



An tÚdarás Clárúcháin Maoine
Property Registration Authority

PUBLIC SECTOR EQUALITY AND HUMAN RIGHTS DUTY

PROGRESS REPORT ON IMPLEMENTATION

OCTOBER 2021



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1. Background – The Public Sector Duty

Since 2014, the Public Sector Equality and Human Rights Duty (also known as the Public Sector Duty) has been part of the legislative framework governing human rights and equality in Ireland. Section 42 (1) of the Irish Human Rights and Equality Commission Act 2014 states that: “A public body shall, in the performance of its functions, have regard to the need to:

- (a) Eliminate discrimination;
- (b) Promote equality of opportunity and treatment of its staff and the persons to whom it provides services;
- (c) Protect the human rights of its members, staff and the persons to whom it provides services.”

The Irish Human Rights and Equality Commission (IHREC) has a specified role in driving and overseeing compliance with Section 42 (1) of the Irish Human Rights and Equality Commission Act 2014. They also provide guidance and encourage public bodies in developing specific assessment tools, policies and human rights and equality proofing.

The Public Sector Duty, enacted in 2014, placed a new statutory obligation on public bodies to comply with legislation and initiatives, to promote human rights and eliminate discrimination. The Property Registration Authority (PRA) has previously expanded on this to incorporate internal programmes and policies, many of which are considered quite advanced and progressive within the Civil Service (as recognised centrally and through nomination/winning of awards). It is also worth noting that the PRA articulates its mission in terms of ‘safeguarding property rights and transactions in Ireland’ to purposively align with the tenor of its statutory obligations under the IHREC Act. That is also the strapline used across the PRA’s publications and communications (including email signatures). In addition, the IHREC logo features on the PRA’s strategic communications and documents, including its website, annual report, banners and strategy statement.

Section 29 of the Irish Human Rights and Equality Act 2014 defines human rights, for the purposes of the Duty, as meaning those rights and freedoms of individuals which are protected by the Irish Constitution, by the European Convention on Human Rights Act 2003 and by provisions in other international treaties which have been given “the force of law” in Ireland. Many of the State’s equality and anti-discrimination protections are derived from EU law including the EU Charter on Fundamental Rights and the EU Equality Directives which underpin Ireland’s equality legislation.

In March 2019, the IHREC wrote to all public bodies, including the PRA, setting out the statutory obligation of the Public Sector Duty for public bodies. Accompanying the letter was a document - Implementing the Public Sector Equality and Human Rights Duty - providing guidance on the process required to incorporate the Duty into the work of the organisation, through a three step process of:

1. *Assess* Undertake an assessment of the human rights and equality issues that the body believes to be relevant to its functions and purpose;
2. *Address* Set out the policies, plans and actions in place or proposed to be put in place to address those issues;
3. *Report* Report on developments and achievements in the annual report.

2. Property Rights and the Public Sector Duty in the PRA

In recent years, the PRA has articulated its mission in successive statements of strategy as safeguarding property rights and transactions in Ireland. It has also embedded the Public Sector Duty into its strategies, activities and reporting.

The significance of the property rights in Bunreacht na hÉireann (The Constitution of Ireland) lies in the formal recognition and acknowledgement of the right to private property, expressed in a written constitution. These rights can be said to be particularly cherished by Irish people due to a colonial history of dispossession and penal laws inhibiting rights of native ownership. The PRA is aware of these rights and is committed to understanding what they mean, their implications for the work of the organisation and the need to commit fully to supporting and safeguarding those rights for all of the people of Ireland, as individuals, businesses and for the State itself.

Property is a legal, social and economic concept. Formal property can be viewed as ‘invisible’ for want of a better word, and its ownership is separate from the physical asset itself. Therefore, property registration represents land ownership resources in a ‘virtual’ sense. This is an important concept and has a fundamental role in the creation of capital in a modern market economy. So in essence, property law is really about legal relationships between individuals in society.

It is important to be aware that, given Ireland’s history, the social concept of property is so powerful that it has shaped the deeply held conviction which people have today about owning their own homes and land, and this has transferred as the focus of property ownership moved from largely agricultural to urban from the 1960s.

In the wider context, access to property in the modern world is considered part and parcel of fundamental human rights and the right to own private property is enshrined in the Universal Declaration of Human Rights (1948). Article 46 states that private property must be respected and cannot be confiscated. Property rights are considered as greater than those of the State, and even if a government loses its lands in wartime, the rights of property owners in those same territories must be respected.

These are strong and fundamental rights which set the basis for the remit and culture of the PRA. It is within this context that the PRA is committed to the Public Sector Duty as a means of safeguarding those and other rights.

To further strengthen its commitment to safeguarding rights and ensuring compliance with the Public Sector Duty, it was agreed at Management Board level to undertake an assessment (Step 1 above) of the Public Sector Duty in the PRA, and to set out steps / plans to address (Step 2 above) issues that may arise. This review would seek to:

- Assess how deeply the Public Sector Duty has permeated the organisation, its policies and activities;
- Assess levels of awareness of the Public Sector Duty among employees and certain customer groups;
- Identify opportunities to align PRA planning and activities (employee and customer facing) with the objectives and requirements of the Public Sector Duty;
- Develop plans to meet those objectives and requirements.

3. Public Sector Duty Strategy

The PRA established a Public Sector Duty Steering Group in September 2019 to coordinate its activities. This group comprises members from HR, Corporate Services and the Quality and Compliance Division. In late 2019, a new Public Sector Duty Strategy was developed and then agreed by the Management Board. The strategy set out how the PRA would undertake its assessment and how it could further incorporate the Public Sector Duty into its wider activities, business planning and reporting.

As part of the new strategy and in line with the IHREC guide, in early 2020 the steering group reviewed the range of equality and human rights legislation, policies and requirements that apply to public bodies. It identified which of those were applicable to the PRA, both directly and indirectly. The group then consulted with other business units in its development of an action plan for the strengthening of its commitment to the Public Sector Duty.

4. Assessment

As set out in the PRA's Public Sector Duty Strategy, a formal assessment was undertaken. The Public Sector Duty Steering Group considered that while the planning and reporting aspects of its compliance with the Public Sector Duty were relatively strong, there was a need to undertake an assessment/review of the main equality and human rights issues and their application to the PRA. This review of PRA awareness of, and obligations to, the Public Sector Duty also identified opportunities to align PRA planning and activities (employee and customer facing) with the objectives and requirements of the Duty.

See Appendix A for a list of the Human Rights legislation and initiatives that were reviewed as part of the assessment.

5. Action Plan and Governance

Once the assessment was completed, the next step was to develop an action plan. The initial action plan sets out the key actions that will be taken by the PRA to enhance its commitment to, and application of, the Public Sector Duty, to end 2021. It includes deadlines and senior responsible owners of the actions. Implementation will be overseen by the Quality and Compliance Division.

The action plan was reviewed in Q1 2021 and will be reviewed again in Q1 2022, to assist compliance and implementation and to assess further possible actions and next steps. A new Public Sector Duty strategy for the PRA will be required from 2023.

It should also be noted that in mid-2019, a new role was also created within the organisation - Head of Quality and Compliance – which included specific responsibility for monitoring compliance with, and further driving (with Human Resources and Corporate Services) the implementation of the Public Sector Duty.

6. Strategic Planning and Reporting

In 2016, the PRA began reporting in its annual report on its work and achievements under the Public Sector Duty. Appendix B sets out the main achievements since then, and Appendix C sets out further actions to be implemented.

The PRA's Governance Framework 2019 includes a section (1.7) specifically on the Public Sector Duty. This states the PRA's use of the Duty "*as an opportunity to embed human rights and equality considerations into the totality of its functions as employer and service provider*", referring to the strategic plan in this regard, as well as reporting requirements.

The PRA's Statement of Strategy 2019-2021 states that:

"During the period of this strategy we will work towards fulfilling our obligations, including reporting on achievements under the Public Sector Equality and Human Rights Duty in respect of our employees and customers". Under the strategic goal of *Delivery of Excellent Customer Service*, one of the key performance indicators is *"Meeting our legal obligations to all service users under the Public Sector Equality and Human Rights Duty"*.

A new Statement of Strategy has been prepared by the Authority for the period 2022-2024 which further consolidates the organisation's commitment to human rights and states that:

"During the period of this strategy we will work towards attaining our strategic goals and also fulfilling our compliance requirements under statute, Government decision or administrative and policy initiatives. This includes reporting on achievements under the Public Sector Equality and Human Rights Duty in respect of our employees and customers. We will also continue to embed ethical behaviours in our organisation culture and welcome diversity in our workforce".

The Public Sector Duty is also an important part of business planning in the PRA and features in both corporate and divisional business planning templates. It is also central to the development of numerous other strategies, policies and plans across the various functions of the PRA.

It should also be noted that while COVID-19 may have had an impact on the delivery of PRA services, this in no way diminishes the PRA's commitment to the Public Sector Duty. This message was specifically communicated to all employees and the PRA's commitment in this regard was a feature of COVID-19 related planning and service delivery.

7. Summary

Prior to the 2014 Act coming into force, the PRA was progressive in working to promote equality and safeguard rights of employees and customers, and to embed respect for human rights in its work, and through its people. But since then, under the banner of the Public Sector Duty, the PRA has developed a series of initiatives to enhance our engagement with external customers with a view to improving the customer experience of property registration services. As stated previously, such initiatives and actions, past and future, are set out in Appendix B and C. This should not be viewed as the limit of the PRA's ambition. We look forward to building on our achievements to date and will continue to share our learning and experience and report annually on progress.

The Public Sector Duty has been invaluable in providing impetus, branding and recognition to the mandate and work of the PRA. These positive impacts will endure and deepen, providing the bedrock for any future transformational work in the PRA and ensure continued alignment to the Public Sector Duty.

Integrity is the governing ethos of our organisation. Consequently, equality and rights, for both PRA employees and customers are not solely a box-ticking exercise. The compliance requirement is important in ensuring that we are doing things right. However, it is the commitment of the organisation to the Public Sector Duty that ensures that we are doing the right things.

Appendix A: Human Rights Legislation and Initiatives Reviewed

European Convention on Human Rights
Article 1 of the European Convention on Human Rights
United Nations Human Rights Treaties
International Covenant on Civil and Political Rights (ICCPR)
International Covenant on Economic, Social and Cultural Rights (ICESCR)
Convention on the Elimination of All Forms of Racial Discrimination (CERD)
Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT)
Convention on the Rights of the Child (CRC)
Convention on the Rights of Persons with Disabilities (CRPD)
The Charter of Fundamental Rights of the European Union
The Charter of Fundamental Rights of the European Union contains 54 Articles on a range of civil, political and social rights and freedoms under six titles: Dignity, Freedoms, Equality, Solidarity, Citizens' Rights and Justice.
EU Equality Directives
The Recast Gender Equality Directive (2006)
The Gender Goods and Services Equality Directive (2004)
The Racial Equality Directive (2000)
The Employment Equality Directive (2000)
Maternity and Parental Leave Directive and the Pregnancy Directive
EU Treaty
EU Treaty on the Functioning of the European Union
Bunreacht na hÉireann (Irish Constitution)
Article 8 of the Irish Constitution/Language Rights Charter – Language Rights
Article 43 of the Irish Constitution - Property Rights
Irish Equality Law
The Employment Equality Acts 1998-2015 ('EEA')
The <i>Equal Status Acts 2000-2015</i> ('ESA') and the nine protected grounds under the ESA
National Policy Commitments
The Migrant Integration Strategy 2017: A Blueprint for the Future
The National Disability Inclusion Strategy 2017-2021
The National Strategy for Women and Girls 2017-2020
The National Traveller and Roma Inclusion Strategy 2017-2021
The National Action Plan for Social Inclusion 2018-2021
The Quality Customer Services Initiative
Other Legislation
GDPR + Data Protection Acts
Freedom of Information Act
Ethics in Public Office Act 1995 and Standards in Public Office Act 2001
PRA Policies, Structures and Initiatives
Statement of Strategy
PRA Corporate Governance Framework
PRA Compliance Framework
Annual Reports
PRA Code of Ethics

PRA Behaviours Framework
PRA and Divisional Business Plans
Working Together Forum
PRA Diversity, Equality and Inclusion Committee (and sub committees on Mental Health, Disability, LGBTQI+ and wider diversity issues)
Diversity awareness and training
Data Protection Strategy and Policy
Data Governance Principles
Protected Disclosures Policy
Accessibility Policy
Mental Health Strategy
Employee Engagement Surveys
Integrity at Work Pledge
Child Safeguarding Statement and Policy
Customer Charter and Action Plan
PRA Customer Survey
Recruitment and Promotion
Counter Fraud Policy
Workplace Disability Strategy

Appendix B: Achievements/Actions completed by the PRA, 2016 to date

Basis for Action	Achievement / Action	Delivery (since 2016)
<p>Equal Status Acts 2000-2015 (gender, civil status, family status, sexual orientation, disability, age, race, religion and membership of Traveller community)</p>	<ul style="list-style-type: none"> • The delivery of diversity awareness workshops and Unconscious Bias training rolled out to all employees 	2016 - 2017
	<ul style="list-style-type: none"> • Steering Group preparation for the establishment of the PRA Equality, Diversity and Inclusion Committee 	2016
	<ul style="list-style-type: none"> • Attendance by a number of employees at EIR Allies Conference 	2016
	<ul style="list-style-type: none"> • Assessment of equality of opportunity for internal competitions 	2016
	<ul style="list-style-type: none"> • Launch of the Equality, Diversity and Inclusion (EDI) Committee and promotion of the Committee at key events and meetings 	2017 – Ongoing
	<ul style="list-style-type: none"> • EDI sub committees on Mental Health, Disability, LGBTQI+ and wider diversity issues) 	2017 - Ongoing
	<ul style="list-style-type: none"> • Presentation by the Diversity, Equality and Inclusion Committee at the annual Business Awareness Seminar for managers 	2018
	<ul style="list-style-type: none"> • Application made to the Legal Island Irish HR Awards and the PRA won in the category "Best Diversity, Equality and Inclusion Initiative". Award presented in December 2018 at the Aviva Stadium, Dublin 	2018
	<ul style="list-style-type: none"> • A member of the Defence Forces presented to the Diversity, Equality and Inclusion Committee on his experience as a married gay man in developing LGBTQI+ initiatives in his workplace 	2018
	<ul style="list-style-type: none"> • Information on all aspects of Diversity made available on the employee Intranet (OPRA) and arrangement of PRA Diversity events 	2018 - Ongoing
	<ul style="list-style-type: none"> • Funding provided for two PRA staff members to undertake Professional Diploma on Human Rights and Equality in the IPA 	2018 - Ongoing
	<ul style="list-style-type: none"> • Equality awareness raising for employees (Delivering Equality in Public Services eLearning training course rolled out to all employees) 	2018 - Ongoing
	<ul style="list-style-type: none"> • Diversity Days for employees 	2018 - Ongoing
	<ul style="list-style-type: none"> • Involvement in the Dublin Pride Festival 	2018 - Ongoing
	<ul style="list-style-type: none"> • Diversity awareness and training 	2019 - Ongoing
	<ul style="list-style-type: none"> • New Equality Sub-Committee established 	2019 - Ongoing
	<ul style="list-style-type: none"> • Participation in the Irish Centre for Diversity <i>Investors in Diversity</i> Programme (Bronze accreditation achieved, Pursuing Silver) 	2020 - Ongoing
	<ul style="list-style-type: none"> • Diversity Silver Assessment Survey published for completion by all employees 	2021
	<ul style="list-style-type: none"> • PRA Workforce Inclusion Month (presentations provided on a range of topics including Men’s Health and Parenting during COVID-19) 	2021 - Ongoing

	<ul style="list-style-type: none"> Assessment of PRA recruitment, Promotion and Competition Policies and Procedures 	2021
Employment Equality Directive	<ul style="list-style-type: none"> Mitigation against Unconscious Bias included in the guidance given by HR to all interview selection boards Employment Equality awareness raising for all employees Unconscious Bias awareness raising for all employees (eLearning training course rolled out to all employees) 	2016 - Ongoing 2016 - Ongoing 2021
Convention on the Rights of Persons with Disabilities + National Disability Inclusion Strategy + Workplace Disability Strategy	<ul style="list-style-type: none"> Enhancements to accessibility, including wheelchair access for the PRA's Santry office Provision of the Induction Loop for customers and employees who have difficulties hearing Disability parking upgraded in the Roscommon Office Use of Skype for sign language services for customers Publication and Communication of PRA Child Safeguarding Policy Disability awareness raising for staff Engagement with Willing Able Mentoring (WAM) initiative Review Compliance with Disability Act Upgrade lighting in offices to suit light-sensitive staff and customers (not including Chancery Street – PRA due to move out in 2022) 	2016 - Ongoing 2018 - Ongoing 2018 2019 - Ongoing 2020 Ongoing Ongoing 2021 2021 - Ongoing
Quality Customer Services Initiative + Customer Charter and Action Plan Initiative	<ul style="list-style-type: none"> Re-launch of the PRA's Customer Focus Group Customer survey undertaken Continue to engage with customers (Survey, Customer Focus Group, Outreach events (legal, mapping etc.), virtual events etc. Review/Update Customer Charter and Action Plan 	2016 & 2019 2017 2017 - 2018 2021
Data Accessibility	<ul style="list-style-type: none"> Publication of data regarding the age, gender and educational qualifications of internal competition candidates Conservation and digitisation of our historical archives from 1708 to ensure public accessibility in our role as custodians of public memory 	2016 - Ongoing 2018 - Ongoing
Protected Disclosures Legislation + Integrity At Work Initiative	<ul style="list-style-type: none"> Engagement with Integrity at Work programme of Transparency International Ireland (TII) PRA's Integrity at Work Pledge posted at all PRA offices Publication of new Protected Disclosures Policy Review 2019 PRA Protected Disclosures Policy Report on PRA compliance with Section 22 of the Protected Disclosures Act in Annual Report Awarded Member Status and allowed to use TII Member Logo on documents 	2016 - Ongoing 2019 - Ongoing 2019 & 2021 2020 Ongoing 2021 - Ongoing

Public Sector Duty	<ul style="list-style-type: none"> ● Organisation wide Poster campaign announcing coming into effect of the Public Service Duty ● Building awareness of the Public Sector Duty for PRA employees (including presentations to all employees on the Duty), with inclusion in preparations for 2017 business plans. ● Strapline “Safeguarding property rights” added to communications materials. ● Establishment of Sub-Committees tasked with promoting equality and human rights for employees addressing the areas of Mental Health, Disability, LGBTQI+ and wider diversity issues ● Inclusion of Public Sector Duty in the 2018 business planning templates ● Information on the internal Intranet for staff on Public Sector Duty ● VDU assessment training and roll out across the PRA ● Public Sector Duty is reflected in all policy and strategy documents published in 2018 ● Development of Public Sector Duty strategy and action plan for implementation in 2020-2022. ● Communicate PRA Public Sector Duty Action Plan for 2020-2021 and raise awareness ● Assess progress annually through Quality and Compliance Division ● Progress on Public Sector Duty Action Plan outlined in the annual report. ● On-going promotion of Public Sector Duty, including alinement with Strategies and Reporting ● Inclusion of continued commitment to the Public Sector Duty during the COVID-19 emergency, including specific reference in response and business continuity plans 	<p>2016</p> <p>2016 - Ongoing</p> <p>2016 - Ongoing</p> <p>2017 - Ongoing</p> <p>2017 - Ongoing</p> <p>2017 - Ongoing</p> <p>2017 - Ongoing</p> <p>2018</p> <p>2019</p> <p>2020</p> <p>2019 - Ongoing</p> <p>2020</p> <p>Ongoing</p> <p>2020 - Ongoing</p>
Data Protection Legislation	<ul style="list-style-type: none"> ● Data Protection Strategy highlights the right to data privacy for customers ● Review of Data Protection Policy and development of Data Governance Principles ● Data Protection awareness training ● Processing of Subject Access Requests (SARs) 	<p>2017</p> <p>2019</p> <p>Ongoing</p> <p>Ongoing</p>
Ethics in Public Office Act + Standards in Public Office Act	<ul style="list-style-type: none"> ● Revision of Code of Ethics ● Review PRA Behaviours Framework (2019) ● Ethics awareness raising 	<p>2019</p> <p>2021</p> <p>Ongoing</p>
Employee Engagement	<ul style="list-style-type: none"> ● Employee Engagement survey undertaken with action plan to be developed in 2019 ● Engage with employees on issues identified in Civil Service Engagement Survey findings ● Support participation in Civil Service Employee Engagement Surveys ● Working Together Forum activities ● Undertake PRA Employee Engagement Surveys 	<p>2018</p> <p>2020</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>

	<ul style="list-style-type: none"> • Development of employee ICT usage policies to eliminate possible discrimination through electronic channels 	2021
Mental Health and Wellbeing	<ul style="list-style-type: none"> • Mental Health Strategy • All employees completed wellness e-learning training modules on Managing Stress in the workplace and Building Resilience in the workplace • PRA Mental Health Sub Committee • Winter flu vaccinations for employees 	2020 2020 Ongoing 2020
PRA Counter Fraud Policy	<ul style="list-style-type: none"> • Review Counter Fraud Strategy + Action Plan 	2020
Data Governance	<ul style="list-style-type: none"> • Adherence to PRA Data Governance Principles • Development of PRA Data Strategy 	Ongoing 2020
Freedom of Information (FOI) Legislation	<ul style="list-style-type: none"> • Process Freedom of Information requests • Process Freedom of Information appeals 	Ongoing Ongoing
European Convention on Human Rights	<ul style="list-style-type: none"> • Review/Update Customer Charter and Action Plan + include ECHR 	2021

Appendix C: Further Achievements/Actions to be completed by the PRA

Basis for Action	Achievement / Action	Expected Delivery
Convention on the Rights of Persons with Disabilities + National Disability Inclusion Strategy + Workplace Disability Strategy	<ul style="list-style-type: none"> • Publish Disability Strategy • Disability awareness raising for staff (further courses to be rolled out in 2021) • Celebrate yearly International day of people with disabilities • Review of accessibility of PRA services and buildings (including new building) • Review PRA Accessibility Policies and Structures 	2021 2021 2021 2021 2021
Protected Disclosures Legislation + Integrity At Work Initiative	<ul style="list-style-type: none"> • Awareness raising for all staff 	2021
Convention on the Rights of the Child + Guidelines on Child Safety	<ul style="list-style-type: none"> • Review of PRA Child Safeguarding Policy 	2021
Quality Customer Services Initiative + Customer Charter and Action Plan Initiative	<ul style="list-style-type: none"> • Review progress on Customer Charter in Annual Report • Review findings of Civil Service Customer Survey • Review of Priority Customer Review service to enhance outcomes and interaction for PRA customers • Customer Survey to include awareness of PRA Public Sector Duty 	2021 2021 2021 2022
Ethics in Public Office Act + Standards in Public Office Act	<ul style="list-style-type: none"> • Review PRA Code of Ethics (2019) 	2021
Mental Health and Wellbeing	<ul style="list-style-type: none"> • Celebrate annual National Workplace Wellbeing Day 	2021
PRA Counter Fraud Policy	<ul style="list-style-type: none"> • Publish and communicate new Counter Fraud Strategy and Action Plan 	2021
Data Protection Legislation	<ul style="list-style-type: none"> • Review PRA Data Protection Policies • Review Record of Processing Activities (RoPA) 	2021 2021
Data Accessibility	<ul style="list-style-type: none"> • Publication of Registry of Deeds Archive Digitisation Strategy 	2021
Charter of Fundamental Rights of the EU	<ul style="list-style-type: none"> • Fundamental Rights awareness raising for staff 	2021
Convention on Elimination of Racial Discrimination + Racial Equality Directive	<ul style="list-style-type: none"> • Racial Discrimination awareness training for staff 	2021
Staff Engagement	<ul style="list-style-type: none"> • Strengthen internal communications, including through a new internal communications plan 	2021
Public Sector Duty	<ul style="list-style-type: none"> • Public Sector Duty and Property Rights Poster Campaign • Awareness raising for all staff • Annual Review of Public Sector Duty Action Plan • Development of new Public Sector Duty Strategy and Action Plan for 2023-2025 	2021 2021 2022 2022
Equal Status Acts 2000-2015 (gender, civil status, family status, sexual orientation, disability, age, race, religion and membership of Traveller community)	<ul style="list-style-type: none"> • Finalise and Publish PRA LGBTQI+ Strategy • Review Language Rights Charter 	2021 2022