

## **CAJ's submission no. S366**

# **CAJ's submission to the Criminal Justice Inspection's Consultation on its draft Equality Scheme**

**October 2011**

### *What is the CAJ?*

The Committee on the Administration of Justice (CAJ) was established in 1981 and is an independent non-governmental organisation affiliated to the International Federation of Human Rights. CAJ takes no position on the constitutional status of Northern Ireland and is firmly opposed to the use of violence for political ends. Its membership is drawn from across the community.

The Committee seeks to ensure the highest standards in the administration of justice in Northern Ireland by ensuring that the government complies with its responsibilities in international human rights law. The CAJ works closely with other domestic and international human rights groups and makes regular submissions to a number of United Nations and European bodies established to protect human rights.

CAJ's activities include - publishing reports, conducting research, holding conferences, campaigning locally and internationally, individual casework and providing legal advice. Its areas of work are extensive and include policing, emergency laws and the criminal justice system, equality and advocacy for a Bill of Rights.

CAJ however would not be in a position to do any of this work, without the financial help of its funders, individual donors and charitable trusts (since CAJ does not take government funding). We would like to take this opportunity to thank Atlantic Philanthropies, Barrow Cadbury Trust, Joseph Rowntree Charitable Trust and the Oak Foundation.

The organisation has been awarded several international human rights prizes, including the Reebok Human Rights Award and the Council of Europe Human Rights Prize.

## **Submission to the Criminal Justice Inspection's Consultation on its draft Equality Scheme**

The Committee on the Administration of Justice ('CAJ') is an independent human rights organisation with cross community membership in Northern Ireland and beyond. It was established in 1981 and lobbies and campaigns on a broad range of human rights issues. CAJ seeks to secure the highest standards in the administration of justice in Northern Ireland by ensuring that the government complies with its obligations in international human rights law. CAJ is co-convenor of the Equality Coalition. We welcome the opportunity to comment on the Criminal Justice Inspection Northern Ireland's ('CJINI') consultation on its draft equality scheme.

CAJ acknowledges CJINI's efforts in producing a comprehensive draft equality scheme. We have also had the opportunity to engage with CJINI at an Equality Coalition event in September 2011. We are encouraged that CJINI has adopted the ECNI model scheme as a basis for its draft equality scheme, and expanded on it in parts. In this brief submission, we will query one deviation from the ECNI model scheme and also suggest a few additions, beyond the ECNI model scheme, which would strengthen the CJINI equality scheme in practice.

First, we note that CJINI has not included in its draft equality scheme the commitment and arrangements for access to its services (see ECNI model scheme, paras 6.6 and 6.7). It is unclear that the omission has been made, particularly as the CJINI draft equality scheme follows the ECNI model scheme numbering, and so runs directly from para 6.5 to para 6.8.

We appreciate that CJINI might offer limited services to the public, but it is still important that those services offered, such as reports and responding to public enquiries, are fully accessible by all groups. Indeed, given that the CJINI equality scheme will be in place to help ensure the promotion of equality of opportunity, it is vital that it outlines procedures that enable access for all equality groups, including people with disabilities and ethnic minorities. We therefore recommend that CJINI include the relevant provisions in its equality scheme.

Secondly, it would be helpful for consultees to be informed when screening forms are posted on the CJINI website. We are concerned that, if screening

reports are sent to consultees ‘regularly’, it is possible that civil society may not be aware of a specific policy’s screening for a long period of time. Indeed, the amendment from ‘quarterly’ (in the ECNI model scheme, paras 4.15, 4.20 and 4.25) to ‘regularly’ (in CJINI draft equality scheme, para 4.15) suggests that the consultees could be informed even less frequently than every three months.

As the CJINI equality scheme currently stands, consultees might not be aware of a screening until the policy has been implemented or further developed, when alternative measures would be more difficult to apply. It would therefore be important for civil society to be informed sooner of policies for which ‘no’ or ‘minor’ impact was found, but for which they may have specialist knowledge of otherwise unforeseen equality impacts.

We appreciate that CJINI will make the screening forms available on its website and on request (para 4.13). However, given that there are over 200 designated public authorities in Northern Ireland, it is impossible to review each of those websites daily, or even weekly, to check if screening forms have been posted. We would therefore recommend that CJINI include a statement that consultees will be informed of screening forms when they are completed or posted on its website.

Thirdly, we note that CJINI has not yet released its audit of inequalities or action plan for consultation. Once complete, we recommend that CJINI consult on both these documents. At present, it only commits to consult on its action plan (para 2.12 CJINI draft scheme). The ECNI has made clear that the consultation on the audit of inequalities is implicit in the request for consultation on the draft action plan. The publication or consultation of audit of inequalities would help civil society inform CJINI of any irregularities or omissions arising, which are more difficult to identify within the action plan. Commentary would also be more constructive, given that the audit is not constrained by resources and strategic plans, as is likely the case for the draft action plan.

We therefore recommend that CJINI publish and/or consult on its draft audit of inequalities. Further, we recommend that CJINI commits to publish and consult on its audit of inequalities and action plan in the future, by explicitly adding them as documents for which CJINI will seek input from its

stakeholders and consult upon (currently only the draft action plan is referred to, at para 2.15 CJINI draft equality scheme).

We would like to remind CJINI that, in addition to the s75 action-based plan, s75 continues to apply to all CJINI policies in relation to all nine equality groups. Although we recognise the positive impacts that the action-based plan could have on addressing inequalities, we are also aware that it could have a limiting influence on the operation of s75 outside the specific priorities identified within it. Also, newly emerging inequalities may not be captured in the original audit of inequalities. We therefore hope that any data gaps identified in the audit of inequalities will be addressed, and that the audit will provide a useful tool for policy-makers when applying s75 beyond the scope of the action-based plan.

Finally, CAJ recommends that CJINI include statements in its equality scheme to explain the operation of s75, which is often misunderstood. In particular, we recommend that the CJINI equality scheme include an explanation of the relationship between the equality duty (s75(1)) and the good relations duty (s75(2)). The ECNI Guide for Public Authorities<sup>1</sup> ('the ECNI Guide') clearly states that 'good relations cannot be based on inequality' and confirms that 'the term due regard was intended to be, and is, stronger than regard'.<sup>2</sup> It also clarifies that 'the discharge of the good relations duty cannot be an alternative to or cannot set aside the equality of opportunity duty'.<sup>3</sup>

As the CJINI equality scheme will be used as a point of reference for its staff's application of s75 and any training provided, it is crucial that the equality scheme itself contains clear statements on the relationship and difference between the two s75 duties. Similarly, the ECNI Guide provides useful statements on positive action and multiple identities. We believe that the inclusion of these statements, or similar, would help staff to understand s75. For example, it is a common misunderstanding that 'universal application' implies a neutral impact on equality groups, when it can, of course, exacerbate inequalities.

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<sup>1</sup> Section 75 of the Northern Ireland Act 1998: A Guide for Public Authorities, ECNI, April 2010, found at

<http://www.equalityni.org/archive/pdf/S75GuideforPublicAuthoritiesApril2010.pdf>.

<sup>2</sup> As above, at page 26.

<sup>3</sup> As above, at page 27.

The useful passages in the ECNI Guide are as follows: ‘The promotion of equality of opportunity entails more than the elimination of discrimination. It requires proactive measures to be taken to facilitate the promotion of equality of opportunity between the categories identified in Section 75 (1). The equality duty should not deter a public authority from taking action to address disadvantage among particular sections of society – indeed such action may be an appropriate response to addressing inequalities. There is no conflict between the Section 75 statutory duties and other affirmative action measures or positive action measures which a public authority may undertake under anti-discrimination laws.’<sup>4</sup>

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<sup>4</sup> As above, at page 25. At the same page, the ECNI Guide also states: ‘Individuals do not neatly fit into one Section 75 category or another, individuals will invariably be members of a number of Section 75 categories. Thus Section 75 enables multiple identity issues to be considered as well as issues regarding particular categories of people.’