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Section 1 Executive Summary

This Report represents the findings of a value for money review carried out in the Equality Authority. This Review is in line with a commitment made in the social partnership agreement, “Towards 2016”, to review expenditure on the equality infrastructure. The Department of Justice, Equality and Law Reform carries out value for money/expenditure reviews across a range of divisions/offices as part of its normal financial management processes. The reviews are conducted in accordance with Department of Finance guidelines.

The Equality Authority is an independent body which was established under the Employment Equality Act, 1998 and formally came into existence in October 1999. In doing so, it replaced the former Employment Equality Agency. The functions and powers of the Authority are further defined under the Equal Status Acts 2000 and 2004, and the Intoxicating Liquor Act 2003.

The Equality Authority currently (June 2009) has 38 whole time equivalent posts split across two locations - Dublin and Roscrea. The Equality Authority is managed by a Chief Executive Officer and Senior Management Team, and is governed by a Board (including four sub-committees of the Board: Governance, Finance, Legal, and Organisational Review Committees). The Authority is organised into five Sections: Administration, Development, Communications, Research and Legal, and together they drive the Authority’s dual mandate - to combat discrimination and promote equality of opportunity.

Impact of current economic conditions 2009

The Review covers the period 2006 – 2008. It should be noted that the economic situation nationally and internationally has deteriorated significantly since then. This has necessitated substantial budget cuts across most Government Departments in 2009. This Review assesses performance on the basis of historic budgets, up to and including 2008. The 2009 budget is substantially less.

The Board and management of the Equality Authority has already taken steps in light of the heightened need for value for money, to reduce overheads, including staff, office, IT and other costs to allow maximum focus on the programme element of the Authority’s work. Where steps are already underway these are highlighted throughout the Report.

Acknowledgement

The input and support of the Management and Staff of the Equality Authority, and the various stakeholders consulted is gratefully acknowledged.

1.1 Scope of VFM Review

The specific Terms of Reference for the Review, as agreed with the Steering Committee were as follows:

- To identify the strategic objectives of the Equality Authority;
- To examine the current validity of the objectives of the Equality Authority relative to its original intended objectives; the compatibility of these objectives with the overall strategies of the Department of Justice, Equality and Law Reform, Government policy and the statutory remit of the Authority itself;
- Identify and review the specific activities of the Equality Authority that have been designed to meet the strategic objectives;
- Identify the level and trend of all costs and staffing resources associated with the Authority. This includes the management and allocation of staff in all locations;
- Define the outputs and outcomes associated with the organisation and the levels and trends in both these areas;
Evaluate the service to ensure that the objectives are being met in the most effective, efficient, and economic manner possible and that it provides value for money to the State;

Evaluate the degree to which the objectives warrant the current and ongoing allocation of public funding and staffing resources and examine the scope for alternative organisational approaches to achieving these objectives on a more efficient and/or effective basis;

Benchmark the outputs against an equivalent body;

Specify potential future performance indicators that might be used to better monitor the performance of the organisations and its programmes; and

Recommend courses of action to be taken based on the review.

The Review assessed whether the Equality Authority is providing an efficient, effective and economic service. The strategy and annual business plans were examined to consider whether the Authority is sufficiently fulfilling its statutory mandate. The Review examined the efficiency of operational and financial management, whether activities performed by the Equality Authority would be better serviced by other bodies, and whether sharing services with other organisations would provide cost savings.

The Review covers an assessment of inputs (resources and budget), outputs and outcomes for each Section of the Authority. The period under review is 2006 - 2008 inclusive to coincide with the Strategic Plan of that timeframe. The core elements of the Review were undertaken in late 2008/early 2009.

1.2 Review Methodology

Our approach to the completion of the Review was guided by The Department of Finance’s Programme Logic Model. This model enables programmes to be analysed in terms of inputs, activities/processes, outputs, and outcomes that are arranged to achieve specific strategic objectives. Refer to Appendix I for definitions of inputs, outputs and outcomes.

Data to inform the Review was collated through a variety of sources:

- Stakeholder Consultations. A list of stakeholders was identified for consultation. These included management and staff of the Equality Authority as well as members of the Board, staff of the Department of Justice, Equality and Law Reform, and a cross spectrum of external stakeholder groups. A full list of stakeholders consulted is included in Appendix II;

- Legislative instruments as pertinent to the governance and operations of the Equality Authority;

- Reports and publications by the Equality Authority including its strategic plans, annual reports and individual business plans; and

- Financial and budgetary data as provided by the Equality Authority for the 2003–2008 period.
1.3 Level and Trend of Costs and Staff Resources

The Terms of Reference for this Review required an assessment of the level and trend of costs and staffing resources associated with the Authority during the 2006 – 2008 period. Financial data has also been provided for the period 2003 – 2005 to provide a more comprehensive trend analysis. A summary of pay and non-pay costs from 2003 to 2008 is as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Pay Costs</th>
<th>Non-pay Costs</th>
<th>Total Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003</td>
<td>€2,002,651</td>
<td>€2,672,674</td>
<td>€4,675,325</td>
</tr>
<tr>
<td>2004</td>
<td>€2,098,482</td>
<td>€3,169,864</td>
<td>€5,268,346</td>
</tr>
<tr>
<td>2005</td>
<td>€2,125,740</td>
<td>€3,126,012</td>
<td>€5,251,752</td>
</tr>
<tr>
<td>2006</td>
<td>€2,330,767</td>
<td>€3,536,158</td>
<td>€5,866,925</td>
</tr>
<tr>
<td>2007</td>
<td>€2,541,795</td>
<td>€3,968,510</td>
<td>€6,510,305</td>
</tr>
<tr>
<td>2008</td>
<td>€2,623,000</td>
<td>€3,302,796</td>
<td>€5,925,796</td>
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Figure 1.2: Annual Operating Costs for the Equality Authority

Whole time equivalent (WTEs) staff numbers in December of each of the three years under review were:

- 2008 – 54.4 WTEs
- 2007 – 46.4 WTEs
- 2006 – 41.4 WTEs

In terms of staff costs, an average of c. €2.5m per annum was spent on salaries in 2006-2008, accounting for approximately 40% of the total annual budget. Between 2006 and 2007, the pay budget increased by c. 9%, and between 2007 and 2008 it increased by 3%. Non-pay costs have also increased, particularly in 2007. A number of specific concerns in relation to cost management were noted during the Review.

1. Administrative costs amount to c 33% of the Authority’s non-pay budget. We have made a number of recommendations in this Report to reduce these costs including the use of shared IT and administrative services, and further synergies in procurement.

2. In 2007, a “work-shadowing” exercise was undertaken whereby existing and new staff worked side by side for a four month period whilst new recruits were being trained. Four months overlap seems an excessive amount of time, although it is recognised that delays in reassignment opportunities under the Central Applications Facility (CAF) Scheme contributed to staff overlaps during this period. In general, monitoring of staffing levels is essential to ensure that value for money is being delivered. Staffing levels in early 2009 (38 WTE posts) are now more in line with levels in 2006.

3. In 2007 the Authority upgraded its IT infrastructure. An alternative solution was to use the Justice Sector IT Shared Services infrastructure. At the time of concluding this report the Authority is in the process of moving to the Justice Sector shared services. There is no cost to the Authority as the Department is covering the cost of the migration and existing equipment is being made use of in the Department. There are economies of scale from migrating to the shared services which is already in use by many other agencies within the Sector. The annual costs per user of the shared CITRIX services have yet to be agreed.

\[1\] As the audited financial statements were not available at the time of concluding this report, all 2008 data is provisional / estimated. In some cases throughout this Report numbers have been rounded to aid clarity of presentation.
1.4 Conclusions and Recommendations

Overall we conclude that the Equality Authority has made a positive contribution to the promotion of the equality agenda in Ireland, however there are opportunities to deliver greater levels of value for money. Improved performance can be achieved by a more focused and quantifiable approach being taken to deliver the equality agenda. The Authority has already embarked on a process of rationalisation and some of the recommendations in this Report have or are in the process of being implemented.

In terms of the compatibility of the Equality Authority’s objectives with the wider Government policy, we found that:

− The Equality Authority’s Strategic Plan was executed in the context of a range of relevant national and international initiatives including, for example, the National Workplace Strategy, National Action Plan Against Racism, and the National Disability Strategy;

− Stakeholders (covering most grounds of discrimination and business partners) consistently confirmed the view that the Equality Authority strategic objectives were broadly compatible with wider Government policy and the “Towards 2016” Partnership Agreement; and

− The Equality Authority has a comprehensive review and sign off process for its Strategy Statement and individual business plans with its Board and the Department of Justice, Equality and Law Reform.

All Sections of the Authority indicate high levels of activity and output, and significant engagement with many stakeholders.

What is harder to assess is the overall effectiveness and impact of these activities. By reputation, activity (output) levels, and anecdotally the Equality Authority is seen as effective, but as noted on a number of occasions throughout this Report there is a lack of detailed outcome measurement and quantitative impact assessment.

We also recommend that the Equality Authority should prioritise and focus its annual business plans on a tighter range of issues to facilitate maximum effectiveness and impact from available funding. This should be enabled through, inter alia, a process whereby the conclusions and evidence drawn from the Authority’s research activity (e.g. evidence of higher incidence of discrimination in certain areas) influences the focus of other Sections.

Given the draw on resources and the need to manage within a tighter budgetary framework it is important that the Authority continues to monitor its cost structure and drive out greater efficiencies through the use of shared services. Improved coordination with other bodies will contribute to greater efficiency and effectiveness in delivering on the equality agenda. While noting the difficulty in predicting external legal costs and the availability of alternative means of support (e.g. individual’s solicitors, trade unions, etc.) we recommend that the Equality Authority adopts a more targeted approach to taking legal action.
1.4.1 High Priority Recommendations

**Recommendation 1 – Outputs and Outcomes**  
*(Reference Section 6)*

The key finding from this Review, is whilst outputs were documented in the annual Business Plans, target outcomes are typically not defined and in the absence of any formal performance measurement approach it was not possible to ascertain what outcomes had been achieved for the period. Some general conclusions are drawn on outcomes in Section 4 but no evidential data was available to support these conclusions. This relative weakness in outcome measurement can raise questions about the effectiveness of the overall organisation.

Therefore, in addition to the existing input, activity and output measurement and reporting, enhanced outcome measurement and impact assessment is recommended. The use, inter alia, of independent surveys would also be useful in assessing the real impact on the equality agenda.

**Recommendation 2 – Performance Measurement**  
*(Reference Sections 6 and 9)*

The Review team conducted desk based research on a number of equality and human rights organisations internationally to assess the performance management approaches used. The organisations that were assessed included: Equality Commission of Northern Ireland, Equality and Human Rights Commission (UK), Human Rights Commission New Zealand, and Canadian Human Rights Commission.

Key findings from the analysis showed that all four institutions have a performance management framework, and evaluate the performance of their programmes including measuring outcomes.

It is recommended that a more comprehensive performance management framework be put in place and that the models used by other comparable organisations internationally be considered in defining the framework. Illustrative examples provided in Section 9 and Appendix VIII.

**Recommendation 3 – Transforming Public Services**

There is scope for the Equality Authority to adapt many of the principles and recommendations set out in both the OECD Review of the Irish Public Service (Ireland – Towards an Integrated Public Service), and the Report of the Task Force on the Public Service (Transforming Public Services). Examples include:-

- Networked Government - increased coordination (including joint initiatives/programmes) with organisations such as The Human Rights Commission, The Disability Authority and the National Employment Rights Authority (NERA) – see Recommendation 4.
- Improved performance management (specifically outcome measurement) – see Recommendation 2.
- Shared services for back office/ administrative functions and consolidated procurement with other agencies - see Recommendations 6 and 7.
- Additional or alternative channels for the provision of information - see
Recommendation 5.
A specific programme should be put in place within the Equality Authority to accelerate adoption/participation in such initiatives.

Recommendation 4 – Coordination With Other Agencies
(Reference Section 7.1)

While our terms of reference were limited to the Equality Authority, it became clear during the Review that the number of agencies involved in the equality agenda can also give rise to potential duplication and inefficiency. It is our view that there is potential to achieve additional savings by reviewing and coordinating all services provided by these bodies (specifically the Department, the Equality Tribunal, NERA, the Human Rights Commission, the National Disability Authority and the Citizens Information Board). Such opportunities may range from integrated planning of initiatives, shared research, combined publicity campaigns, and integrated customer services. Merger and amalgamation of some of these agencies could also be considered.

Recommendation 5 – Customer Services
(Reference Section 7.2)

It is recommended that consideration is given to a range of alternative options in relation to the provision of information and advice to the public as follows:

- The information and advisory functions of a number of bodies could be combined into a single customer contact/service centre. This centre could handle all initial enquiries, provide basic information and advice, and route more complex queries on to the appropriate agency.

- The Authority could further leverage the network of Citizen Information Centres to facilitate the dissemination of information nationwide, provide basic advice, and route more complex queries back to the Authority.

- The Equality Authority could, if considered more economic or effective, outsource some or all of the information functions.

- The distribution to various centres of publications and information brochures could be consolidated.

Consideration of these options is consistent with the recommendations in relation to “Deepening Citizen Engagement” set out in the Transforming Public Services Report, particularly in relation to multi channel access and the delivery of integrated services to the citizen, and the Equality Authority’s own ongoing review of its Customer Services Charter and Action Plan.

Recommendation 6 – Shared Services
(Reference Section 7.3)

In line with Government policy, the potential to move further administrative, financial, human resource, payroll, procurement and information technology activities into a shared services environment should be formally assessed.

In relation to the delivery of these services, it is Departmental policy to deliver them by way of a broader shared services arrangement with other agencies. The principal focus now is on the introduction of measures which will reduce the
operating costs of all the Department's agencies to the greatest extent possible. Work is ongoing in the Department in order to achieve this objective, and on a broader scale Working Groups have recently been set up to progress the shared services recommendations set out in the Report of the Task Force on the Public Services (Transforming Public Services). While some activity is already shared or outsourced, active participation of the Equality Authority in these initiatives is recommended to identify further opportunities for sharing of services.

**Recommendation 7 – Procurement**  
 *(Reference Section 7.4)*

We recommend that the Equality Authority leverages synergies and potential cost savings by procuring external goods and services with other organisations and agencies that require similar goods and services. Full cognisance should be given to current Departmental and Government (being led by the Department of Finance and the Office of Public Works) initiatives in this area.

**Recommendation 8 – Focus of Annual Business Plans**  
 *(Reference Section 4.5)*

A broad based legislative mandate and strategic plan allows the Equality Authority to address a range of equality issues in a flexible manner. However, we recommend that annual business plans focus on dealing with a tighter range of issues to facilitate maximum effectiveness and impact from available funding.

**Recommendation 9 – Role Clarity & Differentiation**  
 *(Reference Section 5)*

There are a number of key organisations involved in promoting the equality agenda. These organisations include, inter alia, the Equality Authority, the Equality Tribunal, the National Disability Authority, the Human Rights Commission, and the National Employment Rights Authority. A formal process should be put in place to clearly explain and differentiate between the roles of all these bodies. The Department of Justice, Equality And Law Reform should coordinate this review and it should deliver greater clarity as to the roles and responsibility of all organisations going forward; it should be communicated clearly to the public. This recommendation should also be considered in conjunction with Recommendation 5.

### 1.4.2 Medium Priority Recommendations

**Recommendation 10 – Provision of Legal Support**  
 *(Reference Section 6.4.4)*

Given the draw on resources, difficulty in predicting external legal costs and the availability of alternative means of support (e.g. individual’s solicitors, trade unions, etc.) it is recommended that consideration be given to more strategic and cost effective management of the cases being represented by the Equality Authority. While there are clear processes and criteria for defining which cases should be supported, we recommend that the core focus is on cases that address important areas of legal principle and untried areas of the equality
Due consideration should be given to the costs and benefits of taking legal proceedings in particular cases.

**Recommendation 11 – Case Management System**  
(Reference Section 6.4.4)

It is recommended that the Equality Authority assess the costs and benefits associated with the updating and enhancement of its case management system, and in doing so consider, inter alia, the potential synergies that could be derived by adopting the software used by similarly working bodies such as the Legal Aid Board and the Equality Tribunal. Such an approach would be consistent with the shared services and cost benefits that can be achieved through migration to the CITRIX environment.

**Recommendation 12 – Linkage Between Research and Other Activity**  
(Reference Section 6.2.4)

Improved outcome measurement of research activity is recommended, and in particular a process whereby the conclusions and evidence drawn from research activity (e.g. evidence of higher incidence of discrimination in certain areas) influences the focus on work of other Sections of the Authority e.g. the types of legal cases supported, publicity campaigns.

**Recommendation 13 – Awareness Campaigns**  
(Reference Section 6.3.4)

We recommend that the number of annual awareness campaigns and their funding mechanism be reviewed to ensure alignment with the Equality Authority Business Plans and priorities at any given time, and cost sharing with other parties where appropriate.

**Recommendation 14 – Customer Feedback Processes**  
(Reference Section 9.3)

Enhancement of customer feedback processes, as part of the ongoing Customer Service Charter and Action Plan review, is recommended in relation to, for example, the impact of equality reviews/audits, legal representation and public awareness. Such feedback should also be an important input into outcome and performance measurement processes.
### Lower Priority Recommendations

<table>
<thead>
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<th>Recommendation 15 – Advice to Employers</th>
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It is recommended that the Public Information Centre extends its information services to include employers, and staff be given additional training to support this as may be required.

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<tr>
<th>Recommendation 16 – Comparator Organisations</th>
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Formal, ongoing external benchmarking against similar organisations in other jurisdictions should be undertaken by the Equality Authority to learn from the experience of other similar organisations.

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<th>Recommendation 17 – Targeting of Participants in Reviews</th>
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The Development Section spends significant sums on its programmes. Equality Reviews and similar initiatives would likely deliver greater value for money (specifically impact) with a more targeted audience, and a clearly defined outcome measurement process.

<table>
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<tr>
<th>Recommendation 18 – Maternity, Parental and Adoptive Leave</th>
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<tr>
<td><em>(Reference Section 6.3.4)</em></td>
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We recommended in the interest of efficiency that consideration be given as to whether the Equality Authority is the most relevant body to handle calls and queries on Maternity, Parental and Adoptive Leave, or should this function be solely handled by NERA which is responsible for providing information on employment rights.
Section 2  Introduction & Terms of Reference

2.1  Introduction

Value for money and accountability for the use of public resources both form key elements of Government policy. However, they have particularly come to the fore in recent times due to the current economic climate and the associated pressures on our public finances. Consequently, there has been growing focus on the performance of the Public Sector, in terms of inputs, outputs and also outcomes.

It is against this backdrop that during 2008 the Department of Justice, Equality and Law Reform initiated a series of Value for Money reviews of Agencies and programmes under its remit. The Equality Authority was one of the Agencies selected. Such a review is in line with a commitment made in the social partnership agreement “Towards 2016” to review expenditure on the equality infrastructure.

2.2  Scope & Terms of Reference

The period under consideration for this Review coincides with the Equality Authority’s Strategic Plan 2006-2008, the only exception to this being the financial analysis which examines the trend of expenditure over the last 6 years (2003-2008).

It is important to highlight that the Review was conducted independently of the recommendations arising from Budget 2008/09. Rather, it was a retrospective review of the Equality Authority’s capability to fulfil its statutory remit over 2006-2008 within its assigned budget (and other funding) and available resources.

The specific Terms of Reference for the Review, as agreed with the Steering Committee are set out below along with a cross reference to the relevant Sections of this Report:-

<table>
<thead>
<tr>
<th>Terms of Reference</th>
<th>Section Reference</th>
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<tbody>
<tr>
<td>To identify the strategic objectives of the Equality Authority</td>
<td>Sections 3.1 and 3.2</td>
</tr>
<tr>
<td>To examine the current validity of the objectives of the Equality Authority relative to its original intended objectives; the compatibility of these objectives with the overall strategies of the Department of Justice, Equality and Law Reform, Government policy and the statutory remit of the Authority itself</td>
<td>Section 4</td>
</tr>
<tr>
<td>Identify and review the specific activities of the Equality Authority that have been designed to meet the strategic objectives</td>
<td>Section 6</td>
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<tr>
<td>Identify the level and trend of all costs and staffing resources associated with the Authority. This includes the management and allocation of staff in all locations</td>
<td>Section 6</td>
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<tr>
<td>Define the outputs and outcomes associated with the organisation and the levels and trends in both these areas</td>
<td>Section 6</td>
</tr>
<tr>
<td>Evaluate the service to ensure that the objectives are being met in the most effective, efficient, and economic manner possible and that it provides value for money to the State</td>
<td>Section 6</td>
</tr>
<tr>
<td>Evaluate the degree to which the objectives warrant the current and ongoing allocation of public funding</td>
<td>Section 6 and 7</td>
</tr>
</tbody>
</table>
and staffing resources and examine the scope for alternative organisational approaches to achieving these objectives on a more efficient and/or effective basis

Benchmark the outputs against an equivalent body

Specify potential future performance indicators that might be used to better monitor the performance of the organisations and its programmes

Recommend courses of action to be taken based on the review

See the Executive Summary for a listing of all recommendations

Figure 2.1: Terms of Reference and References to Relevant Sections of Report

2.3 Review Structures

A Steering Committee was established to oversee the Review, comprising:

- Niall McCutcheon – Principal Officer, Diversity & Equality Law, Department of Justice, Equality and Law Reform (Chair);
- Martin McDonald – Principal Officer, Decentralisation Unit, Department of Justice, Equality and Law Reform;
- Walter Johnston – Head of Internal Audit, Department of Justice, Equality and Law Reform;
- Therese Murphy – Member of the Equality Authority Board (replaced by Christy Lynch);
- Nigel Brander – Member of the Equality Authority Board; and
- John Thompson – Department of Finance (replaced by Stephanie O’Donnell).

The Committee met on a number of occasions during the course of the Review and oversaw the production of the report in accordance with the Terms of Reference.

Following a tendering process, Deloitte Consulting was appointed to assist the Committee in completing the Review. Mr Raymond Burke, from Raymond Burke Consulting, was appointed as an independent external evaluation expert to undertake a quality assessment of the final draft report.

2.4 Review Methodology and Approach

Our approach to the completion of the Review was guided by The Department of Finance’s Programme Logic Model. This model enables programmes to be analysed in terms of inputs, activities/processes, outputs, and outcomes that are arranged to achieve specific strategic objectives. Refer to Appendix I for definitions of inputs, outputs and outcomes.

Figure 2.2: Department of Finance Programme Logic Model

Data to inform the Review was collated through a variety of sources:
• Stakeholder Consultations. A list of stakeholders was identified for consultation. These included management and staff of the Equality Authority as well as members of the Board, staff of the Department of Justice, Equality and Law Reform, and a cross spectrum of external stakeholder groups. A full list of stakeholders consulted is included in Appendix II;

• Legislative instruments as pertinent to the governance and operations of the Equality Authority;

• Reports and publications by the Equality Authority including its strategic plans, annual reports and individual business plans; and

• Financial and budgetary data as provided by the Equality Authority for the 2003–2008 period.
Section 3  Role, Structure and Governance

3.1  Background

The Equality Authority is an independent body which was established under the Employment Equality Act, 1998 and formally came into existence in October 1999. In doing so, it replaced the former Employment Equality Agency. The functions and powers of the Authority are further defined under the Equal Status Acts 2000 and 2004 and the Intoxicating Liquor Act 2003.

The roles and functions of the new Authority seek to outlaw discrimination in employment, vocational training, advertising, collective agreements, the provision of goods and services and other opportunities to which the public generally have access on nine distinct grounds - age, gender, marital status, family status, race, disability, sexual orientation, religious beliefs or membership of the travelling community. Collectively the legislation establishes a dual mandate for the Equality Authority – to combat discrimination and to promote equality of opportunity, namely:

- Working towards the elimination of discrimination and promotion of equality of opportunity under the nine grounds;
- Providing information to the public on the various elements of Equality legislation which incorporates the legislation referenced above as well as the Maternity Protection Act, the Adoptive Leave Act and the Parental Leave Act; and

In implementing these functions, the Authority is empowered to provide assistance to individuals who have been discriminated against, in certain circumstances to take cases in its own name, to prepare submissions on Codes of Practice to the Minister, to undertake or sponsor research, to invite businesses to carry out an equality review and to prepare and implement an equality action plan, or for the Equality Authority to conduct its own enquiry.

The environment in which the Equality Authority exists is characterised by:-

- An evolving business and social environment including a changing national demographic profile;
- Ongoing legislative and policy developments including the implementation of a number of EU Directives;
- A breadth of stakeholders and interest groups; and
- The range of cross-cutting equality issues that exist and the associated complexities in dealing with these.

3.2  Strategic Objectives

The day to day work of the Equality Authority is guided by its internal Strategic Planning and Business Planning processes. Each consecutive strategic plan has sought to build on its predecessor in ensuring a level of alignment with the organisation’s stage of development and capacity while also focusing and prioritising its commitments under the legislative framework.

The 2006-2008 Strategic Plan focuses on five strategic objectives:

1. Stimulate and support initiatives that enables the systems and practices of key organisations and institutions to promote and achieve full equality in practice;
2. Maintain and further develop a culture of compliance with the equality
legislation;

3. Contribute to the further development of a strategic framework for action on equality;

4. Stimulate and support a response to core equality issues for specific groups experiencing inequality; and

5. Sustain and further develop the standing, expertise and capacity of the Equality Authority at international, national and local levels.

3.3 The Board

The Equality Authority is governed by a Board and four sub-committees i.e. the Finance, Legal, Governance and Organisational Review Committees. See Appendix VII for the functions of the Equality Authority Board.

Board membership is representative of the diverse range of organisations with an interest in the activity of the Equality Authority. The Board includes representation from the Department of Justice, Equality and Law Reform.

The Board’s role centres around two key tasks. The first is to give strategic and policy direction to the organisation and its work. The second is to ensure processes of governance are adequate to the needs of and appropriate to the organisation are in place and adhered to. In giving strategic and policy direction to the organisation the role of the Board entails planning and policy development.

In terms of planning, the key planning instrument is the three year strategic plan which is further elaborated in the annual Business Plans.

Policy is developed within the broad mandate of the Authority to combat discrimination and to promote equality. It includes the development of policy documents, codes of practice and keeping equality legislation under review.

In relation to governance, the role of the Board relates to strategy, policy, financial matters, procedures and accountability. This role also entails a broad focus on a positive, fair, healthy and safe working environment for staff. Financial matters cover annual budgets, annual accounts and procedures for the management and control of the finances of the organisation. Procedures cover the formation of committees and advisory committees as well as the delegation of functions and legal work procedures. Accountability includes the preparation of annual reports and consideration of the performance by the Chief Executive Officer of his/her functions. (Source: Corporate Governance Manual – Equality Authority September 2008).

3.4 Organisation and Staffing

An overview of the organisation structure and staffing of the Equality Authority at mid 2008 is set out below.

The period under review is 2006 - 2008 inclusive to coincide with the Strategic Plan of that timeframe. Organisation and staffing data presented throughout this report relates to the 2006-2008 period. Staffing levels are now (mid 2009) at 38 WTEs.
In 2007, the Equality Authority opened an Advance Office in Roscrea as part of the Government’s decentralisation programme. A range of administrative, legal, communication and development functions were transferred to the new office. At mid 2008, 15 staff were operating in the Advance Office with plans to move an additional 15 roles. Post Budget 2009, the staff complement in terms of posts agreed for the Authority’s offices in Dublin and Roscrea is 22 and 16 respectively.

### 3.5 Planning & Budgetary Process

An important aspect of managing expenditure is the planning and budgetary process. The Equality Authority has a clearly defined budgetary planning process that is aligned to the creation and sign off of its strategic plan and annual Business Plans.

The strategic plan is subject to a three-year strategic planning process as set out in the equality legislation. A budget is agreed in conjunction with the sign-off of the three-year strategic plan.

The Business Plan is predicated on the relevant three-year Strategic Plan and the objectives which govern it. Business Plans are created annually and as an executive function under the aegis of the Board. Business Plans are created in Q4 for the next calendar year. The process is initiated at Section Level with Heads of Section drafting and discussing content and priorities with their respective teams. Section Drafts are presented to Management Committee Level where they are further developed by that forum in conjunction with the Chief Executive Officer. A number of Management Committee meetings are typically required to bring the process to fruition. The Executive Draft is presented by the Chief Executive Officer for consideration and adoption by the Board. The budget is adjusted each year and monies are drawn down each month based on approved activities for the period. Each annual Business Plan builds on lessons learned from the previous Business Planning period and relevant staffing and budgetary resources are taken into consideration for the next planning period.

The actual spends for the period under review is discussed in detail in Section 6.
3.6 Summary Expenditure Analysis

The Equality Authority receives the majority of its funding as a “Grant in Aid” from Government. This is administered via the Department of Justice, Equality & Law Reform. An approximate additional 25% of the non-pay budget (€800k per annum) is acquired from the EU via formal tender processes. The Equality Authority typically tenders for projects that are aligned to the Authority’s strategic goals and not for funding as an end in itself. The split between the Grant in Aid and EU funding tends to be approximately 75:25 per annum for the non-pay budget. Income is also derived from other sources from time to time e.g. co-funded projects.

During the period 2006-2008, the Equality Authority’s total costs averaged c. €6.1m per annum. The average annual costs in the period 2002 – 2005 were c. €5.1m. In 2008, there was an over spend in the pay budget by €260K to cover, inter alia, the salary and training of new resources for the Advance Office in Roscrea who “shadowed” existing resources for a period of c.4 months. This resulted in a reduction in the non-pay budget by the same amount.

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pay Costs</td>
<td>€2,002,651</td>
<td>€2,098,482</td>
<td>€2,125,740</td>
<td>€2,330,767</td>
<td>€2,541,795</td>
<td>€2,623,000</td>
</tr>
<tr>
<td>Non-pay Costs</td>
<td>€2,672,674</td>
<td>€3,169,864</td>
<td>€3,126,012</td>
<td>€3,536,158</td>
<td>€3,968,510</td>
<td>€3,302,796</td>
</tr>
<tr>
<td>Total Costs</td>
<td>€4,675,325</td>
<td>€5,268,346</td>
<td>€5,251,752</td>
<td>€5,866,925</td>
<td>€6,510,305</td>
<td>€5,925,796</td>
</tr>
</tbody>
</table>

Figure 3.2: Overall Equality Authority Expenditure (2003-2008)

3.6.1 Pay Expenditure

During 2006-2008, approximately €2.5m per annum was spent on salaries. Between 2006 and 2007, pay expenditure increased by c. 9% each year and accounted for 40% of total expenditure. In 2008, pay costs increased by 3% and accounted for 44% of total expenditure.

3.6.2 Non-Pay Expenditure

During 2006-2008, the average non-pay expenditure per annum was c. €3.6m, a 20% increase on the average annual non-pay expenditure for the previous review period 2003-2005. The increase of €613K was spread across all Sections in the Equality Authority, except the Research Section which experienced a reduction in spend by €38K on previous years on its overall Research Programme (including ESU). See Figure 3.4 below.
The breakdown in spend between Sections in the Equality Authority are as follows: Administration (33%); Development (27%); Communications (25%); Research (8%) and Legal (7%).

Taking a closer look at core spend (which includes all Research, Development and Communication activities but excludes Administration and Legal expenditure) the largest element of the core cost was the Equal Opportunities Framework (22.4%). Other key areas of spend included European Year of Equal Opportunities for All (12.2%), National Campaign on Ageism (10.5%), Profile/Public Awareness (9.9%), Anti-Racist Workplace Week (9.3%), and Research (7.1%).

Expenditure in 2006-2008 increased for the Development, Administration, and Communications Section compared to the previous strategic plan period.

- The increase in Development costs was primarily due to the increase in spending on EU projects and in particular the “European Year of Equal Opportunities for All” which accounted for a total expenditure of €800k for 2006-2008;
The increase in Administration spend was due to an investment in IT with the upgrade of the IT infrastructure in 2007 and the fees associated with external contract management; and

The increase in Communications spend covered the cost of the additional public awareness campaigns which accounted for 72% of the Section budget. The number of campaigns increased from an average of 2-3 campaigns in 2003-2005 to 3-4 campaigns in 2006-2008.

Overall expenditure on research fell by c. €38k due to the planned conclusion of the Equality Studies Unit (ESU) project early in 2008. However spend on general research projects increased reflecting the investment in the ESRI three-year general research programme.

The analysis supports the view that the initiatives undertaken by the Equality Authority were aligned with its strategic objectives. The extent to which they represented value for money is examined in greater detail in Section 4.

3.7 Conclusions

This Section has provided a general overview of the Equality Authority, its strategic objectives, management structures and expenditure levels. It was not within the scope of the Review to evaluate the management and governance structures. However, a report by HELM on the Equality Authority’s Corporate Governance practices was conducted in April 2008. Its findings highlighted that:

"Internal mechanisms for corporate governance (e.g. reporting arrangement, pay policy, procurement, and internal audit) are robust and all staff are aware of these and the need to adhere to them. Codes of Conduct for Board members and staff, further underpin the focus on governance. Performance management is well understood and carried out in line with the Performance Management and Development System criteria. The Legal and Finance Committees meet compliance both in their structure and operations, and their roles are set out in the Authority’s Code of Conduct. The Internal Audit charter is well defined and meets the stated requirements of providing independent appraisal function for the review of all financial and related matters as a service to the Board”.

In subsequent Sections of this Report we address the specific terms of reference including an assessment as to the scope for the Equality Authority to adapt the principles and recommendations set out in the both the OECD Review of the Irish Public Service (Ireland – Towards an Integrated Public Service), and the Report of the Task Force on the Public Service (Transforming Public Services, Citizen Centered – Performance Focused), particularly in relation to enhancing value for money through networked Government, improved performance management (specifically outcome measurement), and shared services.
Section 4  
Validity and Compatibility of Objectives

The Terms of Reference for this Review required an examination of the objectives of the Equality Authority:

1. In ensuring that they remain valid to the original intended objectives for the Equality Authority; and
2. Their compatibility with;
   a. The overall strategies of the Department of Justice, Equality and Law Reform;
   b. Government policy; and
   c. The statutory remit of the Authority itself.

The Terms of Reference for this Review requested evidence that the objectives of the programmes and initiatives undertaken by the Equality Authority in 2006-2008 had been achieved.

This Review assessed the “overarching” programme objectives which were at an activity level and captured in the annual Business Plans. We conducted an assessment of planned activities in the annual Business Plans 2006-2007 against actual outputs documented in the Equality Authority’s Annual plans 2006-2007 to ascertain what activities had been completed.

The findings showed that on average 80% of all planned activities were achieved in 2006 and 86% in 2007.

<table>
<thead>
<tr>
<th>Activity</th>
<th>2006</th>
<th>2007</th>
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</thead>
<tbody>
<tr>
<td>Total activities planned</td>
<td>180</td>
<td>178</td>
</tr>
<tr>
<td>Total activities performed</td>
<td>144</td>
<td>153</td>
</tr>
<tr>
<td>% activities completed</td>
<td>80%</td>
<td>86%</td>
</tr>
</tbody>
</table>

Figure 4.1: Performance of Actual vs. Planned Activities 2006 and 2007

4.1  Validity and Compatibility to Original Intended Objectives

Given that the original objectives for the Equality Authority are determined by its statutory remit, objectives 1 and 2c are assessed together.

In terms of their validity, our review concludes that the objectives of the Strategic Plan 2006-2008 are still valid against the original intended objectives, and are compatible with the statutory remit of the Authority itself at a macro level. See Figure 4.2 Validity and Compatibility of Equality Authority’s Strategic Objectives. However, it should be noted that as the legislative mandate is very broad this we recommend that the focus of the strategic plan and business plans should be on current priorities. These priorities should be informed by research undertaken by the Authority or other clear evidence of discrimination.
Sustain and further develop the standing, expertise and capacity of the Equality Authority at international, national and local levels

Maintain and further develop a culture of compliance with the equality legislation

Contribute to the further development of a strategic framework for action on equality

Stimulate and support initiatives that enable the systems and practices of key organisations and institutions to promote and achieve full equality in practice

Promote equality of opportunity in the areas covered by the Acts

Combat discrimination in areas covered by the Acts

Keep the operations of the Acts under review, making recommendations to the Minister, as appropriate

Provide information on the Acts to the general public

Figure 4.2: Validity and Compatibility of Equality Authority’s Strategic Objectives

4.2 Compatibility of Objectives With Wider Government Policy

In terms of the compatibility of the objectives with the wider Government policy, the Equality Authority’s 2006-2008 Strategic Plan has been executed in the context of a range of national and international initiatives, including:

− The National Workplace Strategy;
− The National Action Plan against Racism;
− The National Disability Strategy;
− The EU Framework Strategy on non-discrimination and equal treatment for all; and
− The European Year of Equal Opportunities for All (2007).

There is a comprehensive review and sign off process between the Board of the Equality Authority and the Minister of Justice, Equality and Law Reform with regards to the Authority’s Strategic Plan.

In addition, given the Department’s role in relation to equality policy it is in a position to highlight to the Equality Authority any incompatibility during the time when the new Strategic Statement and Plan is being defined. Based on stakeholder interviews and other analysis conducted for this Review one can conclude that, although some specific points of difference were noted, the Equality Authority’s strategic objectives were broadly compatible with Government policy.

4.3 Compatibility of Objectives With The Department of Justice, Equality and Law Reform

With regard to the compatibility of the Equality Authority’s strategic objectives with the overall strategies of the Department of Justice, Equality and Law Reform, the Department also has a clear role in promoting a fair, tolerant and caring society. This role encompasses overarching policy, the legal framework, monitoring and reporting, and implementation of specific actions.

It addresses issues of equality, discrimination, tolerance and diversity in terms of gender, employment, racism, disability and other necessary areas. This is executed through three Units/Divisions:-

− Disability Equality Unit;
− Diversity & Equality Law Division; and
− Gender Equality Division.
A brief description of the work of each of the three Units/Divisions, and the Department’s focus on social inclusion, is set out below supported with examples of Equality Authority activities that were aligned to the Department’s equality agenda.

**Disability Equality Unit**

The role of the Disability Equality Unit is to develop the legal framework in line with Government policy to support the equal participation in society of people with disabilities. It was established in 1997 arising out of a recommendation by the Commission on the Status of People with Disabilities in their report of 1996.

As well as monitoring the implementation of disability mainstreaming policy in public services, the unit also administers funding for the National Disability Authority (NDA). The responsibilities of the NDA are to advise and assist with disability equality policy development; undertake relevant research; and support the development of standards in services for people with disabilities. The Disability Equality Unit also contributes to, and monitors progress in, the development of international equality policy at European Union, Council of Europe and United Nations levels and strives to raise awareness of disability equality access issues.

As part of Strategic Objective #4, the Equality Authority supports practical initiatives by service providers in making reasonable accommodation for people with disabilities:

- Stimulating an effective mainstreaming of people with disabilities in labour market measures providing training, education and employment services;
- Encouraging initiatives that respond to the employment situation and needs of people with disabilities including within sheltered settings.

Here are some of the highlights conducted during 2006–2008 that supported this objective:

- 2008 publication in co-operation with Irish Pharmacy Union (IPU) and the Irish College of Continuing Pharmaceutical Education (ICCPE) giving guidance to pharmacists on responding to the needs of customers with diverse disabilities;
- 2007 Public Awareness Campaign on “Reasonable Accommodation of People with Disabilities”;
- 2007/8 development project with the Irish League of Credit Unions (ILCU) to support the credit unions in making reasonable accommodation for staff and customers with disabilities;
- Development project in 2007 with Cavan (CRAIC Report) and Kildare County Councils (DARA Report) to enhance accessibility for people with disabilities on all areas of service provision;
- 2007 research publication: “Vocational training and Pathways to employment for people with Disabilities in FAS”;
- 2006 research publication on “The Dynamics of Disability and Social Inclusion” by Brenda Gannon and Brian Nolan;
- Equality Authority was represented on the CSO National Disability Survey Consultative Group in 2006;
- 2006 research project for the ESU on the “Mainstreaming of people with disabilities within vocational training and employment services” by Fitzpatrick Associates; and
- Assisted the Local Government Management Service Board (LGMSB) in 2006 in preparing implementation guidelines for local authorities in relation to the National Disability Strategy.

**Figure 4.3: Equality Authority Initiatives on Disability (2006-8)**
The Diversity & Equality Law Division is responsible for developing and maintaining equality legislation in the area of employment, work–life balance policies and in the supply of and access to goods and services. The main Acts the Diversity & Equality Law Division has responsibility for are:

- Equality Act 2004;
- Maternity Protection (Amendment) Act 2004;
- Equal Status Act 2000;
- Parental Leave Act 1998;
- Employment Equality Act 1998;
- Adoptive Leave Act 1995; and

The Division has a particular focus on implementing a policy to combat racism and promoting an inclusive society, and to support and co-ordinate ongoing policy development in relation to Travellers in Irish society.

The Equality Authority's Strategic Objective #2 focuses on the provision of information on the above Acts, the provision of legal support and advice, and maintaining equality legislation.

The Equality Authority provides information to the public on all of the above legislation via a series of published supports available to potential claimants including guides to the acts and training videos, its web site and the Public Information Centre. The Equality Authority took on 179 new case files in 2008, giving a total of 482 open files. Approximately 50 cases were brought to the Equality Tribunal & Labour Court per annum during the period 2006-2008.

The Gender Equality Division

The Gender Equality Division has responsibility for:

- Fostering the achievement of true equality between women and men in Ireland;
- Implementing specific commitments in the Programme for Government on gender equality;
- Monitoring national and international commitments on gender equality; and
- Reporting on gender equality issues for which other Government departments and State agencies are responsible.

The Equality Authority's Strategic Objective #4 focuses on activities related to gender mainstreaming. Some specific activities executed have included:

- 2008 report examining the extent of stereotyping of women in advertising in Ireland commissioned to Dr Debbie Ging of DCU;
- 2007 Publication on Gender Stereotyping: "An introduction to Gender Equality Issues in the Marketing and Design of Goods for Children" by the Centre for Gender and Women's Studies in Trinity College Dublin;
- 2007 Conference on "Gender Equality Thirty Years of Gender Equality Legislation - Progress Made and Future Perspectives";
- Supported the implementation of the recommendations included the Equality Authority’s Research Report on “Access to Health Services for Transsexual People” in 2006, working with the Transgender Equality Network Ireland and the Health Service Executive.
Social Inclusion

The existing policy framework for dealing with social inclusion issues is contained in a number of high-level national strategies, notably the national partnership agreement Towards 2016, the National Action Plan for Social Inclusion 2000–2016 and the National Development Plan (NDP). The core objective of these strategies is to build a fair and inclusive society where all people are provided with the resources and opportunities to live with dignity and to help make Ireland a fairer place in which to live and work, visit and do business.

The Equality Authority’s Strategic Objective #1 focuses on driving social inclusion in the workplace, in schools, across the health service and in accommodation provision. Activities undertaken included;-

- In 2007, the Equality Authority developed a methodology and tools for conducting Equal Status Reviews in Primary Schools; guidelines on how second-level schools can embed equality in their development plans; and a field study on Admission Policies at in Second Level Schools;
- 2007 research project on “Addressing Homophobic Bullying” by Dr. James O'Higgins-Norman of the School of Education Studies, DCU;
- 2007 research publications on “Mainstreaming Equality - Promoting equality and accommodating diversity in further education, training and labour market programmes”;
- 2007 research publication on "Early School Leavers – Youthreach and travellers in the Department of Education and Science";
- November 2007 Third Annual Conference on "Mainstreaming Equality" jointly sponsored by Dept of Education and Science, the Dept of Enterprise Trade & Employment and the Equality Authority;
- 2007 Public Awareness Campaign on "Work Life Balance" organised by the Equality Authority on behalf of the National Framework Committee and in conjunction with IBEC and Congress (ICTU);
- 2006 commissioned 2 research projects with the National Centre for Partnership and Performance (NCPP): "Business Impact of Equality and Diversity: The International Evidence" and "High Performance Work Systems, Equality and Diversity and Business Outcomes";
- 2006 worked with the Irish Management Institute (IMI) and the National Action Plan against Racism to establish an IMI Bizlab on Cultural Diversity.

Figure 4.6: Equality Authority Initiatives on Social Inclusion (2006-8)

Therefore, one can conclude that the work of the Equality Authority is complimentary to the strategies of the Department of Justice, Equality and Law Reform. The Department, across all three Divisions, is primarily responsible for policy and legislative development, while the Equality Authority is focused on the implementation of initiatives that support and are aligned with key policy and legislative instruments.

4.4 Focus on Core Business

A number of areas came to light during the Review where it was suggested that activities currently undertaken by the Equality Authority are either not strictly aligned to its statutory remit or need to be curtailed in order to focus on core activities:-

- Provision of legal training at Kings Inn and DIT certificate courses;
- Reduce the number of Public Awareness Campaigns. The Equality Commission of Northern Ireland stipulated a target of at least one Public Awareness Campaign per Corporate Plan (3 year period) whilst the Human Rights Commission (UK) stipulated one campaign per year but with a much larger budget than the Equality Authority in Ireland; and
- Potentially streamline the number of legal cases to focus on more strategic issues (see Section 6.4.4).
The EU Commission through the Progress initiative and the ESF has proved a valuable source of funding for Equality Authority activities. However participation in such schemes places a significant administrative burden on the Equality Authority and on the Department of Justice, Equality and Law Reform. It is necessary to ensure that the aims of such participation are consistent with that of the Authority and that participation is justified by an analysis of the costs vis à vis the benefits.

Similarly, there are a number of instances where it was perceived by stakeholders that the Equality Authority did not fulfil its role to its full capacity:

- It is recognised that individual strategic plans will concentrate on a number of discrete grounds. However, feedback on the spread of activities across the period 2006-2008 shows limited work to address discrimination on the religion ground was carried out. Addressing women’s concerns does not appear to have been a high priority, particularly in respect of issues outside of employment. Traveller issues were reduced to a discussion on ethnicity and casework. Given the feedback to the Public Attitudes to Equality Issues in Ireland Survey (2008) where 66% of all Irish adults surveyed believed that discrimination in Ireland on the grounds of being a Traveller is widespread and 43% believed that discrimination on the grounds of being a Traveller is more widespread in Ireland today compared to five years ago, one would expect a greater focus on the Traveller ground especially in Development activities;

- Advising the Minister. No formal communications structure or process has been defined by the Equality Authority to advise the Minister. In addition, communication with the Minister has been limited and ad-hoc in nature;

- The Equality Authority is required to build relationships with a wide network of NGO’s, state bodies and voluntary organisations. The engagement of the Authority with some institutions / partners is perceived as being patchy and there has been little growth in penetration amongst Government Departments (e.g. Department of Social and Family Affairs);

- Acting on Enforcement Powers. Feedback suggests that the Equality Authority prefers to conduct training at employer sites to attempt to change attitudes towards equality rather than address bad employer practices;

- Inquiries. A number of requests for Inquiries have been received by the Legal Section but have not been progressed, although on occasion funding was available. Whilst it is recognised that there must be clear rationale for and benefit from inquiries, they may also provide the vehicle for significant impact in certain areas. Therefore, an option for consideration is to re-examine the feasibility of conducting an inquiry (or inquiries) as part of the Equality Authority's overall management and planning of its legal and other functions within available resources and capacities.

4.5 Conclusions and Recommendations

Overall it appears that the work of the Equality Authority, with some exceptions, is valid vis-à-vis its original intended objectives and statutory remit, and is broadly compatible with Government policy and the strategies of the Department of Justice, Equality and Law Reform.

However, as illustrated throughout this Section, the objectives of the Equality Authority and its statutory remit are quite broad, thus facilitating a very large range of activities undertaken across the nine grounds. As such it is important that management are very focused in defining how they are going to use their resources each year. From an effectiveness perspective, best use of resources will derive from a clear focus on key issues at any point in time (based on research and direct evidence), rather than attempting to deal with a broad range of issues.

In terms of economy and effectiveness increased coordination with other agencies in the broad equality arena should drive synergy and economy. Examples might include further action in relation to sharing the costs of research, adopting a shared services model for administrative activities, or combining resources
involved in information dissemination. These themes are addressed later in this report.

### Recommendation – Focus of Annual Business Plans

A broad based legislative mandate and strategic plan allows the Equality Authority to address a range of equality issues in a flexible manner. However, we recommend that annual business plans focus on dealing with a tighter range of issues to facilitate maximum effectiveness and impact from available funding.
Section 5 Stakeholder Relationships

The Equality Authority operates within a wider infrastructure of other public institutions, non-government organisations (NGOs) and business organisations that contribute to and influence the equality agenda. A full listing of all stakeholders (both public bodies and NGOs) interviewed as part of this Review is included in Appendix II. The number of organisations highlights the level of potential cross-over between organisations and ultimately the requirement for co-ordination and co-operation across activities.

5.1 Public Bodies

In addition to the Equality Authority, there is a range of other public bodies which contribute to and influence the equality agenda. These include, but are not limited to, the following:

- The Department of Justice, Equality and Law Reform (see below);
- The Irish Human Rights Commission;
- The National Disability Authority;
- The National Employment Rights Authority (NERA);
- The Equality Tribunal;
- The Courts

While each of these bodies has their own statutory remits and strategic plans, there is significant potential for overlap. However, we found few if any examples where these public bodies proactively co-operate with each other, and indeed in some cases it was clear that there was little regular communication at management level.

An example of this is the 2007 Public Awareness Campaign on “Reasonable Accommodation of People with Disabilities” and the projects conducted with the Cavan and Kildare County Councils led by the Equality Authority’s Development Section. The UN Convention on the Rights of People With Disabilities covers a broad range of areas of shared interest to the Equality Authority and the National Disability Authority. This creates clear potential for increased cooperation and synergy between them, and other like-minded bodies, in the more effective delivery of outcomes e.g. in the area of reasonable accommodation.

5.2 NGOs and Business Organisations

Feedback from interviews with NGO stakeholders and business partners in relation to the role and work of the Equality Authority was generally positive. However, one key issue to arise is that there is considerable confusion amongst the public in distinguishing between the various players in the equality arena.

Primarily, there is confusion between the role of the Equality Authority and the role of the Equality Tribunal. The Equality Authority has within its statutory remit to offer legal advice and provide assistance, at its discretion, to those who consider they have been discriminated against (under the Employment Equality Acts, Equal Status Acts and Intoxicating Liquor Act) if there is an important point of principle involved or if it is unreasonable to expect the person to represent themselves. The Equality Authority can also take cases in its own name in certain circumstances and conduct an inquiry for any purpose connected with its functions.

The Equality Tribunal is the impartial forum to hear or mediate complaints of alleged discrimination under equality legislation. It is independent and quasi-judicial and its decisions and mediated settlements are legally binding.

There is also confusion between the respective roles of the National Disability Authority, the Equality Authority and the National Employment Rights Authority (NERA).
5.3 The Department of Justice, Equality and Law Reform

As illustrated in Section 4 there are significant inter-relationships between the work of the Equality Authority and the Department of Justice, Equality and Law Reform. On a day to day basis these interactions work well, however during the course of the Review it became apparent that there have been instances in the past where the Equality Authority and the Department have diverged on certain issues. The Equality Authority is a statutory agency, and operates with independence (within the statutory remit and framework). Where there is a potential for divergence of views on key issues early engagement and communications with key stakeholders, in particular the Department, would be beneficial. In particular, a number of the stakeholders interviewed for this Review, questioned the appropriateness of the Equality Authority's actions in certain cases or at a minimum highlighted instances where the range of stakeholders perspectives were not fully assessed at the outset.

This concern regarding communications between the Equality Authority Board and external parties was also expressed by the Internal Audit Report on Corporate Governance completed in April 2008 by HELM. Internal Audit highlighted a number of “significant risk factors involved with external communication for an organisation which has such a high profile as the Authority. The general complexity of issues it faces means that communication needs to continue to have tight controls to ensure continuity and consistency in the organisation's dealings with external stakeholders and the media generally.”

In July 2008, a representative of the Department was appointed to the Board of the Equality Authority. It is anticipated that this should improve communications between both parties and that the Department representative will inform colleagues within the Department of Justice, Equality and Law Reform of planned events, and circulate publications for review and comment where required. It is assumed that the existing process for conducting Board meetings allows its members and representatives sufficient time to review decisions and documentation, and revert back with comments to the Board.

The Department of Justice, Equality and Law Reform has a key role to play in promoting and encouraging collaboration between the various equality institutions.

5.4 Employers and Their Representatives

The Equality Authority does not currently provide legal advice and support to employers. Employers tend to go to IBEC for information on discrimination and advice in handling cases. There is no clear rationale, nor any reference within the governing legislation to indicate that employers cannot seek advice from the Equality Authority. Indeed the Equality Reviews and the SME Support Scheme currently being undertaken by the Development Section are evidence that the Authority does in fact provide employers with advice and support in the development of their equality policies.

Therefore, we recommend that the Public Information Centre extends its information services to include employers.
5.5 Conclusions and Recommendations

Given the work of the Equality Authority, its relationships with a broad range of stakeholders are critical to its success. Feedback from NGOs was generally positive, with the key concern relating to confusion between the role of the Equality Authority and other public bodies. Relationships with other public bodies clearly need some work at management level, and indeed potentially present opportunity of improved cooperation and sharing of activities.

It is the responsibility of the Department of Justice, Equality & Law Reform to co-ordinate and manage the (clarity of) role and activities of the various equality institutions that fall within its remit, namely the Equality Authority, Equality Tribunal, and the National Disability Authority, and while each individual agency is responsible for ensuring they are delivering value for money, the Department has an overarching role to ensure there is clarity of role and strong networks established between the parties.

**Recommendation – Role Clarity & Differentiation**

There are a number of key organisations involved in promoting the equality agenda. These organisations include, inter alia, the Equality Authority, the Equality Tribunal, the National Disability Authority, the Human Rights Commission, and the National Employment Rights Authority. A formal process should be put in place to clearly explain and differentiate between the roles of all these bodies. The Department of Justice, Equality & Law Reform should co-ordinate this review and it should deliver greater clarity as to the roles and responsibility of all organisations going forward; it should be communicated clearly to the public. This recommendation should also be considered in conjunction with the recommendations in relation to Customer Services set out in Section 7.2.

**Recommendation – Advice to Employers**

It is recommended that the Public Information Centre extends its information services to include employers, and staff be given additional training to support this as may be required.
Section 6 Inputs, Outputs and Outcomes

This section outlines the inputs, outputs and outcomes for each of the Equality Authority initiatives conducted in the period 2006-2008. The initiatives are grouped according to the Section within the Equality Authority that is assigned with responsibility for the initiative.

Inputs refer to resources, staff and budget, available to each Section to implement activities; outputs refer to the deliverables from the activities (i.e. reports, guidelines, committees established, working groups, conferences etc.); and outcomes refer to the impact the activities and the outputs have had on target audience groups.

In terms of monitoring and measurement of inputs, outputs and outcomes, the Equality Authority’s Strategic Plan 2006-2008 defines the strategic objectives for the Authority for this period, the activities it will undertake to achieve its objectives and performance indicators it will use to measure whether the activity has been completed or not and output delivered. No outcomes or targets were defined for the strategic objectives nor any rating scale or scorecard used to evaluate the performance against each objective.

In the absence of a robust outcome management framework for the Equality Authority, each Section has been principally assessed in terms of their use of inputs and outputs achieved. It has not been possible to draw substantive conclusions regarding outcomes as these have not been typically defined by the Equality Authority.

6.1 Development Section

The Development Section is responsible for supporting Government Departments, public bodies, businesses, trade unions and civil society in integrating an equality focus into their workplaces. It engages extensively with highly diverse organisations and networks, seeking innovative and strategic ways of maximising the Equality Authority’s impact across a wide range of sectors.

The Development Section promotes the establishment of partnerships and networks above the conduct of events as it believes networks will ensure the attainment of its strategic goals in the long term. Hence the key activities the Development Section undertook in the period 2006-2008 to promote equality and equality competence within a range of sectors were primarily concentrated on building relationships and networks with enterprises, business and external stakeholders.

Some of the Development Section activities included:

- Co-ordination and management of large-scale projects as part of the European Year of Equal Opportunities for All 2007 with SMEs;
- Ran a series of funding schemes supporting enterprises in developing planned and systematic approaches to equality in employment and customer service;
- Organised social partnership initiatives such as the Integrated Workplaces Action Strategy focused on developing the capacity within business and trade unions to promote and maintain integrated workplaces;
- Ran national actions with high public awareness components such as Anti-Racist Workplace Week and Work-Life Balance Day;
- Ran specific projects in the health, education and accommodation sectors with local and national enterprises, and state bodies; and
- Managed some of the Equality Authority’s smaller research projects.

The work of the Development Section during 2006-2008 falls primarily under the Strategic Goals 3 and 5.

In terms of Strategic Goal 3 which proposed that the Equality Authority develop partnerships for equality in employment and service provision: “To contribute to the further development of a strategic framework for action on equality”, the Development Section has established and leveraged partnerships to ensure success of their work during 2006-2008. Their model has been one in which they have contributed equality expertise while the partner organisation has contributed
an understanding of the needs of its sector as well as the capacity to reach the constituent parts of their sector.

In terms of Strategic Goal 5 on supporting change in relation to key equality issues, the Development Section has worked closely with the Department of Justice, Equality & Law Reform, through the Equality Proofing Working Group, to develop equality impact assessment tools for use by public sector bodies; and have built foundations for ground-specific projects proposed in the Strategic Plan, developing key relationships and expertise and working with NGO's representing the equality grounds, social partners and public bodies on identifying potential projects.

The specific activities undertaken by the Development Section and the outputs produced are outlines in more detail in Section 6.1.2 and Appendix VI of this Report.

6.1.1 Inputs – Staffing & Budgets

At the start of 2008, the Development Section had 9 staff (See Figure 6.1) below). Two additional resources were assigned to work on the Equality Mainstreaming Unit (EMU) in April 2008.

It should be noted that the EMU programme was not operating at full capacity as it was originally planned, as only three out of the total five resources have been assigned to the team. The Assistant Principal and Executive Officer were in place but the three Higher Executive Officers (HEOs) remained outstanding.

![Development Section Organisation Chart](image)

During the period 2006-2008, the average expenditure of the Development Section (excluding salaries) was €975k per annum, a 32.3% increase on average compared to the previous review period. This increase was attributed mainly to the increase in new EU-level activities including the 2007 European Year of Equal Opportunities for All (+€264K per annum), Development projects (+€24k), RAXEN (+€11K per annum) and EurEquality (+€4K per annum).

As the national implementation body, the Equality Authority invested a total of c. €800K to conduct the European Year of Equal Opportunities for All during the review period. In 2007, more than half of the total Development Section’s budget was spent on the European Year of Equal Opportunities for All.

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Table 6.1: Breakdown of the Annual Development Costs

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<td><strong>€1,209,032</strong></td>
<td><strong>€825,086</strong></td>
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Figure 6.2: Breakdown of the annual Development costs

Unlike the EU-level activities, the budget on domestic Development activities has been consistent with the previous review period. The largest component of the domestic activities was the Equal Opportunities Framework (c. €485K per annum).

6.1.2 Outputs

The Equality Authority Development Section has conducted a range of activities during the review period 2006-2008 with tangible outputs. Some of the key activities are listed below. A more detailed list is documented in Appendix VI.

- Secured EU funding to establish the Equality Mainstreaming Unit (tender process), the EurEquality project, EU Opportunities for All and the Anti-Racist Workplace Week;
- Conducted several enterprise schemes with IBEC and Congress;
- Managed a series of projects to promote reasonable accommodation for people with disabilities;
- Managed the project on gender equality issues in marketing and design of goods for children;
- Commissioned the Centre for Gender and Women’s Studies in Trinity College Dublin to prepare a background paper on the diversity of women and multiple discrimination;
- Published a Youth Stereotyping Resource Pack;
- Created guidelines on Impact Assessments for VECs;
- Supported the Equality Authority Chief Executive Officer in coordinating the European Year of Equal Opportunities for All 2007;
- Ran the Burning Issues Programme;
- Provided administrative support to the Public Sector Learning Network;
- Supported the Athlone Chamber of Commerce on the Athlone Promoting Workplace Equality project; and
- Supported the Communications Section in running the nationwide public awareness campaign to promote the European Year of Equal Opportunities for All.

The key outputs derived from these activities included:

- New partnerships developed across private and public sectors;
- Local promotion and publication of the Anti-Racist Workplace Week nationwide achieved through engaging local driver organisations to disseminate information on equality and local businesses and trade unions speak on equality at the events;
- Documentation developed including guidelines on conducting Impact Assessments created for the VEC, a Stereotyping Report, and a Resource Pack for the Youth, and guidelines on the provision of reasonable accommodation for disabled people developed for the Irish Pharmacy Union.

6.1.3 Outcomes

The Development Section focused on building general awareness and promoting equality opportunities through the establishment of new networks and partnerships. Through these partnerships it sought to ensure that organisations were ready and willing to engage with the Equality Authority going forward. It also sought to increase the frequency of contact with
employers believing this was a positive indication of increased interest and support.

During the period 2006-2008, the Development Section reported achieving the following broad outcomes. However as no targets were defined for each outcome or quantifiable measures gathered, the overall impact and effectiveness could not be assessed.

- Increased awareness and interest in Equality issues nationwide especially via the work conducted as part of the European Year of Equal Opportunities for All 2007;
- Increased requests to continue/extend Equality programmes in the workplace; and
- Increased number of projects transferring ownership from the Equality Authority to local businesses, trade unions and partners.

Some examples of each of these outcomes are documented below:

**Increased Awareness and Interest in Equality**
- Equality was the major theme at the Congress Biennial Delegate Conference held in Bundoran, July 2007;
- Private Sector Learning Network, led by IBEC, led to an increased recognition amongst employers of the links between equality and improved business performance;
- The “Athlone Promoting Workplace Equality” project made equality visible within a town context and highlighted the relevance of equality to businesses that had not previously been aware of or interested in equality. It attracted a range of businesses seeking equality support with the Equality Authority providing support to 16 SME’s in Athlone;
- The “Employment Equality Review and Action Plan Scheme (EERAP)” was evaluated by Siobhan Phillips of Eustace-Patterson in a report issued to the Equality Authority on 17 October, 2007. Key findings in the report indicate that the scheme was successful in deepening organisations’ awareness of equality and enabling them to change their overall organisation culture and make it more equality-oriented.

**Continuity and Extension of Equality Programmes**
- Stakeholders seeking to participate in the European Year Legacy Programme based on the success of the European Year of Equal Opportunities for All 2007;
- SME scheme. The SME scheme supported approximately 100 businesses per year;
- The Integrated Workplace Strategy is a follow-on activity from the Anti-Racist Workplace Week. It has a broader equality agenda and pushes the HR agenda within enterprises. This supports the feedback from a recent IBEC Services Survey amongst enterprises which showed that businesses were seeking more innovative advances in HR such as Diversity Management, Work-Life Balance Programmes and Performance Management;
- The success of the “Reasonable Accommodation for People with Disabilities” projects with the Cavan and Kildare County Councils generated further interest from local authorities in the border area. The current project with the Irish League of Credit Unions has been extended to include a North-South dimension on request of the ILCU. The practical handbooks designed for the Pharmacies were well received and commended by the World Health Organisation;
- Following the success of the Impact Assessment guidelines developed by the Equality Authority, the Irish Vocational Education Association (IVEA) has requesting the Equality Authority to support them in implementing the guidelines;
- The success of the ESU “Equality Community Initiative” co-led by the Equality Authority and the Department of Enterprise, Trade and Employment enabled the Equality Mainstreaming Unit to be financed.
Transfer of Project Ownership to Businesses

- Met Éireann led a project on developing an equal status policy for customer service in a public sector setting;
- The Development Section also prompted Laois County Council’s willingness to lead a project integrating an equality focus into induction training for public sector organisations.

6.1.4 Conclusions and Recommendations

The Equality Authority’s strategic objectives include combating discrimination, promoting equality in employment and all areas covered by the Equal Status Acts, and providing information on rights and responsibilities under the legislation.

The Development Section reported that these objectives were achieved through the increase in awareness of equality issues amongst businesses and employers through (a) the networks it established in the labour market, and (b) the specific employer programmes it ran nationwide. However, as the outcomes were not measured, one cannot categorically conclude as to the overall impact of these initiatives.

In terms of value for money, we need to determine whether the resources and funding available during the period under review were efficiently applied, and whether the activities and associated outputs were effectively delivered. In terms of resource productivity, the focus for the period 2006-2008 (and especially 2007) was on the European Year of Equal Opportunities for All 2007 which absorbed significant spend (€800k) and resource effort. Feedback from various stakeholders was positive in relation to the management and roll out of the European Year of Equal Opportunities for All, the level of publicity the Authority received as a result of its roll-out and the increased awareness the programme generated amongst the Public.

In terms of budget, the European Year of Equal Opportunities for All 2007 was the most expensive programme undertaken by the Development Section during 2006-2008. A number of value-add activities were conducted on this programme at what would appear to be a relatively low cost to the Authority. For example, in 2007 the Equality Authority achieved national coverage on the Anti-Racist Workplace Week by providing 9 local businesses with sums of between €3,500 and €7,000 each to disseminate 23,000 information packs on equality; the Youth Council Resource Pack was disseminated by the National Youth Council of Ireland at no cost to the Equality Authority but again achieved a national coverage; and the Stereotyping Report, as a multi-ground initiative, was commissioned for €8,000 and achieved considerable reach across the community through stakeholders representing all nine grounds.

While there were clearly positive outputs from the European Year of Equal Opportunities for All 2007 programme, we cannot categorically measure the level of success delivered as formal assessments were not undertaken by the Equality Authority to measure the outcome and impact of the initiatives.

The Equality Mainstreaming Unit (EMU) should have been a key focus for the Authority since 2007. Assignment of staff to the project, either by recruitment or redeployment within the Authority, has met with delays. As it is now unlikely that the activity will be capable of producing sufficient activity levels within the timeframe of the ESF Operational Programme to enable full drawdown of its ESF allocation to be made, the overall projected expenditure on this project over its seven year period has been reduced from €7m to €4m.

The Development Section delivered on the Employment Equality Review and Action Plan Scheme (EERAP) with a targeted employer group during 2006-2008. However, despite the positive reception it generated amongst its participants we have some reservations about its ability to deliver value for money. The reasons being:

- The Equality Reviews were conducted free of charge to employers but
required a significant investment of time, management input and funding by the Equality Authority. One could argue that a target audience of 20 organisations out of the many thousands of businesses in this category had limited effect;

- The organisations were engaged on a voluntary basis. One could argue that inviting participation from a targeted audience group, with the option to accept or decline, may have proven more beneficial; and
- The sample was very narrow with most candidates volunteering from the public sector. A more accurate reflection would probably have been achieved with representation from both the public and private sectors.

Therefore, we believe the key findings in the Evaluation Report, the output from the review, may have been more valuable with a broader and targeted sample.

Evidence from the activities and outputs delivered in the Equality Authority’s annual reports also show limited representation from some of the grounds for discrimination, namely, women/gender issues outside of employment, travellers and religion. It is understood that not all grounds could have been handled every year but certainly the focus could have been spread more evenly across all grounds across the full three-year period.

**Recommendation – Targeting of Participants in Reviews**

The Development Section spends significant sums on its programmes. Equality Reviews and similar initiatives would likely deliver greater value for money (specifically impact) with a more targeted audience, and a clearly defined outcome measurement process.
6.2 Research Section

The purpose of the Research Section at the Equality Authority is to enhance knowledge and understanding of discrimination and inequalities across the nine grounds covered by the Employment Equality Acts 1998 and 2004 and the Equal Status Acts 2000 to 2004, and to increase awareness of the relevant policies and programmes to address these inequalities. "In practical terms the role of the Research Section involves:

− planning, commissioning and delivering externally contracted projects
− publication and dissemination of research and other (ESU) reports
− providing specialist research and data support to other Sections as required (and to external partners)
− promoting national equality data collection (especially but not exclusively though work with the CSO)
− inputting into policy work of the EA as required (e.g. assisting preparation of submissions, representation in policy fora)
− representing equality interests to the wider research community."

Due to the limited resource capacity within the Research Section, the majority of the research projects undertaken by the Equality Authority are commissioned and then project managed by Research Section staff. The work programme of the Research section is divided into two key areas: the Equality Studies Unit and the General Research Programme.

The Equality Studies Unit was a technical assistance measure under the Employment and Human Resources Development Operational Programme (EHRDOP) of the National Development Plan 2000-2006. It actively worked to address inequality and discrimination in the labour market within specific disadvantaged groups: people with disabilities, older workers, minority ethnic groups (in particular refugees) and Travellers. The work involved research, data collection, information and resource development.

Thirteen commissioned research projects were included in the General Research Programme in the 2006-2008 period. This included seven projects in the 'Research Programme on Equality and Discrimination" which was carried out by the ESRI on behalf of the Equality Authority. (see Appendix VI).

Some of the general research projects had a broad societal focus and others addressed issues in particular sectors or policy areas. The purpose of these reports was to enhance knowledge and understanding of discrimination and inequalities across the nine grounds covered by the equality legislation, and build authoritative evidence through high quality, methodologically sound research.

6.2.1 Inputs – Staffing & Budgets

During the period 2006-2008, the Research Section staffing reduced from 3 resources in 2006 to one in June 2008. They included one Head of Research (Principal Officer) throughout the period, the equivalent of one Research Officer (AO Grade 3) for 35 months and one Clerical Officer for 21 months. These two resources (the Research Officer and the Clerical Officer) were funded and assigned to the Equality Studies Unit (ESU) project. The ESU project concluded in February 2008 and the two resources assigned to this project have rolled off.
The total Research budget decreased from an average of €331k per annum in 2003-2005 to €293k per annum in 2006-2008 on conclusion of the Equality Studies Unit (ESU) project in February 2008. However, the average expenditure on general research increased from an average of €91k per annum in 2003-2005 to €154k per annum in 2006-2008. This excludes the cost of publication and dissemination of reports which is paid from the publications budget (Administration Section). The key component of the expenditure increase in the general research budget was the three-year Economic and Social Research Institute (ESRI) programme, delivering seven separate commissioned studies in 2006-2008 accounting for 78% of the total general research budget.

The ESU budget was part-financed by the Irish Government and the European Union under the National Development Plan 2000-2006. Average ESU expenditure for 2003-2005 was €241k p.a. while for 2006-2007 it averaged €186k p.a. In the first quarter of 2008 it was €46k and this programme is now closed. Unlike the general research budget, spending under this heading included staff costs (for Research Officers and Clerical Officer in the period covered) as well as all direct costs of ESU projects including publications.

80% of all Research projects conducted by the Equality Authority were commissioned externally during 2006-2008. This is considerably higher than the 45% of projects commissioned externally by the Danish Institute of Human Rights. The high percentage commissioned at the Equality Authority reflects the limited resources available in the Research Section to conduct the research in-house.

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**Figure 6.4: Breakdown of the annual Research costs**

### 6.2.2 Outputs

The key outputs from the Equality Authority’s ESU Unit included the development, publication and dissemination of six Wider Equality Measure Studies, two annual conferences, two publications of conference proceedings and three other miscellaneous reports.

Other outputs from the Research Section included 13 research projects. Details on these are outlined in Appendix VII.

In line with the Research Section’s role, the Section was also responsible for developing a number of policy and data reports (three in total for 2006-2008), inputting into a number of projects carried out by the other Sections in the Equality Authority, and engaging with external stakeholders to understand additional requirements for equality research data.
6.2.3 Outcomes

The Research Section of the Equality Authority did not specifically quantify the outcomes from the research it conducted during the period 2006-2008. Instead, it sought to promote general awareness of discrimination and inequalities across the nine grounds covered by the legislation, and awareness of the relevant policies and programmes to address these inequalities. The methods used included building networks amongst key influencers in Irish society, internationally, and across multiple sectors.

This section provides some examples where the Research Section successfully established networks and evidence data to inform policy developments on discrimination in Irish society.

Building Networks

Key networks were established under the ESU programme with education, training and labour market programme providers under the Employment and Human Resource Development Operational Programme of the NDP. Reports were disseminated to the respective owners in these sectors (i.e. the Department of Education and Science, Department of Social & Family Affairs, and FÁS) at associated conferences arranged by the Equality Authority. During 2006-2008, the conferences were attended primarily by representatives from the further education/training sector with numbers increasing from 100 people in 2006 to 120 in 2007.

Similarly networks were established as a result of the individual research projects undertaken or commissioned by the Equality Authority’s Research Section. The Research Section successfully built relationships with key influencers across the Irish Health, Education and Social Services sectors and cross-border relations including:

- National Centre for Partnership and Performance (NCPP);
- Dublin City University;
- HSE-North West Region;
- Equality Proofing Working Group convened by the DJELR;
- Central Statistics Office (CSO);
- Economic and Social Research Institute (ESRI); and
- Equality Commission for Northern Ireland.

Provision of Evidence based Data

The Research Section has enhanced the authoritative evidence available on the nature and extent of discrimination and inequalities in Ireland, both at a societal level and with regards to specific groups and sectors. In addition, this data has helped to shape the agendas of key influencers and organisations in Ireland in a pro equality direction. For example, the Central Statistics Office have increased their collection and publication of equality data; the ESRI have incorporated equality as a new priority in their Strategic Plan; the main employer bodies have proactively disseminated the Equality Authority research to their members as well as incorporating key findings into their development work; the main further education and training providers (i.e. FAS) have incorporated equality proofing into their Strategic Plans; and the HSE has developed specific initiatives in the North West to ensure the needs of the LGB groups are included in the national health policy.

Several of the stakeholders interviewed as part of this Review supported this view noting that for the first time, as a result of the research conducted by the Equality Authority, they were equipped with hard evidence to challenge and disprove any myths that had developed over the years regarding the actual circumstances of persons vulnerable to discrimination within Irish society. The stakeholders agreed that having the data and facts to-hand was instrumental in their ability to change attitudes and drive behavioural change in Irish society.
6.2.4 Conclusions and Recommendations

From the outcomes described in Section 6.2.3, it can be concluded that the Research Section built the Authority’s profile at local, national and international level which is evident from the networks it established and the research studies it conducted at all three levels. The Research Section successfully built evidence data and this was leveraged by businesses, government sectors and stakeholders to drive the case for equality across the nine grounds of discrimination.

In terms of performance, the Research Section conducted 74% of the planned activities documented in its Business Plan. Some of the reasons for activities not being completed included staff constraints at the National Centre for Partnership and Performance; or a decision was taken not to proceed with the research project; or the project results were evaluated and deemed not to meet the requirements of the brief.

The Research Section moved from a process of commissioning individual general research projects to a multi-annual programme approach under the current Strategic Plan. Commissioning the ESRI to conduct 7 research projects as opposed to tendering each individual project helped to ensure management overhead was optimised.

The general operating model for the research function seems reasonable in that maintaining a large in-house team would remove flexibility, and not necessarily give access to the broad range of skill and expertise that may be necessary. A range of external parties are engaged to support research activities and this helps stimulate academic and other interest in the equality arena.

While the above conclusions in terms of outputs are positive, the Research Section did not measure the outcomes from its activities conducted in 2006-2008. Therefore improved outcome measurement is recommended, and in particular a process whereby the conclusions and evidence drawn from research activity (e.g. evidence of higher incidence of discrimination in certain areas) influences the focus on work of other Sections of the Authority e.g. the types of legal cases supported, publicity campaigns.

**Recommendation – Linkage Between Research and Other Activity**

Improved outcome measurement of research activity is recommended, and in particular a process whereby the conclusions and evidence drawn from research activity (e.g. evidence of higher incidence of discrimination in certain areas) influences the focus on work of other Sections of the Authority e.g. the types of legal cases supported, publicity campaigns.
6.3 Communications Section

The Communications Section of the Equality Authority is primarily responsible for the promotion of rights established under the Employment Equality Acts 1998 and 2004 and the Equal Status Acts 2000 to 2004, and for the dissemination of information and materials on equality in Ireland to ensure that the public is well informed about the work and services of the Authority.

The Communications Section has an established Communications Strategy and works to achieve its objectives through the following general activities:

- Producing a wide range of publications (in a range of formats) and training videos, available free of charge to the public;
- Disseminating information on legislation relating to maternity leave, parental leave and adoptive leave;
- Organising public education campaigns including conferences and workshops for local, regional and national groups;
- Implementing a pro-active media strategy; and
- Operating an interactive website with links to other relevant sites where information can be obtained and queries can be posted.

The Communications Section manages Public Awareness Campaigns on behalf of the Equality Authority. Typically these campaigns are run in partnership with other institutions where the Equality Authority project manages the campaigns in exchange for financial support. The Communications Section procures appropriate advertising, including radio, newspaper advertisements and billboards to support these campaigns.

The Communications Section hosts speaking engagements, provides training and conducts seminars on equality in an effort to promote advocacy amongst stakeholders and business partners. The Communications Section provides administrative support to the Research Team and Personal Assistant to the Chief Executive Officer.

A regional Communications Strategy ensures greater accessibility of information across the country, facilitated by the Authority’s office in Roscrea. This has been enabled by the development of relationships with Community Information Centres in the form of partnerships and opening regional clinics throughout the country.

6.3.1 Inputs – Staffing & Budgets

The Communications Section has 16 staff members. At the time of this Review (late 2008) 11 staff (9 full time equivalents) resided in the Dublin Head Office and 5 staff (3.5 full time equivalents) resided in Roscrea.

The Communications Section organises its staff across a number of functions:

- **Public Information Centre (5 staff)**
  The Public Information Centre (PIC) handles all public queries on behalf of the Equality Authority. They provide information on the legislative Acts in relation to Employment Equality, Equal Status, Maternity Protection, Adoptive Leave...
and Parental Leave. There is on average a 50:50 split across the Equality Acts and Family Leave (i.e. maternity protection, adoptive leave, parental leave) calls received. The PIC also prepares initial records for the Equality Authority’s Legal Section on potential case files. In 2008, it was decided that the Public Information Centre would form part of the Advance Office of the Equality Authority in Roscrea under the Decentralisation Programme.

**Library (1 staff)**
The Equality Authority’s library is a research resource for the Equality Authority staff and members of the public. The extensive collection comprises of books, journals, conference proceedings, reports, theses and videos pertaining to the nine grounds covered by the Equal Status and Equality Employment Acts. It also covers subject matters related to the equality agenda such as education, poverty, health, flexible working patterns, housing and childcare. The library collection is for reference purposes only. The service is managed by a part-time librarian.

**Marketing & Media (10 staff)**
The Equality Authority publishes a wide range of documents each year and the Communications Section is ultimately responsible for the production and transmission thereof. The Section works with their colleagues in the Research, Development and Legal teams to ensure publications are completed.

The five roles in the Public Information Centre were transitioned to the Advance Office in March 2007. New resources were recruited locally to fill these roles. The PIC experienced a reduction in calls during 2007 due to telephone infrastructure problems (that have now rectified), increased use of the internet and the Equality Authority website by the public, economic and labour market decline, and the coming on stream of the NERA information services during this period.

The Communications Section had a budget of €900k per annum during 2006-2008, an increase of 15% from the previous review period. The largest spend was on public awareness campaigns (72%, including Profile/Public Awareness, Anti-Racist Workplace Week and National Campaign on Ageism), followed by publications (18%) and seminars (5%).

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Comms Projects</td>
<td>€0</td>
<td>€0</td>
<td>€0</td>
<td>€11,106</td>
<td>€2,311</td>
<td>€10,000</td>
</tr>
<tr>
<td>Library</td>
<td>€25,059</td>
<td>€22,505</td>
<td>€30,304</td>
<td>€26,111</td>
<td>€28,598</td>
<td>€30,000</td>
</tr>
<tr>
<td>Publications</td>
<td>€202,947</td>
<td>€209,161</td>
<td>€251,248</td>
<td>€184,505</td>
<td>€183,518</td>
<td>€120,000</td>
</tr>
<tr>
<td>Profile/Public Awareness</td>
<td>€222,633</td>
<td>€303,908</td>
<td>€126,071</td>
<td>€211,653</td>
<td>€215,663</td>
<td>€219,000</td>
</tr>
<tr>
<td>Anti-Racist Workplace Week</td>
<td>€0</td>
<td>€200,445</td>
<td>€202,664</td>
<td>€235,861</td>
<td>€356,562</td>
<td>€9,578</td>
</tr>
<tr>
<td>National Campaign on Ageism</td>
<td>€0</td>
<td>€202,959</td>
<td>€146,260</td>
<td>€194,195</td>
<td>€232,313</td>
<td>€256,519</td>
</tr>
<tr>
<td>Seminars</td>
<td>€32,396</td>
<td>€72,138</td>
<td>€54,214</td>
<td>€77,239</td>
<td>€24,549</td>
<td>€45,000</td>
</tr>
<tr>
<td>Regional Outreach</td>
<td>€10,836</td>
<td>€10,422</td>
<td>€11,788</td>
<td>€11,105</td>
<td>€3,089</td>
<td>€10,000</td>
</tr>
<tr>
<td>Total</td>
<td>€493,871</td>
<td>€1,021,538</td>
<td>€822,549</td>
<td>€951,775</td>
<td>€1,046,603</td>
<td>€700,097</td>
</tr>
</tbody>
</table>

**Figure 6.6: Breakdown of the Annual Communications costs**
A total of €683k was spent in 2006-2008 on the National Campaign on Ageism but no research was conducted during this period to understand the issues around ageism or define trends in this area; nor was any significant development activity conducted in the area of ageism in terms of working directly with volunteer organisations and stakeholder groups to drive a change in attitude towards ageism during this period. Smaller age-related projects were conducted i.e. the development of guidelines/pack for the Youth reach Programme. Hence this review would question the rationale for the continued investment in the Anti-Ageism campaigns for the last five years.

6.3.2 Outputs

The outputs reported by the Communications Section during the period 2006-2008 included:

- Handling 10,000 calls on average per annum;
- Over ½ million hits on the Equality Authority’s Homepage in 2007;
- Publication of all Equality Authority reports (other than Research reports);
- Twelve public awareness campaigns;
- Multiple seminars, launches and events;
- Media monitoring and liaison (i.e. articles in national newspapers);
- Several “training” programmes and speaking engagements;
- Regional outreach programme via the 80 Citizen Information Centres and 280 libraries nationwide.

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total queries to the PIC</td>
<td>10,799</td>
<td>11,257</td>
<td>11,474</td>
<td>10,585</td>
<td>10,993</td>
<td>10,443</td>
</tr>
</tbody>
</table>

**Figure 6.7: Total queries to the PIC**

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment Equality Acts</td>
<td>3,011</td>
<td>2,621</td>
<td>3,094</td>
<td>2,933</td>
<td>3,047</td>
<td>2,819</td>
</tr>
<tr>
<td>Equal Status Acts</td>
<td>2,143</td>
<td>1,614</td>
<td>1,603</td>
<td>1,560</td>
<td>1,559</td>
<td>1,821</td>
</tr>
<tr>
<td>Maternity Protection Acts</td>
<td>2,951</td>
<td>4,375</td>
<td>3,891</td>
<td>3,761</td>
<td>4,275</td>
<td>4,117</td>
</tr>
<tr>
<td>Adoptive Leave Acts</td>
<td>104</td>
<td>138</td>
<td>112</td>
<td>181</td>
<td>134</td>
<td>97</td>
</tr>
<tr>
<td>Parental Leave Acts</td>
<td>1,604</td>
<td>2,509</td>
<td>2,699</td>
<td>2,195</td>
<td>1,996</td>
<td>1,589</td>
</tr>
</tbody>
</table>

**Figure 6.8: Breakdown of queries by legislation**

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total visits to the homepage</td>
<td>N/A</td>
<td>N/A</td>
<td>279,660</td>
<td>471,679</td>
<td>507,666</td>
<td>452,248</td>
</tr>
</tbody>
</table>

**Figure 6.9: Total visits to the homepage**

The Communications Section managed the roll-out of a number of Public Awareness Campaigns. There were three fixtures in the Communications Section’s calendar during this period:

1. The Anti-Racist Workplace Week;
2. Say No to Ageism Week; and

On top of these campaigns, the Authority selected an additional topic per year on which to focus public awareness. In 2006, the public awareness campaign was on Homophobia in Second-Level Schools, in 2007 there were campaigns on Reasonable Accommodation of People with Disabilities, and on European
Year of Equal Opportunities for All. The topic for each of these campaigns was typically dependent on the types of public queries being raised via the Equality Authority’s Public Information Centre.

The Communications Section organised a number of conferences during the period. For example, the “Equality, Legislation and the Constitution” Conference with the Faculty of Law at the National University of Ireland, Galway and the Department of Justice, Equality and Law Reform, and the international legal conference entitled “Thirty Years of Gender Equality Legislation – Progress Made and Future Perspectives”.

6.3.3 Outcomes

The primary purpose of the Equality Authority’s Communications Section is to ensure the public is well informed about the work and services of the Authority. Hence a key outcome would be a proven increase in the public’s awareness of the Equality Authority and its services.

In 1999, the National Omnibus Survey was conducted to establish the public’s awareness of the existence of the Authority. The results showed that 33% were aware of the establishment of the Equality Authority. In 2008, that number had increased to 78%, according to the Public Attitudes to Equality Issues in Ireland survey conducted by Social Market Research (SMR). One may infer that this increase in the awareness of equality and equality initiatives in Ireland is attributed to the 12 Public Awareness Campaigns that were conducted in the period 2006-2008 especially as the majority of the Communications Section budget (72%) in this period was spent on these campaigns. However, there is no outcome or impact analysis to clearly validate this inference.

The purpose of the Public Attitudes to Equality Issues in Ireland Survey was to assess public views and knowledge of equality, with a particular emphasis on the labour market, education and training; ascertain knowledge of actions to promote equality at EU and national level; and identify public support for further action at EU and national level in relation to equality. The key findings from this survey show:

- 32% of Irish adults rate their understanding of Ireland’s anti-discrimination laws as either excellent/good, 34% fair and 29% poor;


- 47% of Irish adults were aware that 2007 was the European Year of Equal Opportunities for All, with lower levels of awareness recorded for the EU EQUAL Programme (27%), Ireland’s National Work Life Balance Week (25%) and that Ireland has an annual Anti-Racist Workplace Week (28%);

- Most adults believed that discrimination in Ireland on the grounds of being a Traveller (66%) and on the grounds of ethnicity (56%) is widespread. Most adults expressed positive attitudes towards a range of groups (e.g. disability, migrant workers, gay, lesbian, bisexual and ethnicity) in particular scenarios (i.e. as a work colleague, neighbour or if a family member or friend were to marry or enter a relationship). However most adults would mind having a Traveller as a neighbour or if a close relative were to marry a Traveller;

- 66% of Irish adults believe that further support for equality at an EU level would make Ireland a more tolerant country, 53% of Irish adults feel that EU actions have improved equality for groups of people at risk of experiencing discrimination in Ireland, and 59% of Irish Adults support more action on equality at an EU level.
An insight into the coverage or reach achieved from the Equality Authority Public Awareness Campaign can be seen from the table below. The statistics prove that the Public Awareness Campaigns have been successful in reaching a wide audience group. These two campaigns were conducted every year during 2006-2008.

<table>
<thead>
<tr>
<th></th>
<th>Press</th>
<th>Radio</th>
<th>Billboards</th>
<th>Bus Shelters</th>
<th>Luas</th>
<th>DART</th>
</tr>
</thead>
<tbody>
<tr>
<td>Work Life Balance 2008</td>
<td>1,044,766</td>
<td>3,248,000</td>
<td>15 locations</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Say No to Ageism 2008</td>
<td>829,893</td>
<td>62%1</td>
<td>32 locations2</td>
<td>100 sites3</td>
<td>226,000</td>
<td>210,0004</td>
</tr>
</tbody>
</table>

Figure 6.10: Extent of reach by Communication Public Awareness Campaigns in 2008 (statistics provided by the CAFAS system)

1 Nationwide coverage of 18 to 55 year olds.
2 VAC assumed at 7.3m audience as 647,817 people will see billboards 11.4 times
3 43% coverage in Dublin and 17% coverage nationwide
4 Number of passengers per day on the DART. Dublin only.

6.3.4 Conclusions and Recommendations

That the general public has become more aware of the existence of the Equality Authority, its role and services, is reflected in a comparison of the National Omnibus Survey (1999) and the Public Attitudes to Equality Issues in Ireland survey (2008).

In terms of Value for Money, the Communications Section’s Charter focuses on accessibility, efficiency and effectiveness. Its customer service standards are documented in the Authority’s Customer Service Action Plan and a review of this plan was conducted in August 2002. The key findings from the 2002 report, which were also reiterated during consultation at stakeholders meetings for this Review, include:

- Praise for the inclusive manner in which the Equality Authority consults with representative bodies, where representative bodies are provided with the opportunity to put forward their views;

- Staff were highly regarded in terms of their knowledge of the legislation, their customer friendliness and the quality of the advice offered;

- Customers were particularly appreciative of the helpfulness of the Equality Authority’s personnel with 90% agreeing with the statement “The Authority’s personnel are polite and helpful” and 86% of customers findings the Authority’s publications and leaflets “easy to read and informative”. Overall 84% of respondents agreed they were happy with the equality of the service they had received (Customer Service Action Plan, 2002).

In terms of accessibility, the Public Information Centre and all of its channels (physical, phone, internet) is the main point of access for the public. The results from a recent review on Customer Comment Cards show that there have been some issues regarding accessibility and delays in correspondence from the Public Information Centre. Out of the total of 10 complaints, 5 related to delays in the Equality Authority responding to queries or correspondence, 2 related to the layout/content of the website, 2 related to difficulties in getting through to the Equality Authority’s Public Information Centre, and 1 related to an investigation being conducted by the Equality Tribunal, so it had been wrongly routed. However, 10 complaints is an overall small number in comparison to the total number of customer contacts.

In terms of efficiency, the average cost of running a Public Awareness Campaign by the Equality Authority is c. €200k. See Figure 3.5 for the campaign costs associated with the Anti-Racist Week and the National
Campaign on Ageism. From a cost management perspective, the Communications Section has successfully negotiated special rates with advertising providers and graphic design organisations to manage and share the costs of public awareness campaigns.

**Matters for Further Consideration**

The following should be considered going forward:

- Is there a continued demand in Ireland for four National Public Awareness Campaigns to be conducted every year? In comparison, the Equality Commission for Northern Ireland with a budget of c. £7m per annum targeted to conduct one Public Awareness Campaign in its Corporate Plan 2006-2009; and the UK Human Rights Commission aimed to conduct one Public Awareness Campaign (per annum) in its annual Business Plan 2008/2009 with a provisional budget of £70.3m;

- Are the campaigns effective if, for example, after six years running campaigns a quarter of Irish adults are aware of Ireland’s National Work Life Balance Week (25%) and Ireland’s Anti-Racist Workplace Week (28%)?

Finally it should be considered whether the Equality Authority is the most relevant body to handle calls and queries on maternity, parental and adoptive leave. The Equality Authority currently provides information to the public on the Parental Leave Acts, the Maternity Protection Acts and the Adoptive Leave Acts (under Section 39 of the Employment Equality Acts 1998 to 2008). The Equality Authority may (under Section 67 of the Employment Equality Acts 1998 to 2008) assist persons who have been discriminated against, harassed or victimised under the Employment Equality or Equal Status Acts. The Authority, however, has no statutory mandate to provide such assistance or legal advice to persons in dispute with their employer under the Parental Leave, Maternity Protection or Adoptive Leave Acts. NERA, the National Employment Rights Authority, is responsible for providing information on employment rights in Ireland to employers, employees and other interested parties, covering employment rights relating to Wages, Annual Leave, Working Hours, Redundancy, Dismissal and Notice. It may be considered more appropriate for all information calls and advice on parental, maternity and adoptive leave to be handled by NERA.

**Recommendation – Awareness Campaigns**

We recommend that the number of annual awareness campaigns and their funding mechanism be reviewed to ensure alignment with the Equality Authority Business Plans and priorities at any given time, and cost sharing with other parties where appropriate.

**Recommendation – Maternity, Parental and Adoptive Leave**

We recommended in the interest of efficiency that consideration be given as to whether the Equality Authority is the most relevant body to handle calls and queries on Maternity, Parental and Adoptive Leave, or should this function be solely handled by NERA which is responsible for providing information on employment rights.
6.4 Legal Section

The Legal Section of the Equality Authority is primarily responsible for creating law reform proposals under the above legislation; providing legal advice and legal representation to individuals bringing discrimination claims against their employer; creating Codes of Practice; conducting Inquiries into any areas associated with the functions of the Authority (Section 58); conducting equality investigations and enforcing the legislation.

The Legal Section’s focus during 2006-2008 has been primarily on providing legal advice to individuals bringing discrimination claims against their employer, representing individuals at the Equality Tribunal, and external seminars / training.

The Legal Advisor is responsible for proofing publications, press releases, templates, research reports published by the Equality Authority before they are released to ensure all documents are legally accurate and up-to-date in terms of new case law and/or new legislative provisions. The Legal Advisor also provides internal training to the Public Information Centre on handling and logging case file queries, and external training to Trade Unions, Employers, the Law Society and Community Groups, although this is not within the statutory remit.

6.4.1 Inputs – Staffing & Budgets

There are 17 staff in the Equality Authority’s Legal Section. These resources are assigned across 4 teams. The Head of Legal has a number of roles: Head of the Section & Team Lead for one of the 4 teams (40%) and Legal Advisor (60%).

It was suggested that the Section is currently short one solicitor and that assignment of another solicitor to head up the fourth team would release the Legal Advisor to focus on her other duties. There are a high number of part time resources in the Legal Section: 6 job sharers and 1 work share.

![Legal Section Organisation Chart]

The Legal Section is the largest team and accounts for 30% of the Equality Authority’s staffing and 7% of the total non-pay budget. The Legal Section had a non-pay budget of €335k for 2008, an increase of 48% over 2007 and an increase of 22% between 2006 and 2007. The highest proportion of the Legal spend is on barrister fees.

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legal Fees</td>
<td>€238,658</td>
<td>€139,927</td>
<td>€221,814</td>
<td>€185,162</td>
<td>€226,471</td>
<td>€335,000</td>
</tr>
</tbody>
</table>

![Figure 6.12: Annual Legal Fees Paid]
6.4.2 Outputs

The Legal Section reports that:

- 768 new case files opened in the period 2006-2008;
- 613 cases closed in the period 2006-2008, highest number of applications closed out over the last 6 years.
- C. 150 decisions on plenary applications in the period 2006-2008;
- 60% settlements on cases submitted to the Equality Tribunal;
- Proofing external publications.

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment Equality Acts</td>
<td>561</td>
<td>370</td>
<td>359</td>
<td>404</td>
<td>360</td>
<td>215</td>
</tr>
<tr>
<td>Equal Status Acts</td>
<td>792</td>
<td>509</td>
<td>358</td>
<td>366</td>
<td>328</td>
<td>230</td>
</tr>
<tr>
<td>Intoxicating Liquor Act</td>
<td>n.a.</td>
<td>10</td>
<td>37</td>
<td>83</td>
<td>49</td>
<td>37</td>
</tr>
<tr>
<td>Total (New Case Files)</td>
<td>1,353</td>
<td>889</td>
<td>754</td>
<td>853</td>
<td>737</td>
<td>482</td>
</tr>
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</table>

Figure 6.13: Number of Total and (Open) Applications

<table>
<thead>
<tr>
<th></th>
<th>2006</th>
<th>2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open Statement¹</td>
<td>454</td>
<td>472</td>
</tr>
<tr>
<td>New Cases</td>
<td>385</td>
<td>204</td>
</tr>
<tr>
<td>Closed</td>
<td>381</td>
<td>232</td>
</tr>
<tr>
<td>Closing Statement²</td>
<td>472</td>
<td>444</td>
</tr>
</tbody>
</table>

Figure 6.14: Number of Case Files Closed per Annum

¹ “Current Situation on Open Cases” for the previous year across all 3 Acts  
² “Current Situation on Open Cases” at the end of the year across all 3 Acts

The number of decisions on plenary applications so far in 2008 is 52. It includes 36 on the Employment Equality Acts 1998 to 2008 and 16 on the Equal Status Acts 2000 to 2008. No applications were submitted regarding the Intoxicating Liquor Act 2003. There has been a 24% increase in the number of decisions performed by the Equality Authority during the period of 2006-2008, compared to the previous review period.

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment Equality Acts</td>
<td>24</td>
<td>15</td>
<td>24</td>
<td>23</td>
<td>24</td>
<td>36</td>
</tr>
<tr>
<td>Equal Status Acts</td>
<td>19</td>
<td>21</td>
<td>14</td>
<td>18</td>
<td>12</td>
<td>16</td>
</tr>
<tr>
<td>Intoxicating Liquor Act</td>
<td>N/A</td>
<td>4</td>
<td>6</td>
<td>28</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>43</td>
<td>40</td>
<td>44</td>
<td>69</td>
<td>37</td>
<td>52</td>
</tr>
</tbody>
</table>

Figure 6.15: The Number of Applications considered
During 2006-2007, 114 cases were submitted by the Authority to the Equality Tribunal. This figure represented 7% and 4% of all cases handled by the Equality Tribunal in 2006 and 2007 respectively. In terms of settlement, the percentage of cases settled in court increased from 57% to 75% from 2006 to 2007 giving an average of 66% per annum.

<table>
<thead>
<tr>
<th>Court Case Files</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>70</td>
<td>44</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Figure 6.17: Number of Case Files brought to Court

1 Sum of Lost, Resolved to Satisfaction and Won cases in Figure 6.18

<table>
<thead>
<tr>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advice Given</td>
<td>82</td>
<td>49</td>
</tr>
<tr>
<td>Complainant taking case</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Declined to proceed</td>
<td>80</td>
<td>42</td>
</tr>
<tr>
<td>Insufficient grounds to proceed</td>
<td>40</td>
<td>7</td>
</tr>
<tr>
<td>Lost case</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>Other reasons</td>
<td>35</td>
<td>28</td>
</tr>
<tr>
<td>Outside Scope</td>
<td>19</td>
<td>12</td>
</tr>
<tr>
<td>Private Settlement</td>
<td>21</td>
<td>31</td>
</tr>
<tr>
<td>Referred to EAT</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Referred to own solicitor</td>
<td>10</td>
<td>8</td>
</tr>
<tr>
<td>Referred to Trade Union</td>
<td>10</td>
<td>4</td>
</tr>
<tr>
<td>Representation refused</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Representation Withdrawn</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Resolved to satisfaction</td>
<td>46</td>
<td>26</td>
</tr>
<tr>
<td>Settled at mediation</td>
<td>9</td>
<td>2</td>
</tr>
<tr>
<td>Won case</td>
<td>17</td>
<td>15</td>
</tr>
<tr>
<td>Total</td>
<td>381</td>
<td>232</td>
</tr>
</tbody>
</table>

Figure 6.18: Breakdown of Closed Applications

The Equality Authority currently uses a FACTS case management system. This is an old software package which is getting more difficult to support. Therefore, it is recommended that the Equality Authority assess the costs and benefits associated with the updating and enhancement of its case management system, and in doing so consider, inter alia, the potential synergies that could be derived by adopting the software used by similarly
working bodies such as the Legal Aid Board and the Equality Tribunal. Such an approach would be consistent with the shared services and cost benefits that can be achieved through migration to the CITRIX environment. Work is currently (mid 2009) on-going to improve case management processes and systems within the Authority.

6.4.3 Outcomes

The primary purpose of the Equality Authority’s Legal Section is to provide sound legal advice to the public on equality legislation and to represent individuals where "the Authority is satisfied that the case to which the request relates raises an important matter of principle, or it appears to the Authority that it is not reasonable to expect the person making the request adequately to present the case without assistance...and assistance under this section shall be in such form as the Authority at its discretion thinks fit" (Section 67, Page 50, Employment Equality Act 1998).

Our review did not involve an audit of the cases represented by the Equality Authority, but our discussions with interviewees questioned whether the cases were aligned to the criteria outlined in Section 67 of the Employment Equality Act 1998. Feedback indicated that for the majority of cases, the Equality Authority did adhere to the criteria and the cases “satisfied an important matter of principle”. However there were specific cases where interviewees had reservations in terms of whether the case itself raised an important matter of principle, whether the case should have been referred to the individual’s solicitor (or an alternative route) and whether the case comfortably “fit” with the Equality Authority’s statutory mandate.

The publicity or media coverage surrounding the cases and the awards granted to Equality Authority cases were also discussed. For the most part, interviewees commended the Equality Authority’s success in raising its profile and awareness amongst the public via high-profile discrimination cases. There was some concern that the trend in high awards may set a precedent for future discrimination cases, but argued that the high awards could prove to be preventative in nature, such that employers would be persuaded against discriminating an individual. Examples of high awards in 2007 included €90k granted for an appeal of an Equality Tribunal decision on Age discrimination regarding access to voluntary severance; and €20k (two years salary) for a sexual harassment case.

No feedback was gathered from individuals on their perception and satisfaction with the Equality Authority in the end-to-end process from the provision of information (by the PIC), handling their application and reverting with a decision, through to representing them in court and achieving a settlement.

6.4.4 Conclusions and Recommendations

In 2008 the Legal Section’s budget was €335k for non-pay activities, an increase of 48% on 2007 despite new application volumes falling by 20% in the same period (See 4.4.2 (a): Number of Total (and Open) Applications). The reason for the increase in budget was to cover the cost of legal fees for barristers for legal representation in specific cases and a €100k budget for inquiries. It needs to be considered whether supporting so many legal cases is benefiting the Authority’s statutory mandate in promoting equal opportunities and combating discrimination, or is it simply benefiting the individual (in terms of awards) and the legal counsel.

Given the draw on resources, difficulty in predicting external legal costs and the availability of alternative means of support (e.g. individual’s solicitors, trade unions, etc.) it is recommended that consideration be given to focusing the number of cases being represented by the Equality Authority on strategic issues only. While there are clear processes and criteria for defining which cases should be supported, recommend that the core focus is on cases that address important areas of legal principle and untried areas of the equality legislation.
It is also noted that the Equality Authority does not typically tender for the provision of legal advice or assistance. It is recommended that formal tender processes, framework agreements or other competitive arrangements are put in place to ensure that the Equality Authority gets the best value in the procurement of legal advice and assistance.

**Recommendation – Provision of Legal Support**

Given the draw on resources, difficulty in predicting external legal costs and the availability of alternative means of support (e.g. individual’s solicitors, trade unions, etc.) it is recommended that consideration be given to reducing the number of cases being represented by the Equality Authority. While there are clear processes and criteria for defining which cases should be supported, we recommend that the core focus is on cases that address important areas of legal principle and untried areas of the equality legislation. Due consideration should be given to the costs and benefits of taking legal proceedings in particular cases.

**Recommendation – Case Management System**

It is recommended that the Equality Authority assess the costs and benefits associated with the updating and enhancement of its case management system, and in doing so consider, inter alia, the potential synergies that could be derived by adopting the software used by similarly working bodies such as the Legal Aid Board and the Equality Tribunal. Such an approach would be consistent with the shared services and cost benefits that can be achieved through migration to the CITRIX environment.
6.5 Administration Section

The Administration Section supports the work of the Equality Authority by securing and supplying the necessary human, financial and technical resources and managing the working environment. The Administration Team has the following core responsibilities: Corporate Support, Estate Management and Financial Management (i.e. budget planning, management and control, invoicing); Training & Development, and Performance Management; Technology; Procurement; Facilities; and Customer Services.

The Department of Justice, Equality & Law Reform is responsible for HR management and the allocation of staff and funds to the Equality Authority. The Equality Authority is responsible for induction of staff, training and monitoring their performance.

The Administration Section prepares all financial and management reports and statements for the Equality Authority Board. It provides financial information to the Department of Justice, Equality & Law Reform and draws down grant-in-aid from it. Some financial administrative support is provided by the Financial Shared Services Centre in Killarney, e.g. payroll.

The Administration Section manages all accommodation services including rent, heating, lighting etc. and is responsible for managing cross-section activities including publications and postage, stationery and office supplies, equipment (i.e. phones, fax, printers) and procuring external services that support these functions (i.e. IT, cleaning).

Until 2007, the Equality Authority had an in-house IT Manager within the Administration Section and could draw down additional technical support from the Department. In March 2007, the IT Manager was decentralised to another Department and since then IT maintenance has been contracted out to a third party service provider.

Since March 2007, the Administration Section has managed the implementation of a new IT infrastructure to support the establishment of the Advance Office in Roscrea including a new data link, a new telecommunications network and new PCs and servers for the Roscrea office. This work was facilitated by the Departments IT Division.

6.5.1 Inputs – Staffing & Budgets

The Administration Section has 10 staff and a vacancy in the Services work stream. Five of the posts were relocated to Roscrea.

![Administration Organisation Chart](image-url)

In 2005, there were ten staff in the Administration Section. In 2007, the team size increased to 14 staff for a period, reflecting the recruitment of additional resources for the Advance Office in Roscrea as part of the decentralisation programme. In 2008, the team returned to 10 resources with one vacancy still outstanding.

Between 2005 and 2007, the Administration Team lost three key staff in IT, Finance and Procurement, and a further three staff between 2007 and 2008. This has meant that out of a team of ten staff, 60% have changed
in four years, accompanied by a loss of skills and expertise and a requirement for up-skilling and retraining.

In 2007, considerable time and effort was spent on training the resources for Roscrea and for a period of four months, these five roles operating in two locations as part of a "work-shadowing" programme for the new recruits. The transition and up-skilling of these resources put considerable pressure on maintaining business-as-usual and service to customers.

The average annual budget for the Administration Section for the period 2006-2008 was c. €1.2m\(^2\) compared to an average budget of €941k for the previous Strategic Plan period (2003-2005). The Administration budget accounts for the largest component of the Authority's non-pay spend at 33%. The increase in spend from the previous review period to the current period has been due to a significant increase in Accommodation costs (i.e. rent, heating, lighting, cleaning and IT maintenance costs) since 2003. In 2003, accommodation costs were c €438k; in 2008 they had jumped to €705k, an increase in absolute terms of €267k or 61%.

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
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<td>Rent</td>
<td>€300,696</td>
<td>€337,043</td>
<td>€384,270</td>
<td>€402,250</td>
<td>€402,250</td>
<td>€402,250</td>
</tr>
<tr>
<td>Cleaning, Repairs &amp; Maint.</td>
<td>€106,289</td>
<td>€114,200</td>
<td>€139,138</td>
<td>€210,426</td>
<td>€239,941</td>
<td>€246,884</td>
</tr>
<tr>
<td>Heat and Light</td>
<td>€16,135</td>
<td>€17,698</td>
<td>€17,896</td>
<td>€22,012</td>
<td>€27,012</td>
<td>€33,220</td>
</tr>
<tr>
<td>Insurance</td>
<td>€15,301</td>
<td>€17,121</td>
<td>€19,998</td>
<td>€22,199</td>
<td>€20,806</td>
<td>€22,884</td>
</tr>
<tr>
<td>Total</td>
<td>€438,421</td>
<td>€486,062</td>
<td>€561,302</td>
<td>€656,887</td>
<td>€690,009</td>
<td>€705,238</td>
</tr>
</tbody>
</table>

Figure 6.20: Breakdown of Accommodation Costs

The peak in IT maintenance costs in 2006 was due to the drawdown of services by the Equality Authority from a Department of Justice, Equality & Law Reform IT support and maintenance contract as result of the IT manager being on maternity leave; in 2007, the increase was a result of increased investment in the upgrade and replacement of the IT infrastructure (i.e. firewalls and servers), the establishment of a data link between Dublin and the Advance Office (c €100k per annum); and the decision to sub-contract IT maintenance to an external IT support provider due to the loss of the IT Manager to another Department as part of the Decentralisation process.

The key driver for the investment in a new IT system was a full Health Check of the Equality Authority IT system, conducted in October 2006 facilitated by the Departments IT Division. This report made a number of recommendations. These recommendations aimed to "improve the speed of the Equality Authority’s network, to make it more resilient and to keep it aligned with software vendor support". Common to these recommendations was the fact that servers were approaching obsolescence (dating back to 1999) and there were instabilities in their performance; software required a range of patches and updates across the system; support availability was expiring given the timeline of some of the products in use; the system was too close to its storage capacity; and security packages were advisable to meet new challenges including a back-up regime off site.

The recommendations of the System Health Check (2006) were reflected in the business plan of the subsequent period and included in the Modernisation segment of the Equality Authority’s Action Plan under the National Partnership Agreements. All recommendations were implemented.

A decision was made in 2006/7 to upgrade the existing IT infrastructure due to the age and stability of the legacy systems. In 2008, an IT
position paper was prepared around migrating to the Justice Sector IT Shared Services; this is in line with current policy on public sector modernisation and the efficiencies to be gained from using Shared Services. As part of the standard migration process to the shared service, the Department has indicated that it aims to re use existing hardware and software systems where possible. The costs of migration will be borne by the Department. The annual costs per user of the shared CITRIX services have yet to be agreed.

1 Excluding salaries

6.5.2 Outputs and Outcomes
A review of the Business Plans in 2006-2007 confirms that the Administration Section delivered against its planned activities. Some of these outputs/outcomes include:

- Effective management of resources and their movements within the Authority, including recruitment, induction and training activities;
- Effective tracking of expenditure at cost code level. There were some anomalies where amounts were charged to the incorrect charge code but overall accounting practices were good;
- Regular financial reporting to the Department of Justice, Equality and Law Reform and its Shared Services Centre in Killarney on budgets and expenditure;
- Effective management of all procurement services, tenders, contracts and payables;
- Effective implementation of a new Performance Management & Development system in 2007; Although there have been some teething problems with the telecommunication infrastructure, these have been addressed and there is now a fully operational office in Roscrea; and
- Effective upgrade and replacement of the obsolete IT infrastructure across the two sites.

6.5.3 Conclusions and Recommendations
During 2006-2008, the Administration Section budget accounted for 33% of the total Equality Authority non-pay budget, the highest proportion of the non-pay budget across all Sections. As a support function, this proportion of spend appears high and it is essential going forward that spend on administration is closely managed and monitored on a regular basis in an effort to keep costs to a minimum.

During the same period 60% of the staff in the Administrative Section left the organisation.

Other Areas for Efficiency
Despite the considerable amount of change that occurred in the Administration Section, instances were identified, in this Review where it was believed that efficiencies could have been improved, for example:

- “Work-shadowing” to transition four roles from Dublin to Roscrea. Training days had increased from 60 to 78 days from 2006-2008 to cover the cost of inducting new recruits into the Advance Office. On top of this, four new staff partook in a work-shadowing training programme for a period of 4-5 months for Administration roles. The impact of this decision was that the non-pay budget was reduced by €260k in 2008 to accommodate the over spend and this reduced the number of activities that could be performed in core areas. It is also perceived that these Administrative skills could have been trained in a
more cost effective way (e.g. preparation of quality handover documents, easy reference guides, or working instructions, establishment of a “buddy” approach where a new recruit works with an existing member of staff who will be retained in the organisation and learns from them).

6.6 Conclusions and Recommendations

The preceding analysis of the work of the individual Sections within the Equality Authority indicate that it has made a positive contribution to the promotion of the equality agenda in the period under review. All Sections of the Authority demonstrate high levels of activity and output, and significant engagement with stakeholders. What is harder to assess is the overall effectiveness and impact of these activities. By reputation, general awareness, and anecdotally the Equality Authority is seen as effective, but as noted on a number of occasions throughout this Section there is a lack of detailed outcome measurement and quantitative impact assessment. See also Section 9.

Recommendation – Outputs and Outcomes

The key finding from this Review is whilst outputs were documented in the annual Business Plans target outcomes are typically not defined, and in the absence of any formal performance measurement approach it was not possible to ascertain what outcomes had been achieved for the period. Some general conclusions are drawn on outcomes in Section 4 but no evidential data was available to support these conclusions. This relative weakness in outcome measurement can question the effectiveness of the overall organisation.

Therefore, in addition to the existing input, activity and output measurement and reporting, enhanced outcome measurement and impact assessment is recommended. The use, inter alia, of independent surveys would also be useful in assessing the real impact on the equality agenda.

In line with the OECD Review of the Irish Public Service (Ireland – Towards an Integrated Public Service), and the Report of the Task Force on the Public Service (Transforming Public Services, Citizen Centered – Performance Focused), there are a number of alternative organisational approaches worth considering. A number of these relating to shared services and procurement are particularly relevant to the Administration Section and are discussed further in Section 7.
Section 7  Alternative Organisational Approaches

Efficiency is a key theme of Government policy and is reflected in the 2009 Budget announcement for the planned integration of the Equality Authority and the Human Rights Commission in terms of their shared back office and administrative services.

In conducting this Review we undertook a detailed analysis of the work of each Section within the Equality Authority – see Section 6. This analysis has also been considered in the context of the recommendations set out in the OECD Review of the Irish Public Service (Ireland – Towards an Integrated Public Service), and the Report of the Task Force on the Public Service (Transforming Public Services, Citizen Centered – Performance Focused).

7.1 Coordination with Other Agencies

The Transforming Public Services Report clearly demonstrates the benefits associated with many State Agencies, and the role of the Equality Authority in promoting the equality agenda, including compliance with equal status legislation, has been highlighted throughout this report. The Transforming Public Services OECD Report also highlighted the pitfalls associated with too many agencies. Section 5 of this Report indicated that there is sometimes confusion on the part of the public as to which is the most appropriate agency to approach for information, support or advice – the Equality Authority, the Equality Tribunal, NERA, Human Rights Commission, the National Disability Authority, the Citizens Information Board, etc. There is also the risk of duplication of effort, and the opportunity for improved cooperation to achieve overall greater impact and synergies in the use of resources.

As such it is recommended that opportunities for improved cooperation and coordination between public bodies (specifically the bodies referenced above) should be exploited to the fullest extent, while clearly acknowledging the legislative mandates of each. Such opportunities may range from integrated planning of initiatives, shared research, combined publicity campaigns, and integrated customer services (see also Section 7.2).

7.2 Customer Services

The Equality Authority has a customer services unit, the Public Information Centre (PIC), and this unit is responsible for handling all customer queries and providing advice and information on legislation over the phone, via email or post to the general public (See Section 6.3 for details and analysis of the work of the PIC). Other bodies including the Equality Tribunal, NERA, the Human Rights Commission, the National Disability Authority, the Citizens Information Board and the National Disability Authority all provide similar services.

There are a number of alternatives worthy of consideration in relation to the provision of information and advice to the public as follows:-

- The information and advisory functions of a number of bodies could be combined into a single customer contact/service centre. This centre could handle all initial enquiries, provide basic information and advice, and route more complex queries on to the appropriate agency. A single contact may also help avoid some of the confusion referenced above.

- The Authority could further leverage the network of Citizen Information Centres to facilitate the dissemination of information nationwide, provide basic advice, and route more complex queries back to the Authority.

- The Equality Authority could, if considered more economic or effective, outsource some or all of the information functions. A number of other Agencies such as the Taxi Regulator and Financial Services Regulator outsource similar activities.
Consideration of these options is consistent with the recommendations in relation to “Deepening Citizen Engagement” set out in the Transforming Public Services Report, particularly in relation to multi channel access and the delivery of integrated services to the citizen. Which of these options (or combination of options) is ultimately selected will require a feasibility assessment across a range of bodies. This assessment should include consideration of the nature of enquiries and types of information disseminated, the level of knowledge/training required, a cost benefit analysis, and a channel analysis i.e. how best to deliver the services to the public such – call centres, internet (public service portals), publications, third parties, walk in centres, etc. The ongoing Customer Service Charter and Action Plan review within the Equality Authority is also an important input.

7.3 Shared Services

Shared services is a well established means of reducing administrative costs and spreading best practice, and should be particularly attractive to smaller agencies such as the Equality Authority where it may not be economic to retain expertise across areas such as finance and information technology. While some activities are already shared or outsourced, others should be considered. The specific additional activities to be transferred to shared services will need to be defined as part of a detailed assessment of the Administration Section’s processes and activities, but could likely include administrative, financial, procurement and information technology activities.

In relation to the delivery of these services, it is Departmental policy to deliver them by way of a broader shared services arrangement with other agencies. The principal focus now is on the introduction of measures which will reduce the operating costs of all the Department’s agencies to the greatest extent possible while ensuring that quality and continuity of service are delivered. Work is ongoing in the Department in order to achieve this objective, and on a broader scale Working Groups have been set up to progress the shared services recommendations set out in the Report of the Task Force on the Public Services (Transforming Public Services).

In addition, where the Authority wishes to upgrade or improve its administrative systems, applications in use within the Department should be considered e.g. the existing Sage financial system is potentially close to the end of its useful life and fixed asset records are maintained on spreadsheets.

7.4 Procurement Services

The Equality Authority spends significant sums on the procurement of advertising space, commissioned research, graphic design, printing and publishing, and other goods and services. Research and experience indicates that where organisations aggregate spend and treat procurement strategically significant savings can be achieved (ranging from 10% to 40% in some cases).

We recommend that the Equality Authority further leverages synergies and potential cost savings by procuring external goods and services with other organisations and agencies that require similar goods and services. Full cognisance should also be given to current Government initiatives in this area being led by the Department of Finance and the Office of Public Works.
7.5 Conclusions and Recommendations

The recommendations set out in this Section are summarised below.

**Recommendation – Coordination With Other Agencies**

While our terms of reference were limited to the Equality Authority, it became clear during the Review that the number of agencies involved in the equality agenda can also give rise to potential duplication and inefficiency. It is our view that there is potential to achieve additional savings by reviewing and coordinating all services provided by these bodies (specifically the Department, the Equality Tribunal, NERA, the Human Rights Commission, the National Disability Authority and the Citizens Information Board). Such opportunities may range from integrated planning of initiatives, shared research, combined publicity campaigns, and integrated customer services. Merger and amalgamation of some of these agencies could also be considered.

**Recommendation – Customer Services**

It is recommended that consideration is given to a range of alternative options in relation to the provision of information and advice to the public as follows:

- The information and advisory functions of a number of bodies could be combined into a single customer contact/service centre. This centre could handle all initial enquiries, provide basic information and advice, and route more complex queries on to the appropriate agency.

- The Authority could further leverage the network of Citizen Information Centres to facilitate the dissemination of information nationwide, provide basic advice, and route more complex queries back to the Authority.

- The Equality Authority could, if considered more economic or effective, outsource some or all of the information functions.

- The distribution to various centres of publications and information brochures be consolidated

Consideration of these options is consistent with the recommendations in relation to “Deepening Citizen Engagement” set out in the Transforming Public Services Report, particularly in relation to multi channel access and the delivery of integrated services to the citizen, and the Equality Authority’s own ongoing review of its Customer Services Charter and Action Plan.

**Recommendation – Shared Services**

In line with Government policy, the potential to move administrative, financial, human resource, payroll, procurement and information technology activities into a shared services environment should be formally assessed.

In relation to the delivery of these services, it is Departmental policy to deliver them by way of a broader shared services arrangement with other agencies. The principal focus now is on the introduction of measures which will reduce the operating costs of all the Department’s agencies to the greatest extent possible. Work is ongoing in the Department in order to achieve this objective, and on a broader scale Working Groups have recently been set up to progress the shared services recommendations set out in the Report of the Task Force on the Public
Services (Transforming Public Services). While some activity is already shared or outsourced, active participation of the Equality Authority in these initiatives is recommended to identify further opportunities for the sharing of services.

**Recommendation – Procurement**

We recommend that the Equality Authority leverages synergies and potential cost savings by procuring external goods and services with other organisations and agencies that require similar goods and services. Full cognisance should be given to current Departmental and Government (being led by the Department of Finance and the Office of Public Works) initiatives in this area.
Section 8  Benchmarking

8.1 Comparator Organisations

The Danish Institute for Human Rights (DIHR) was selected, in conjunction with the Steering Committee, as a comparable organisation by which to assess the performance of the Equality Authority. The selection criteria were based on national demographics (population), organisation size (staff), budget (funding) and its representation of grounds for discrimination.

<table>
<thead>
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<th>Name</th>
<th>Country</th>
<th>Established</th>
<th>Population</th>
<th>Staff</th>
<th>Budget</th>
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</thead>
<tbody>
<tr>
<td>Danish Institute for Human Rights</td>
<td>Denmark</td>
<td>Jan. 2003</td>
<td>5.4m</td>
<td>100</td>
<td>€13m</td>
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</table>

Figure 8.1: Danish Institute for Human Rights

However, during the interview with the DIHR, it was revealed that there are two separate roles within the DIHR - Human Rights and Equal Treatment. The aim of Human Rights is to promote and protect human rights at a national and international level, whereas the aim of Equal Treatment is to promote the equal treatment of all persons without discrimination on the grounds of race and ethnic origin. Hence only the Equal Treatment agenda was deemed comparable with the Equality Authority.

On closer examination of its size, scope and budget, the spend on Equal Treatment was much smaller than the Equality Authority with just 10 resources, a budget of €800k (6m DKK) to cover salaries, administration and activities, and a historic focus on race and ethnicity discrimination only. From January 2009, Equal Treatment will extend its scope to include all 9 grounds of discrimination. Therefore the Equal Treatment area within the DIHR is not a completely comparable benchmark against which to assess the inputs, outputs and outcomes of the Equality Authority. However, there are some interesting findings which are worth mentioning in terms of performance, and these are listed below.

In order to support a benchmarking review, we conducted a secondary data review on the Equality Commission for Northern Ireland. The objectives and mandate of the Equality Commission of Northern Ireland are very similar to those of the Equality Authority. The key findings from the analysis are documented in Section 8.2.

We also undertook an assessment of other equality and human rights organisations worldwide to identify best practice performance management systems that could be leveraged by the Equality Authority. The organisations we reviewed included: The Equality Commission of Northern Ireland, the UK Equality and Human Rights Commission, the Canadian Human Rights Commission and the Human Rights Commission of New Zealand.

8.2 Key Findings

Key findings were categorised in terms of (a) similarity of role, budget and throughput; and (b) performance management systems.

The Danish Institute of Human Rights and Equal Treatment, and the Equality Commission of Northern Ireland were assessed on the basis of role, budget and throughput.

The Equality Commission of Northern Ireland, the Equality and Human Rights Commission (United Kingdom), the Human Rights Commission New Zealand and the Canadian Human Rights Commission were reviewed on the basis of their performance management system and whether their outcome measurement approach could be leveraged for use by the Equality Authority.
Danish Institute of Human Rights and Equal Treatment

The Equal Treatment arm of the Danish Institute of Human Rights conducts similar activities to the Equality Authority in order to comply with Article 13 of the Race Directive; handles case files and gives opinions on cases of discrimination brought by individuals; but does not have an Information Contact Centre. From 1 January 2009, the case files will be allocated to a single complaints body.

Equal Treatment incurs high administrative costs. Approximately 60% of the €800k budget is absorbed by salaries leaving just €320k to cover administration and activities. In contrast the Equality Authority spends 40% on salaries and 60% on non-pay activities.

The throughput (volume of outputs completed) of Equal Treatment is comparable to the Equality Authority on a per individual basis.

In 2008, the average cost of conducting a large three year research project by Equal Treatment was c. €400k (3m DKK) and a small six months study was c. €90k (700k DKK). The Equality Authority’s spend on Research projects is similar, with a spend of €360k on the ESRI Programme, a three year study that delivered on 7 projects, and a maximum of €50k for a smaller study. See "Appendix VI: General Research – Spend" for the breakdown on the Equality Authority’s Research Expenditure 2006-2008.

Equal Treatment commissioned approximately 40-50% of all of the research projects whilst the Equality Authority commissioned approximately 80% during the same period. It is expected that this trend is likely to continue for the Equality Authority given the limited Research resources in the Section.

Equality Commission for Northern Ireland

The Equality Commission for Northern Ireland has a similar mission and responsibilities to the Equality Authority – to advance equality, promote equality of opportunity, encourage good relations and challenge discrimination through promotion, advice and enforcement in the grounds of age, disability, race, sex, sexual orientation, religious belief and political opinion.

However it has significantly larger resources than the Equality Authority, with 140 staff for population half the size of the Republic of Ireland and 1.5 times the Equality Authority’s budget. However, this should be considered in the context of the history of equality issues in Northern Ireland.

<table>
<thead>
<tr>
<th>Name</th>
<th>Country</th>
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<th>Staff</th>
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<td>Equality Commission</td>
<td>Northern Ireland</td>
<td>Oct. 1999</td>
<td>1.75m</td>
<td>140</td>
<td>€8.3m</td>
</tr>
<tr>
<td>for Northern Ireland (UK)</td>
<td></td>
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</table>

Figure 8.2: Equality Commission for Northern Ireland

The Equality Commission for Northern Ireland works with an annual budget of c. €8.3 million (Stg£7.2 million), with €4.9 million or 60% spent on staff costs (salaries including commissioners). This is higher than the 40% of annual budget on staff costs in the Equality Authority. The Northern Ireland Equality Commission’s non-pay expenditure is similar to the Equality Authority.

In terms of budget spend by activities, the Commission stated in its corporate plan 2003-2006 that an increase in the number of cases receiving assistance led to a disproportionate part of its budget being allocated to cover legal fees in 2002-2003. The Commission has since re-balanced its programme spend to ensure a more balanced spend across all of the Commission’s objectives. The revised balance was enforcement of the legislation (40%), advisory work with customers (26%), promotional work (17%) and policy & research work (17%).

In terms of governance, the Equality Commission for Northern Ireland controls its performance management by three year cycle corporate planning and annual reviews, which is similar to the Equality Authority.
In addition, the Commission adopted a “balanced scorecard” framework with a balanced set of perspectives:

- Stakeholders and Customers;
- Finance and Resources;
- Processes; and
- Learning and Growth.

The Commission set out measures of success (targets) for each corporate objective. This has enabled the Commission to evaluate its achievement of objective on an annual basis. See Appendix VIII for the Key Performance Indicators used by the Equality Commission of Northern Ireland for its existing Corporate Plan.

**Equality and Human Rights Commission (the United Kingdom)**

This Review did not entail a comparative study with the Equality and Human Rights Commission for the UK due to the scale of the budget and population size of the UK Commission. However we did assess the institution in terms of its performance management approach. The Equality and Human Rights Commission (UK) also sets out key delivery targets and an annual budget for each of its strategic priorities. Performance is measured against these targets on an annual basis.

<table>
<thead>
<tr>
<th>Name</th>
<th>Country</th>
<th>Established</th>
<th>Population</th>
<th>Staff</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Equality and Human Rights Commission (UK)</td>
<td>The UK (England, Wales, Scotland)</td>
<td>Oct. 2007</td>
<td>60m</td>
<td>N/A</td>
<td>€80m</td>
</tr>
</tbody>
</table>

*Figure 8.3: Equality and Human Rights Commission (UK)*

**Human Rights Commission (New Zealand)**

The New Zealand Human Rights Commission adopts a highly outcome oriented business planning and performance monitoring approach where the outcomes (or impacts) the Commission hopes to achieve in the following year are defined with measures which describe target attainment level of each outcome at the outset of the planning period, and then key activities for each outcome are planned. Through the annual review process, the Commission’s actual performance is monitored against key activities, outcomes and measures set out in the business plan.

<table>
<thead>
<tr>
<th>Name</th>
<th>Country</th>
<th>Established</th>
<th>Population</th>
<th>Staff</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Human Rights Commission</td>
<td>New Zealand</td>
<td>Sep. 1978</td>
<td>4.3m</td>
<td>60</td>
<td>€3.2m</td>
</tr>
</tbody>
</table>

*Figure 8.4: Human Rights Commission (New Zealand)*

**Canadian Human Rights Commission**

The Commission adopts activity based budgeting and human resources allocation. Activity programmes met by its strategic outcome are defined with planned spending and human resources, detailed activities, expected results and performance indicators to use for performance monitoring.

<table>
<thead>
<tr>
<th>Name</th>
<th>Country</th>
<th>Established</th>
<th>Population</th>
<th>Staff</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Canadian Human Rights Commission</td>
<td>Canada</td>
<td>1977</td>
<td>33m</td>
<td>190</td>
<td>€13m</td>
</tr>
</tbody>
</table>

*Figure 8.5: Canadian Human Rights Commission*
8.3 Conclusions and Recommendations

While the nature of our benchmarking with peer organisations internationally was high level, a number of conclusions can be drawn to reinforce recommendations made elsewhere in this Report:-

- Strong focus on performance measurement, in particular the emphasis on outcome and impact assessment.
- Alternative organisational approaches can be valid e.g. combining equality and human rights agendas.
- Concentrated focus on a small range of issues each year, can be just as valid an approach as a broadly based business plan

<table>
<thead>
<tr>
<th>Recommendation – Comparator Organisations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Formal, ongoing external benchmarking against similar peer organisations in other jurisdictions should be undertaken by the Equality Authority to learn from their experience.</td>
</tr>
</tbody>
</table>
Section 9 Performance Indicators

9.1 Overall Approach to Performance Management

One of the key issues, from a value for money perspective, highlighted in Section 6 is the absence of an integrated approach to performance management. Specifically, both inputs and activities were easily identifiable and measurable but this was much less so for outcome measurement. In short, better systems are needed for monitoring and demonstrating the efficiency and effectiveness of all of the Equality Authority’s programmes and activities.

The structure of the Equality Authority’s Strategic Plan follows that each strategic objective is defined by a series of supporting goals. In turn, key activities are described by goal. Finally, an overall set of performance measures is defined by objective. The measures outlined are output or activity-focused and have not been quantified by any measurable targets as demonstrated by the example below.

<table>
<thead>
<tr>
<th>Strategic Objective 3: Develop a Strategic Framework</th>
<th>Performance Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Extent to which the Equality Legislation is enhanced</td>
<td></td>
</tr>
<tr>
<td>2. Level of Public Sector engagement with equality proofing</td>
<td></td>
</tr>
<tr>
<td>3. Inclusion of equality objectives in regulations and standards</td>
<td></td>
</tr>
<tr>
<td>4. Materials produced to support positive action</td>
<td></td>
</tr>
<tr>
<td>5. Public profile for equality and diversity issues</td>
<td></td>
</tr>
<tr>
<td>6. Work with key training organisations with a capacity to provide equality and diversity training</td>
<td></td>
</tr>
<tr>
<td>7. Contribution made by the European Year of Equal Opportunities for All 2007</td>
<td></td>
</tr>
</tbody>
</table>

Closer analysis of the above performance indicators highlights the absence of baseline measurement. The success or otherwise of improved public profile for equality and diversity issues can only be properly assessed with the availability of a baseline measure and a target performance increase against the baseline.

We would further suggest that target performance measures should be defined by (individual) goal rather than by (overarching) objective. For example, a target for goal 2 above could state “6% increase in the level of Public Sector engagement with equality Proofing” indicating that the Authority needed to expand its reach by at least 6% to achieve that goal. The accumulation of progress against individual goals will determine the overall status of the objective.

For any successful performance measurement system, there should be a mix of output and outcome measures. An example of an output measure would be to prepare 20 publications and host 2 seminars on equality and diversity issues during a given period. Examples of outcome measures would include, a percentage increase in the awareness of equality legislation compared to previous years, or a reduction in incidences of discrimination in say the Traveller’s grounds, with both outcomes supported by evidence-based data. Evidence based data would typically be gathered from surveys or feedback forms. These could be random or targeted at participants involved in Equality Authority activities. While outcome measurement can be both costly and timely to execute, they are nonetheless intrinsic to the role of the Equality Authority in changing behaviours and attitudes. Therefore it is essential that outcome measures are defined for priority goals as it may not be feasible to define such measures for all goals.
In tandem with defining the actual measures, the measurement instruments and data that will be used as an input to performance measurement should be detailed with the reliability of data collection mechanisms being critical to success.

Ultimately, the measures and targets selected should provide for greater transparency and accountability in terms of performance and progress against individual goals and overarching objectives. The characteristics of good performance indicators are as follows:

- Definable – can the indicator be clearly defined to ensure that consistent data is collected and measured?
- Clear Intent – is the intent of the indicator easily understood and interpretable by all users?
- Relevance – does the indicator measure aspects of performance that are relevant and significant?
- Accessibility – is data accessible?
- Reliable – is there demonstrated reliability of data?
- Valid – does the indicator measure what is intended?
- Useful – does the indicator provide useful information to inform decision making?
- Practical benefit – does the indicator have a strong cost / utility ratio?
- Time bound – the indicator should apply to a specific period of time.
- Responsive – can managers influence the performance measured by the indicator?

The approach to Performance Management adopted by the Equality Commission of Northern Ireland, the UK Human Rights Commission, the Canadian Human Rights Commission and the Commission of Human Rights in New Zealand offer some valuable insights into the development of a performance management framework for the Equality Authority.

Leveraging the Balanced Scorecard (see below) approach and data from across the aforementioned organisations, we have set out below an illustrative Performance Measurement Framework for the Equality Authority based on the model adopted by the Equality Commission of Northern Ireland.

<table>
<thead>
<tr>
<th>Performance Drivers</th>
<th>Strategic Objective</th>
<th>Measure of Success / Outcome</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stakeholders &amp; Customers</td>
<td>To provide and promote a range of high quality, targets and accessible services and to increase awareness of equality issues</td>
<td>Conduct and accessibility audit</td>
<td>1 per year of plan</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Increase level of awareness of equality issues</td>
<td>6% increase (surveys)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Increased level of customer/stakeholder satisfaction</td>
<td>10% increase (survey)</td>
</tr>
<tr>
<td></td>
<td>To mainstream equality effectively in public policy and service provision</td>
<td>Responses to consultation on major policy submissions submitted on time</td>
<td>95%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Percentage of key recommendations accepted</td>
<td>Top 3 accepted</td>
</tr>
<tr>
<td></td>
<td>To influence change in equality legislation</td>
<td>Responses to consultation on Equality Acts and European Directives submitted on time</td>
<td>95%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Percentage of key recommendations accepted</td>
<td>Top 3 accepted</td>
</tr>
<tr>
<td>Finance &amp; Resources</td>
<td>To make effective, efficient and strategic use of resources</td>
<td>Conduct an organisation review and recommendations implemented</td>
<td>1 per plan</td>
</tr>
<tr>
<td>Performance Drivers</td>
<td>Strategic Objective</td>
<td>Measure of Success / Outcome</td>
<td>Target</td>
</tr>
<tr>
<td>---------------------</td>
<td>---------------------</td>
<td>-----------------------------</td>
<td>--------</td>
</tr>
<tr>
<td>To control costs</td>
<td>Unit costs benchmarked</td>
<td>1 business area in each year of budget No greater than +/- 2%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Expenditure against budget variance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>To secure funding</td>
<td>Budgets agreed and set prior to commencement of new duties</td>
<td>All inputs to spending provided on time 80% bids successful</td>
<td></td>
</tr>
<tr>
<td>Processes</td>
<td>Impact of public awareness campaigns</td>
<td>2 campaigns per plan. Impact evaluated by survey. 75% of recommendations evidence-based 10% increase 6% increase. Targeted employers not volunteers. 95% in each year of plan</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Evidence based policy recommendations</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Increased focus on multi-dimensional equality work</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Measured improvements in equality practices and workforce balance in targeted employers</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Compliance levels with employer duties</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Learning &amp; Growth</td>
<td>Increase in training days against previous plan</td>
<td>10% increase</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Reduction in absenteeism per year</td>
<td>1% reduction</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Improvement in staff satisfaction per plan</td>
<td>5% improvement</td>
<td></td>
</tr>
</tbody>
</table>

**Figure 9.2: Performance Measurement Framework**

On agreeing a performance management framework, it subsequently needs to be embedded into the management report process and as part of the annual plans.

The balanced scorecard is a strategic planning and management system that is used extensively in business and industry, government, and non-profit organizations worldwide to align business activities to the vision and strategy of the organisation, improve internal and external communications, and monitor organization performance against strategic goals. A key feature of the Balanced Scorecard is its focus on multiple dimensions of performance - not just financial, and the linkages between strategy, execution and performance measurement. As illustrated above the Balanced Scorecard is frequently adapted by organisations to suit their own needs. A detailed explanation of the Balanced Scorecard is not within the scope of this Report, but there is an extensive body of literature available in published form and on the internet.

**9.2 Board Reporting**

There are a number of areas of potential improvement in relation to Board level reporting that warrant consideration:

- Progress reports are presented to the Board at its monthly meeting with a status update by Section (and Sub-Section) included. The level of detail is comprehensive in terms of current activities, however, the reports do not tie individual activities to respective annual business plans and in particular, timelines (i.e. it is not clear as to whether activities are on schedule, behind schedule or ahead of schedule). Furthermore, in the absence of a performance
measurement framework, there is no assessment of overall performance in terms of outputs or outcomes. Our view is that the Board requires a management dashboard (with key metrics) that allows it to respond to key measures of the Equality Authority’s performance, aligned with the strategic plan and individual business plan. The implementation of the balanced scorecard would assist in this regard.

- Aligned to the above, The Equality Authority’s annual reports require further definition in terms of performance. They describe the activities that have been conducted throughout the year by strategic objective but there is no summary of achievements, or measurement against the performance indicators defined as part of the Equality Authority’s Strategic Statement.

Providing enhanced information to the Board should improve decision making and governance.

9.3 Customer Feedback Processes

On the recommendations outlined in the Customer Services Charter & Action Plan Review (2008) by RA Consultants, the Equality Authority’s Customer Services Officer is planning to take account of the shift towards e-services by the Public.

Customer feedback is an essential tool for measuring outcomes and provides a key insight into the customer experience. This review recommends that feedback could provide the Authority with the data it needs to measure outcomes, and that feedback could be gathered via a number of feedback mediums:

- Impact of Equality Reviews/Audits. These are conducted by the Development Section directly with employers and provide a great opportunity to gather feedback on the reviews (whether they are successful or there are areas for improvement) via a face-to-face facilitated session or feedback forms;

- Representation on Legal Cases. Feedback from individuals on how their application has been handled by the Authority’s Public Information Centre could be captured over the phone with a few leading questions incorporated into the telephone scripts; feedback on how their case has been represented at the Tribunal could be captured once the case is complete via a Feedback Form;

- Impact of the Public Awareness Campaigns. Feedback forms could be issued to stakeholders, employers, business partners, individuals and the general public requesting feedback on their perception and impact of the campaign and areas for improvement.
9.4 Conclusions and Recommendations

**Recommendation – Performance Measurement**

The review team conducted desk based research on a number of equality and human rights organisations internationally to assess the performance management approaches used. The organisations that were assessed included: Equality Commission of Northern Ireland, Equality and Human Rights Commission (UK), Human Rights Commission New Zealand, and Canadian Human Rights Commission.

Key findings from the analysis showed that all four institutions have a performance management framework, and evaluate the performance of their programmes including measuring outcomes.

It is recommended that a more comprehensive performance management framework be put in place and that the models used by other comparable organisations internationally be considered in defining the framework. Illustrative examples are provided in Section 9 and Appendix VIII.

**Recommendation – Customer Feedback Processes**

Enhancement of customer feedback processes, as part of the ongoing Customer Service Charter and Action Plan review, is recommended in relation to, for example, the impact of equality reviews/audits, legal representation and public awareness. Such feedback should also be an important input into outcome and performance measurement processes.
Section 10 Conclusion

This Review covered the period 2006 – 2008. It should be noted that the economic situation nationally and internationally has deteriorated significantly since then. This has necessitated substantial budget cuts across most Government Departments in 2009. The Board and management of the Equality Authority have already taken steps in light of the heightened need for value for money, to reduce overheads, including staff, office, IT and other costs to allow maximum focus on the programme element of the Authority’s work. Some of the recommendations outlined in the report are already in the process of being implemented and this is considered a positive move.

The Review assessed whether the Equality Authority is providing an efficient, effective and economic service. The strategy and annual business plans were examined to consider whether the Authority is sufficiently fulfilling its statutory mandate. It examined the efficiency of operational and financial management, whether activities performed by the Equality Authority would be better serviced by other bodies, and whether sharing services with other organisations would provide cost savings.

The Review covered an assessment of inputs (resources and budget), outputs and outcomes for each Section of the Authority. The period under review was 2006 - 2008 inclusive to coincide with the Strategic Plan of that timeframe. The core elements of the Review were undertaken in late 2008/early 2009.

Overall we have concluded that the Equality Authority has made a positive contribution to the promotion of the equality agenda in Ireland. However there are opportunities to deliver greater levels of value for money. Improved performance can be achieved by a more focused and quantifiable approach being taken to deliver the equality agenda.

In terms of the compatibility of the Equality Authority’s objectives with the wider Government policy, we found that:

− The Equality Authority’s Strategic Plan was executed in the context of a range of relevant national and international initiatives including, for example, the National Workplace Strategy, National Action Plan Against Racism, and the National Disability Strategy.
− Stakeholders (covering most grounds of discrimination and business partners) consistently confirmed the view that the Equality Authority strategic objectives were broadly compatible with wider Government policy and the “Towards 2016” Partnership Agreement;
− The Equality Authority has a comprehensive review and sign off process for its Strategy Statement and individual business plans with its Board and the Department of Justice, Equality and Law Reform.

All Sections of the Authority indicate high levels of activity and output, and significant engagement with many stakeholders.

What was harder to assess is the overall effectiveness and impact of these activities. By reputation, activity (output) levels, and anecdotally the Equality Authority is seen as effective, but as noted on a number of occasions throughout this Report there is a lack of detailed outcome measurement and quantitative impact assessment.

A total of 18 recommendations have been made to improve the value for money delivered by the Equality Authority. These recommendations recognise opportunities with the remit of the Equality Authority and the Department of Justice, Equality and Law Reform, and also the Government’s Transforming Public Services initiative to modern and streamline the delivery of public services.
### Appendix I: Evaluation Framework - Definitions

<table>
<thead>
<tr>
<th>Strategic Objectives</th>
<th>Describe the desired outcome at the end of the strategy period. The objectives should ideally be described in both qualitative and quantitative terms.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Input</td>
<td>There are many inputs to programmes - physical inputs like buildings and equipment, data inputs like information flows, human inputs (grades of staff) and systems inputs like procedures. The financial input is the budget made available to the programme. Inputs are sometimes referred to as resources.</td>
</tr>
<tr>
<td>Activity</td>
<td>Activities, also called processes, are the actions that transform inputs into outputs. Activities are collections of tasks and work-steps performed to produce the outputs of a programme.</td>
</tr>
<tr>
<td>Output</td>
<td>The outputs are what are produced by a programme. They may be goods or services.</td>
</tr>
<tr>
<td>Result</td>
<td>The results are the effects of the outputs on the targeted beneficiaries in the immediate or short term. Results can be positive or negative.</td>
</tr>
<tr>
<td>Impact</td>
<td>Impacts are the wider effects of the programme, from a sectoral or national perspective, in the medium to long term. They include the medium to long term effects on the targeted beneficiaries.</td>
</tr>
</tbody>
</table>

## Appendix II: Desk Research & Stakeholder Interviews

### Documentation Review

<table>
<thead>
<tr>
<th>Report Name (Date)</th>
<th>Developer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Equality Authority’s Business Plan 2006</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority Business Plan 2007</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority Business Plan 2008</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority’s Annual Report 2006</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority Annual report 2007</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority’s Financial Statement 2003</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority’s Financial Statement 2004</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority’s Financial Statement 2005</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority’s Financial Statement 2006</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority’s Financial Statement 2007</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Strategic &amp; Organisational Review of Equality Authority (2008)</td>
<td>PA Consulting</td>
</tr>
<tr>
<td>Review of the Equality Authority’s Second Strategic Plan (2005)</td>
<td>PA Consulting</td>
</tr>
<tr>
<td>Operational Review or the Equal Opportunities Framework Committee – SME Scheme 2005 (May 2006)</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority Internal Audit Corporate Governance Report (2008)</td>
<td>HELM Group of Companies</td>
</tr>
<tr>
<td>Corporate Governance Manual (Sept 2008)</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Equality Authority’s Customer Charter</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>OECD Report</td>
<td></td>
</tr>
<tr>
<td>Transforming Public Services – citizen centred, performance focused (2008)</td>
<td>Department of the Taoiseach</td>
</tr>
<tr>
<td>Public Attitudes to Equality Issues in Ireland</td>
<td>Social Market Research (SMR)</td>
</tr>
<tr>
<td>Board Progress Meeting Notes</td>
<td>Equality Authority</td>
</tr>
<tr>
<td>Sustaining Progress: Social Partnership Agreement 2003-2005</td>
<td>Department of the Taoiseach</td>
</tr>
</tbody>
</table>
### Internal Consultation

<table>
<thead>
<tr>
<th>Equality Authority Staff Name</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Niall Crowley</td>
<td>Former CEO</td>
</tr>
<tr>
<td>Richard Fallon</td>
<td>Former Head of Administration</td>
</tr>
<tr>
<td>Laurence Bond</td>
<td>Head of Research</td>
</tr>
<tr>
<td>Carol Baxter</td>
<td>Head of Development</td>
</tr>
<tr>
<td>Brian Merriman</td>
<td>Head of Development</td>
</tr>
<tr>
<td>Eilis Barry</td>
<td>Head of Legal &amp; Legal Advisor</td>
</tr>
</tbody>
</table>

### External Consultation

<table>
<thead>
<tr>
<th>Institution</th>
<th>Interviewee</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Department of Justice, Equality and Law Reform</td>
<td>Niall A. McCutcheon, Principal Officer, Diversity &amp; Equality Law Division (and member of the Board of the Equality Authority)</td>
</tr>
<tr>
<td></td>
<td>Walter C. Johnson, Head of Internal Audit</td>
</tr>
<tr>
<td></td>
<td>Pauline Moreau, Principal Officer, Gender Equality Division</td>
</tr>
<tr>
<td>Equality Tribunal</td>
<td>Melanie Pine, Director</td>
</tr>
<tr>
<td>Equality Authority Board</td>
<td>Dr. Angela Kerins, Chairperson</td>
</tr>
<tr>
<td>Irish Congress of Trade Unions</td>
<td>David Joyce (and member of the Board of the Equality Authority 2007-2009)</td>
</tr>
<tr>
<td>Irish Business and Employers Confederation (IBEC): Social policy and HRM &amp; Industrial Relations</td>
<td>Finola McDonnell (and member of the Board of the Equality Authority 2007-2009)</td>
</tr>
<tr>
<td>Irish Business and Employers Confederation (IBEC): IR/ HR and Legal</td>
<td>Rhona Murphy (and member of the Board of the Equality Authority)</td>
</tr>
<tr>
<td>Age Action Ireland – Age</td>
<td>Robin Webster</td>
</tr>
<tr>
<td>Transgender Equality Network Ireland (Sexual Orientation)</td>
<td>Philippa James</td>
</tr>
<tr>
<td>People with Disabilities Ireland (Disability)</td>
<td>Michael Ringrose</td>
</tr>
<tr>
<td>Migrant Rights Centre of Ireland (Race)</td>
<td>Siobhan O’Donoghue</td>
</tr>
<tr>
<td>National Women’s Council of Ireland (Gender)</td>
<td>Joanna McMinn</td>
</tr>
<tr>
<td>OPEN (lone parents) (Family Status)</td>
<td>Frances Byrne</td>
</tr>
<tr>
<td>Pavee Point (Traveller Groups)</td>
<td>Martin Collins &amp; Ben Archibald</td>
</tr>
</tbody>
</table>

### Comparable Organisations

<table>
<thead>
<tr>
<th>Institution</th>
<th>Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danish Institute of Human Rights</td>
<td>Mandana Zarrehparvar</td>
</tr>
<tr>
<td>Northern Ireland Equality Commission</td>
<td>N/A – secondary research</td>
</tr>
<tr>
<td>UK Human Rights Commission</td>
<td>N/A – secondary research</td>
</tr>
<tr>
<td>Canadian Human Rights Commission</td>
<td>N/A – secondary research</td>
</tr>
<tr>
<td>Human Rights Commission, New Zealand</td>
<td>N/A – secondary research</td>
</tr>
</tbody>
</table>
## Appendix III: Equality Authority Strategic Plan Objectives

| Goal 1 | **Organisation Systems & Practices**  
Supporting planned & systematic approaches to workplace equality  
Promoting the Inclusive Schools  
Supporting Equality Competent Health Services  
Supporting Labour Market Measures to Accommodate Diversity  
Promoting equality in Accommodation Provision |
|---|---|
| Goal 2 | **Compliance with the Equality Legislation**  
Provide information on parental, maternity protection and adoptive leave legislation  
Provide legal advice and representation in cases  
Support individual claimants under the equality legislation  
Test functions and powers of Equality Authority |
| Goal 3 | **Develop a Strategic Framework**  
Promote further development of equality legislation  
Support Equality Proofing in Public Sector  
Promote collection and analysis of equality data  
Promote the use of positive action  
Support Debate on Equality Issues  
Implement European Year of Equal Opportunities for All in 2007 |
| Goal 4 | **Stimulate & Support a response for Specific Groups**  
Gender; Family Status; Age; Sexual Orientation; Disability; Race; Religion; Member of Traveller Community |
| Goal 5 | **Develop expertise and capacity of Equality Authority at international, national and local levels**  
Develop profile with NI, the EU and a wider international level  
Develop profile at local level  
Develop and pursue decentralisation to Roscrea  
Develop & expand effective channels of communication  
Maintain high standards in EA operations |
### Appendix IV: Equality Authority Strategic Plan Key Performance Indicators

#### Strategic Objective # 1: Organisation Systems & Practices

<table>
<thead>
<tr>
<th>Performance Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Develop working relationships with key institutions in each sector</td>
</tr>
<tr>
<td>2. Research equality, diversity and discrimination issues</td>
</tr>
<tr>
<td>3. Develop practical guidance materials for different sectors</td>
</tr>
<tr>
<td>4. Institutions develop practical initiatives, systems and policies</td>
</tr>
<tr>
<td>5. Service offered by EA to groups experiencing inequality</td>
</tr>
</tbody>
</table>

#### Strategic Objective # 2: Compliance with the Equality Legislation

<table>
<thead>
<tr>
<th>Performance Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Number of inquiries to the Public Information Centre</td>
</tr>
<tr>
<td>2. Range of materials produced to provide information on the legislation</td>
</tr>
<tr>
<td>3. Number of Equality Authority case files under the equality legislation</td>
</tr>
<tr>
<td>4. Implementation of powers in relation to inquiries, reviews and codes of practice</td>
</tr>
</tbody>
</table>

#### Strategic Objective # 3: Develop a Strategic Framework

<table>
<thead>
<tr>
<th>Performance Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Extent to which the Equality Legislation is enhanced</td>
</tr>
<tr>
<td>2. Level of Public Sector engagement with equality proofing</td>
</tr>
<tr>
<td>3. Inclusion of equality objectives in regulations and standards</td>
</tr>
<tr>
<td>4. Materials produced to support positive action</td>
</tr>
<tr>
<td>5. Public profile for equality and diversity issues</td>
</tr>
<tr>
<td>6. Work with key training organisations with a capacity to provide equality and diversity training</td>
</tr>
<tr>
<td>7. Contribution made by the European Year of Equal Opportunities for All 2007</td>
</tr>
</tbody>
</table>

#### Strategic Objective # 4: Stimulate & Support a response for Specific Groups

<table>
<thead>
<tr>
<th>Performance Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Developed links with organisations working on these issues</td>
</tr>
<tr>
<td>2. Projects that provide a stimulus for progress in relations to these issues</td>
</tr>
<tr>
<td>3. Public profile for these issues</td>
</tr>
<tr>
<td>4. Research and other knowledge development in relation to these issues</td>
</tr>
</tbody>
</table>

#### Strategic Objective # 5: Develop expertise and capacity of Equality Authority at international, national and local levels

<table>
<thead>
<tr>
<th>Performance Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Linkages and working relationships with international for a specialised quality bodies and EC</td>
</tr>
<tr>
<td>2. Linkages and working relationships with organisations operating at a local community level</td>
</tr>
<tr>
<td>3. Spread and diversity of organisations that the Equality Authority works with</td>
</tr>
<tr>
<td>4. Implementation plan for decentralisation that can sustain and enhance the capacity of the Equality Authority to carry out its statutory functions</td>
</tr>
<tr>
<td>5. Meeting audit and governance requirements</td>
</tr>
<tr>
<td>6. Number of staff training hours</td>
</tr>
<tr>
<td>7. Staff satisfaction as internal customers</td>
</tr>
<tr>
<td>8. Customer feedback receive</td>
</tr>
</tbody>
</table>
### Appendix V: Equality Authority Outputs by Section

#### Development Section

**Tendering**

The Equality Authority’s Development Section has been successful over the period 2006-2008 in securing EU Funding. The Development Section has developed a high degree of proficiency in tender applications. As the tenders require a significant investment of time and effort, the Development Team only seeks funding for projects that are aligned with the goals of the Equality Authority. Some of the EU funding projects include:

- EurEquality Project 2006 (€23k);
- Anti Racist Workplace Week;
- European Year of Equal Opportunities for All 2007;
- European Legacy Action Plan (from European Year of Equal Opportunities for All) at €280k;
- Equality Mainstreaming Unit under the European Social Fund (ESF);

**Enterprise Schemes**

The Development Section has successfully conducted a number of Enterprise Schemes in cooperation with IBEC and Congress.

- SME Scheme, providing consultancy support to enable enterprises to develop employment equality and equal status policies, to identify equality-related training needs and to put equality structures in place. The Development Section supported over 100 companies per year across a range of sectors – hotels, restaurants, nursing homes, engineering companies etc.
- Employment Equality Review and Action Plan Scheme (EERAP), offering consultancy support to review existing practices in consultation with management and workers. Some of the organisations benefiting from the support included Iarnród Éireann, Leitrim County Council, Siemens and Meteor.
- Work-Life Balance Scheme, supporting SME's in developing and implementing work-life balance policies. The scheme was managed by the Development Section on behalf of the National Framework Committee for Work-Life Balance and involved the organisation and running of the national conference to mark the Work-Life Balance Day, the development of the information materials for the conference and the conduct of the associated public awareness campaign in cooperation with the Communications Section.

**Accommodation for people with Disabilities**

The Development Section managed a series of projects to promote reasonable accommodation for people with disabilities. The projects with the Cavan and Kildare County Councils led to improved services for people with disabilities and also improved staff morale through the opportunities presented to staff to participate in and shape the project. The Development Section created a handbook for pharmacies illustrating ways in which pharmacies can accommodate the needs of their customers with disabilities.

**Gender Equality**

The Development Section managed the research project on gender equality issues in marketing and design of goods for children. The research study was undertaken by the Centre for Gender and Women’s Studies at Trinity College Dublin.

The Development Section published a Youth Stereotyping Resource Pack, in
partnership with the National Youth Council of Ireland. It was designed to be circulated at Youth Clubs to combat stereotyping.

The Development Section created guidelines on Impact Assessments for VECs. IVEA have come back requesting the Equality Authority to support them in implementing the guidelines.

The Development Section supported the CEO in coordinating the EU Year of Equal Opportunities for All. 2007 was designated as "European Year of Equal Opportunities for All" by the EU Council and the European Parliament, and the Equality Authority was appointed as the national implementation body for the European Year in Ireland.

**European Year of Equal Opportunities for All**

The key objectives of the "European Year of Equal Opportunities for All" were:

- To raise awareness on the right to equality and non-discrimination and on the problem of multiple discrimination;
- To stimulate debate on ways to increase the participation of groups in society which are victims of discrimination and a balanced participation of men and women;
- To facilitate and celebrate diversity and equality; and
- To promote a more cohesive society.

Specifically the role of the Equality Authority in this initiative was to:

- Drive the implementation of the strategy;
- Implement a number of actions within the strategy;
- Convene the committee and NGO Forum for the European Year;
- Manage the finances required for the Year; and
- Liaise with the Commission in relation to the European Year.

To achieve these objectives, six priority areas and 33 specific actions were set out in Ireland:

1. **Information and advocacy.** Initiatives to enhance the provision of information on rights to groups experiencing inequality (5 actions);

2. **Equality Mainstreaming.** Activities to emphasise the need to build an institutional infrastructure to ensure equality is a consideration in planning and policy making (4 actions);

3. **Equality Competence.** Activities to emphasise the need for institutional change to ensure organisations are effective in combating discrimination, making adjustments for diversity and promoting full equality in practice (7 actions);

4. **Equality Debate.** Activities to engage key stakeholders in a national debate on issues of equality, diversity and discrimination (11 actions);

5. **Burning Issues.** Activities to emphasise the need to make progress in addressing key issues of inequality (1 overall action which subsequently provided funding for 15 specific pieces of work);

6. **Multiple Discrimination.** Activities to emphasise the need to focus on the identity, experience and situation of those groups at the intersections of the grounds covered by equality legislation (5 actions).
**Research Section**

**Equality Studies Unit**

The key outputs from the ESU Unit included 6 Wider Equality Measure Studies, 2 annual conferences, 2 publications of conference proceedings and 3 other miscellaneous reports. The 6 Wider Equality Measure Studies were:

1. Third Level Access in the Department of Education and Science;
2. Employment Support Services in Department of Social and Family Affairs;
3. Integrate Ireland Language and Training in the Department of Education and Science;
4. Early School Leavers, Youth reach and Travellers, in the Department of Education and Science;
5. Vocational Training and Pathways to Employment for People with Disabilities in FÁS; and
6. Social Economy Programme in FÁS.

The ESU Unit also sponsored an annual national conference on 'Mainstreaming Equality' jointly with the Department of Education and Science and the Department of Enterprise, Trade and Employment in November 2006 and 2007. The aim of the conference was to promote equality and accommodate diversity in further education, training and labour market programmes.

Two conference proceedings were finalised and published. In 2006, the ESU Unit published "Equality in VET? Promoting equality and accommodating diversity in vocational education, training and labour market programmes". This included the proceedings of the first annual ESU conference which was held in 2005. In 2007, the ESU published "Mainstreaming Equality: promoting equality and accommodating diversity in further education, training and labour market programmes", reflecting the conference held in 2006. These proceedings provided insight into the thinking and practice necessary for vocational education and training initiatives to be non discriminatory, to accommodate diversity and to contribute to full equality in practice.

In addition, the ESU Unit issued 3 other reports:

1. Implementation of the Wider Equal Opportunities Horizontal Principle in the EHRDOP 2004-2005 (electronic publication);
2. Mainstreaming of Training and Employment Services for People with Disabilities (unpublished); and

**General Research Projects**

A total of 16 research projects were undertaken by the Equality Authority’s Research Section during the period 2006-2008 of which, 80% were commissioned.

1. Commissioned the ESRI to conduct a 3-year research programme (2006-2008) on Equality and Discrimination. The primary purpose of this research programme was to promote knowledge and understanding of the comparative social position of groups who face discrimination on the nine grounds covered by the equality legislation, and of the extent and nature of
discrimination in Ireland. The studies conducted under the multi annual research programme included:

a. "The Experience of Discrimination in Ireland: Analysis of the QNHS Equality Module";
b. "Gender Inequalities in Time Use: The Distribution of Caring, Housework and Employment Among Women and Men in Ireland";
c. "Immigrants at Work: Ethnicity and Nationality in the Irish Labour Market";
d. "The Gender Pay Gap: Examining the Latest Evidence on Gender Pay Differentials in Ireland";
e. "Discrimination in Recruitment";
f. "Women’s Labour Market Participation"; and
g. "Equality Issues in Census 2006".

These study reports were pro-actively disseminated to ESRI members list.

2. Commissioned 2 research projects jointly with the National Centre for Partnership and Performance (NCPP) to promote the National Workplace Strategy in 2006:

a. "The Business Impact of Equality and Diversity – the International Evidence"; and

The research for both of these projects was completed and published.

3. Finalised and published a joint research report on "Dynamics of Disability and Social Inclusion" with National Disability Authority.

4. Finalised a research project on "Recognising LGB Sexual Identities in Health Services: The Experiences of Lesbian Gay and Bisexual People with Health Services in North West Ireland" conducted by the HSE-North West Region in 2006, which was published jointly by the Equality Authority and the HSE in 2008.

5. A joint research project on "Enabling Lesbian, Gay and Bisexual Individuals in Ireland to Access their Rights under Equality Law" was commissioned by the Equality Authority and the Equality Commission for Northern Ireland in 2006. The report was published in 2007.

6. Commissioned Dr James O'Higgins-Norman and Dr Gerry McNamara of the school of Education Studies, Dublin City University, to carry out a research project on "Developing Good Practice in Addressing Homophobic Bullying in Second Level Schools" in 2006. The final report was submitted to the Board in March 2008 and now in progress for publication by the end of 2008.

7. The Head of Research chaired a sub group of the Equality Proofing Working Group and researched and wrote a report on "Equality Indicator Data".

8. The Head of Research researched and drafted "Traveller Ethnicity - An Equality Authority Report". This was published in 2006.

9. Worked closely with CSO in the preparation of a special statistical release to mark European Year of Equal Opportunities for All. This was published by CSO as "Equality in Ireland 2007".
**Legal Section**

**Legislation**

During 2006-2008 three EU Directives (i.e. Race Directive, Framework Directive and Amending Gender Equal Treatment Directive) were issued and the Equality Authority prepared detailed submissions on how Employment Equality Acts and Equal Status Acts needed to be amended to implement these Directives.

The Employment Compliance Bill mainly concerned NERA (National Employment Rights Authority). However, the Equality Authority was called upon by a Dáil Committee to provide its legal opinion on whether proposed Directive on goods and services came within the competence of EU.

The Equality Authority is currently reviewing the Maternity legislation.

The Equality Authority created a Code of Practice on ”Sexual Harassment and Harassment at Work” and issued guidance and guidelines on how to analyse legislative provisions and case law.

**Training**

The Legal Section delivers internal training on a monthly basis to the Public Information Centre in the Equality Authority. Training covers the process for handling and logging case file queries and revisiting the criteria for selecting potential case files.

The Legal Section also briefs Equality Authority staff on legislation (and changes to the legislation) prior to all external meetings and presentations by the Equality Authority.

The Legal Section also conducts external training courses:

a) **Community Advocacy Training.** The Legal Section trains community groups on how to bring a claim to the Equality Tribunal;

b) **Trade Union Advocacy.** Some key events included:
   ii. Equality Champions 2009, intensive training on Acts and how to bring a claim to the Equality Tribunal;
   iii. Advocacy pack.

c) **Law Society, Diploma Employment Equality Module**
   i. Kings Inns Barrister training;
   ii. Lectures to students and academics at conferences/seminars (e.g. “Thirty Years of Gender Discrimination Conference 2007” and the “Constitutional Conference 2007”).

d) **Employers.** The Equality Authority does not have the statutory remit to provide employers with legal advice on individual cases but does provide information and training on the requirements of the legislation and the consequences of breaching it (e.g. informing employers on recent cases on obligations of employers to migrant workers).

**Supporting other Sections in Equality Authority**

The Legal Section also supports other Sections within the Equality Authority by interpreting legislation in order to identify potential projects for the Research and
Development Sections.

For example, the Legal Section reviewed the Education Acts against the obligations under the Equal Status Acts 2000 to 2008 and identified that schools were obliged to have written admission policies, codes of conduct and a school plan. In 2007, the Development Section used this information to conduct a review on schools to examine their admissions policy and/or school plan. The field work in second-level schools was conducted by The Education Department at the National University of Ireland at Maynooth.

Inquiries

The Equality Authority has the authority to run inquiries into any matter under the aforementioned legislation. Two requests for inquiries have been received to-date: agency workers and sheltered workshops. The Equality Authority has drafted procedures on how to conduct an inquiry but has yet to undertake an enquiry.

Equality Review & Action Plan

The Legal Section reviewed the “Equality Reviews and Action Plans” undertaken by the Equality Authority Development Section with approximately 15 voluntary organisations.
## Appendix VI: General Research Projects - Spend

<table>
<thead>
<tr>
<th>Research Section Reports (other than ESU outputs) 2006-2008</th>
<th>Expenditure of General Research Budget (1)( Euro)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ESRI Programme</strong></td>
<td></td>
</tr>
<tr>
<td>The Experience of Discrimination in Ireland: Analysis of the QNHS Equality Module</td>
<td>42,110</td>
</tr>
<tr>
<td>Gender Inequalities in Time Use: The Distribution of Caring, Housework and Employment Among Women and Men in Ireland</td>
<td>46,575</td>
</tr>
<tr>
<td>Immigrants at Work: Ethnicity and Nationality in the Irish Labour Market</td>
<td>38,720</td>
</tr>
<tr>
<td>The Gender Pay Gap: Examining the Latest Evidence on Gender Pay Differentials in Ireland</td>
<td>40,309</td>
</tr>
<tr>
<td>Discrimination in Recruitment</td>
<td>48,573</td>
</tr>
<tr>
<td>Women’s Labour Market Participation</td>
<td>47,964</td>
</tr>
<tr>
<td>Equality Issues in Census 2006</td>
<td>40,184</td>
</tr>
<tr>
<td>Programme Co-ordination</td>
<td>20,000</td>
</tr>
<tr>
<td>Unallocated</td>
<td>35,565</td>
</tr>
<tr>
<td><strong>Sub Total ESRI</strong></td>
<td><strong>360,000</strong></td>
</tr>
<tr>
<td><strong>Other General Research Projects (2)</strong></td>
<td></td>
</tr>
<tr>
<td>The Business Impact of Equality and Diversity - the International Evidence</td>
<td>12,240</td>
</tr>
<tr>
<td>Dynamics of Disability and Social Inclusion</td>
<td>0</td>
</tr>
<tr>
<td>Recognising LGB Sexual Identities in Health Services: The Experiences of Lesbian Gay and Bisexual People with Health Services in North West Ireland</td>
<td>0</td>
</tr>
<tr>
<td>Enabling Lesbian, Gay and Bisexual Individuals in Ireland to Access their Rights under Equality Law</td>
<td>1,065</td>
</tr>
<tr>
<td>Developing Good Practice in Addressing Homophobic Bullying in Second Level Schools</td>
<td>49,948</td>
</tr>
<tr>
<td><strong>Sub Total Other General Research Projects</strong></td>
<td><strong>85,573</strong></td>
</tr>
<tr>
<td><strong>Other Research Section Reports (2)</strong></td>
<td></td>
</tr>
<tr>
<td>‘Equality Indicator Data’</td>
<td>0</td>
</tr>
<tr>
<td>‘Traveller Ethnicity - An Equality Authority Report’</td>
<td>0</td>
</tr>
<tr>
<td>‘Equality in Ireland 2007’</td>
<td>0</td>
</tr>
<tr>
<td><strong>Sub total Other Research Section Outputs</strong></td>
<td><strong>0</strong></td>
</tr>
<tr>
<td><strong>Part Funding of EU Year Project 2007 (4)</strong></td>
<td></td>
</tr>
<tr>
<td>Effective and Innovative Strategies for Providing Information on Rights to the Public</td>
<td>12,070 12,070 457,643</td>
</tr>
<tr>
<td>Uncommitted 2008</td>
<td>5,026</td>
</tr>
<tr>
<td><strong>TOTAL 2006-2008</strong></td>
<td><strong>462,669</strong></td>
</tr>
</tbody>
</table>

### Notes

(1) Only contracted research expenditure from the General Research Budget is included here. While the Research Section is also largely responsible for
the publication and dissemination of its reports, the associated expenditures are paid from the publications budget;

(2) These projects are distinguished here as, along with the ESRI projects they are commissioned research projects for publication as research reports in the ‘Equality Research Series’. In the case of 'Dynamics of Disability and Social Inclusion' and 'Recognising LGB Sexual Identities in Health Services', the research costs had been paid in the previous Strategic Plan period. The reports however were finalised and published in the current plan period 2006-2008, with publication costs paid from the publications budget. In both cases 50% of publication costs were paid by our partners, the NDA and HSE respectively;

(3) These 3 reports: Equality Indicator Data, Traveller Ethnicity - An Equality Authority Report, and Equality in Ireland 2007 (jointly with CSO) were conducted in-house and therefore did not have an associated cost for commissioning;

(4) This, while not being a Research Section project, was part funded from the Research Budget in 2007.
### Appendix VII: Reserved Functions of the Equality Authority Board

<table>
<thead>
<tr>
<th>Planning</th>
<th>Preparation of three-year strategic plans</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Approval of annual business plans</td>
</tr>
<tr>
<td>Policy</td>
<td>Approval of recommendations to the Minister for the amendment of legislation</td>
</tr>
<tr>
<td></td>
<td>Approval of codes of practice for submission to the Minister</td>
</tr>
<tr>
<td></td>
<td>Approval of all policy documents</td>
</tr>
<tr>
<td>Finances</td>
<td>Approval of annual budgets and any changes thereto</td>
</tr>
<tr>
<td></td>
<td>Approval of un-audited and audited annual reports and accounts</td>
</tr>
<tr>
<td></td>
<td>Approval of the opening of bank accounts</td>
</tr>
<tr>
<td>Contractual</td>
<td>Approval of acquisitions, disposals and retirement of assets, investments and contracts with an anticipated value at or above a threshold level of €70,000 in any single, series or related transaction(s) in any financial year</td>
</tr>
<tr>
<td></td>
<td>Approval of all major investment, capital and other contracts</td>
</tr>
<tr>
<td>Procedures</td>
<td>Establishment of terms of reference for and membership of committees of the Authority</td>
</tr>
<tr>
<td></td>
<td>The appointment of, and terms of reference for, advisory committees established under Section 48 of the 1998 Act</td>
</tr>
<tr>
<td>Legal</td>
<td>Approval of the criteria for the exercise by the Chief Executive Officer of functions that may be from time to time delegated to him / her under legislation to grant, refuse or withdraw legal representation.</td>
</tr>
<tr>
<td></td>
<td>Decisions on reviews of refusals by the Chief Executive Officer to grant legal representation as may be delegated to him or her from time to time.</td>
</tr>
<tr>
<td>Reporting</td>
<td>Approval of annual reports and Financial Statements</td>
</tr>
<tr>
<td>Performance Assessment</td>
<td>Appointment and assessment of performance of CEO</td>
</tr>
<tr>
<td></td>
<td>Approval of Performance Bonus of CEO</td>
</tr>
<tr>
<td>Internal Audit</td>
<td>Appointment of Internal Auditor</td>
</tr>
<tr>
<td>Delegated Functions</td>
<td>Delegation of Authority functions in accordance with the equality legislation or as required in the interests of good management</td>
</tr>
</tbody>
</table>

*Source: Corporate Governance Manual, Equality Authority - September 2008*
## Appendix VIII: Commission for Northern Ireland Key Performance Indicators

### 1. Stakeholders & Customers

<table>
<thead>
<tr>
<th>Corporate Objective</th>
<th>Measures of Success &amp; Targets</th>
</tr>
</thead>
</table>
| 1.1 *To provide & promote a range of high-quality, targeted and accessible services and to increase awareness of equality issues.* | - New TSN action plan - Delivered 2004/05  
- Access audits - 1 in each year of plan  
- Level of awareness (%) demonstrated through surveys - Increase by 5% on base by 2006  
- Level of satisfaction of stakeholders (%) with communication from the Commission demonstrated through surveys - Increase by 6% on base by 2006  
- Increased level of customer satisfaction (%) - Increase by 8% on base by 2006 |
| 1.2 *To mainstream equality effectively in public policy and service provision.* | - Impact of major policy submissions:  
  ◇ 95% of responses to consultation submitted on time.  
  ◇ Key recommendations accepted.  
- Key equality issues addressed, with agreed performance indicators met, in defined public policy areas:  
  ◇ 95% of responses to consultation submitted on time.  
  ◇ Key recommendations accepted.  
- Section 75 review - Complete and recommendations implemented by 2006:  
- ‘Good relations’ definition and strategy - Agreed, accepted and disseminated to all public authorities by 2006 |

<table>
<thead>
<tr>
<th>Corporate Objective</th>
<th>Measures of Success &amp; Targets</th>
</tr>
</thead>
</table>
| 1.3 *To influence change in equality legislation.* | - Priority Single Equality Act recommendations:  
  ◇ 95% of responses to consultation submitted on time.  
  ◇ Key recommendations accepted  
- Priority recommendations made by the Commission on implementation of European Directives:  
  ◇ 95% of responses to consultation submitted on time.  
  ◇ Key recommendations accepted |
2. Finance & Resources

<table>
<thead>
<tr>
<th>Corporate Objective</th>
<th>Measures of Success &amp; Targets</th>
</tr>
</thead>
</table>
| 2.1 To make effective, efficient and strategic use of our resources. | • Organisational review – Review complete (2003/04) and recommendations implemented to ensure structure efficiently, effectively meets strategic objectives (2004/05)  
• Resources rebalanced – Complete by the end of 2003/04 |
| 2.2 To control costs | • Unit costs - Benchmarked in 1 business area in each year of the plan  
• Expenditure against budget – Variance no greater than +/- 2%  
• Budgets - Agreed and set prior to commencement of new duties  
◊ All inputs to spending reviews and monitoring rounds provided on time  
◊ 80% of bids successful |
| 2.3 To secure funding to maintain and develop our services | |

3. Processes

<table>
<thead>
<tr>
<th>Corporate Objective</th>
<th>Measures of Success &amp; Targets</th>
</tr>
</thead>
</table>
| 3.1 To utilise effectively our powers to tackle discrimination and promote equality of opportunity through: ✓ Advice ✓ Research ✓ Promotion ✓ Enforcement | • Impact of annual campaigns to address specific areas of inequality e.g. 2004 disability access duties, equal pay Travellers health - Positive impact demonstrated through evaluation  
• Evidence-based policy recommendations and/or use of research to develop and support strategic priorities - 75%+ of recommendations are evidence based  
• Increased focus on multi-dimensional equality work - Evaluation completed by 2003/06  
• Levels of positive outcomes of refined legal assistance strategy including wider impacts - Evaluation completed by 2005/06  
• Range of alternatives to Commission assisted litigation developed and implemented - Scheme developed and evaluated by 2005  
• Measured improvements in equality practices and workforce balance in targeted employers - Increase by 6% on base by 2005  
• Compliance levels with employer duties - At least 95% in each year of plan  
• Review formal investigation powers - Recommendations implemented by 2004/05 |
### 4. Learning and growth

<table>
<thead>
<tr>
<th>Corporate Objective</th>
<th>Measures of Success &amp; Targets</th>
</tr>
</thead>
</table>
| 4.1 To have staff numbers and skill levels required to deliver our services | • % of days as a proportion of available days spent on training - Increase by 40% on base by 2006  
• % of days as a proportion of available days spent as absence - Reduction by 1% in each year of plan  
• % improvement in staff satisfaction levels - Increase by 4% on base by 2006 |
| 4.2 To be recognized as an excellent service provider | • Provision of reasonable adjustments for service users - Assessment complete by 2004/05 and recommendations implemented by 2005/06  
• European Foundation for Quality Management - Assessment complete by 2004/05, award attained by 2005/06 |