

Inclusion of Gypsies and Travellers in ethnic monitoring systems of Police forces in the UK



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About TM: The Traveller Movement (TM) was established in 1999 and is a leading national policy and voice charity, working to raise the capacity and social inclusion of the Traveller, Gypsy and Roma communities in Britain. TM act as a bridge builder bringing the communities, service providers and policy makers together, stimulating debate and promoting forward-looking strategies to promote increased race equality, civic engagement, inclusion, service provision and community cohesion. For further information about TM visit www.travellermovement.org.uk

“People from any minority group get nervous at the thought of “Ethnic Monitoring”. This is especially true of Gypsies and Travellers. We have to live under what sometimes seems like the constant attention of the Media, The Authorities and The Non Gypsy Traveler population. Why should we welcome “Ethnic Monitoring” by the police?

It’s important to understand here then, that when we talk about “Ethnic Monitoring” it’s not us, The Gypsy or Traveller who is being looked at. It is the Police themselves who are being monitored (or any other service provider like the Health Service, Education etc. who also might carry out Ethnic Monitoring).

Only by keeping a record of the ethnicity of the people the police deal with on a daily basis, the victims and the suspects, can the work of the police be examined to see whether it is fair or whether there is any discrimination at play. This form of quality assurance happens for most other ethnic groups but not for Gypsies and Travellers.

Ethnic monitoring of Gypsies and Travellers needs to happen if we are ever to ensure we will be treated fairly by the Criminal Justice System. This report by the Traveller Movement is an important step on the way to making sure that happens”

Jim Davies

Chair of the Gypsy Roma Traveller Police Association (GRTPA)



Account by an anonymous member of the GRTPA

"I grew up in a trailer and lived most of my early life on site. My father and mother worked hard to provide for us and make sure we got an education. . They had little or no contact with the police. Although, were they still working today, given the paranoia that seems to exist around Gypsies and Travellers trying to earn a living the traditional way, I fear this would not be the case now. Yet neither of them has ever done a thing wrong in their lives

After a collection of unsuitable jobs I joined the police on the recommendation of a gorgia friend. I have to say it is wonderful job, has developed me as a person, provided security for my family and over the years has given me the chance to meet some wonderful people, both inside and outside of the police. I am very proud to be a police officer as are my family.

What I'm not proud of though is the prejudice and discrimination towards Gypsies and Travellers which sometimes seems to seep out of every pore of my chosen profession. I'm even less proud of the fact I've done little in the past to challenge this, but then by the same token, neither has the profession itself. Until now it has looked on with a degree of apathy and disdain that would cause public outrage were it any other ethnic group in question, and it continues to allow and encourage practices and procedures from which it is difficult to draw any conclusion other than – it regards Gypsies and Travellers as wholly criminal. Like previous contributors here, I know of no other people who qualify for a police response purely on grounds of their ethnicity. Like others also, comments directed at me personally have been rare – but the offensive remarks about my race in general, are too numerous to count and range from casual racism to the frightening.

But things are changing, slowly admittedly but changing they are. I am very hopeful for the future."

“The Equality Act 2010 brought together over 116 separate pieces of legislation into one single Act. The Act provides a legal framework that protects the rights of all individuals from unfair treatment and promotes equality of opportunity for all. The Act also supports ethnic monitoring, which was originally introduced under a previous Race Relations Act with the intention of establishing a clear duty for organisations to monitor and tackle discrimination in the provision of public services.

Routine recording of ethnicity is now part of how the Police provide fair and equitable services. By recording ethnicity along with all the other data we collect, we can use this information to see where and why inequalities are occurring. Even more importantly, we can then use this knowledge to remove any unfairness or disadvantage.

How ethnicity is measured matters. The Home Office requires forces to record and report details regarding the ethnicity of members of the public that the force comes into contact with, and members of staff, across a range of indicators. This report outlines how the current sixteen point self-defined ethnicity classifications ('16+1') were established in the 2001 Census in England & Wales. When collating self-defined ethnicity data all forces are required by the Home Office to use at least this 16 point scale. Forces can record additional categories if they wish, but the Home Office currently only request data to be sent to them in the '16+1' format.

The 2001 Census (and all those previously) did not include Gypsies and Travellers as distinct ethnic groups. This was despite the fact that Romani Gypsies have been recognised as a racial group in law since 1989 whilst Irish Travellers have had the same legal status since 2000. It was a very welcome development that the 2011 Census was the first to include these groups and they will remain included from 2021 onwards.

I believe that ethnic monitoring by all public services works best when it builds on the Census data, which remains the bedrock of all statistical information. Not recording Gypsy and Traveller ethnicity makes it difficult to ensure that agencies are providing needed services in a fair way and that they are fulfilling their obligations under the Public Sector Equality Duty.

Accurate recording of ethnicity is vital when collecting data. There are many studies which show marked variations in outcomes for different ethnic groups – and particularly Gypsies and Travellers – across a whole spectrum of service provision. In overall terms, the lack of robust and reliable data on the Gypsy and Traveller population is a major barrier to developing a coherent understanding of these communities and their social, economic, education, welfare and (perhaps most crucially) their accommodation needs.

The report recognises that the Police have made progress in the last twenty years in terms of ethnicity recording. Finding a “perfect” set of ethnicity codes is a close to impossible task, but the '18+1' self-defined ethnicity classification system – the additional 2 categories being Gypsy and Irish Traveller – is better than '16+1' and would bring benefits for both forces and the communities they serve.”

Janette McCormick
Deputy Chief Constable, Cheshire Constabulary
National Police Chiefs' Council (NPCC) Lead for Gypsy / Roma / Traveller issues
Equality, Diversity and Human Rights Coordination Committee

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1. Executive Summary and Recommendations

Police forces across the country are not currently mandated to include Gypsies and Irish Travellers in their ethnic monitoring systems, despite both these groups being classified as ethnic minorities in the ONS 2011 National Census. Non-inclusion of Gypsies and Irish Travellers as mandatory ethnic codes in Police monitoring systems limits the Police and Home Office's ability to better understand the issues facing these communities and precludes the development of appropriate policies and procedures to address such impacts. It also poses the danger of forces not being able to ensure compliance with the Equality Act 2010 in terms of monitoring for any potential disproportionality.

To better understand these issues the Traveller Movement sent Freedom of Information requests to all 48 territorial and national special Police forces to find out how many include Gypsies and Travellers as part of the mandatory ethnic codes. In their responses many forces also described other policies and practices reflecting how inclusive they are of Gypsies and Travellers. This report summarises those responses and provides recommendations on how forces can develop more inclusive and non-discriminatory practices.

Key Findings

The key findings not only cover the overarching question of inclusion in ethnic monitoring systems, but also focus on forces' interpretation of their duties under the Equality Act in relation to ethnic monitoring; the non-recording and non-recognition of Gypsies and Travellers as minority groups and the use of other forms of monitoring, policies and approaches to these communities.

Ethnic Monitoring of Gypsies and Travellers (general)

- Of the 48 territorial and special police forces in the UK, only 9 (19%) included a code for Gypsies and Travellers in their ethnic monitoring systems, with 3 of these forces only conducting partial/limited monitoring and 2 stating plans to discontinue these codes as part of the process of introducing a new regional system of recording data.
- The vast majority of police forces in the UK (81%, 39/48) do not include Gypsies and Travellers in their ethnic monitoring systems.
- Of the 39 forces who did not monitor, 15 (37%) referenced the non-inclusion of Gypsies and Travellers in the Home Office's 16+1 ethnic monitoring category requirements as reason for not including them as a category. Whilst 24 forces did not reference the 16+1 Home Office ethnic monitoring requirements as reason for not monitoring, it still follows that the lack of a national standard or guidance has a major influence over the non-inclusion of Gypsies and Travellers in data recording systems.
- When the UK's 45 territorial forces are considered on their own (i.e. excluding 'special police forces'), the number of forces not monitoring contacts with Gypsies and Travellers is fractionally smaller (80%, 36/45).

- There is little correlation between those areas with large identified Gypsy and Traveller populations and the Police forces that include them in their ethnic monitoring systems.

Ethnic monitoring of Gypsy and Traveller Police Officers

- Of the 48 forces that responded to the FOI, 34 (71%) did not hold any information on how many police officers self-declared either as Romany Gypsy or Irish Traveller. Of the 11 forces that did hold information (13%) stated that no Gypsy or Traveller officers served with them, 5 (10%) said they had serving officers who were either Gypsies or Travellers and 3 (6%) gave an inconclusive response.
- TM would posit that this is a huge underestimate of the actual numbers of serving Gypsy, Traveller and Roma officers, considering the Gypsy Roma Traveller Police Association (GRTPA) currently has a membership of over 90.

Police forces interpretation of duties under the Equality Act in relation to ethnic monitoring

- In their responses 25 forces (54% of the sample) referred to their duties under the Equality Act in the context of collecting data on ethnicity and other protected characteristics. Specifically forces stated they collected data to monitor for any potential disproportionality and to ensure compliance with the Equality Act 2010 and the associated Public Sector Equality Duty (PSED).
- 16 forces specifically referred to monitoring Gypsies and Travellers as being illegal, interpreting the question in a very different manner from that which the FOI was intended.

Non-recognition and non-use of capitals

- 2 forces indicated from their responses that they did not consider Gypsies and Travellers to be ethnic groups.
- In the FOI responses 9 of the forces consistently didn't use capital letters when referring to Gypsies and Travellers; a key indicator of how inclusive and aware the Police are of Gypsies and Travellers is whether they use capital letters when referring to these groups.

Other forms of monitoring, policies and approaches

- 9 forces identified other forms of monitoring and/or specific policies in the context of Gypsies and Travellers. Our analysis of these responses found that 1 was positive (in that they highlighted inclusive policy and practice in their force targeted at Gypsies and Travellers), 6 were negative (in that they described policies and practice that treated Gypsies and Travellers as a risk factor) and 2 neutral (in that their policies or practice in relation to the groups weren't deemed to have either a negative or positive focus).

Recommendations

- The **Home Office, College of Policing** and **National Police Chiefs' Council** should work in partnership to develop and promote national guidance to all Police forces to adopt the '18+1' ethnic recording system in line with the 2011 ONS Census categories and inclusive of Gypsies and Travellers
- All **territorial and national special Police forces** should adopt the '18+1' ethnic recording system currently used by Cheshire and Cambridgeshire Constabularies.
- All **Police forces** should take steps to include an ethnic monitoring category for 'Roma' alongside the introduction of the '18+1' ethnic recording system
- **Police forces** should review their current monitoring and intelligence systems relating to Gypsies and Travellers to ensure these groups are not conflated with criminality (examples of such conflation from this research include use of intelligence codes such as 'Travelling Criminal')
- The **National Police Chiefs' Council** should actively promote and make a public statement on non-tolerance of hate crime, racism and discrimination towards Gypsies, Travellers and Roma
- **Police forces** should review their policies and procedures relating to Gypsies and Travellers to ensure they abide by their duties under the Equality Act 2010 and fully recognise Gypsies and Travellers ethnicity and culture, including the use of capital letters when referring to these groups.
- **Police forces** should actively engage and encourage members of the Gypsy, Traveller and Roma communities to become more involved in the monitoring and delivery of Police services and in the recruitment process.
- **Police forces** should engage and support the invaluable work of the Gypsy Roma Traveller Police Association in bringing forward these recommendations.
- Where **Police forces** are merging resources and introducing regional monitoring systems they should ensure they update their systems to include Gypsies and Travellers as mandatory ethnic codes.

2. Introduction

The aim of this report is to provide a comprehensive understanding of how inclusive UK Police forces are of Gypsy, Traveller and Roma communities, primarily through assessing how many forces include Gypsies and Travellers in their ethnic monitoring systems. Previous research by Bucks New University has revealed that the Gypsy, Traveller and Roma communities are under-represented as *victims* in the criminal justice system and over-represented as *offenders*.¹ In many cases this has resulted in these communities being treated as a *risk factor* by the Police, which in turn has had a detrimental impact on their access to Police services and their wider relationship with the forces across the country.

This report by the Traveller Movement is by no means the first to call for the inclusion of Gypsies and Travellers in the mandatory ethnic codes that Police forces are required to monitor. Bucks New University's 2014 report *Crime and Punishment: Gypsies, Travellers and Roma in the criminal justice system* made similar recommendations as did Thames Valley Police in their 2015 *Review of Thames Valley Police Gypsy, Traveller and Roma Policies & Procedures*.² This is however, the first report to quantify the number of forces at the national level who do and do not include Gypsies and Travellers in their ethnic monitoring systems and one which in addition, provides qualitative data to support these findings.

Currently the requirement for forces to record and report details regarding the ethnicity of members of the public they come into contact with, and members of staff, derives from Section 95 of the Criminal Justice Act 1991. Under the previous Labour government, all Criminal Justice System (CJS) agencies were required to use the 16+1 ethnic codes (as established in the 2001 Census). This was brought about under the Public Service Agreement (PSA) targets introduced in 2007. However, these targets were scrapped by the Coalition Government in 2011.

Whilst the PSA targets are no longer in existence, Police forces are still required to publish data relating to ethnicity under the Criminal Justice Act 1991 and in line with their duties under Equality Act 2010. Considering Gypsies and Travellers are both legally recognised ethnic minority groups in the UK and were included as such in the 2011 Census, it follows that they should as standard practice, also be included as ethnic groups in all CJS agencies' ethnic monitoring systems, including the Police. This is the case in other areas of the CJS. For example prisons have recently included a Gypsy and Irish Traveller option under the W3 code on their P-NOMIS system (the prison service IT system holding personal details of all prisoners), which allows prisoners to identify themselves as Gypsy or Irish Traveller at reception into the secure estate.³

¹ Bucks New University, 2014, [Crime and Punishment: Gypsies, Travellers and Roma in the criminal justice system](#)

² Thames Valley Police, 2015, [Review of Thames Valley Police Gypsy, Traveller and Roma Policies & Procedures](#)

³ HMIP, 2014, [People in prison: Gypsies, Romany and Travellers](#)

Other Government departments and statutory agencies are also bringing their monitoring systems in line with the 2011 Census categories and including Gypsies, Travellers and Roma. For example, in 2013 the DWP updated their IT systems and Universal Credit claim process to include Gypsies, Travellers and Roma and NHS England is currently reviewing ethnic categories used for the NHS Data Dictionary to bring them in line with the 2011 Census, thus moving towards inclusivity of Gypsies and Travellers.

3. Methodology

Freedom of Information (FOI) requests were sent to all UK Police Forces (territorial and national special police forces). We received responses from all 45 territorial forces (including Police Scotland and the Police Service of Northern Ireland) and the three national special police forces (British Transport Police, Civil Nuclear Constabulary and Ministry of Defense Police).

We asked three questions:

- 1. Are Gypsies and Irish Travellers monitored as standard policy in your police force?*
- 2. If not, please explain why your police force does not monitor Gypsies and Irish Travellers?*
- 3. How many police officers are self-declared either as Romany Gypsy or Irish Traveller in your force?*

Although some police forces clearly understood the questions, others misinterpreted the word 'monitor'. This necessitated further clarification for some forces and we sent the following question:

The Home Office requires police forces to record and report details regarding the self-identified ethnicity of members of the public that forces come into contact with. With regards to this, does your force, in addition to its requirement under the 16+1 system of ethnic classification, collect data on Gypsies and Irish Travellers?

The findings in this report are based on responses to these questions. The research team recognise that the responses provided by some forces may not include all the information available.

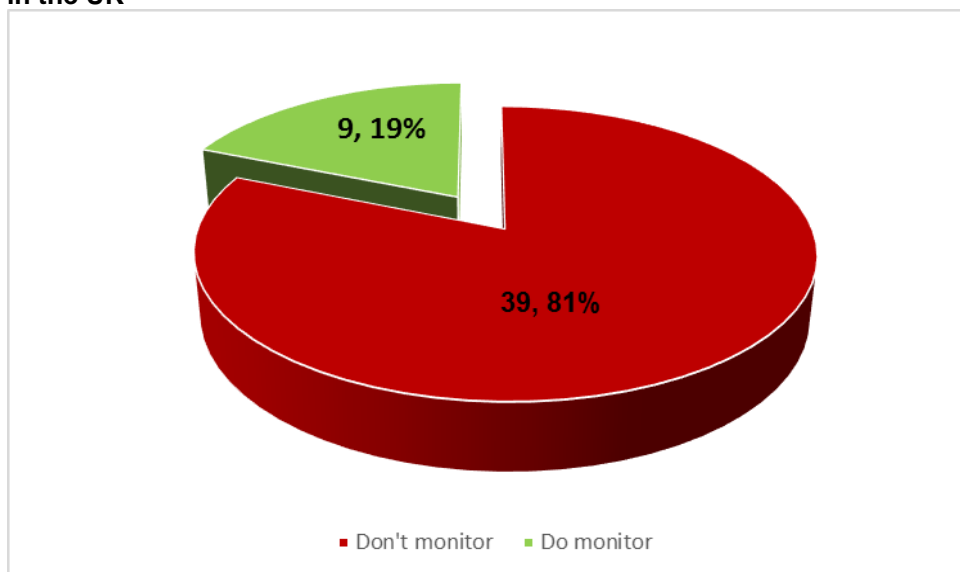
4. Key Findings

The key focus of this research was to find out how many Police Forces in the UK include Gypsies and Travellers as part of the mandatory ethnic codes they use for ethnic monitoring. In responding to this question many forces provided further information regarding specific policies, engagement and monitoring of Gypsy and Traveller communities living in their jurisdictions. As a result of this, the key findings not only cover the overarching question above, but also focus on forces' interpretation of their duties under the Equality Act in relation to ethnic monitoring; the non-recording and non-recognition of Gypsies and Travellers and the use of other forms of monitoring, policies and approaches.

4.1 Ethnic Monitoring of Gypsies and Travellers (general)

Of the 48 territorial and special police forces in the UK, only 9 (19%) included a code for Gypsies and Travellers in their ethnic monitoring systems, with 3 of these forces only conducting partial/limited monitoring. The vast majority of police forces in the UK (81%, 39/48) do not include Gypsies and Travellers in their ethnic monitoring systems (see Table 1). When the UK's 45 territorial forces are considered on their own (i.e. excluding special Police forces) the number not monitoring is fractionally smaller (80%, 36/45) as result of all 3 special police forces (British Transport Police, Civil Nuclear Constabulary and Ministry of Defense Police) not monitoring the ethnicities of these groups.

Table 1: Ethnic monitoring of Gypsies and Travellers by Territorial and Special Police Forces in the UK



4.2 Forces that included Gypsies and Traveller in their ethnic monitoring systems

Those forces that did include Gypsies and Traveller in their monitoring systems did so in varying degrees and gave a number of different reasons for doing so. Cheshire and Cambridgeshire Constabulary's have both developed two additional self-defined ethnic codes for Gypsies and Travellers in addition to the Home Office required 16+1 system. Similarly Suffolk and Norfolk Police had developed additional codes inclusive of Gypsies and Travellers which also included a third category 'other traveller', however it appeared from their responses they would be retiring these codes as they move to a regional monitoring system. Below are some examples of these forces responses:

'Cheshire use the '18+1' self-defined ethnicity classification system, the additional 2 categories being G1 (Gypsy) and T1 (Irish Traveller) and indeed we in Cheshire have used '18+1' since 2004, but there is no legal requirement upon us to do so. We (and other forces no doubt) do it because we think it is the right thing to do.'

Cheshire Constabulary (Mark Watson response)

'Cambridgeshire Constabulary do record the ethnicity within the groups 'W3 Traveller of Irish Heritage' or 'W4 Gypsy / Roma', which are additional to the 16 + 1 system, when provided by persons as their self-defined ethnicity.'

Cambridgeshire Constabulary

"The Force uses the standard census category and IC codes to monitor ethnicity. However, in the past the Constabulary included three categories in addition to the census under the 'White other' category.

They are:

- 1. Irish Traveller*
- 2. Romany Gypsy*
- 3. Other travellers*

As the force moves towards a regional and collaborative system, such categories have not been incorporated and the system is based on the national Census category."

Suffolk Police

'The Constabulary uses the standard Census category and IC code to record ethnicity. However, in some instances we have had in the past included three categories in addition to the census, under the 'White Other' category. These are:- 1 Irish Traveller 2 Romany Gypsy 3 Other Travellers. However, the new regional crime and intelligence system, which will be introduced in Norfolk later this year, includes ethnicity recording based on the national Census categories'

Norfolk Constabulary

Greater Manchester Police and Police Scotland included Gypsies and Travellers in their ethnic monitoring systems; however they did so in line with the ONS Census category which conflates Gypsy and Traveller as one group. On the other hand the

Police Service for Northern Ireland included only Irish Travellers, citing the demographic and geographic context in which it works.

'Individuals can self-determine their ethnicity as Gypsy or Irish Traveller within GMP. This data is collected to monitor for any potential disproportionality and to ensure compliance with legislation, primarily the Equality Act 2010 and associated Public Sector Equality Duty. Additionally, the Ministry of Justice requires forces to record and report details regarding the ethnicity of members of the public the force come into contact with, and members of staff, across a range of indicators.'

Greater Manchester Police

'The categories show that Gypsy/Traveller is available for staff to identify their ethnic origin. If an individual wishes to be more specific, for example stating Romany Gypsy or Irish Traveller there are categories of White – Other or Other Ethnic Group – Other, which can be completed if the individual considers that the categories available do not accurately reflect the description of their ethnic origin.'

Police Scotland

Northern Ireland: monitor but only under the category Irish Traveller. However, due to the different demographic and geographical context, perhaps this is not surprising. 'The PSNI monitors the ethnic background of its applicants/appointees. One of the categories within this is 'Irish Traveller'.

Police Service Northern Ireland

In the case of Wiltshire and Humberside Police these both included ethnic categories for Gypsies and Travellers, however these were sub-categories and did not appear to be mainstreamed to the extent that Cheshire and Cambridgeshire had done so.

'Wiltshire Police do not record and report as a part of the 16+1 system of ethnic classification, the categories of Gypsy or Irish Traveller. However, we do have a 'sub-category' field within our Niche system for 'Travellers/Gypsies', but this field is non mandatory for input staff.'

Wiltshire Police

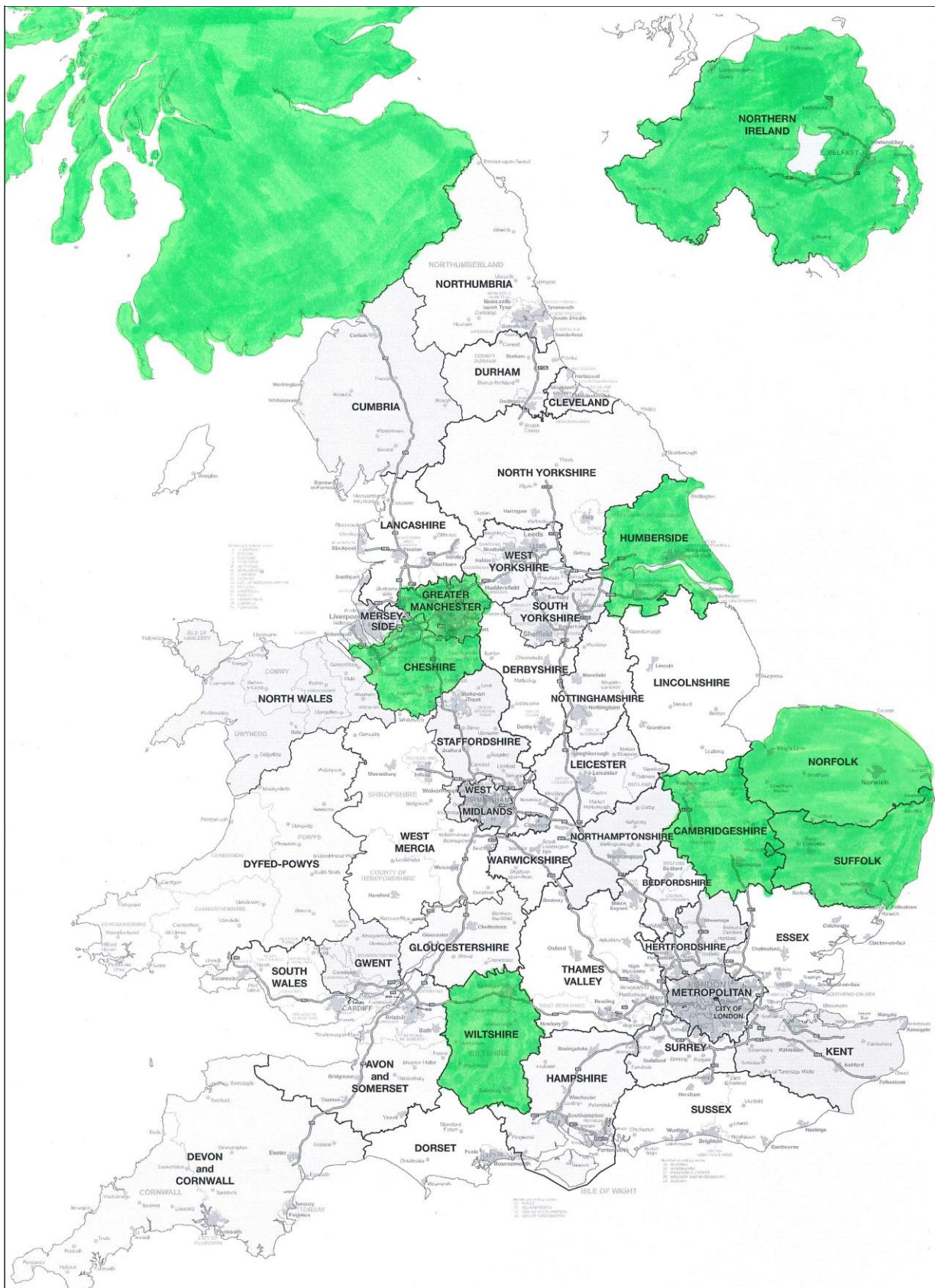
"There is a category on our crime and intelligence system for self defined ethnicity of "Gypsy/Traveller" but this is recorded with a whole host of other data and not merely as a record of Gypsy's and Travellers we come into contact with. Therefore like any other data held by Humberside Police it will only be done so as long as it meets a 'policing purpose'."

Humberside Police

As highlighted by Cheshire Constabulary, there is no requirement from the Home Office for forces to include Gypsies and Travellers in their ethnic monitoring systems and the choice to do so is ad-hoc and very much dependent on there being the will to do so in a force. Greater Manchester Police explained their decision to include Gypsies and Travellers in ethnic monitoring systems by referencing to their duties under the Equality Act 2010, namely to monitor any disproportionate outcomes for these groups and to ensure compliance with Public Sector Equality Duty. Similarly Cheshire stated that inclusion of Gypsies and Travellers in ethnic monitoring

systems “was the right thing to do”, implying an emphasis in the force on addressing disproportionate outcomes and equality issues.

Table 2: Police forces in the UK who including Gypsies and Travellers in their ethnic monitoring systems (highlighted in green)



As illustrated in Table 2 above, only a small minority of police forces spread across the country include Gypsies and Travellers in their ethnic monitoring systems. It's also worth noting that both Suffolk and Norfolk forces state that their existing ethnic codes inclusive of Gypsies and Travellers will soon be retired in favor of a 'regional and collaborative system'. When this change has been introduced, this will reduce

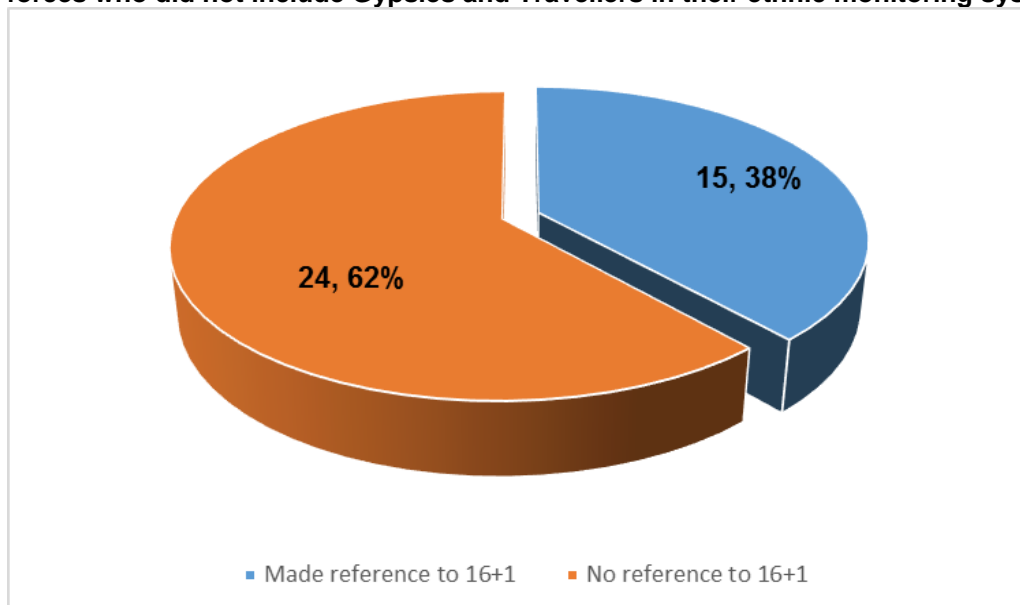
the total number of forces conducting ethnic monitoring nationally to 7 or just 15%, setting a worrying precedent for forces moving towards increased exclusion of Gypsies and Travellers. Both Suffolk and Norfolk in their responses clearly cite the Home Office 16+1 ethnic monitoring requirements and their non-inclusion of Gypsies and Travellers as justification for not continuing to monitor these groups in a new regional system.

What is also of significance (with the exceptions of Greater Manchester and Cambridgeshire) is that there is little correlation between those areas with large identified Gypsy and Traveller populations and those forces that include them in their ethnic monitoring systems. For example ONS 2011 census data and Traveller Movement research shows that areas such as Kent, Surrey, London, North South and West Yorkshire, Essex, Dorset, Gloucestershire, Lancashire and Hampshire have some of the largest Gypsy and Traveller populations in the country. In many of these areas Gypsies and Travellers would constitute one of the larger ethnic minority groups. Despite this, none of these areas included Gypsies and Travellers in their ethnic monitoring systems.

4.3 Forces that do not include Gypsies and Traveller in their ethnic monitoring systems

As illustrated in Tables 1 and 2, the vast majority of police forces in the UK (39/48 or 81%) did not include Gypsies and Traveller in their ethnic monitoring systems. The majority of forces that did not monitor, gave limited information explaining their position. Of the 39 forces who did not monitor, 15 or 38% (see Table 3) referenced the non-inclusion of Gypsies and Travellers in the Home Office's 16+1 ethnic monitoring category requirements as reason for not including them.

Table 3: Reference to the Home Office 16+1 ethnic monitoring category requirements by Police forces who did not include Gypsies and Travellers in their ethnic monitoring systems



Examples of these responses highlight the impact the Home Office's 16+1 requirement have on whether or not Police forces include Gypsies and Travellers in

their ethnic monitoring systems. This also highlights that forces such as Cheshire and Cambridgeshire are exceptional in bringing forward additional codes for Gypsies and Travellers of their own volition. Thames Valley Police are also a good example of a force that is in the process of taking exceptional steps towards greater inclusion of Gypsies, Travellers and Roma in their everyday policies and procedures and ethnic monitoring systems.⁴

'Bedfordshire Police use the 16+1 ethnic classification for the self-defined ethnicity code and the PNC ethnicity classification for the purposes of reporting on ethnicity for recorded crimes. Neither of these have a classification for gypsies or travellers.'
Bedford Police

'Durham Constabulary follows the 16+1 requirement for Workforce Equality and Diversity monitoring which does not include a category for Gypsies or Irish Travellers, therefore we are not currently in a position to provide figures as to how many staff members have identified themselves as such.'
Durham Constabulary

'I can confirm that the Crime Recording System for Gloucestershire Constabulary currently uses the 16+1 system of self-ethnicity, which does not include Gypsies and Irish Travellers as a self-defined ethnicity.'
Gloucestershire Constabulary

'Despite the requirement to use the '16+1' Census classification, Hertfordshire Constabulary will respect how the Respondent wishes to classify themselves when they are surveyed as a crime / ASB victim, or resident. However, numbers are very low – for instance, during 2014-15, just 2 out of 2083 crime victims asked about the service they had received from Hertfordshire Constabulary wanted their ethnic origin to be White / Romany Gypsy or White / Traveller.'
Hertfordshire Constabulary

'The Home Office requires police forces to monitor various aspects of employment and service delivery in relation to ethnicity. To facilitate comparisons between forces, a monitoring system has been devised that uses 16 self-defined ethnic classification categories, plus 1 category for where ethnicity is not stated. This is commonly known as the 16+1 scale. The classification code of 'W3 Gypsy or Irish Traveller' is used in an expanded breakdown known as the 21+1 scale. The 21+1 scale is not used by Kent Police.'
Kent Police

'Lancashire Constabulary uses the 16+1 ethnicity classification in line with the Home Office Self Defined Ethnicity Classifications. This classification does not separate Romany Gypsy or Irish Traveller from other categories.'
Lancashire Constabulary

'Warwickshire Police do not systematically capture information about Gypsies or Irish

⁴ Thames Valley Police publishes [Review of their Gypsy, Traveller and Roma Policies and Procedures](#), December 2015

Travellers in the same way that we record 16+ ethnic classification as there is no category to do so.'

Warwickshire Police

'With regards to employees - Gypsies and Irish Travellers are not monitored. West Mercia Police (WMP) follow the Home Office Guidance 16 + 1, Gypsies and Irish Travellers are not defined within this hence they are not monitored.'

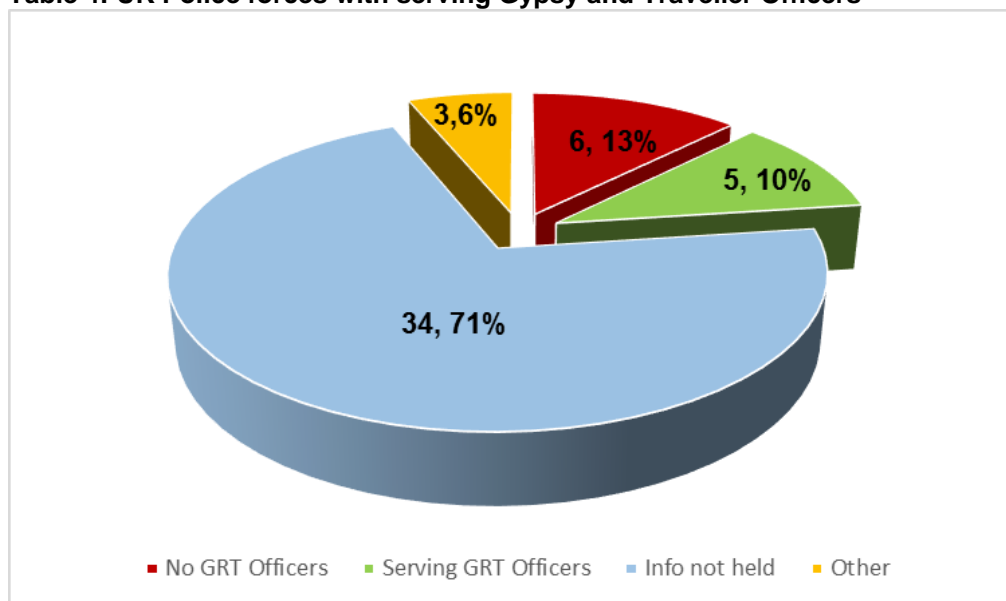
West Mercia Police

It is also worth noting that whilst 24 forces did not reference the 16+1 Home Office ethnic monitoring requirements as reason for not monitoring, it is highly likely that the lack of a national standard had a major influence over Gypsies and Travellers non-inclusion.

4.4 Ethnic monitoring of Gypsy and Traveller Police Officers

Of the 48 forces that responded to the FOI, 34 (71%) did not hold any information on how many police officers self-declared either as Romany Gypsy or Irish Traveller. Of the 11 forces that did hold information, 6 (13%) stated that no Gypsy or Traveller officers served with them, 5 (10%) said they had serving officers who were either Gypsies or Travellers and 3 (6%) gave an inconclusive response (see Table 4).

Table 4: UK Police forces with serving Gypsy and Traveller Officers



Interestingly 3 out of the 5 officers who identified as Gypsy or Traveller were from the Ministry of Defence Police, whilst the other remaining officers were from Kent and the PSNI. It is worth noting that this is most likely a huge underestimate of the actual numbers of serving Gypsy, Traveller and Roma officers, considering the Gypsy Roma Traveller Police Association (GRTPA) currently has a membership of over 90. However, these very low numbers do indicate how inclusive Police forces are of Gypsies, Travellers and Roma and reflect how many officers from the communities are willing to officially declare their ethnicity. Below are some examples of the responses we received:

'Whilst it is not compulsory for Kent police officers to declare their ethnicity, of those that have, one has recorded their self-defined ethnicity as English Gypsy.'

Kent Police

'The PSNI monitors the ethnic background of its applicants/appointees. One of the categories within this is 'Irish Traveller. As at 01/06/2015 there is currently one police officer who has declared they have an Irish Traveller ethnic background.'

Police Service Northern Police

'There are no specific markers highlighted on MDP reports or systems. MDP only use the 16+1 system of ethnicity classification. However, 3 MOD police officers have self-declared they are of the ethnicity 'Gypsy or Irish traveller'.

Ministry of Defense Police

'With regard to recruitment, the ethnicity monitoring forms include a section giving new joiners an option to provide details of their self-declared ethnicity. The categories of Romany Gypsy and Irish Traveller have just been added to these forms.'

Norfolk Police

'The categories listed above show that Gypsy/Traveller is available for staff to identify their ethnic origin. If an individual wishes to be more specific, for example stating Romany Gypsy or Irish Traveller there are categories of White – Other or Other Ethnic Group – Other, which can be completed if the individual considers that the categories available do not accurately reflect the description of their ethnic origin.' Less than 1% of police officers have identified their ethnic origin as Gypsy/Traveller. For the purposes of equality and diversity employment monitoring, proportions are used in order to identify trends within the employment cycle and to ensure that the personal information (which has been disclosed on a voluntary basis by staff) is used for the purpose it was collected for.'

Police Scotland

'I have also made enquiries with the Recruitment Officer who has advised that Romany Gypsy and Irish Traveller is not a selectable category in the Equal Opportunities categories. During the recruitment application process the candidate would choose 'white other' and then specify in the next column if they wished to define themselves as Romany Gypsy/Irish Traveller. A report was run on the October 2013 recruitment and none of the successful candidates identified themselves as 'white other''

Hertfordshire Police

4.5 Police forces interpretation of duties under the Equality Act in relation to ethnic monitoring

25 forces (or 54% of the sample) referred to their duties under the Equality Act in the context of collecting data on ethnicity and other protected characteristics. Specifically forces stated they collected data to monitor for any potential disproportionality and to ensure compliance with the Equality Act 2010 and the associated Public Sector Equality Duty (PSED).

In this context it should be noted that Romany Gypsies and Irish Travellers are both legally recognized ethnic minority groups who share protected characteristics under

The Equality Act. As noted above Police forces also have to abide by the PSED. The aim of the duty is to integrate considerations of the advancement of equality into the day-to-day business of public authorities. In summary, those subject to the equality duty, must in the exercise of their functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct that is prohibited by the Act.
- Advance equality of opportunity between people who share a characteristic and those who don't
- Foster good relations between people who share a characteristic and those who don't

Considering that over half of the forces that responded voluntarily emphasised their PSED under the Equality Act, it is of concern that the large majority of forces (81%, 39/48) did not include Gypsies and Travellers in their ethnic monitoring systems (see Table 1). In this context the research team would like to pose the question: How many forces can ensure they are abiding by the statutory duties if they do not include these groups in their ethnic monitoring systems?

Below is the response from City of London Police which reflects the 25 other responses from forces who referred to their duties under the Equality Act:

'Police collect data on the ethnicity and other protected characteristics of offenders, victims of crime, witnesses and other persons coming to the notice of each force. This data is collected to monitor for any potential disproportionality and to ensure compliance with legislation, primarily the Equality Act 2010 and associated Public Sector Equality Duty.'

City of London Police

16 forces specifically referred to monitoring Gypsies and Travellers as being illegal, interpreting the question in a very different manner from that which the research team intended. This can be partly attributed to a previous FOI request being sent by an individual to all Police forces regarding the keeping of 'family trees' on Gypsies and Travellers. Below is the response received from Warwickshire which reflects those provided by other forces:

'To monitor a particular group of people based on their values and race would be illegal.'

Warwickshire Police

4.6 Non-recognition and non-use of capitals

Two forces indicated from their responses that they did not consider Gypsies and Travellers to be ethnic groups. Whilst the research team would expect these forces to qualify these statement if questioned further, their responses do raise serious questions as to how Gypsies' and Travellers' are perceived and whether their ethnicity and culture is fully recognized. Below are the two forces in question:

'Our ethnicity recording does not have an option for Gypsies and Irish Travellers. We record the standard 7 officer defined. We would not class 'Gypsies and Irish Travellers' as an ethnicity. Cleveland Police would class it more as an occupation than an ethnicity however it is not in our occupation lists either.'

Cleveland Police

'In relation to police officers who are have self-declared as either Romany Gypsy or Irish Traveller, this is not an ethnicity and would be recorded as 'White - other' with no further detail recorded.'

West Yorkshire Police

Another indicator of how inclusive and aware certain Police forces are of Gypsies and Travellers is whether they use capital letters when referring to these groups. In the FOI responses, 9 of the forces consistently didn't use capital letters when referring to Gypsies and Travellers. Whilst to some this may seem a minor issue, to the communities being policed this reflects a lack of respect and knowledge about who they are and the issues they face.

4.7 Other forms of monitoring, policies and approaches

Nine forces identified other forms of monitoring and/or specific policies in the context of Gypsies and Travellers separate from their responses to our question on inclusion of these groups in mainstream ethnic monitoring systems. Our analysis of these responses found that 1 was positive (in that they highlighted inclusive policy and practice in their force targeted at Gypsies and Travellers) 6 were negative (in that they described policies and practice that treated Gypsies and Travellers as a risk factor) and 2 neutral (in that their policies or practice in relation to the groups weren't deemed to have either a negative or positive focus).

The Gypsy Roma Traveller Police Association (GRTPA) has repeatedly raised the issue of Gypsy and Traveller ethnicity being treated as 'a risk factor' in Police forces across the country. According to the GRTPA this has a direct impact on how the communities are policed and the policies and practice forces use. Below are two

extracts from testimonials placed by Police Officers on the GRTPA website showing how some forces respond to Gypsy and Traveller related issues on the ground:

“Control room calls up, a shoplifting in progress, 2 female shoplifters, any units free? Silence. Repeat, shoplifting in progress, any units free to deal, shop staff believe they are Travellers. Suddenly 4 units are available and all sorts of people offering ‘back up’ for two unnamed/unconfirmed women!”

Testimonial from GRTPA member

“I attended a report of anti-social behaviour, passed to me as an urgent attendance by the control room. A local resident claimed his neighbours were harassing him and they were ‘Travellers’ and he was frightened. Upon attendance I immediately recognised both the caller and the neighbours. The caller claimed the neighbours were moving their wheelie bin close to his driveway in an obvious (obvious to him) attempt to upset or intimidate.

I asked the caller why he described his neighbours as Travellers, when both he and I knew for a fact they weren’t Travellers, he had lived next door to them for 30 years and was well aware they were a third generation family from the local town? The response I got was “If I say they’re Travellers you lot turn up quicker and the council will do something.

I told our caller that he ought to be ashamed of himself, the caller himself was of Asian background, I pointed out it really wasn’t that long ago that some people would claim all criminals were black or Asian to elicit a more rapid response from like minded people in the Police Force.

I am not from a GRT background, but I know prejudice when I see and hear it.”

Testimonial from GRTPA member

Whether such approaches are part of the culture within a force and/or are built into their policies and procedures, the consequences can often be damaging to community relations, damage a sense of trust of equal treatment by Gypsy and Traveller communities and potentially impact on community cohesion. Below are some examples which appear to demonstrate how communities are seen as a potential threat or criminal population, provided by the 6 forces that were classified as having negative monitoring, policies and approaches:

‘All Traveller movements are monitored through the Daily Management Meeting process in all Divisions with Sussex as per our Policy and guidance. This means that the location, size, impact and planned action (usually via Council) is detailed so that the Command Team and managers are aware of any potential community issues for both the Travellers and the settled community on a daily basis. This is the same for any unauthorised encampments whether Gypsies and Irish, Welsh etc.

A part of the management of an unauthorised encampment is ensuring the correct rationale for taking any decision through the use of Police Powers. Where anti-social behaviour is reported a tactic within Brighton has been to conduct walk throughs of sites to ‘test’ the activity as reported whether dogs off leads, abuse etc. It has proved useful in both supporting use of Section 61 CJPO and indeed negating it.

This is not monitoring of a site with plain clothed officers sitting and watching....it is purely putting ourselves in the shoes of the public who are reporting incidents, walking through a site and reporting any findings to inform any decisions going forwards’.

Sussex Police

‘Generally Essex Police uses the 16+1 system of ethnic classification, but also the 19+1 categories (including Gypsies and Travellers) on our “Unauthorised Encampment” records.’

Essex Police

‘We have a policy on illegal encampments and we respond to particular complaints of this activity.’

Avon and Somerset Police

‘With regards stop and search, the Force is in the process of revising the form for forcewide use, and has chosen to use the updated national census ethnicity categories that include W3 (white, gypsy or Irish traveller). This revised form will be in place next month.’

Devon and Cornwall Police

‘Self-defined ethnicity is recorded each time a person is formally stopped by the police in Hertfordshire and asked to account for their actions, behavior or presence. The self-defined ethnic groups include: • Traveller of Irish heritage • Gypsy / Roma • Other Travellers This ‘Stop and Account’ record is monitored to assure the appropriate and proportionate use of the powers. A self-defined ethnicity of Gypsy / Roma, Traveller or Travelling Show people is not recorded or monitored as standard policy for Crime Recording, surveys of crime victims and victims of Anti-Social Behavior (ASB), or of residents in general in Hertfordshire. For these purposes the current ‘16 +1’ Census classification is applied’.

Hertfordshire Police.

‘I understand that that Humberside Police should just use the 16 + 1 code for ethnic classification. However the below amendments were made in May this year to our crime system after input from our Diversity and Cohesion Manager. However in respect of Self and Officer Defined ethnicities the use Gypsy/Traveller should not have been available and it was an error on the part of the crime system administrators to retain these descriptors. These ethnic descriptors are no longer available for use and amendments to records are to be undertaken’. (The changes came into force in May 2015.

The following MO code has been retired:

- * S104 Gypsy/ Traveller/ Travelling Criminal*

The following MO Code has been created:

- * S919 Travelling Criminal*

The following Ethnicity - Officer Defined value has been created:

- * *Gypsy / Traveller*

The following Ethnicity - Self Defined value has been created:

- * *Gypsy / Traveller'*

Humberside Police

The one Police force which was categorised as having positive policies and approaches was Merseyside Police. Separate from this research TM are aware of other Police forces with good/positive policies and practices, however the nature of this research didn't focus on this. As previously mentioned a good example of this is the work of Thames Valley Police working alongside the GRTPA to bring about a fairer and more positive approach to policing Gypsy, Traveller and Roma communities.

'A member of the Merseyside Police Independent Advisory Group represents the interest of the Gypsy and Traveller communities. Police Officers from within the Community Engagement Unit also liaise with the Greater Merseyside Gypsy and Traveller network.

The above provides a platform for interaction and dialogue and therefore there is no wish or desire to specifically monitor the communities in a manner that is different from other Merseyside communities.'

Merseyside Police

5. Conclusion

This research has shown that the vast majority of Police forces (81%, 39/48) do not include Gypsies and Travellers in their ethnic monitoring systems. It has also revealed that the non-inclusion of Gypsies and Travellers may limit Police forces' ability to adhere to their duties under the Equality Act 2010 as well as posing the danger of treating members these groups predominately as a '*risk factor*' rather than service users.

The Traveller Movement firmly believe that wider ethnic recognition and increased understanding of the Gypsy, Traveller and Roma communities within forces across the country will reap significant benefits both for the communities and the Police. The creation of the Gypsy Roma Traveller Police Association, with over 90 members, shows us that Gypsies, Travellers and Roma are putting their foot forward and actively engaging in this process. The questions that now has to be answered is whether the Government and Police Forces across the country can take the same progressive steps towards fairer, more cohesive and inclusive Policing in partnership with these communities.