



PAVEE POINT
TRAVELLER AND ROMA CENTRE



Alternative Report to GREVIO on the Implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence

IRELAND

Irish Traveller and Roma Women- Joint Alternative Report August 2022



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INTRODUCTION

Our Coalition and Report: This submission is submitted as a coalition of Traveller and Roma organisations. **Pavee Point Traveller and Roma Centre** is a national NGO committed to the attainment of human rights for Irish Travellers and Roma, integrating gendered analysis into its work and having a dedicated Violence against Women Programme that progresses the rights of Traveller and Roma women in relation to gender-based violence (DSGBV). Pavee Point coordinates a Traveller specific DSGBV Project.ⁱ **Galway Traveller Movement**, established in 1994, aims to achieve equality and self-determination for the Traveller community in Galway city and county. **Wicklow Travellers' Group** is a voluntary community development organisation committed to achieving human rights for Irish Travellers in County Wicklow.

Our report puts forward key issues and recommendations to address the rights issues of Traveller and Roma women in relation to DSGBV and we urge the members of GREVIO to take these into consideration in their examination of Ireland. We also urge the GREVIO to take into consideration the Concluding Observations of Ireland by a number of UN human rights treaty monitoring bodies, European Commission against Racism and Intolerance, and Framework Convention for the Protection of National Minorities as they relate to addressing the rights of Traveller and Roma women and DSGBV.

Irish Travellers and Roma in Ireland: There are a little over 36,000 Irish Travellers in Ireland, representing less than 1% of the nation's population. An estimated 5,000 Roma live in Ireland, many of whom live in poverty due to lack of access to work and restrictive social welfare measures. Traveller and Roma women are one of the most marginalised and excluded individuals and groups in Ireland due to the impact of gendered racism and intersectional discrimination, and experience particular issues in terms of equality of access, participation and outcomes in a number of aspects of their lives (See appendix 1 & 2).

DSGBV Impacting Traveller and Roma Women and Children: There is a lack of comprehensive and reliable data on DSGBV impacting Traveller and Roma women, and research around this has been very small scale and is outdated. Research from 2005 and 2009 showed Traveller women to account for the largest group in admissions to refuges with 49% of refuge admissions being Travellers and 57% of Traveller women recorded as repeat admissions.ⁱⁱ 2015 figures from Tusla Child and Family Agency show that Traveller women used refuge services more frequently than other members of the Irish population.ⁱⁱⁱ Often, such data is conflated with prevalence, resulting in assumptions that domestic violence is part of 'Traveller culture'. Such assumptions risk leading to inappropriate responses towards Traveller and Roma women and leaving women outside of safety and protection.

DSGBV impacts all communities and Irish society at large. However, the specific barriers to basic rights that Traveller and Roma women experience in Ireland means that women in these communities experience additional difficulties with accessing information, safety, protection and exit routes from DSGBV. This became even more evident during the Covid-19 pandemic, with increased reports by Traveller and Roma women who were unable to seek this help.

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SUMMARY OF RECOMMENDATIONS

SECTION 1. EQUALITY, NON-DISCRIMINATION AND GENERAL OBLIGATIONS

Equality & Non-discrimination (Article 4) and Gender Sensitive Policies (Article 6) - National Traveller Roma Inclusion Strategy (NTRIS) 2017–2021: In line with the new EU Roma Strategic Framework 2020-2030 we recommend the State to:

- a) Ensure the next National Traveller Roma Inclusion Strategy, as well as the next National Strategy for Women and Girls and forthcoming National Action Plan Against Racism, have a robust implementation and monitoring plan with clear targets, indicators, outcomes, timeframes and budget lines related to addressing violence against Traveller & Roma women, the social inclusion of Traveller and Roma women, and the intersectional and gendered racism of Traveller and Roma women
- b) Ensure the actions are implemented by all relevant agencies and in consultation with Traveller and Roma organisations

Discriminatory Impact of the Application of Habitual Residence Condition (HRC) and Housing Circular 41/2012 on Roma and Traveller Women – Article 4: Ensure a humanitarian response to women who are unable to satisfy or prove their right to reside in the jurisdiction by introducing an exemption to the Habitual Residence Condition and Housing Circular for women who experience domestic violence

SECTION 2. INTEGRATED POLICIES AND DATA COLLECTION (Articles 7-11)

National Strategy on Domestic, Sexual & Gender-based Violence (NSDSGBV) – Article 7

- a) Develop a robust implementation, monitoring and evaluation plan for the 3rd NSDSGBV with clear targets, indicators, outcomes, timeframes and budget lines associated with actions related to Traveller and Roma women, and ensure actions are resourced and implemented by all relevant statutory agencies
- b) Ensure Traveller and Roma organisations are actively included and consulted in the work of the forthcoming Domestic, Sexual and Gender-based Violence Agency
- c) Ensure that the 3rd NSDSGBV is implemented in a coordinated fashion with the next National Traveller and Roma Inclusion Strategy and the forthcoming National Action Plan against Racism

Financial Resources - Article 8

- a) Allocate specific budget lines through the 3rd NSDSGBV and NTRIS to step up efforts in addressing violence against Traveller and Roma women and the social inclusion of Traveller and Roma women

Data Collection and Research - Article 11

- a) Develop and fully implement the National Equality Data Strategy, and as part of this Strategy ensure the full and effective development and implementation of ethnic equality monitoring across all relevant state departments, public bodies and DSGBV services. Ensure ethnic equality monitoring takes place in line with human rights standards and that disaggregated data by ethnicity, gender and age is used to equality proof state policies, budgets and programming relating to Traveller and Roma women/children and DSGBV
- b) Undertake research to map out the needs and issues of Traveller, Roma and other minority ethnic women as they relate to the experiences of DSGBV, including through the CSO National Sexual Violence Prevalence Study

SECTION 3. PREVENTION – Articles 12 to 17

Special Measures - Community Development Approaches to DSGBV Prevention, Support and Protection (Article 12 & 14): Develop, sustain and adequately resource special measures which address inequalities in access and outcomes for Traveller and Roma women in relation to information, support and exit routes from DSGBV and in relation to wider social inclusion of Traveller and Roma women

DSGBV Awareness Raising Measures – Article 13: Ensure both targeted and mainstream measures are undertaken in relation to DSGBV awareness raising so that such measures reach and target also those most socially excluded groups. Engage in active and meaningful consultation with Traveller and Roma organisations in developing, implementing, monitoring and evaluating targeted awareness raising measures with Travellers and Roma

Training of Professionals – Article 15: Develop and implement clear policies, standards, guidelines, and training to members of An Garda Síochána (police), Courts Service, Tusla funded DSGBV services and family support services and Local Authorities, that aim towards human rights proofing the services and address anti-Traveller and Roma racism and discrimination. Ensure these are included as part of ongoing professional development and practises and initial training for recruits and professionals. Develop, implement, monitor and evaluate such measures in collaboration and consultation with Traveller and Roma organisations

SECTION 4. PROTECTION AND SUPPORT – Articles 18 to 28

General Obligations, Article 18:

- a) Fully implement the Section 42 of the Irish Human Rights and Equality Commission Act 2014 and ensure the promotion of anti-discrimination, equality and human rights is embedded in the culture, policies, processes and behaviour of public sector bodies and services, and that these principles and standards are enforced with the DSGBV services funded by the public sector
- b) Enforce the implementation of the Housing (Traveller Accommodation) Act 1998 in order to ensure Local Authorities provide adequate amount and standard of Traveller specific accommodation so that Traveller women who end up leaving domestic violence have access to culturally appropriate Traveller specific accommodation
- c) Ensure women and children who flee domestic violence are treated as emergency cases within the overall Local Authority accommodation allocations and Traveller specific accommodation allocations so that accommodation applications by Traveller and Roma women in domestic violence situations are processed in a speedy fashion. This will require the introduction and implementation of ethnic identifiers in the Pathway Accommodation and Support System
- d) Undertake a review, and any necessary action, of the application of Housing Circular 41/2012 and Habitual Residence Condition which act as barriers for Roma women and children to access adequate social housing and housing support and domestic violence accommodation services

Diversifying the Workforce - Article 20: Undertake special targeted measures to train and recruit Traveller and Roma women to work in DSGBV and other related services and agencies

Access and Assistance to Complaint Mechanisms – Article 21: Resource sustained positive action measures to facilitate access to complaint mechanisms by Travellers and Roma

SECTION 5: INVESTIGATION, PROSECUTION AND PROCEDURAL LAW AND PROTECTIVE MEASURES - Articles 49 to 58

Immediate response, prevention and protection - Article 50: Adopt special measures with targets in policing to ensure full protection and support for Traveller and Roma victims of DSGBV

Access to Justice and Legal Aid - Article 19 and 57: Ensure that Ireland complies with its obligations under regional and international human rights instruments in relation to legal aid by:

- a) Comprehensively examining the functions of the Legal Aid Board, its resources, the criteria for legal aid, the areas of law covered, and the methods of service delivery
- b) Providing free, clear and accessible legal aid to victims of domestic and sexual violence

SECTION 1. EQUALITY, NON-DISCRIMINATION AND GENERAL OBLIGATIONS

1.1 Equality & Non-discrimination (Article 4) and Gender Sensitive Policies (Article 6) - National Traveller Roma Inclusion Strategy (NTRIS) 2017–2021

The right to safety and protection from DSGBV cannot be achieved or guaranteed without women and children having basic rights in accommodation, social protection, education, health, employment and training, as well as the right to live free from discrimination and racism. We welcomed actions related to the social inclusion of Traveller and Roma women and DSGBV in Ireland’s first National Traveller and Roma Inclusion Strategy 2017-2021 (NTRIS); the funding of a small Traveller DSGBV pilot project that emerged from the NTRIS;^{iv} as well as the inclusion of Traveller and Roma women in the National Strategy for Women and Girls 2017-2020 (NSWG). In relation to addressing intersectional discrimination and gendered racism, Ireland has had no action plan to address racism and discrimination since 2008 although the State is now at the last stages of finalising its National Action Plan against Racism (NAPAR).

However, we regret that the NTRIS and the NSWG didn’t demonstrate strong progress in addressing DSGBV and wider rights issues faced by Traveller and Roma women. As noted by a number of human rights monitoring bodies,^v the implementation of the NTRIS was slow, lacking a robust implementation plan and ‘whole of Government’ approach where actions would have been driven by all state departments and senior level participation. The delayed review of the NTRIS 2017–2021, commenced in June 2022, subsequently postponed the development of the next NTRIS.

In line with the new EU Roma Strategic Framework 2020-2030 we recommend the State to:

- a) Ensure the next NTRIS, as well as the next NSWG and forthcoming NAPAR, have a robust implementation and monitoring plan with clear targets, indicators, outcomes, timeframes and budget lines related to addressing violence against Traveller & Roma women, the social inclusion of Traveller and Roma women, and the intersectional and gendered racism of Traveller and Roma women**
- b) Ensure the actions are implemented by all relevant agencies and in consultation with Traveller and Roma organisations**

1.2 Discriminatory Impact of the Application of Habitual Residence Condition (HRC) and Housing Circular 41/2012 on Roma and Traveller Women – Article 4

The application of the European Directive 2004/38,^{vi} Habitual Residence Condition,^{vii} and the Housing Circular 41/2012^{viii} prevents many Roma women from exiting violence and accessing essential emergency, medium and long-term accommodation and housing supports, including Housing Assistance Payment/Rent Allowance and social housing.^{ix} Traveller women who flee domestic violence between jurisdictions and other migrants and returning Irish emigrants can also be impacted by the Habitual Residence Condition. Inability to prove one’s connection to the state impacts women’s ability to access homeless and domestic violence accommodation services.^x In the event that already overstretched refuges *may* be able to accommodate women who are unable to satisfy the habitual residence test, access to refuge is limited to an emergency period only.

Despite residing in the jurisdiction for several years, many Roma women lack the necessary documentation, proof of address and/or language and literacy skills to prove their connection to the State.^{xi} This places many families, especially women and their children in extreme poverty, and makes it difficult for Roma women experiencing domestic and sexual violence to seek support and protection. Concerns about the discriminatory impact of the application of the Habitual Residence Condition have been raised by the Special Rapporteur on extreme poverty and human rights,^{xii} ECRI,^{xiii} HRC,^{xiv} CESCR,^{xv} and CRC.^{xvi}

In line with principles of the Istanbul Convention, every person- regardless of their legal and migrant status- has the right to live free from violence, we recommend the State to:

- a) **Ensure a humanitarian response to women who are unable to satisfy or prove their right to reside in the jurisdiction by introducing an exemption to the Habitual Residence Condition and Housing Circular for women who experience domestic violence**

SECTION 2. INTEGRATED POLICIES AND DATA COLLECTION (Articles 7-11)

2.1 National Strategy on Domestic, Sexual & Gender-based Violence (NSDSGBV) – Article 7

We regret that actions related to domestic and sexual violence in the context of Traveller and Roma women/children in the Second National Strategy on DSGBV (2016-2021) were not adequately implemented; the associated implementation plan failed to define or reach clear targets, indicators, outcomes or budget lines; and the inclusion of Traveller and Roma women/children in broader actions was insufficient.^{xvii}

The State published its Third National Strategy on DSGBV in June 2022. While we see the potential of the Strategy in addressing DSGBV as experienced by Traveller and Roma women and children^{xviii}, we regret that its associated action plan lacks targets, indicators, outcomes, timeframes and budget lines. We are unaware how the Strategy will engage with Traveller, Roma and other civil society organisations in its monitoring and implementation, and regret that the Strategy does not make clear connections with the National Traveller and Roma Inclusion Strategy, the forthcoming National Action Plan Against Racism or the National Strategy for Women and Girls (see section 1 of this report).

As part of this Strategy the State also plans to set up a dedicated DSGBV Agency to drive improvements in this area – it is essential that the agency engages with Traveller and Roma organisations in an active and meaningful way and sees the development and resourcing of special measures to ensure safety and protection of Traveller and Roma women and children.

We recommend the State to:

- a) **Develop a robust implementation, monitoring and evaluation plan for the 3rd NSDSGBV with clear targets, indicators, outcomes, timeframes and budget lines associated with actions related to Traveller and Roma women, and ensure actions are resourced and implemented by all relevant statutory agencies**
- b) **Ensure Traveller and Roma organisations are actively included and consulted in the work of the forthcoming Domestic, Sexual and Gender-based Violence Agency**
- c) **Ensure that the 3rd NSDSGBV is implemented in a coordinated fashion with the next National Traveller and Roma Inclusion Strategy and the forthcoming National Action Plan against Racism**

2.2 Financial Resources - Article 8

The resource allocation to actions relevant to Traveller and Roma women and DSGBV in the 2nd NSDSGBV and NTRIS 2017-2021 was not sufficient or clear. While we appreciate that many of the mainstream measures in the NSDSGBV may have benefited Traveller and Roma women and children, we note with concern that this falls short from the State's obligation to resourcing *special measures* to promote and protect the rights of women and children belonging to Traveller, Roma and other minority communities.^{xix}

We recommend the State to:

- a) **Allocate specific budget lines through the 3rd NSDSGBV and NTRIS to step up efforts in addressing violence against Traveller and Roma women and the social inclusion of Traveller and Roma women**

2.3 Data Collection and Research - Article 11

It is difficult to measure the extent to which people from Traveller, Roma and other minority ethnic backgrounds experience differential access and outcomes in relation to DSGBV due to lack of ethnic

data collection which would allow for ethnic equality monitoring. Concerns at the lack of disaggregated data by ethnicity in formulating and monitoring policy and programming in Ireland have been raised by numerous international human rights monitoring bodies.^{xx}

The legislative and policy framework at UN, EU and national levels set expectations on the State to collect and use equality data,^{xxi} but we regret that progress regarding the collection, disaggregation and use of ethnic data has been slow. While progress has been made with some agencies (for example Central Statistics Office/Census and Pobal),^{xxii} a number of public agencies and data systems do not collect, use or publish data by ethnicity.^{xxiii} The Court Service and An Garda Síochána (police service) did not progress ethnic data collection during the Second NSDSGBV, despite an initial action in the Strategy for all state agencies to do so and despite the existence of a clear legislative and policy framework for engaging in equality monitoring.^{xxiv}

In addition, only a small number of small research samples have provided information about DSGBV impacting Travellers and Roma - such research is now outdated and robust up-to-date research and data remains absent. We regret that the Sexual Violence Prevalence Study by the Central Statistics Office, currently ongoing, does not capture the experiences of Travellers and Roma.^{xxv}

As a result, government policy, programming and budget decisions are not human rights proofed and we are unable to monitor the situation of Traveller, Roma and other ethnic minority groups in relation to DSGBV. In this context, we welcome the development of a National Equality Data Strategy and commitment to have this in place from 2023.^{xxvi}

We recommend the State to:

- a) Develop and fully implement the National Equality Data Strategy, and as part of this Strategy ensure the full and effective development and implementation of ethnic equality monitoring across all relevant state departments, public bodies and DSGBV services. Ensure ethnic equality monitoring takes place in line with human rights standards and that disaggregated data by ethnicity, gender and age is used to equality proof state policies, budgets and programming relating to Traveller and Roma women/children and DSGBV**
- b) Undertake research to map out the needs and issues of Traveller, Roma and other minority ethnic women as they relate to the experiences of DSGBV, including through the CSO National Sexual Violence Prevalence Study**

SECTION 3. PREVENTION – Articles 12 to 17

3.1 Special Measures - Community Development Approaches to DSGBV Prevention, Support and Protection (Article 12 & 14)

International Human rights treaties that Ireland has signed up to, e.g. UNCERD and UNCEDAW, oblige the State to undertake special measures to address the situation of minority ethnic women. Development of temporary special measures is crucial in offsetting the negative outcomes for Traveller and Roma women in accessing DSGBV information, services and protections, and indeed in ensuring preventative measures are undertaken with communities that experience social exclusion and additional barriers to exit routes to safety.

Rather than creating segregated services for minority ethnic women, there is a need to develop, sustain and resource community development approaches to address the barriers that Traveller and Roma women and girls often face.^{xxvii} Community development programming can play a key role in bridging the gaps faced by Traveller and Roma women in accessing information, safety and protection from DSGBV, and in undertaking successful preventative educational programmes that engage with women, men and young people on DSGBV prevention and the promotion of greater gender equality.

We recommend the State to:

- a) Develop, sustain and adequately resource special measures which address inequalities in access and outcomes for Traveller and Roma women in relation to information, support and exit routes from DSGBV and in relation to wider social inclusion of Traveller and Roma women**

3.2 DSGBV Awareness Raising Measures – Article 13

According to Census 2016, over half (59.9%) of Travellers do not have access to the internet, this is compared with 18.3% for people in the general population.^{xxviii} This figure is likely to be higher as it doesn't represent Travellers who are living on the side of the road or accessing emergency accommodation (see section 4.2 of this report on Traveller accommodation). Access to digital devices and skills is challenging for many Traveller and Roma women due to the cost of digital equipment and software, low/no literacy, digital and/or English language skills, and the lack of provision of broadband and/or electricity on some of the Traveller specific accommodation sites and in Roma households.

This creates challenges for Traveller and Roma women to access information about DSGBV services and supports, , and prevents members of the communities from accessing mainstream DSGBV awareness raising campaigns. As a result, we regret that the current national awareness raising campaign or the 'Still Here' campaign during the pandemic have not always reached or been accessible for Traveller and Roma communities,^{xxix} despite concerns raised directly with the State.^{xxx}

We recommend the State to:

- a) Ensure both targeted and mainstream measures are undertaken in relation to DSGBV awareness raising so that such measures reach and target also those most socially excluded groups. Engage in active and meaningful consultation with Traveller and Roma organisations in developing, implementing, monitoring and evaluating targeted awareness raising measures with Travellers and Roma**

3.3 Training of Professionals – Article 15

We are concerned at reports by Traveller and Roma women and organisations where women have reported negative or discriminatory treatment or outcomes in services, including by members of An Garda Síochána (Irish police – see more in section 5.1), Courts Service, DSGBV services, TUSLA family support services, and accommodation based services, such as in Local Authority accommodation services. Such reports are in line with research findings and the numerous lived experiences that show significant levels of anti-Traveller and Roma prejudice, racism and discrimination (See Appendix 1 & 2).

Traveller children are also over-represented in State Care in Ireland.^{xxxi} Although there is no data available on Roma in state care in Ireland, Roma children are reported to be over-represented in many European countries.^{xxxi} The fear of child protection and welfare concerns acts as a significant deterrent for Traveller and Roma women to access and fully engage with mainstream services.

While some efforts have been taken to work towards human rights proofing services and/or cultural awareness raising initiatives during the lifetime of the Second NSDSGBV, we regret that such efforts were largely undertaken without consultation or involvement with Traveller and Roma organisations, and thus have not captured and/or addressed the specific experiences and forms of anti-Traveller and Roma racism, discrimination and human rights violations experienced by Traveller and Roma women. We are also unaware of any potential outcome or impact that such efforts may have had as no targets, indicators or qualitative data was provided through the monitoring returns of the Second NSDSGBV.

In addition, from the experience of our organisations, standard human rights, anti-racism or anti-discrimination training does not adequately cover or address the specific forms of anti-Traveller and Roma racism and the gendered racism/intersectional discrimination faced by women in Traveller and

Roma communities. International human rights bodies have called for efforts to train judicial officers and law enforcement officials in relation to non-discrimination, equality and human rights, including with regard to women belonging to minority groups.^{xxxiii}

We recommend the State to:

- a) **Develop and implement clear policies, standards, guidelines, and training to members of An Garda Síochána, Courts Service, Tusla funded DSGBV services and family support services and Local Authorities, that aim towards human rights proofing the services and address anti-Traveller and Roma racism and discrimination. Ensure these are included as part of ongoing professional development and practises and initial training for recruits and professionals. Develop, implement, monitor and evaluate such measures in collaboration and consultation with Traveller and Roma organisations**

SECTION 4. PROTECTION AND SUPPORT – Articles 18 to 28

4.1 Human Rights and Anti-racism/discrimination Framework for Policy and Service Provision: General Obligations, Article 18

Section 42 of the Irish Human Rights and Equality Commission Act 2014 places a duty on public sector bodies to ensure their practises and services do not discriminate but that they also actively promote anti-discrimination, equality and protect human rights.^{xxxiv} It is essential that this positive duty is embedded in the culture, policies, processes and behaviour of public sector bodies and services, and these principles and standards are enforced with the services funded by the public sector.

We recommend the State to:

- a) **Fully implement the Section 42 of the Irish Human Rights and Equality Commission Act 2014 and ensure the promotion of anti-discrimination, equality and human rights is embedded in the culture, policies, processes and behaviour of public sector bodies and services, and that these principles and standards are enforced with the DSGBV services funded by the public sector**

4.2 Barriers to Safe, Adequate and/or Culturally Appropriate Accommodation for Traveller and Roma Women - General Obligations, Article 18

It is important to note that regardless of being subjected to domestic violence, many Traveller and Roma women already live in unsafe and insecure accommodation or housing conditions and experience inequality and discrimination in accessing accommodation and housing.

Traveller and Roma Accommodation and Housing Conditions

- 39% of Travellers, in comparison to 6% of the general population, meet the European definition of homelessness^{xxxv}
- Many Travellers are forced into standard social housing or private rented accommodation due to lack of Traveller specific accommodation provision
- Substandard accommodation conditions, lack of access to electricity, running water, sewage^{xxxvi} facilities amongst others continue to be issues on Traveller specific accommodation sites and with Roma households^{xxxvii}
- Majority of Roma live in private rented accommodation with only 13% renting from a local authority
- Overcrowding is a significant issue with 24% of Roma living in households of 8 or more people and 7% with 10 or more people
- 6.6% of Roma women respondents reported to be currently homeless and 52% of women having been homeless at some stage. This figure is likely to be higher today.^{xxxviii}

The Housing (Traveller Accommodation) Act 1998 places responsibility for the provision of Traveller accommodation on Local Authorities. However, Local Authorities have continuously failed to spend Traveller accommodation budgets and meet their targets to provide adequate, safe and culturally appropriate accommodation for Travellers.^{xxxix} A recent Equality Review^{xi} by the Irish Human Rights and Equality Commission shows that between 2008 and 2018, only 2/3 of the allocated (€168.8 million) budget for Traveller accommodation was drawn down by Local Authorities.^{xii} The lack of accommodation provision has pushed many Traveller women into sharing accommodation/overcrowding and/or unauthorised sites at the roadside. Traveller women in these situations are in effect homeless but are not included in the official statistics on homelessness.

Many Travellers have also been pushed into non-Traveller specific accommodation in private rented and social housing sectors. However, there are significant barriers for Travellers to access private rented sector when the overwhelming majority of landlords will not rent to Travellers.^{xiii} Anecdotal reports by domestic violence accommodation service providers, as well as information collected through the Traveller DSGBV Pilot Project, confirm these issues as Traveller women struggle to find accommodation upon exiting domestic violence accommodation services or when fleeing their home from violence and abuse. As a result, we regret that many Traveller and Roma women end up returning to the abusive partner/household or end up homeless.

We recommend the State to:

- a) Enforce the implementation of the Housing (Traveller Accommodation) Act 1998 in order to ensure Local Authorities provide adequate amount and standard of Traveller specific accommodation so that Traveller women who end up leaving domestic violence have access to culturally appropriate Traveller specific accommodation**
- b) Ensure women and children who flee domestic violence are treated as emergency cases within the overall Local Authority accommodation allocations and Traveller specific accommodation allocations so that accommodation applications by Traveller and Roma women in domestic violence situations are processed in a speedy fashion. This will require the introduction and implementation of ethnic identifiers in the Pathway Accommodation and Support System (see section 2 of this submission)^{xliii}**
- c) Undertake a review, and any necessary action, of the application of Housing Circular 41/2012 and Habitual Residence Condition which act as barriers for Roma women and children to access adequate social housing and housing support and domestic violence accommodation services**

4.3 Diversifying the Workforce: Training and Recruitment of Travellers and Roma to Work in Support Services – Article 20

81.2% of Traveller women are unemployed,^{xliv} while only 8.2% of Roma women are in employment.^{xlv} There is a significant fear of mainstream services among many Traveller and Roma women due to historical and often persistent negative experiences and outcomes within mainstream service provision. Training and recruitment of Traveller and Roma women to work in DSGBV and other related services and agencies can act as a mechanism to address and alleviate fears among women who access and use the services, as a way to ensure diversity in the workforce, and in meeting Ireland's commitments under the EU Framework for National Roma Integration Strategies in improving the employment situation of Traveller and Roma women.

We recommend the State to:

- a) Undertake special targeted measures to train and recruit Traveller and Roma women to work in DSGBV and other related services and agencies**

4.4 Access and Assistance to Complaint Mechanisms – Article 21

Despite concerns about over-representation of Traveller and Roma children in the state's child protection and welfare register, negative treatment and discrimination by An Garda Síochána, as well as reports of negative and/or discriminatory treatment in services, Traveller and Roma victims of

violence tend not to report discrimination or malpractice or make complaints under available mechanisms. For instance, from our work on the ground and interactions with the Garda Síochána Ombudsman Commission (GSOC), we know that the use of complaint mechanisms by Travellers and Roma in relation to policing malpractice is extremely low. As the main anti-discrimination laws, the Employment Equality Acts (1998-2015) and the Equal Status Acts (2000-2015), prohibit discrimination in employment, accommodation, housing assistance, education, and in the provision of goods and services. The use of these complaint mechanisms by Travellers and Roma is low.^{xlvi}

We recommend the State to:

a) Resource sustained positive action measures to facilitate access to complaint mechanisms by Travellers and Roma

SECTION 5: INVESTIGATION, PROSECUTION AND PROCEDURAL LAW AND PROTECTIVE MEASURES - Articles 49 to 58

5.1 Policing in the Context of Traveller and Roma Communities: Immediate response, prevention and protection - Article 50

Relations between An Garda Síochána and Traveller and Roma communities are often characterised by mistrust and conflict. Racial stereotypes and prejudices against Travellers and Roma can often lead to under-policing (not providing sufficient support and protection) and over-policing in certain situations or using excessive force against Traveller and Roma communities. This results in low levels of trust, low victim satisfaction and reluctance to report domestic and sexual violence by Travellers and Roma.

- 53.9% of Roma respondents said they felt discriminated by An Garda Síochána or in the courts and 75% of Roma women reported being stopped by An Garda Síochána for an identity document^{xlvii}
- survey conducted by the Fundamental Rights Agency found that among all surveyed groups on ethnic profiling during police stops, 14% of Travellers believe that the most recent stop was because they are a Traveller. This is the third highest rate compared to the other EU countries. Trust in the police in Ireland is the second lowest compared to other countries, and trust in the legal system is the second lowest of all countries^{xlviii}
- a national survey of Travellers found that 48% of respondents felt discriminated against by the Gardaí in the last year^{xlix}
- 59% of Travellers were stopped by Gardaí in the last 5 years because they are a Traveller^l
- 50% of Travellers report being present in a home that was entered uninvited by the Gardaí in the last 5 years, and only 11% had a search warrant^{li}

Traveller and Roma women have reported negative experiences with Gardaí (police) who were called out to respond to a domestic violence situation, such as slow response times, negative comments and attitudes by the responding Gardaí, Gardaí checking car tax certificates or evidence of other crime on Traveller sites during a call out for domestic violence.^{lii} These experiences have taken away the focus of supporting the woman as a victim of domestic or sexual violence and leaves her feeling unsupported and indeed unsafe in a crisis situation. As a result, these experiences have further contributed to a lack of trust that Traveller and Roma women have in Gardaí and acts as a deterrent for women to reach out for help, even in the most dangerous of situations.

During the Second NSDSGBV, we welcomed an action to improve confidence in how An Garda Síochána manages DSGBV within diverse communities, such as Traveller and Roma communities, by supporting inter-agency and community partnerships both locally and nationally'.^{liiii} However, we regret that no targets, budget lines or clear and substantive outcomes emerged from this action. It is also apparent that the current human rights education and training for law enforcement officials and the work of the Garda National Diversity and Integration Unit (GNDIU) and Ethnic Liaison Officers in

Ireland have not provided a solution to addressing policing issues with Traveller and Roma communities or addressing the specific forms of anti-Traveller and Roma discrimination and racism.

We recommend the State to:

a) Adopt special measures with targets in policing to ensure full protection and support for Traveller and Roma victims of DSGBV

5.2 Access to Justice and Legal Aid - Article 19 And 57

The level of awareness of rights, entitlements and procedures as well as ability to effectively access and participate in legal systems and procedures are severely compromised for many Travellers and Roma. Low/no literacy and/or English language skills, low levels of trust in legal professionals and system, and inability to afford the cost of legal fees/ lack of access to free legal aid prevent many Traveller and Roma women from accessing justice from domestic and sexual violence.

In 2019, the UNCERD expressed concern about the lack of legal aid provided for appeals concerning social welfare, housing and eviction, which has a significant impact on Travellers and Roma. We are further concerned at the lack of access to legal supports for Traveller and Roma women experiencing DSGBV, and this context welcome the State's commitment to a significant review of the civil legal aid scheme.

We recommend the State to ensure that Ireland complies with its obligations under regional and international human rights instruments in relation to legal aid by:

- a) Comprehensively examining the functions of the Legal Aid Board, its resources, the criteria for legal aid, the areas of law covered, and the methods of service delivery**
- b) Providing free, clear and accessible legal aid to victims of domestic and sexual violence**

APPENDIX 1: Irish Travellers

Domestic Violence:

- Traveller women to account for the largest group in admissions to refuges with 49% of refuge admissions being Travellers and 57% of Traveller women recorded as repeat admissions^{liv}
- 2015 figures from Tusla Child and Family Agency show that Traveller women used refuge services more frequently than other members of the Irish population^{lv}

Homelessness:

- using the European descriptive typology (ETHOS), also used by the Central Statistics Office, 39% of Travellers are effectively homeless.^{lvi} In line with other available data and research, it is likely that many of those Traveller women presenting themselves as homeless have experienced or are experiencing domestic violence.^{lvii}

Employment:

- 81.2% of Traveller women are unemployed^{lviii}

Education:

- 33% of Travellers are enrolled in upper secondary education in comparison with over 90% of the State population in the same age band, and only about 20% of Travellers aged 20-24-years have completed the Senior Cycle^{lix}

Health:

- Mortality rate for Traveller women is three times the rate of women in the general population
- Suicide rate for Traveller women is 5 times higher than for women in the general population^{lx}
- 62.7% of Traveller women reported their mental health to be poor for one or more days in the last 30 days compared to 19.9% of female General Medical Service Card holders^{lxi}

Over-representation in prison:

- risk for a Traveller woman being imprisoned is 18 to 22 times higher than that of the general population,^{lxii} with Travellers accounting for 22% of the female prison population^{lxiii}
- A study found that of nine Traveller women interviewed in prison, most had experienced violence from a current or previous partner^{lxiv}

Discrimination:

- Travellers are 10 times more likely than White Irish to experience discrimination in seeking work^{lxv}
- Travellers are over 22 times more likely than White Irish to report discrimination in shops, pubs and restaurants^{lxvi}
- 40% of Travellers experience discrimination in accessing health services^{lxvii}
- 53.9% of Roma respondents said they felt discriminated by An Garda Síochána or in the courts and 75% of Roma women reported being stopped by An Garda Síochána for an identity document^{lxviii}
- survey conducted by the Fundamental Rights Agency found that among all surveyed groups on ethnic profiling during police stops, 14% of Travellers believe that the most recent stop was because they are a Traveller. This is the third highest rate compared to the other EU countries. Trust in the police in Ireland is the second lowest compared to other countries, and trust in the legal system is the second lowest of all countries^{lxix}
- Research shows Traveller women reporting ill-treatment by An Garda Síochána (police), including abusive, discriminatory and racist language and physical violence^{lxx}

APPENDIX 2: Roma women^{lxxi}

Homelessness:

- 6.6% of Roma women respondents in Ireland reported to be currently homeless and 52% of Roma women have been homeless at some stage.^{lxxii}

Employment:

- Only 8.2% of Roma women are in employment

Education:

- 41.1% of adult Roma women born outside Ireland have never been to school
- 3.5% of Roma women have completed more than 12 years of education

Health:

- 60% of Roma women report more than 14 days of the previous month when their mental health was not good
- 25% of Roma women reported that they did not attend a doctor until they were in labour with their child

Social protection:

- 57% of Roma women are not successful in applying for social welfare supports and 12.7% of Roma women don't have a PPS number

Discrimination:

- 61.5 % of Roma women worry 'most of the time' about unfair treatment due to being Roma
- 93.8 % of Roma women feel discriminated against in accessing accommodation
- 85.1% of Roma women feel discriminated against in accessing social protection
- 75% of Roma women report being stopped by An Garda Síochána (police) for an identity document
- 86.3% of Roma women feel discriminated against on a street or public setting
- 78.3 % of Roma women feel discriminated against in shops, restaurants, pubs, & other social venues

ENDNOTES:

ⁱ Current project partners are Cork Traveller Visibility Group, Wicklow Travellers Group, Traveller Programme St. Catherine's Community Services Centre Carlow, Galway Traveller Movement and Donegal Travellers Project.

ⁱⁱ Watson, D., and S.Parsons, *Domestic Abuse of Women and Men in Ireland*, National Crime Council and The Economic and Social Research Institute, 2005. In 2009 37% of women accessing refuge identified themselves as Travellers, The Women's Health Council, *Translating Pain Into Action: A study of Gender-based Violence and Minority Ethnic Women in Ireland*, 2009.

ⁱⁱⁱ It has been found that although Traveller women account for less than 1% of the Irish female population, they may account for "one third to a half of admissions to refuges, Tusla 2015 "[Towards Evidence Based Services](#)".

^{iv} The Traveller Domestic, Sexual, Gender-based Violence (DSGBV) Pilot Project, funded by Tusla the Child and Family Agency, commenced in 2018 employing four Traveller Women's Awareness Workers to raise awareness of domestic and sexual violence in the Traveller community and work in partnership with DSGBV service providers and relevant agencies. Workers were based in Cork city, Co. Wicklow, Co. Carlow and north Dublin. The project is currently being extended to two new areas.

^v UNCEDAW, *Concluding Observations on the Combined Sixth and Seventh Periodic Reports of Ireland*, CEDAW/C/IRL/CO/6-7, 9 March 2017; UNCRC, *Concluding Observations on the Combined Third and Fourth Periodic Reports of Ireland*, CRC/C/IRL/CO/3-4 4, 1 March 2016; ECRI, *Fifth Report on Ireland*, CRI(2019)18, 4 June 2019; FCPNM, *Fourth Opinion on Ireland*, ACFC/OP/IV(2018)005, 20 June 2019; CERD, *Concluding Observations on the Combined Fifth to Ninth Reports on Ireland*, CERD/C/IRL/CO/5-9, 12 December 2019; HRC UPR of Ireland 2022; HRC COBs of Ireland 2022.

^{vi} [Directive 2004/38/EC of the European Parliament and of the Council](#), 2004. Establishing a right to reside is a prerequisite to meeting the conditions of the Habitual Residence Condition and Housing Circular.

^{vii} The habitual residence test is intended to evaluate if a person has a connection with the Irish State, Department of Social Protection [Habitual Residence Condition](#).

^{viii} Rules to access social housing supports as set by the Department of Environment, Community and Local Government, *Housing Circular 41/2012: Access to social housing supports for non-Irish nationals – including clarification re Stamp 4 holders*, December, 2012.

^{ix} Curran et al., *National Needs Assessment*, 2018.

^x Many Roma are unable to access homeless services due to inability to prove their residency in an area. Curran, et al., *National Roma Needs Assessment*, 2018.

^{xi} 57% of Roma women are not successful in applying for social welfare supports, 12.7% of Roma women don't have a PPS number, and only 13% of Roma are renting from a local authority. 40% of Roma households with children are not successful in applying for social protection payments. Roma who are not successful in their social protection applications, the average number of years they have lived in Ireland is eight years. 84.4% of Roma also feel discriminated against in getting social welfare, regardless of the success of their application. Curran et al., 2018.

^{xii} UNGA, [Report of the Special Rapporteur on extreme poverty and human rights](#), Magdalena Sepúlveda Carmona, A/HRC/20/25, 2012, Para 102.

^{xiii} European Commission against Racism and Intolerance, ECRI Report on Ireland Fourth Monitoring Cycle, CRI (2013)1, 2013, Para 130.

^{xiv} Human Rights Committee, Concluding observations on the fourth periodic report of Ireland, 2014. The Human Rights Committee expresses concern at the existence of administrative and financial obstacles for marginalized women to access essential support services, particularly women whose immigration status is dependent on her spouse or partner or who do not meet the Habitual Residence Condition.

^{xv} UN Committee on Economic, Social and Cultural Rights, concluding observations on the third periodic report of Ireland, E/C.12/IRL/CO/3 para 48, 19 June 2015 notes during consultations with civil society that concerns were raised by stakeholders 'over the lack of adequate statutory guidelines in making Habitual Residence decisions and the degree of discretion left to Deciding Officers' which, according to stakeholders 'leads to varied decisions and an inconsistent appeals process.

^{xvi} The UN Committee on the Rights of the Child recommended for the Irish State to 'Make Child Benefit payments a universal payment that is not contingent of the fulfilment of Habitual Residence Condition', in UNCRC, *Concluding observations on the combined third and fourth periodic reports of Ireland* 2016.

^{xvii} We welcomed the funding of a small Traveller Domestic and Sexual Violence Pilot Project (NSDGBV) as part of these Strategies.

^{xviii} The Strategy, for the first time, recognises the intersectional discrimination that Traveller and Roma women experience. To address these inequalities, Traveller and Roma women have been named in a number of actions throughout the Strategy. While the Implementation Plan includes action leads and time frames, it fails to provide a robust monitoring and evaluation framework including clear targets, indicators, outcomes and budget lines for actions.

^{xix} We welcomed the funding towards a small scale Traveller DSGBV pilot project during the 2nd NSDSGBV, see footnote 3. However, beyond that no funding allocations were made to address the issues.

^{xx} Concerns at the lack of disaggregated data by ethnicity in formulating and monitoring policy and programming in Ireland have been raised by numerous international human rights monitoring bodies- UNCESCR, *Concluding Observations on the Third Periodic Report of Ireland*, E/C.12/IRL/CO/3, 19 June 2015; ECRI, *Second Report on Ireland*, CRI (2002) 3, 23 April 2002; UNCEDAW, 2017; UNCRC, 2016; HRC, 2014; FCPNM, 2019; ECRI, 2019; CERD, 2019; HRC UPR of Ireland 2022; HRC COBs of Ireland under ICCPR 2022.

^{xxi} In its previous Concluding Observations, the Committee urged the State to provide disaggregated data to allow monitoring of the situation of Traveller and Roma children; use such data for the formulation, monitoring and evaluation of policies, programmes and projects; and take due note of the framework by the Office of the United Nations High Commissioner for Human Rights regarding defining, collecting and disseminating statistical information. More on national and international basis regarding equality data can be found [here](#).

^{xxii} The Central Statistics Office has included Travellers as an administrative category in the Census since 2006, and Roma was included in Census 2022. Progress has also been made with National Social Inclusion Programmes and the Probation Service. Through the Second NSDSGBV, we welcomed the action for all state agencies to develop a 'gold standard' of data collection, including by ethnicity. Probation Service introduced ethnic identifiers in their data collection systems,

and Tusla included ethnicity as a category in their annual survey of service activity with Tusla funded DSGBV services – however it does not routinely publish or use this. Despite progress with some state agencies, we remain concerned that such data is not always collected in line with human rights standards; service providers in majority of cases have not received training on how to collect, analyse and use such sensitive data; and that awareness raising with service users of the purpose of its collection and use has not taken place.

^{xxiii} Where steps have been taken to disaggregate data by ethnicity by some state agencies, it hasn't always taken place in line with human rights standards. For instance, a small number of public service bodies have introduced ethnic identifiers in their data collection systems, including health services, the Irish Prison Service and Irish Probation Service. However, ethnic categories are not always standardised; ethnic identity is often ascribed to Travellers and Roma by using proxies such as name or looks; and the data is not disaggregated, analysed or provided to stakeholders within an appropriate timeframe and/or used to inform policy/service planning.

^{xxiv} Action 3.600 of the Second National Strategy on DSGBV committed An Garda Síochána and Courts Service to establish a bottom line “gold standard” of data collection and analysis, including disaggregation of ethnicity of victim and perpetrator. Section 42 of the Irish Human Rights and Equality Commission Act 2014 mandates public sector services to promote equality, combat discrimination and protect human rights.

^{xxv} Action 4.2.4 of the *Third National Strategy on DSGBV* committed the Central Statistics Office to undertake National Sexual Violence and National Domestic Violence Prevalence Studies at 5-year intervals.

^{xxvi} Department of Children, Equality, Disability, Integration and Youth, [Minister O’Gorman announces the development of a National Equality Data Strategy](#), 21 March 2022.

^{xxvii} In this context, in 2019 we welcomed the roll out of a three year Traveller DSGBV pilot project funded by Tusla, as well as the partnership approach with Tusla on a new Consent Education Project 2021-2022 funded by the European Commission. The Traveller DSGBV Pilot Project 2019-2021 allowed for the recruitment and capacity building of four Traveller women to undertake preventative measures with their community and work with local Traveller organisations and community as well as local service providers to address the barriers Traveller women face in relation to accessing DSGBV information, services and supports. The project, currently coordinated by Pavee Point, adopts the model of Traveller Primary Health Care Programmes where four Traveller Women’s Awareness Workers are employed in local Traveller organisations (Cork, Dublin, Carlow and Wicklow).

^{xxviii} CSO, [Census of Population 2016 – Profile 8 Irish Travellers, Ethnicity and Religion](#), 2016.

^{xxix} Department of Justice [‘What would you do’](#) - campaign developed during the 2nd National Strategy on DSGBV and the [‘Still here’](#) - campaign during COVID-19 pandemic.

^{xxx} Pavee Point is a member of the Monitoring Committee of the NSDSGBV and has raised concerns regarding the mainstream approach to DSGBV awareness raising.

^{xxxi} Traveller children make up 12% of those on the at-risk register for child protection and welfare concerns, in Power, J., [‘At-risk children faced years of delays before being put on Tusla register’](#), *Irish Times*. The finding is from an internal study by the Department of Children, 2019.

^{xxxii} ERRC, [Blighted Lives: Romani Children in State Care](#), 2021.

^{xxxiii} For example, CERD, Concluding Observations of Ireland, (CERD/C/IRL/CO/5-9, 12 December 2019; Human Rights Committee, Concluding Observations on the Fifth Periodic Report of Ireland, CCPR/C/IRL/CO/5, 27 July 2022.

^{xxxiv} Obligations set out in Section 42 of [the Irish Human Rights and Equality Act](#) (2014).

^{xxxv} Pavee Point (2021) [The Traveller Community and Homelessness](#) - European Typology of Homelessness and housing exclusion-ETHOS) - this includes the large number of Travellers who experience ‘hidden homelessness’ in overcrowded living conditions

^{xxxvi} For example, Department of Housing, Planning and Local Government (2018) Total Number of Traveller Families in all categories of Accommodation. Dublin: Department of Housing, Planning and Local Government; 2021 investigation of a Local Authority run Traveller halting site by Ombudsman for Children’s Office (OCO) found a number of serious issues, including inadequate sanitation, extreme overcrowding, persistent rodent infestations, inadequate heating systems, unsafe electrical works and a high rate of childhood illness caused by the living conditions. The investigation found that the Local Authority failed to consider the best interests of the children and did not meet their obligations in relation to Traveller accommodation provision, The Ombudsman for Children’s Office (OCO), *No End in Site; An investigation into the living conditions of children living on a local authority site*, May 24 2021.

^{xxxvii} Curran et al., 2018.

^{xxxviii} Lack of documentation is reported to be a key barrier for accessing local authority housing . Curran et al. 2018.

^{xxxix} Serious concerns have been raised over the Housing (Traveller Accommodation) Act 1998 and the Housing (Miscellaneous Provisions) Act 2002 by a significant number of human rights bodies including UNCRRC, 2016; HRC, 2014; CESCR 2015; CEDAW, 2017; FCNM, 2019; ECRI, 2019; CERD, 2019; Council of Europe’s Commissioner for Human Rights, Nils Muižnieks, 2016. In 2019, an independent Expert Group on Traveller Accommodation set out a clear recommendation to overhaul all relevant legislation and policies which impact on accommodation provision for Travellers, Independent Expert Group on behalf of the Minister of the Department of Housing, Planning and Local Government, [Traveller Accommodation Expert Review](#), 2019. A significant portion of Traveller accommodation

budgets have remained unspent by Local Authorities every year since 2014. In 2020, €14.5 million was allocated to the delivery of Traveller specific accommodation. By the end of October 2020 only 45.5% of the funding had been drawn down by Local Authorities, with nine Local Authorities failing to draw down any of the allocated funds, in Eoin Ó Broin TD, 'Less than 50% of Traveller Accommodation funding drawn down to date in 2020', 26Oct 2020, <https://www.sinnfein.ie/contents/58605>; Meeting of the Joint Oireachtas Committee on Housing, Planning and Local Government on 5 December 2019, [Opening Statement of Damien English, TD, Minister of State at the Department of Housing, Planning and Local Government](#). By end of 2020, the full budget had been drawn down - thanks in part to the efforts of the Department of Housing, Local Government and Heritage to simplify procedures - but the budget was spent on upgrades, maintenance of existing Traveller accommodation, and COVID-19 mitigation measures with no new accommodation being provided.

^{xi} IHREC, [Accounts of First Council by Council Equality Review of Traveller Accommodation](#), 2021.

^{xii} In 2019, the Commission invited each of the 31 local authorities in the State to undertake a review of their provision of Traveller accommodation. The local authorities were invited to conduct a review of the practices, procedures and other relevant factors in relation to the drawdown of capital funding and the provision of Traveller-specific accommodation services, IHREC, [Equality Review- Provision of Traveller Accommodation by Local Authorities](#), 2021.

^{xiii} Grotti, R., O. Kenny, F. McGinnity, H. Russell, ['Who Experiences Discrimination in Ireland? Evidence from the QNHS Equality Modules'](#), Economic and Social Research Institute and the Irish Human Rights and Equality Commission, 2017.

^{xiii} The Pathway Accommodation and Support System (PASS) is an online shared system utilised by every homeless service provider and all local authorities in Ireland. The system provides 'real-time' information in terms of homeless presentation and bed occupancy across the Dublin region. More about [PASS here](#).

^{xiv} The gender specific statistic is available from Central Statistics Office, *Census 2011 Profile 7 Religion, Ethnicity and Irish Travellers*, 2011. In 2016, 80.2% of Travellers are found to be unemployed, Central Statistics Office, *Census 2016 Profile 8 - Irish Travellers, Ethnicity and Religion*, 2016.

^{xv} Curran et al., 2018.

^{xvi} Workplace Relations Commission, *Annual Report 2018*. In 2018 only six complaints were made under the Employment Equality Acts 1998 to 2011 in relation to membership of the Traveller community.

^{xvii} Curran, S., A. Crickley, R. Fay, F. Mc Gaughey (eds), *Roma in Ireland - a National Needs Assessment*, Department of Justice and Equality and Pavee Point Traveller and Roma Centre, 2018

^{xviii} FRA, [Country Sheet: Travellers in Ireland – Key Results from the Roma and Travellers Survey](#), 2019.

^{xix} in Behaviour and Attitudes, *'Traveller Community National Survey, 2017*.

ⁱ Joyce, S et al (2022) [Irish Travellers' Access to Justice](#). European Centre for the Study of Hate.

ⁱⁱ *ibid*.

ⁱⁱⁱ Traveller Domestic, Sexual Gender-based Violence Project held focus groups with Traveller women in Dublin, Cork, Carlow/Kilkenny, Wicklow in 2018. Similar evidence has been collated throughout the lifetime of the project.

ⁱⁱⁱⁱ This resulted in increased communication with and support by the Garda National Protective Services Bureau (GNPSB) regarding resolving or signposting individual Traveller women, as well as some support provided by the GNPSB to raise awareness about DSGBV and the role of the Gardai

^{iv} Watson, D., and S.Parsons, *Domestic Abuse of Women and Men in Ireland*, National Crime Council and The Economic and Social Research Institute, 2005. In 2009 37% of women accessing refuge identified themselves as Travellers, The Women's Health Council, *Translating Pain Into Action: A study of Gender-based Violence and Minority Ethnic Women in Ireland*, 2009.

^{lv} It has been found that although Traveller women account for less than 1% of the Irish female population, they may account for "one third to a half of admissions to refuges, Tusla 2015 "[Towards Evidence Based Services](#)".

^{lvi} Traveller families often double up or even treble up sharing accommodation bays, yards and facilities. Sharing is in effect being homeless and it meets the criteria for homelessness as defined by the European descriptive typology (ETHOS), one also used by the Central Statistics Office in Ireland, as are people living in insecure accommodation.

^{lvii} Tusla's draft literature review cites the interconnection between domestic violence and homelessness and sources for such evidence domestically and internationally, in Flynn, A., and C. Crowley, *Somewhere Safe, Informing Ireland's Provision of Domestic Violence Emergency Accommodation through an International Lens*, Final Draft Number 3, January 2020.

^{lviii} Central Statistics Office, *Census 2011 Profile 7 Religion, Ethnicity and Irish Travellers*, 2011.

^{lix} Central Statistics Office, *Census 2016, Profile 8 - Irish Travellers Ethnicity and Religion*. Tables E8014 and E8023.

^{lx} Kelleher et al., 2010.

^{lxi} *Ibid*.

^{lxii} Kelleher et al., *All Ireland Traveller Health Study*, University College Dublin & Department of Health and Children, 2010. Travellers in Prison Initiative; In relation to pathways to crime the report finds that domestic violence, partner involvement in crime and high rates of peri-natal deaths and bereavement are key drivers of offending behaviour and that the majority of those interviewed were imprisoned for non-violent crime in <https://www.ssgt.ie/wp-content/uploads/2017/11/Hearing-their-Voices-Traveller-Women-in-Prison.pdf>; Irish Independent, 'Women's prisons

over capacity as inmates committed for minor offences, warns Irish Penal Reform Trust', 21 November 2013, <http://www.independent.ie/irish-news/womens-prisons-over-capacity-as-inmates-committed-for-minor-offenceswarns-irish-penal-reform-trust-29773032.html>.

^{lxiii} Irish Prison Service cited in Travellers in Prison Initiative, http://ssgt.ie/travellers_in_prison.html. It is important to note that the majority of Traveller women are sent to prison for non-violent, poverty related offences, and have a background of domestic violence from a current or previous partner, social and educational disadvantage, unemployment, homelessness, illiteracy, racial discrimination, mental health problems and/or drug and alcohol dependency

^{lxiv} Travellers in Prison Initiative, *'Hearing their Voices': Traveller Women in Prison*, 2017.

^{lxv} McGinnity, F., R. Grotti, O. Kenny and H. Russell, *Who experiences discrimination in Ireland?: Evidence from the QNHS Equality Modules*, Irish Human Rights and Equality Commission and Economic and Social Research Institute, 2017, <https://www.ihrec.ie/app/uploads/2017/11/Who-experiences-discrimination-in-Ireland-Report.pdf>.

^{lxvi} Ibid.

^{lxvii} Kelleher et al. *All Ireland Traveller Health Study*, 2010.

^{lxviii} Curran, S., A. Crickley, R. Fay, F. Mc Gaughey (eds), *Roma in Ireland - a National Needs Assessment*, Department of Justice and Equality and Pavee Point Traveller and Roma Centre, 2018

^{lxix} FRA, [Country Sheet: Travellers in Ireland – Key Results from the Roma and Travellers Survey](#), 2019.

^{lxx} Travellers in Prison Initiative, *'Hearing their Voices': Traveller Women in Prison*, 2017.

^{lxxi} Curran, S., A. Crickley, R. Fay, F. Mc Gaughey (eds), *Roma in Ireland - a National Needs Assessment*, Department of Justice and Equality and Pavee Point Traveller and Roma Centre, 2018.

^{lxxii} Curran, S., A. Crickley, R. Fay, F. Mc Gaughey (eds), *Roma in Ireland - a National Needs Assessment*, Department of Justice and Equality and Pavee Point Traveller and Roma Centre, 2018. These figures are likely to be higher as women living with family and friends in overcrowded conditions may not be recorded, and many of those are unable to access homeless services due to inability to prove their residency in an area.