall (3.1; 3.5) because they provided a model for substantiated research on which further studies into health and wellbeing have been able to proceed. However, as noted within the testimonial (5.2) provided by the former Director of the UK national Gypsy and Traveller support organisation, Friends, Families and Travellers, "*Eliminating racism and discrimination and securing true equality for the travelling communities, given the extent of their social exclusion, is a marathon rather than a sprint*". Change is difficult to achieve given the complex nature of social exclusion, subsequent associated poverty, and the systemic nature of prejudice and discrimination against Gypsies and Travellers.

Provision of accommodation for Gypsies and Travellers

Gypsies and Travellers have been provided with accommodation as a direct consequence of the Devon accommodation assessment research (3.1) as evidenced by the statistical comparison made by the Devon-Partnership accommodation assessment in 2015 (5.3): 51 more individual pitches were provided to accommodate families on Gypsy and Traveller sites in Devon in 2015. In addition, the research team that carried out the Devon research were asked to update the Cornwall accommodation assessment of Gypsies and Travellers in 2014 because of recommendations from the Planning Inspector who had criticised Cornwall Council for not engaging sufficiently with Gypsies and Travellers in the preparation of their Local Plan. Using the inclusive engaged research methodology of the 2006 Devon research, the recommendations for pitch provision in the Cornwall research (3.5) fed into the Cornwall revised Local Development Plan. The implementation of the plan included successful planning applications for Gypsy and Traveller pitches and sites in Cornwall (5.4). Since the adoption of the Local Plan in November 2016, there have been 15 planning permissions granted for permanent residential Gypsy and Traveller accommodation (delivering 34 pitches in total), and one permission granted for a Showpeople site, amounting to 3 plots (5.4 & 5.5). In addition, planning permission was granted for a local authority transit site (with 15 transit pitches) and noted as a priority need to prevent unauthorised encampments. This transit site, allowing Gypsies and Travellers to stop for short periods when moving through Cornwall, opened in August 2019. The Equality and Human Rights Commission (2009; 2016) has noted that provision of appropriate accommodation for Gypsies and Travellers will improve their existing poor outcomes in education, health and wellbeing. The extensive reach of James' research on Gypsy and Traveller accommodation is evidenced in the following quote from the Project Manager of TravellerSpace, the principal charity supporting Gypsies and Travellers in Cornwall, '*It was a piece of research that we could refer people back to and on the back of that, they've then looked at what they need to do within their kind of sector or their organisation...Because you can't separate out where people live from their health, from their mental health, from all those kinds of things. Feeling*

*isolated, feeling marginalised, all those things are ... it's all about having a safe and secure place to live' (5.1).*

#### Gypsies' and Travellers' voices included in decision making

Gypsies and Travellers constitute approximately 1% of the population in the UK, yet their inclusion in society is negated and a number of civil society organisations lobby for their inclusion. Gypsy and Traveller voices have been included in decision making about them as a direct consequence of the Devon research completed by James (3.1). Firstly, the research followed good practice by basing its data on a representative survey of Gypsies and Travellers, administered by community members themselves and in collaboration with the civil society organisation TravellerSpace. The Devon research recommendations for accommodation were included in Local Development Plans throughout the region from 2006 to 2015 (when new Gypsy and Traveller accommodation assessments were completed). The Devon research was also used beyond 2015, as evidenced by the Torbay Local Plan 2012-32: *'As part of this work, the Council has continued to rely on the findings of the 2006 Gypsy and Traveller Housing Needs Assessment to inform the new policy framework of the emerging Torbay Local Plan, on the basis that this remains a robust assessment of accommodation need' (p.7) (5.6)*. In addition, in 2017 James advised Mid-Devon District Council on the creation of a Gypsy and Traveller forum to link the local authority directly with Gypsy and Traveller communities for the first time (5.7). The forum has met regularly, three times a year, since 2017.

Further, the evidence from James' Devon research (3.1) was referenced in the Government's Hate Crime Action Plan for England and Wales in 2012 (applicable to 2016), *'Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime' (5.8)*. This inclusion of Gypsies' and Travellers' experiences of hate was the first explicit reference to them in hate crime policy. The policy was updated in 2016 retaining its central premise and application for Gypsies and Travellers. The inclusion of Gypsies and Travellers within this policy required agency acknowledgment of Gypsies' and Travellers' experiences of bias-motivated victimisation for the first time and the subsequent need for public and third sector agencies to support them as victims.

Following recognition of Gypsy and Traveller hate victimisation in the UK, James served as an expert advisor on Roma inclusion to the Romanian Government. The Romanian Police managed this project and James contributed to a workshop alongside colleagues from the EU Office for Democratic Institutions and Human Rights, the Romanian Academy, Institute of National Economy, the United Nations and the charity Romani Criss. The workshop provided feedback on the content of the first national crime survey in Romania, evidencing the willingness of the Romanian government to engage with contemporary research methodologies to shine a light on un-reported crime victimisation to inform better crime prevention techniques. Given the extent of Roma exclusion in Romania, and their hate crime victimisation (Office for Democratic and Human Rights, 2007), James' role in the project was to ensure that Roma could complete the survey and that it would serve the purpose of recording their victimisation. Comprehensive feedback on the survey design, including recognition of hate crimes, was incorporated in to the final survey that was carried out in 2017(5.10). The results of the survey informed Roma and police of their rights and responsibilities throughout Romania: 127 anti-victimisation counsellors were trained; 2,342 Roma were informed of their legal, social and economic rights at 65 local events; anti-victimisation packages were delivered to Roma communities; an online and television campaign was broadcast; and, training on how to combat victimization/hate crime was delivered to 2517 police officers (5.11).

#### Increased awareness and understanding of Gypsy and Traveller exclusion from society and their hate victimisation

Personnel in the police, local authorities and third sector agencies have increased awareness and understanding of Gypsy and Traveller exclusion from society, including their hate victimisation, because of James' research on policing of Gypsies and Travellers (3.1; 3.2; 3.4). From her research, James has advised and effected changes in Devon and Cornwall police unauthorised encampment policy and hate crime policy (5.5). Further, using evidence garnered

from James' research, including both quantitative and qualitative data, James has provided training on hate victimisation and provision of effective support for Gypsies and Travellers to: UNISON members working in public services in 2013; third sector agencies at the Friends, Families and Travellers and Black Enterprise training event in 2014; police at the National Police Chief Council's hate crime conference in 2017(5.9); prison and probation leaders at the National Equality and Diversity Group in 2017; and, local authority planners and councillors in Mid-Devon in 2019 (5.7). Feedback has evidenced the transformative nature of the training, for example, one council officer emailed, '*the training really helped elected members to understand the key issues relating to the Gypsy and Traveller community and has helped to facilitate members working more positively with officers*' (5.7). The National Police Chiefs' Council hate crime lead wrote, '*it will have an influence on how their forces approach their local communities in the future*' (5.12).

Evidence of hate crimes and discrimination against Gypsies and Travellers from James' accommodation assessment research (3.1; 3.3; 3.5) was used by the civil society organisation Facing Facts within on-line training case studies for all police first responders in the UK, which has been adopted by a range of police services and the charity Stop-Hate UK (5.12). In addition, in 2014 James provided evidence to the All-party Parliamentary Group on Gypsies, Roma and Travellers at the House of Commons, and in 2019 she advised the Gypsy and Traveller policy roundtable at the UK Ministry for Housing, Communities and Local Government. James' participation in these activities to inform and change negative perceptions of Gypsies and Travellers has led to her inclusion as a stakeholder in the 2020 England and Wales Law Commission review of hate crime legislation. James presented evidence on bias-motivated crimes and incidents experienced by Gypsies and Travellers to the Law Commission Review Conference (2020), which the lawyer leading the review stated '*helped to highlight the specific concerns and barriers faced by GRT communities in relation to hate crime laws and in accessing justice. This led us to recognise that we needed to pay particularly attention to these groups, and to highlight the specific issues they face in our Consultation Paper. It also spurred us to reach out and ensure we were seeking specific evidence from these somewhat harder to reach communities*' (5.9).

#### **5. Sources to corroborate the impact** (indicative maximum of 10 references)

- 5.1 Caroline Dann, Project Manager, Traveller Space, Cornwall testimonial interview
- 5.2 Testimonial from Chris Whitwell, former Director, Friends, Families and Travellers
- 5.3 RRR Consultancy (2015) *Devon Partnership GTAA*
- 5.4 Cornwall Annual Monitoring Report (2019)
- 5.5 Email from Sally Kingdon, Diverse Communities Police Inspector, Devon and Cornwall Police
- 5.6 Torbay Local Plan 2012 – 2032
- 5.7 Email from Hannah Cameron, Principle Planning Officer, Mid-Devon District Council
- 5.8 HM Government (2012) *Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime*. National Archives
- 5.9 Email from Martin Wimpole, Lawyer, Law Commission
- 5.10 Letter from Andrei Lință, Deputy Police Commissioner, Project Implementation Unit, General Inspectorate of the Romanian Police
- 5.11 Website for Integrated approach for prevention of victimization in Roma communities project evidencing the impact of the Romanian crime survey <https://eeagrants.org/archive/2009-2014/projects/RO21-0012> (2018)
- 5.12 Letter from Paul Giannasi, Head of the Cross-Government Hate Crime Programme
- 5.13 Email from Joanna Perry, Senior Policy Researcher, Facing Facts