

CAJ's submission no. S372

CAJ's Submission to the City, Borough and District Councils and the Local Government Staff Commission on their consultations on their draft Equality Schemes

December 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 such as Amnesty International, Human Rights First (formerly the Lawyers Committee for Human Rights) and Human Rights Watch 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, Hilda Mullen Foundation, Joseph Rowntree Charitable Trust, Oak Foundation and UNISON. 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 City, Borough and District Councils and the Local Government Staff Commission on their consultations on their draft Equality Schemes

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-convener of the Equality Coalition. We welcome the opportunity to comment on the City, Borough and District Councils and the Local Government Staff Commission's ('the Councils') consultations on their draft equality schemes.

Although CAJ does not currently have the resources to comment on the detail of each Council's equality scheme, audit of inequalities (where published) and action plan, we will set out four general principles that we recommend should be followed when producing equality schemes for the Councils. CAJ had the opportunity to engage with several Councils at an Equality Coalition event in December 2011, which was very useful. For those Councils with which CAJ met,¹ this submission serves as written confirmation of the points raised on that occasion.

First, CAJ is encouraged that most Councils have adopted the ECNI model scheme as a basis for their draft equality schemes, and expanded on it in parts. Although we appreciate the need to adapt the model scheme to each Council's specific needs and internal procedures, we recommend that all of the substantive contents of the model scheme be included in each Council's equality scheme. The model scheme represents a minimum threshold of best practice to ensure that s75 Northern Ireland Act 1998 ('s75') is applied

¹ At the Equality Coalition event on 14 December 2011, CAJ met with representatives of the Local Government Staff Commission, Ards Borough Council, Armagh City & District Council, Belfast City Council, Castlereagh Borough Council, Coleraine Borough Council, Cookstown District Council, Craigavon Borough Council, Down District Council, Dungannon and South Tyrone Borough Council, Lisburn City Council, Magherafelt District Council, Newry & Mourne District Council, Newtownabbey Borough Council and North Down Borough Council.

effectively. Also, it would greatly facilitate engagement with civil society if each designated public authority has similar procedures in place under s75.

Secondly, beyond the model scheme, it would be helpful for consultees to be informed when screening forms are posted on the Councils' websites. We are concerned that, if screening reports are sent to consultees on a quarterly, biannual or annual basis, it is possible that civil society may not be aware of a specific policy's screening for a long period of time. After three months, six months or a year, the policy may be implemented or further developed, so that 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 the Councils will make the screening forms available on their websites and on request (para 4.13 ECNI model scheme). 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 the Councils include a statement that consultees will be informed of screening forms when they are completed or posted on its website.

Thirdly, we acknowledge that some of the Councils have published or consulted upon their audits of inequalities. This is welcomed, as it helps civil society inform the Councils of any irregularities or omissions, and also provide a useful frame of reference for the draft action plan. In addition, we recommend that all the Councils continue to commit to publish and consult on their audits of inequalities in the future, by explicitly adding the audit as a document for which the Councils will seek input from their stakeholders and consult upon (see para 2.15 ECNI model scheme).

We recommend that all Councils publish or consult upon their audits of inequalities. 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 audit of inequalities provides an evidence base for the action plan, and so its publication helps civil society to understand why specific action measures have been prioritised. Also, it facilitates more constructive feedback, given that the audit is less likely to be constrained by resources and strategic plans, as would be the case for the draft action plan.

We would like to remind the Councils that, in addition to the s75 action-based plan, s75 continues to apply to all the Councils' 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 plan.

Finally, CAJ recommends that the Councils include statements in their equality schemes to explain the operation of s75, which is often misunderstood. In particular, we recommend that the Councils' equality schemes include an explanation of the relationship between the equality duty (s75(1)) and the good relations duty (s75(2)). The ECNI Guide for Public Authorities² ('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'.³ 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'.⁴

As the Councils' equality schemes will be used as a point of reference for their 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.

² 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>.

³ As above, at page 26.

⁴ 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.’⁵

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⁵ 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.’