**Lisburn and Castlereagh City Council Equality and Good Relations Screening**

**Information about the policy**

# Name of the Policy

|  |
| --- |
| **Lisburn New Cemetery Extension: Phase 1 Extension** |

# Is this policy

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| An existing policy? |  | A revised policy? |  | A new policy? | **X** |

This is a new project within the Council, implementing future Interment capacity within the L&CCC area.

What are the intended aims/outcomes the policy is trying to achieve?

|  |
| --- |
| 1. Provision of future burial capacity of approx. a further 700 plots within Lisburn New Cemetery Extension |
| 2. Ensure consistent approach to Interments for all |
| 3. Provision of Interment Ground for all |

Are there any expected benefits to the Section 75 categories/groups from this policy? If so, please explain

|  |
| --- |
| The proposed cemetery extension is intended to provide for people from all the Section 75 groups. It is not targeted at any particular group(s). |

Who initiated or wrote the policy?

|  |
| --- |
| Environmental Services, Environmental Health |

Who owns and who implements the policy?

|  |
| --- |
| L&CCC owns the policy  Environmental Health implements the policy |

**Implementation factors**

Are there any factors which could contribute to/detract from the intended aim/outcome of the policy/decision?

If yes, are they

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Financial? | **X** | Legislative? | **X** | Other? | **X** |

If other, please detail below

|  |
| --- |
| Cost of the project.  Planning approval  NIEA environmental monitoring |

**Main stakeholders affected**

Who are the internal and external stakeholders (actual or potential) that the policy will impact upon?

|  |  |
| --- | --- |
| Staff | * Cemetery Administration * Parks & Amenities, which includes grave diggers & ground maintenance |
| Service Users | * General Public, which includes residents and non-residents |
| Funeral Directors | * Service provider for public |
| Monumental Sculptors | * Service provider for the public |
| Voluntary/Community/Trade Unions | * N/A |
| Other | * Elected members who endorse policy * Contractors providing/carrying out works |

If other, please detail below

|  |
| --- |
| Local Residents: who may be affected by project works taking place close to their home.  Funeral Directors: Provision of burial service to public and must adhere to the L&CCC Cemetery Rules & Regulations  Monumental Sculptors: Service provider for Public and requirement to abide by L&CCC Cemetery Rules & Regulations  Churches: Other religious denominations who may be impacted on this proposed extension |

##### [Other policies with a bearing on this policy](#Onefour)

|  |  |
| --- | --- |
| Name of policy | Who owns or implements policy? |
| 1. Rules & Regulations of LCCC Cemeteries | Environmental Health |
| 2. HR Policies | HR |
| 3. H&S Policy | Audit, Risk & Performance |
| 4. Burial Grounds Regulations (NI) 1992 | Department of Environment |
| 5. L&CCC Equality Scheme and associated equality policies. | L&CCC |

Project Entails:

The proposed project entails extending the existing cemetery, Lisburn New Cemetery Extension, to enable additional burial capacity.

The project is considering extending the following areas within this cemetery:

1. Area A – Former modular grave system, which was removed and available for traditional burials. Approx. 55 plots
2. Area B – Modular grave system that has never been used but available for use immediately. Approx. 25 plots
3. Area C – Existing strip of land between housing development and cemetery to the right hand side of entrance gate. Approx. 110 plots
4. Area D – land which extends down towards the Lagan river. Approx. 560 plots

This extension also includes approval of a memorial garden development between the current tree belt. This presently divides the cemetery and the area of land towards the Lagan. This will have an area of reflection/remembrance, which includes an area for scattering ashes. The memorial garden will be available to everyone.

It is anticipated that this project will take between 2-4 years to complete the entire project. The project will be phased to reduce the amount of disruption to the cemetery. As the project will take a period of time to complete screening of the implementation of this project will be re-visited and further consideration if any matters were to arise e.g. an increase in the number of burial requests from ethnic groups etc.

**Available evidence**

What evidence/information (both qualitative and quantitative) have you gathered to inform this policy? Specify details for each of the Section 75 categories.

|  |  |
| --- | --- |
| Sec 75 Category | Details of evidence/information |
| Religious Belief | NILT, NISRA, Cemetery Office |
| Political Opinion | NILT, NISRA, Cemetery Office |
| Racial Group | NILT, NISRA, Cemetery Office |
| Age | N/A |
| Marital Status | N/A |
| Sexual Orientation | N/A |
| Men & Women Generally | N/A |
| Disability | N/A |
| Dependants | N/A |

Approximate population of L&CCC is 144,500. In 2018 there were 1664 deaths and in 2019 there were 1535 deaths in LCCC. These deaths would include Interment in other Council cemeteries, local churches and cremation. Data also retrieved from the NILT Survey 2004-2016 provides some information relating to Ethnic Groups supporting this project. Details taken from Cemetery Office relating to the number of different religious/cultural burials taken place with L&CCC cemeteries indicates very minimal requirement for other burial beliefs, i.e. Chinese, Muslim and Jewish

### Needs, experiences and priorities

Taking into account the information referred to above, what are the different needs, experiences and priorities of each of the following categories, in relation to the particular policy/decision? Specify details for each of the Section 75 categories

|  |  |
| --- | --- |
| Sec 75 Category | Details of needs/experiences/priorities |
| Religious Belief | Consideration given and other religious beliefs have been accommodated previously. |
| Political Opinion | Consideration given |
| Racial Group | Consideration given needs of other racial groups |
| Age | No impact on project |
| Marital Status | No impact on project |
| Sexual Orientation | No impact on project |
| Men & Women Generally | No impact on project |
| Disability | Consideration given to accessibility |
| Dependants | Consideration given to accessibility needs |

While taking account of all the S.75 groups and the different beliefs/traditions involved, L&CCC will take a universal and equitable application of these to ensure that all interment requests are treated in a fair and proportionate manner. Any works carried out as part of this extension of the Cemetery will be in line with current legislative requirements/guidance/best practice, such as DDA requirements. Travelling Community burials have been accommodated within the cemetery already. Chinese burials have been accommodated with the purchase of 2 burial plots side by side. There has been 1 Islamic burial in L&CCC cemeteries, which was accommodated to ensure that the body was east facing. Protestant and Catholic faiths have been traditionally buried in separate areas. However, given the current COVID19 Pandemic and the lack of grave space within L&CCC cemeteries’, a decision has been approved that the 2 main Christian faith/religions will no longer be segregated. Presently, there is approx. 420 new burial plots available for purchase. This provides approx. 3 yrs. capacity left. (**See appendices 1, 2 & 3**).

**Part 2. Screening questions**

1 What is the likely impact on equality of opportunity for those affected by this policy, for each of the Sec 75 equality categories? (minor/major/none)

|  |  |  |
| --- | --- | --- |
| Sec 75 Category | Details of policy impact | Level of impact (minor/major/none) |
| Religious Belief | No further segregation of Protestant & Catholic areas. All burials will be considered but no separate designated areas for different beliefs | Minor |
| Political Opinion | Political Parties not satisfied with non-segregation of different beliefs | Minor |
| Racial Group | No segregation of any race within L&CCC cemeteries at this time. | Minor |
| Age |  | None |
| Marital Status |  | None |
| Sexual Orientation |  | None |
| Men & Women Generally |  | None |
| Disability |  | None |
| Dependants | No segregation of children |  |

Taking account of the S.75 groups, L&CCC will take an equitable approach to all and therefore the likely impact of equality of opportunity is not an issue for any of the S.75 categories. There is no longer any segregation of burial grounds and all burial requests will be considered on their own merit.

2 Are there opportunities to better promote equality of opportunity for people within the Sec 75 equality categories?

|  |  |  |
| --- | --- | --- |
| Sec 75 Category | IF Yes, provide details | If No, provide details |
| Religious Belief | No longer any segregation between Protestant and Catholic religions. Both religions follow Christian faith burials. |  |
| Political Opinion | No segregation for any political groups |  |
| Racial Group | Consideration will be given to all ethnic groups according to their cultural traditions. |  |
| Age |  | No, equality of opportunity for all |
| Marital Status |  | No, equality of opportunity for all |
| Sexual Orientation |  | No, equality of opportunity for all |
| Men & Women Generally |  | No, equality of opportunity for all |
| Disability | Ensuring all DDA requirements are complied with in relation to the project |  |
| Dependants |  | No, equality of opportunity for all |

Given the universal approach for this project it is considered at this time that there are no better opportunities to practice equality of opportunity across the designated groups.

3 To what extent is the policy likely to impact on good relations between people of different religious belief, political opinion or racial group? (minor/major/none)

|  |  |  |
| --- | --- | --- |
| Good Relations Category | Details of policy impact | Level of impact (minor/major/none) |
| Religious Belief | No longer an issue. All religious beliefs to be accommodated sequentially going forward. No segregation of beliefs within burial ground | Minor |
| Political Opinion | No segregation on basis of religious belief and consequently political opinion etc. All burial requests considered the same. No segregation of burial ground | Minor |
| Racial Group | No racial issues, all ethnic groups will be treated according to their cultural traditions. | Minor |

4 Are there opportunities to better promote good relations between people of different religious belief, political opinion or racial group?

|  |  |  |
| --- | --- | --- |
| Good Relations Category | IF Yes, provide details | If No, provide details |
| Religious Belief | Protestant and Catholic grounds no longer separated |  |
| Political Opinion | No differences in opinion |  |
| Racial Group | All ethnic groups will be treated according to their cultural traditions. No segregation between races in L&CCC cemeteries |  |

The project is applied universally across all the groups listed in S.75 and it is considered there is no better way of promoting good relations at this time. The Council will ensure that any promotion of the extension is a shared space for everyone. It must be treated with dignity and respect by all.

**Additional considerations**

**Multiple identity**

Provide details of data on the impact of the policy on people with multiple identities. Specify relevant Section 75 categories concerned.

|  |
| --- |
| The Council is aware that no one individual sits exclusively within just one of the S. 75 designated groups. This multiple identity has been given consideration at this time. |

**Part 3. Screening decision**

If the decision is not to conduct an equality impact assessment, please provide details of the reasons.

|  |
| --- |
| The screening decision is that this project will be screened without any further mitigation required. No significant impacts have been identified and any impact is likely to be minor and positive. Mitigation already in place as the Council accommodates different cultural traditions where practically possible to do so. **(see detailed above under Needs, Experiences, Priorities)** Reasons for the decision are based on:   1. Provision of burial ground by L&CCC is considered for everyone. 2. All groups within S.75 have been considered. 3. Protestant and Catholic grounds are no longer segregated following approval by committee. 4. Only a small number of requests for other cultural beliefs have been received by L&CCC cemeteries and these have been dealt with. Therefore there is no need to designate separate burial areas for other burial beliefs. 5. L&CCC only have an approx. 520 burial plots left with an estimated period of 3.5yrs at current rates. This may be impacted upon due to current COVID 19 pandemic. Therefore, to make best use of resources across all groups it’s considered that this project is the appropriate way to proceed at this time. 6. Other LAs follow similar practice in that there is only historically areas for the 2 main religions within Northern Ireland and it is their intention to phase this out in due course. |

If the decision is not to conduct an equality impact assessment the public authority should consider if the policy should be mitigated or an alternative policy be introduced.

|  |
| --- |
| This policy aims to continue to provide burial provision for all groups and do so by taking into consideration and accommodating their cultural traditions. The policy will be kept under review and if any issues arise they will be considered as appropriate. |

If the decision is to subject the policy to an equality impact assessment, please provide details of the reasons.

|  |
| --- |
|  |

**Mitigation**

When the public authority concludes that the likely impact is ‘minor’ and an equality impact assessment is not to be conducted, the public authority may consider mitigation to lessen the severity of any equality impact, or the introduction of an alternative policy to better promote equality of opportunity or good relations.

Can the policy/decision be amended or changed or an alternative policy introduced to better promote equality of opportunity and/or good relations?

If so, give the **reasons** to support your decision, together with the proposed changes/amendments or alternative policy.

|  |
| --- |
| Council presently considers all burial types no matter what the religion/race and will try to accommodate where possible as this has occurred in the past.  The project will be rolled out over the next 2-4 years and therefore offers further opportunities to screen/re-screen to ensure implementation proceeds OK for all groups. |

**Timetabling and prioritising** - Not applicable

Factors to be considered in timetabling and prioritising policies for equality impact assessment.

If the policy has been **‘screened in’** for equality impact assessment, then please answer the following questions to determine its priority for timetabling the equality impact assessment.

On a scale of 1-3, with 1 being the lowest priority and 3 being the highest, assess the policy in terms of its priority for equality impact assessment.

|  |  |
| --- | --- |
| Priority criterion | Rating (1-3) |
|  |  |
| Effect on equality of opportunity and good relations |  |
| Social need |  |
| Effect on people’s daily lives |  |
| Relevance to a public authority’s functions |  |
|  |  |
| Total Rating Score |  |

Is the policy affected by timetables established by other relevant public authorities?

If yes, please provide details

|  |
| --- |
|  |

**Part 4. Monitoring**

As the proposed extension of the cemetery moves forwards, it will be monitored and reviewed on a regular basis. If any issues arise then the necessary & appropriate consideration will be given. See note above.

**Part 5 - Approval and authorisation**

|  |  |  |
| --- | --- | --- |
| **Screened by:** | **Position/Job Title** | **Date** |
| Gareth Lennox | Env. Health Manager | 19 May 2021 |
| Reviewed by Mary McSorley | Equality Officer | 19 May 2021 |
|  |  |  |
| **Approved by:** |  |  |
| Richard Harvey | HoS Env. Health | 19 May 2021 |

Note: A copy of the Screening Template, for each policy screened should be ‘signed off’ and approved by a senior manager responsible for the policy, made easily accessible on the public authority’s website as soon as possible following completion and made available on request.

**Appendix 1: Deaths within the L&CCC area 2008 – 2019**

|  |  |
| --- | --- |
| Year | No. of Deaths |
|  |  |
| 2008 | 1086 |
| 2009 | 1082 |
| 2010 | 1064 |
| 2011 | 1081 |
| 2012 | 1096 |
| 2013 | 1123 |
| 2014 | 1068 |
| 2015 | 1140 |
| 2016 | 1167 |
| 2017 | 1200 |
| 2018 | 1164 |
| 2019 | 1535 |

Source: NINIS (Making Life Better, 2008 - 2015) & Registrar General Annual Report 2016

Burials for at least some of the above could, for example, be in graveyards outside of the L&CCC area as well as in the graveyards of particular Churches, local and elsewhere.

For those who choose cremation over burial then presently all cremations take place at Roselawn cemetery in Belfast.

**Appendix 2: Cultural Aspects – Some Example Groups Summary**

|  |  |
| --- | --- |
| Ethnic Group | Cultural Aspects |
|  |  |
| Chinese Community | Funeral as per Buddhist or Christian beliefs.  Will purchase 2 grave plots in order to facilitate “centralised burial” of the deceased. |
|  |  |
| Irish Traveller Community | As per Christian beliefs. |
|  |  |
| Jewish Community | Orthodox Jews can only be buried (within 24 hours).  Progressive Jews allow cremation as well as burial. |
|  |  |
| Islamic (Muslim) Community | Buried within 24 hours.  Cremation is forbidden.  The deceased must face Mecca. |
|  |  |
| Sikh Community | A Sikh is cremated. |
|  |  |
| Hindu Community | A Hindu is cremated (within 24 hours). |
|  |  |

**Appendix 3: Ethnic Groups in L&CCC (LGD 2014 based on 2011 Census)**

|  |  |  |
| --- | --- | --- |
| Ethnic Group | Number | % |
|  |  |  |
| White | 131623 | 97.61 |
|  |  |  |
| Chinese | 692 | 0.51 |
| Indian | 659 | 0.49 |
| Other Asian | 637 | 0.47 |
| Mixed | 558 | 0.41 |
| Black African | 209 | 0.15 |
| Other | 197 | 0.15 |
| Pakistani | 113 | 0.08 |
| Black other | 58 | 0.04 |
| Bangladeshi | 37 | 0.03 |
| Irish Traveller | 35 | 0.03 |
| Caribbean | 23 | 0.02 |
|  |  |  |
| Total Population\* | 134841 | 100 |
|  |  |  |

\*Usual Resident Population

Source: NISRA KS201NI

**Screening Form (2010 Guidance)**

(Taken from Section 75 of the Northern Ireland Act 1998 – A Guide for public authorities April 2010, Appendix 1)

**Introduction – Notes to Aid Completion of the Screening Form**

The following notes are included in Appendix 1 of the Guidance and are an aid to assist completion of the screening form.

**Part 1. Policy scoping** – asks public authorities to provide details about the policy, procedure, practice and/or decision being screened and what available evidence you have gathered to help make an assessment of the likely impact on equality of opportunity and good relations.

**Part 2. Screening questions** – asks about the extent of the likely impact of the policy on groups of people within each of the Section 75 categories. Details of the groups consulted and the level of assessment of the likely impact. This includes consideration of multiple identity and good relations issues.

**Part 3. Screening decision** –guides the public authority to reach a screening decision as to whether or not there is a need to carry out an equality impact assessment (EQIA), or tointroducemeasures to mitigate the likely impact, or the introduction of an alternative policy to better promote equality of opportunity and/or good relations.

**Part 4. Monitoring** –provides guidance to public authorities on monitoring for adverse impact and broader monitoring.

**Part 5. Approval and authorisation** – verifies the public authority’s approval of a screening decision by a senior manager responsible for the policy.

A screening flowchart is provided overleaf.

Policy Scoping

* + Policy
  + Available data

Screening Questions

* Apply screening questions
* Consider multiple identities

Screening Decision None/Minor/Major

Mitigate

Publish Template

Re-consider screening

Publish Template

for information

Publish Template

EQIA

Monitor

**‘None’**

Screened out

**‘Major’**

Screened in for EQIA

**‘Minor’**

Screened out with mitigation

Concerns raised with evidence

Concerns raised with evidence re: screening decision

**Part 1. Policy scoping**

The first stage of the screening process involves scoping the policy under consideration.

The purpose of policy scoping is to help prepare the background and context and set out the aims and objectives for the policy, being screened.

At this stage, scoping the policy will help identify potential constraints as well as opportunities and will help the policy maker work through the screening process on a step by step basis.

Public authorities should remember that the Section 75 statutory duties apply to internal policies (relating to people who work for the authority), as well as external policies (relating to those who are, or could be, served by the authority).

Evidence to help inform the screening process may take many forms. Public authorities should ensure that their screening decision is informed by relevant data.

**Part 2. Screening questions**

**Introduction**

In making a decision as to whether or not there is a need to carry out an equality impact assessment, the public authority should consider its answers to the questions 1-4 which are given on pages 66-68 of this Guide (and which form part of the screening form).

If the public authority’s conclusion is **none** in respect of all of the Section 75 equality of opportunity and/or good relations categories, then the public authority may decide to screen the policy out. If a policy is ‘screened out’ as having no relevance to equality of opportunity or good relations, a public authority should give details of the reasons for the decision taken.

If the public authority’s conclusion is **major** in respect of one or more of the Section 75 equality of opportunity and/or good relations categories, then consideration should be given to subjecting the policy to the equality impact assessment procedure.

If the public authority’s conclusion is **minor** in respect of one or more of the Section 75 equality categories and/or good relations categories, then consideration should still be given to proceeding with an equality impact assessment, or to:

* measures to mitigate the adverse impact; or
* the introduction of an alternative policy to better promote equality of opportunity and/or good relations.

**In favour of a ‘major’ impact**

1. The policy is significant in terms of its strategic importance;
2. Potential equality impacts are unknown, because, for example, there is insufficient data upon which to make an assessment or because they are complex, and it would be appropriate to conduct an equality impact assessment in order to better assess them;
3. Potential equality and/or good relations impacts are likely to be adverse or are likely to be experienced disproportionately by groups of people including those who are marginalised or disadvantaged;
4. Further assessment offers a valuable way to examine the evidence and develop recommendations in respect of a policy about which there are concerns amongst affected individuals and representative groups, for example in respect of multiple identities;
5. The policy is likely to be challenged by way of judicial review;
6. The policy is significant in terms of expenditure.

**In favour of ‘minor’ impact**

1. The policy is not unlawfully discriminatory and any residual potential impacts on people are judged to be negligible;
2. The policy, or certain proposals within it, are potentially unlawfully discriminatory, but this possibility can readily and easily be eliminated by making appropriate changes to the policy or by adopting appropriate mitigating measures;
3. Any asymmetrical equality impacts caused by the policy are intentional because they are specifically designed to promote equality of opportunity for particular groups of disadvantaged people;
4. By amending the policy there are better opportunities to better promote equality of opportunity and/or good relations.

**In favour of none**

1. The policy has no relevance to equality of opportunity or good relations.
2. The policy is purely technical in nature and will have no bearing in terms of its likely impact on equality of opportunity or good relations for people within the equality and good relations categories.

Taking into account the evidence presented above, consider and comment on the likely impact on equality of opportunity and good relations for those affected by this policy, in any way, for each of the equality and good relations categories, by applying the screening questions (questions 1-4) given in the screening form (Part 2) and indicate the level of impact on the group i.e. minor, major or none.

**Multiple identity**

Generally speaking, people can fall into more than one Section 75 category. Taking this into consideration, are there any potential impacts of the policy/decision on people with multiple identities?

(*For example; disabled minority ethnic people; disabled women; young Protestant men; and young lesbians, gay and bisexual people).*

**Part 3. Screening decision**

All public authorities’ equality schemes must state the authority’s arrangements for assessing and consulting on the likely impact of policies adopted or proposed to be adopted by the authority on the promotion of equality of opportunity.

The Commission recommends screening and equality impact assessment as the tools to be utilised for such assessments. Further advice on equality impact assessment may be found in a separate Commission publication: Practical Guidance on Equality Impact Assessment.

**Timetabling and prioritising**

Note: The Total Rating Score should be used to prioritise the policy in rank order with other policies screened in for equality impact assessment. This list of priorities will assist the public authority in timetabling. Details of the Public Authority’s Equality Impact Assessment Timetable should be included in the quarterly Screening Report.

**Part 4. Monitoring**

Public authorities should consider the guidance contained in the Commission’s Monitoring Guidance for Use by Public Authorities (July 2007).

The Commission recommends that where the policy has been amended or an alternative policy introduced, the public authority should monitor more broadly than for adverse impact (See Benefits, P.9-10, paras 2.13 – 2.20 of the Monitoring Guidance).

Effective monitoring will help the public authority identify any future adverse impact arising from the policy which may lead the public authority to conduct an equality impact assessment, as well as help with future planning and policy development.