

# ANNUAL REPORT





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## Reflection on The Legacy of Nelson Mandela

The Human Rights Commission pays tribute to human rights defenders, who have fought with vision, passion, courage, and commitment to make this world a more liveable place for all. On 5 December 2013, the world lost one of its most beloved heroes and, in the words of President Obama, 'the last great liberator of the 20th century'. The famed South African anti-apartheid revolutionary who spent 27 years as a prisoner for opposing apartheid, became his country's first black president and winner of the Nobel Peace Prize, and served as an enduring symbol of integrity, principle and resilience. Nelson Mandela was a man who

believed that all people are inherently good and that all people can live harmoniously side by side. His willingness to be embracing of others, in spite of our differences, serves as an example to us all, and we trust that his passing has ignited a legacy that will continue to change the hearts and minds of people around the world. The Human Rights Commission is inspired by such a legacy to take bold action to leverage our influence to address discrimination, promote inclusion, and facilitate the celebration of our shared humanity and our differences. We hope to continue on in a positive direction, taking steps as a community, towards achieving human rights for all.

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## LETTER OF TRANSMITTAL

#### 30 April 2015

The Hon. Patricia J. Gordon-Pamplin, JP, MP Minister of Community, Culture and Sports Ministry of Community, Culture and Sports Dame Lois Browne-Evans Building, 4th Floor 58 Court Street Hamilton HM 12 Bermuda

Dear Minister,

I am pleased to submit the 2013 Annual Report of the Human Rights Commission as required by Section 30A of the Human Rights Act, 1981.

This document highlights the success of the Commission for the period 1 January 2013 to 31 December 2013.

Respectfully submitted,

Michael Hanson Chairperson

## MESSAGE FROM THE CHAIR



Michael Hanson Human Rights Commission, Chair

It has been one year since the appointment of the new Board of Human Rights Commissioners and our redefined role based on the 2012 Human Rights 'Structure and Function Amendment' Act. The new Board of Commissioners is a cross section of community members who bring a wide range of experience and perspectives and it is a privilege for us all to join the Officers in upholding the mandate of the Human Rights Commission.

One of the key aspects of our roles as Commissioners is to adjudicate complaints of discrimination. Over the year, we have developed procedural processes to guide all Tribunals and, as we gain insight and experience in our new role, we will continue to refine processes to ensure accessible, fair and expeditious access to justice.

During 2013, four outstanding disputes were carried forward. Of these, one complaint was withdrawn by the Complainant at the Tribunal stage, one complaint was dismissed by the Tribunal, one Tribunal hearing was held (with the ruling still to be published) and the final Tribunal will be heard at the end of February 2014. We intend to keep this momentum going forward and ensure all matters referred to us are dealt with swiftly, fairly and in the spirit of the Act.

In addition, we are working with Officers of the Commission in providing education to the public and equally, we will advocate for the expansion of protections. We were pleased to see the passing of the Human Rights Amendment Act, 2013 which came into effect on 8 August. The amendment is the result of many years of lobbying, research, engagement, consultation and dialogue, and reflects a necessary improvement of the Act to meet the needs, challenges and realities of Bermuda today. Amongst some of the changes, sexual orientation was added as a protected ground. Whilst the inclusion of sexual orientation and age illustrates a step in the right direction, much work remains in order to move Bermuda towards being an inclusive community that honours the ideals of equality and non-discrimination for all — both in practice and principle. The amendment was not about 'gay rights' or 'special rights', it was about basic human rights, and it is now our duty to uphold them in line with the Act.

As Chair of the Commission, I am looking forward to reasserting the importance of human rights and advancing the protections in Bermuda to meet modern times. It is imperative that we all work together to ensure that no one is denied their human rights, and to help Bermuda become a leader in this field.

I would like to thank the Deputy Chairperson and board members for their hard work and professionalism during our first year with the Commission. I would like to also thank the Executive Officer and Officers for their continued dedication and contribution to the Commission. I am honoured to serve as Chair of the board with this diligent group of people and look forward to everyone's continued participation in 2014. There is still much work to be done.

Sincerely,

## MESSAGE FROM THE EXECUTIVE CHAIR



**Lisa Reed**Human Rights Commission
Executive Officer

Upon reflection, I am encouraged by the contributions made by the Officers towards progressing efforts to bring rights to life and to create a more inclusive community; one where discrimination is not tolerated and rights and freedoms are understood and upheld.

Building respect for human rights is not an easy task. Every day people throughout our island face on-the-job discrimination, sexual harassment continues to reveal itself, racial comments are ignored, older members of our community are told to retire because of their age and people with disabilities are not accommodated.

We were also pleased to see the expansion of rights as a result of the 2013 amendments which brought forth protection on the ground of sexual orientation. Further, protection on the ground of age is now provided in areas of goods, facilities and services and accommodations.

The past year has been extremely productive as we began rigorous efforts to implement streamlined processes to strengthen investigations and increase educational engagement. The transition from the old Boards of Inquiry in 2012 to the new Human Rights Tribunal system in 2013 is now complete, including provision of administrative processes to administer Tribunals.

Over the period, there was an increase in the number of educational presentations delivered as Officers increased engagement with various stakeholder groups. Additionally, there was an increase in the number of complaints lodged by members of the public. Furthermore, we were pleased to provide administration for the first four Human Rights Tribunals.

Looking ahead, we will continue to work with Government, schools, businesses and members of the public to encourage practices that ensure the principles of equality and non-discrimination. As the vast majority of complaints are within the workplace, we will continue to increase engagement with employers, supervisors and human resource specialists so they can ensure that their workplaces are free of discrimination, from interview to retirement.

In closing, I would like to express my sincere thanks to the Chair, the Commissioners and to our hardworking Officers for their dedication to our important and challenging work.

Sincerely,



## **2012 Selection and Appointment Committee**

Following the amendments to the Human Rights Act, 1981 which were enacted on 26 October 2012, an independent Selection and Appointment Committee recruited and appointed a board of 12 new Commissioners in 2013. The newly appointed Commissioners will serve for a three-year term and will be responsible for adjudicating complaints of discrimination. They will also serve as educators and advocates in the promotion and protection of human rights.

## **The Members of The Human Rights Commission**

## The Commissioners

The Commissioners are responsible for adjudicating complaints of discrimination by serving on Tribunals and serving as educators and advocates in the protection and promotion of human rights. The Commissioners aim to be an authoritative organisation with the goal of advancing fairness, respect and access to justice.



**Michael Hanson**, the Chair of the Human Rights Commission, is an attorney at Appleby specialising in employment and commercial law, and represents a wide variety of public and private sector clients, including (re)insurers, hedge funds, professional service organisations, healthcare providers, banks,

charities, governmental departments, trusts, estates and schools. Having practiced as a solicitor in England for a number of years, he returned home to Bermuda in early 2012 and was called to the Bermuda Bar the same year. Mr. Hanson is interested in all aspects of human rights, particularly those that relate to age, mental health and sexual orientation discrimination, as well as discrimination by association and perception. He is also very passionate about access to an efficient, fair and consistent adjudication process.



**Kim Simmons**, the Deputy Chair of the Human Rights Commission, was the 100th woman to be called to the Bermuda Bar on 19 October 2001. Her legal career to date has been as a corporate attorney, first with Appleby and now as in-house counsel with FIL Limited. Ms. Simmons states that it is

her pleasure to use her legal qualifications and background to serve her community as a defender and educator of human rights for all of us that live in Bermuda, and to embrace the wonderful challenges and experiences that come with her role as Deputy Chair of the Human Rights Commission.



**Donna Daniels** has dedicated her career to promoting quality education and ensuring that the diverse needs of students are met in the least restrictive environment. She served 32 years in the Government system as teacher, principal and senior education officer. She currently serves as the Executive Director of the Adult Education School.

a non-profit organisation, and alternative education provider. Mrs. Daniels believes in the statement made by the motivational speaker Asa Dan Brown that, 'All children should be taught to unconditionally accept, approve, admire, appreciate, forgive, trust, and ultimately, love their own person'. In doing so, she believes that one has a greater capacity to love others, be non-judgemental, embrace diversity, and champion for the rights of mankind.



**Darcy Gimas** is a mental health professional at the Mid Atlantic Wellness Institute. She holds a bachelor of arts degree, a diploma and advanced diploma in psychiatric nursing and a master's of health science, and has worked in Bermuda and abroad, including New Zealand and Canada. Ms. Gimas has always been an advocate for those

that society shuns or overlooks because they don't fall into the normal parameters. She is passionate about dispelling myths regarding mental illness and addressing societal discrimination against mentally ill persons and their families. She would like to see change include legislation which specifically addresses mental illness.



Jens Juul is a Swedish economist and reinsurer, who, after working in Norway, Panama, Toronto and New York, moved to Bermuda in 1986. He founded and was the CEO of Scandinavian Re until his retirement in 2002. He is married to Rudite, both PRC holders, and they have two daughters with Bermudian status. He is the Honorary Swedish Consul,

a non-executive director on several boards and works as an ARIAS-US certified arbitrator; he is also active within international reinsurance dispute resolutions. Having grown up in Sweden, a model for equal rights, it is his hope that he can bring a fresh view to the HRC. He is interested in equal rights, improved accessibility for persons with disabilities to access buildings, transportation and education and a fair resolution to the plight of PRC holders with children where siblings have split status.



**Kai Musson** is an avid supporter of human rights with a particular interest in local and international anti-discrimination legislation as it relates to race, national origins, mental health, disability and age. The ongoing need to re-think and to re-educate ourselves in respect of human rights issues form the basis for Mr. Musson's zeal in this area. He further

believes that the prevention of human rights violations requires a purposive approach towards human rights legislation, and that a departure from human rights discrimination in society requires more; it logically requires both an acknowledgement of difference and an appreciation for diversity.



Louis Somner is a divisional organiser/negotiator with the Bermuda Industrial Union (BIU), with responsibility for protecting and advancing the interests of all workers, whether unionised or not. He also serves as co-chair of the BIU Migrant Workers Committee, a position he has held for two years, and is a member of the Political Committee of the BIU, whose

agenda is to help promote new legislation to enhance the rights of people who are living and working in Bermuda. Mr. Somner's interest in human rights advocacy began early in life, specifically on 4 April 1968, the day Martin Luther King, Jr. was assassinated in Memphis, Tennessee. The aftermath of his death, including the massive rioting, sparked an interest in the civil rights movement, and from then on, people's rights became his passion. Mr. Somner has travelled to the US, Caribbean and Europe, sharpening his representative skills and knowledge to continue the fight for the rights of workers in this country.



**Millard Thompson** is currently a Professor of English at Bermuda College, where he has held both teaching and administrative posts for the past 20 years. In addition to teaching college transfer English courses, he also serves as Chair of Accreditation at Bermuda College.

Mr. Thompson earned a Ph.D. degree in higher education law at the University of Nebraska in 2007. His research interest is in alternative dispute resolution. In terms of human rights in Bermuda, he is most passionate about ensuring that sexual orientation and age are protected classes within Bermuda's statutory framework.



**Naomi Schroter** was one of the first graduates, in 1995, of the diversity facilitator programme offered at the Bermuda College by NTL Institute for applied Behavioral Science. She also trained in Bermuda with Lee Mun Wah in the Art of Mindful Facilitation and used these skills to develop and deliver workshops for local businesses

and Government around issues of racism, sexism and other cultural diversity.

She became a regular facilitator of diversity workshops for CURE (the former Commission for Unity and Racial Equality) encouraging businesses to promote and embrace diversity in the workplace. Mrs. Schroter strongly believes in Lee Mun Wah's sentiment that: 'In learning about what makes each of us who we are, we can choose to transform that knowledge into compassion and understanding. And

through our compassion and understanding, develop a deeper respect and honouring for each other's journey and contribution to the community'.



Pamela Fowkes was educated at Mount Saint Agnes Academy. She received a bachelor's degree in education from Mount Saint Vincent University, a master's degree in counselling from Indiana University, and holds a certificate of competency in the Portuguese language from the University of Lisbon. Ms. Fowkes

was a member of the Board of Governors of Mount Saint Agnes Academy and spent several years as a committee member of the Portuguese Cultural Association, now under the umbrella of the Vasco da Gama Club. At present, she is a volunteer counsellor at the Women's Resource Centre and is the Secretary of the St. Vincent de Paul Society of the Roman Catholic Church in Bermuda. As a Human Rights Commissioner, Ms. Fowkes' concern is for the full spectrum of human rights in Bermuda. She believes, however, that discrimination in the area of employment, as it is far-reaching, must be reported and addressed urgently wherever and whenever it occurs, in order to protect the well-being of all. Ms. Fowkes is pleased that the Act has become more inclusive having added the prohibition of discrimination based on sexual orientation.

# The Officers



**Richard Thomas Horseman** is an attorney with over 16 years call as a Bermudian attorney. He was educated at Webster University, St. Louis, Missouri (bachelor's in business management with emphasis in business administration 1988) and the University of Buckingham (LL.B. 1995). He is Vice

President of the Bermuda Bar Association and Director/ Partner of Wakefield Quin. Mr. Horseman is interested in all aspects of human rights, particularly those that relate to employment law and discrimination in the workplace.



**Tawana Tannock** is an attorney with experience in criminal litigation, legislative drafting and advising on complex insurance coverage and claims issues. As a high school and collegiate member of Amnesty International, Equality Now and a committed vegan, Ms. Tannock has had a lifelong

passion for advocating and educating for equality, and championing the rights of all. She is excited to be a member of the Human Rights Commission and strives to be fair and balanced in her approach to championing equality, and is particularly keen on raising public awareness on the subject of human rights. Ms. Tannock holds a BA in history and political science from Spelman College, an MA in law from the University of Bristol and is called to the Bar in England, Wales and Bermuda. She also holds the Chartered Property Casualty Underwriter designation (CPCU).

The Officers of the Commission carry out the day-to-day work involved in human rights promotion and education, and as well, for the receipt, investigation and settlement of complaints of discrimination. The Officers are proud to serve as a community resource by providing information about rights and responsibilities under the Human Rights Act, 1981.



# Vision, Mission and Mandate of The Human Rights Commission

#### **Vision**

The Human Rights Commission envisions a community that honours human rights for all and is free of discrimination.

#### Mission

The Human Rights Commission is committed to promoting awareness, eliminating discrimination, and providing protection for all people residing in Bermuda, in keeping with the Human Rights Act, 1981.

#### Mandate

The statutory functions of the Commission are twofold and are aimed at eliminating any form of discrimination in Bermuda. The Commission's mandate is first to educate and promote the concept of equality of all members of the community and, as well, to investigate and endeavour to settle allegations of discrimination.

Under Section 14 of the Act, the Human Rights Commission is responsible for administration of the Act and shall:

- Encourage an understanding of the fundamental rights and freedoms of the individual guaranteed by the Constitution and the principle that all members of the community are of equal dignity, have equal rights and have an obligation to respect the dignity and rights of each other:
- Promote an understanding of, acceptance of, and compliance with the Act;
- Develop, conduct research and arrange educational programmes designed to eliminate discriminatory practices;
- Encourage organisations within the community and individual persons to carry out activities which will attract all members of the community whomsoever;
- Encourage and coordinate activities which seek to forward the principle that every member of the community is of equal dignity and has equal rights; and
- Promote the conciliation and settlement of any complaints or grievances arising out of acts of unlawful discrimination and, where in its opinion such good offices are inappropriate, institute prosecution for contraventions of the Act.

The Commission is both a watchdog for human rights and also endeavours to promote equality and harmony in the community by working with organisations, schools, businesses and individuals. To that end, the Commission delivers educational programmes and workshops; organises public forums; prepares brochures and guidelines; and reviews legislation and policies to ensure compliance with the Act. Additionally, the Commission makes recommendations to the Government and proposes amendments to ensure consistency with international standards.

# The Human Rights Act, 1981

The Human Rights Act, 1981 (the 'Act') was passed in June 1981 by the legislature which resulted in the repeal of the Race Relations Act, 1969 and the Race Council Act, 1970. The Human Rights Act became operational in May 1982 and the Human Rights Commission was established to administer the human rights legislation and policy in Bermuda.

Human Rights complaints should be made within six months of the alleged incident(s) and the complaint must fall within one or more of the areas covered by the Human Rights Act:

#### **Grounds of Protection:**

- \* Race, place of origin, colour, ethnic or national origins,
- \* Sex or sexual orientation,
- \* Marital status,
- \* Disability,
- \* Family status,
- \* Religion or beliefs or political opinions,
- \* Criminal record,
- \* \*Age (except in area of employment)

#### **Areas of Protection:**

- Section 3: Notices this section provides protection as no one is allowed to display, publish or post any discriminatory sign, symbol or notice against any person or persons based on the protected grounds
- Section 4: Disposal of Premises this section protects against persons seeking to rent accommodation, acquire land or other premises – whether as a renter or as an owner. Persons cannot discriminate because of your race, place of origin etc.
- Section 5: Goods, Services and Facilities where a
  person is seeking to obtain goods, facilities or services,
  whether on payment or not, persons are protected from
  discrimination by others that would be a violation of any
  of the grounds set out in Section 2(2)
- Section 6: Employment, Special Programmes and Harassment this section provides against discrimination in Employment. Employers are barred from discriminating in hiring, training, promoting, dismissing or demoting any person because of his race, etc. Employers and employment agencies are barred from discriminatory advertising.
- Section 6B: Harassment employees are protected against harassment from their employers. Harassment is persistent, vexatious and the employer should know or ought to know that it is not welcome by the employee.
- Section 7: Organisation protection against discrimination in clubs and other organisations, whether a member or not

- Section 8: Proceedings under the Act persons are barred from treating someone differently, who made a complaint under the Act. For example, where an employer fires an employee, or punishes him/her, or intimidates such employee, because she/he made a complaint under the Act.
- Section 8A: Racial Material and Harassment persons are not allowed to publish racial material to incite or promote ill will against any part of the community because of their race or colour. No person should incite a breach of the peace against any part of the community, because of race, etc.
- Section 9: Sexual Harassment this section provides protection from sexual abuse from employers, agents of employers, other employees, and landlords. The employer must protect against sexual harassment in the workplace.
- Section 10: Discriminatory Covenants where there is a legal instrument passing property, such as a deed, if it is drafted in a discriminatory way so as to contravene the grounds as stated in Section 2(2) of the Act, the instrument would be deemed null and void. It would have no legal effect.

## **Legislative Developments**

#### The Human Rights Amendment Act, 2013

Amendments to the Human Rights Act (The Human Rights Amendment Act, 2013) were passed in 2013 and included the following changes:

- · Sexual orientation added as a protected ground
- Age added as a protected ground in the area of goods, facilities and services and accommodations (notably not in the area of employment)
- The terms 'not born in lawful wedlock' and 'has or is likely to have a child whether born in wedlock or not' have been replaced with the term 'family status' which covers a range of family forms
- The forms of communications through which a complaint can be made have been updated to include recorded telephone discussions, e-mails recorded in print or recorded on the Internet, radio, television or any other electronic medium or communication device
- The Office may now offer parties mediation (in addition to conciliation) to settle complaints
- Provision for Human Rights Tribunals to adjudicate complaints of discrimination, which are enforceable through the courts.

# Sexual Orientation as a Protected Ground:

What it means for Bermuda

This long-awaited amendment to the Act, prohibiting sexual orientation discrimination shows that Bermuda, as a country, is certainly moving in the right direction. Nonetheless, this amendment was long overdue and highlights the fact that, despite this significant step forward, there is constantly more work to be done promoting and extending human rights in general in Bermuda.

For example, as sexual orientation and gender-identity are individually separate and distinct entities, gender variant persons remain unprotected and subject to discrimination as Bermuda's human rights laws do not provide specific protection based on gender-identity. The legislation has further drawn mixed reactions. Some religious groups have

stated their opposition to the inclusion of sexual orientation in the Human Rights Act.

Still, following the tabling of the bill, the Commission joined dozens of supporters outside the House of Assembly for a picnic lunch organised by the Sexual Orientation Working Group. The event was held to not only celebrate the tabling of the bill, but to mark the UN international Day Against Homophobia, Biphobia and Transphobia.

Executive Officer, Lisa Reed and Education Officer, Sara Clifford joined the gathering outside the House of Assembly on 17 May to mark the International Day Against Homophobia, Biphobia and Transphobia. The event was also supported by Amnesty International, the Centre for Justice, Rainbow Alliance, Two Words and a Comma and the Vision Ministry.

#### **Education and Awareness**

An important component of the Commission's mandate is to promote the principles of non-discrimination and equality for all members of the community. The Commission employs various means in order to carry out this mandate including presentations, workshops, roundtable dialogues, one-on-one discussions, ongoing learning and development via webinars, film viewings and engagement with partner agencies in the field of human rights and social justice both in Bermuda and abroad.

In response to specific requests from organisations, education sessions are designed to provide information to members of the public of their rights and duties, and may include a presentation on the Commission, the Human Rights Act, the creation of inclusive workplaces, and human rights in general. The Commission invites any business or organisation interested in receiving our education service to contact us.

## **Human Rights Education in Schools**

Officers conducted presentations in schools across the island – primary, middle, secondary and the Bermuda College – to help empower students to become aware of their rights, consider how to exercise those rights, and to respect and uphold the rights of others. The Commission's interactions varied and included: workshops on diversity and inclusion strategies; a general overview of the Human Rights Act and associated protections in Bermuda; introducing concepts of activism, equality and justice; providing creative expression workshops featuring the intersection of social justice and the arts; identifying opportunities to strengthen the schools' human rights culture; developing anti-harassment and bullying policies; and reviewing universal doctrines in support of human rights.

## **Stakeholder Engagements**

The Commission continued to provide tailored workshops, roundtable discussions and information sessions to assist companies, organisations and individuals to meet their objectives in the promotion and protection of human rights. Some organisations were seeking assistance to address specific issues of discrimination or harassment within their workplace while others were wishing to ensure they had effective complaint handling mechanisms, or to strengthen their commitment to inclusive practices. A few examples include:

- Information sessions held with government departments and service agencies to review the 2013 amendments to the Act and associated duties
- Workshops provided to non-governmental agencies addressing the Human Rights Act, 1981 and promoting inclusive workplace practices
- Consultations held with a variety of stakeholders dedicated to addressing issues of harassment or discrimination in the workplace
- Events and activities with community and sports groups embedding human rights principles into their training and development objectives
- Collaborative workshops with advocacy groups, and consultations with various stakeholders on the proposed 2013 amendment to the Act to include sexual orientation

- Presentations to a variety of employer groups and their members on the significance of bringing legislative responsibilities to life in the workplace through the development of policies and monitoring of practices
- Cross-jurisdictional reviews and consultations to support evolution of practices and policies in the field of national human rights protection and justice



2013 (18) - Workshop - Stereotyping

**2013 (19)** – Creative Expression Workshop – Dalton E. Tucker

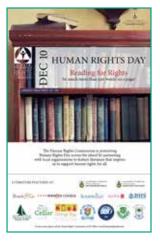
**2013 (20)** -Creative Expression Workshop - Somerset Primary 1

**2013 (21)** – Creative Expression Workshop – Somerset Primary 2

**2013 (22)** – Creative Expression Workshop – Warwick Academy

## **Reading for Rights**





also held The Commission its first 'Reading for Rights' initiative by partnering with local organisations to feature literature that would inspire the public to support human rights for all. The Bermuda National Library, Bermuda Bookstore, The Book Seller, The Bookmart, Orange Bay Company, Department of Corrections, the Bermuda College Library, the public high schools and private schools, all signed on to specifically highlight a variety of local and international social justice and human rights related literature

## **Human Rights Day Observance**

In photo from left to right: Mr. Cushi Ming (Designer), Mrs. Tawana Tannock (Human Rights Commission), Dr. Charles Zuill (Art Critic), Ms. Dany Pen (BNG Education and Communication Officer), Mrs. Jacqueline Alma (Artist), Mrs. Donna Daniels (Human Rights Commission) and Mr. Khalid Muhammad (Artist).



The United Nations' Human Rights Day is annually observed on 10 December, to mark the anniversary of the adoption of the Universal Declaration of Human Rights. To honour the occasion in 2013 the Commission was delighted to partner with the Bermuda National Gallery in an extensive awareness raising campaign in schools across the island to bring attention to the role of the arts in promoting and protecting human rights. The Commission partnered with the Bermuda National Gallery to hold an awards ceremony

for the winners of their annual student art competition on Human Rights Day, Tuesday, 10 December at the Bermuda National Gallery. The competition provided the students with a platform to express thoughtful reflections on our society, and their insightful creations provided a new perspective of our rights and freedoms in Bermuda.



### In photo:

**P3 Winners:** 1st – Dahny Outerbridge; 2nd – Justin Furbert;

**3rd** - Jasmine Douglas

**P4 Winners:** 1st – Zuhrah Shakir; 2nd – Zen Mello;

3rd – Honor Minors

**P5 Winners:** 1st – Amelie Argent; 2nd – Gianna Luparelli;

3rd – Lily Perinchief

**P6 Winners:** 1st – Skye Minors; 2nd – G'Zai Dyer;

3rd - Myah Bridgewater

Middle School Winners: 1st – Messiah Greaves;

2nd – Samaiya Ming; 3rd – Zoe O' Connor Senior Winners: 1st – Felicity Hawker; 2nd – Kayla Williams; 3rd – Katie Beaulne



In photo: BHS students with Sara Clifford, Zakiya Lord and Lisa Reed during the BHS Human Rights Day assembly.



**In photo:** BHS students with Sara Clifford and Zakiya Lord with BHS Head of School Linda Parker during the BHS Human Rights Day assembly.

## **Policy Consultations**

The Commission is often invited to provide guidance to schools, Government departments and businesses on the development and implementation of human rights policies, inclusion strategies and complaint handling mechanisms. Consultations and reviews provided this year include:

- The Commission contributed to the development of the United Nation's Core Document Report for 2013 as the United Kingdom and the British Overseas Territories are parties to several United Nations human rights treaties. The Core Document is a summary of the associated State's key statistics, its constitutional and legal structure, and its framework to protect human rights.
- The Commission provided reporting information to the U.S. Consulate General for their annual reporting. The Commission also provided them with an update for their Human Rights Report, which reports on investigations and changes to national human rights legislation.
- The Commission was invited to consult on the Ministry of Education's draft Inclusive and Special Education Discussion Paper and provided a number of recommendations for their consideration.
- The Commission provided a submission to the Ministry of Home Affairs on the Work Permit Policies 2013 with the aim of providing insight to inform and improve upon these significant policies.
- The Commission conducted a detailed review and analysis of the Centre for Justice's proposals to address discriminatory harassment in the Human Rights Act and the Criminal Code. A final recommendation from the Ministry to the Centre of Justice is forthcoming.

- Human Rights Commissioner, Ms. Darcy Gimas, was been assigned to the Review Committee tasked with reviewing and updating the Mental Health Act, 1968.
- Ms. Meiling Lavigueur, of the Consulate General of Canada in New York, paid a visit to the Commission. Ms. Lavigueur met with the Executive Officer and discussed the challenges and opportunities in progressing the effectiveness of their respective offices.

# Intakes, Preliminary Inquiries and Investigations: Complaint Statistics

The Office of the Human Rights Commission receives and considers a wide range of concerns from members of the public. Complaints are logged and a determination is made as to whether the complaint falls within the jurisdiction of the Act. Where appropriate, a preliminary inquiry may be conducted to clarify the circumstances of the complaint. On the face of it, where the Executive Officer has reason to believe that a contravention of the Act may have occurred, an investigation is conducted.

In 2013, 367 intakes were received and the Commission accepted 19 complaints as having met the criteria of the Commission's jurisdiction. Intakes that were not within the Commission's jurisdiction were referred to other agencies for assistance

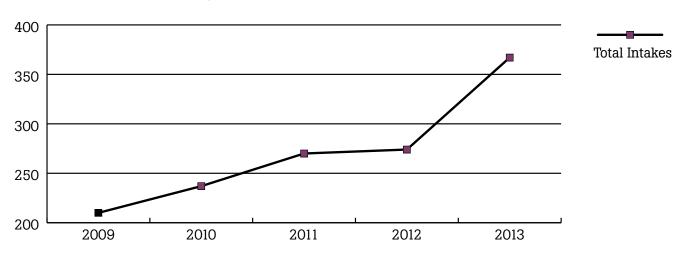
**Table 1** – Total Intakes, 2009 – 2013

Year	Intakes
2009	210
2010	237
2011	270
2012	274
2013	367

Table 1 illustrates the total number of intakes received by the Commission annually. An intake is any form of contact made by a member of the public, whose intent it is to bring to the attention of the Human Rights Commission a complaint or concern. An intake may be received by telephone, in writing (mail, email, etc.) or by walk-in. Note – Data is displayed from 2009 onwards as it corresponds with the Commission's Referral Service. For data on intakes preceding 2009, please see earlier reports.

Figure 1 demonstrates the total number of intakes received by the Commission annually, which have risen each year from 2009 – 2013. An increase in educational awareness of the Commission in addition to a downturn in the economy may be factors that have attributed to the increase in the number of intakes. It should be noted that a large majority of the increase can be attributed to an increase in queries. As displayed in Table 2 following, the year over year percentage increase in queries between 2013 and 2012 was 62% or 79 queries.

Figure 1 - Total Intakes, 2009 - 2013



**Table 2** – Total Intakes Received by Year and Type of Intake, 2012 – 2013

Year	Total Intakes	Type of Intake				
		Complaints – Any concern brought to the Commission by a person who believes their rights have been infringed under the Human Rights Act, 1981	Queries – A request for information regarding a specific area of the Act, a general human rights related question or some other request for information			
2012	274	225	49			
2013	367	239	128			

**Table 2** above illustrates the total number of intakes received by the Office of the Commission in 2012 and 2013 by the type of intake. Intakes are classified into Complaints and Queries and Requests for Information. Note that in this instance, Requests for Information are noted under queries. In response to these queries, the Commission addresses human rights questions and provides referrals to a variety of other agencies that might be of assistance.

There were 367 intakes logged at the Commission in 2013, an increase of 93 intakes from 2012 or 25%. The majority of intakes consisted of complaints at 239 or 65% (of which 19 were found to be within jurisdiction) while the remainder represented queries at 35% or 128.

**Table 3** – Intakes by Month, 2013

Month	Number (#)	Per cent (%)
January	28	8
February	22	6
March	40	11
April	40	11
May	27	7
June	25	7
July	39	10
August	40	11
September	30	8
October	32	9
November	27	7
December	17	5
Total	367	100

**Table 3** illustrates the total number of intakes received by the Commission each month in 2013.

The mean average of intakes received by the Commission per month in 2013 was approximately 31 intakes. The months of March, April and August were recorded with the largest number of intakes received at 40 intakes or 11% each. The month of December recorded the least number of intakes at 17 intakes or 5%.

**Table 4** – Intakes by Gender of Complainant, 2013

Gender	Number (#)	Per cent (%)
Male	151	41
Female	211	58
Not Stated*	5	1
Total	367	100

**Table 4** illustrates the number of intakes received in 2013 by gender of the Complainant.

**Table 5** –Approved Investigations by Year and Outcome, 2012 – 2013

Table 5 illustrates complaints approved for investigation by year and outcome for 2012 and 2013. In 2013, the Human Rights Commission approved 19 complaints for further investigation. Conciliation and/or mediation were offered at varied stages of the investigations to the parties in each case. Conciliation and mediation are voluntary and are designed to be non-adversarial ways of resolving disputes, and although both conciliation and mediation were provided to Complainants and Respondents in 2013, no matters were resolved successfully through these means. Of the 19 complaints approved for investigation in 2013, one complaint was deemed abandoned by the Complainant, one investigation was completed, deemed meritorious and subsequently referred to a Tribunal. The remaining complaints were still in the ongoing investigation stage at the end of 2013.

Year	Complaints Approved for Investigation for the Year	Investigations Successfully Resolved via Conciliation/ Mediation	Investigations Ongoing for the Year	Investigations Dismissed under Section 15(8)	Complaints Approved for Investigation but later Deemed Abandoned	Complaints Approved for Investigation but Later Withdrawn by the Complainant	Investigations Referred to Boards of Inquiry or Tribunal*
2012	11	1	6	-	1	3	-

<sup>\*</sup>In 2012, the Board of Inquiry process was suspended and Tribunals were introduced to adjudicate matters.

<sup>\*</sup>The gender of five Complainants was not identified.

**Table 6** – Ongoing Investigations by Year and Outcome, 2012 – 2013

Year	Ongoing Investigations	Investigations Successfully Resolved via Conciliation/ Mediation	Investigations Dismissed under Section 15(8)	Complaints Approved for Investigation but later deemed abandoned	Complaints Approved for Investigation but later withdrawn by the Complainant	Investigations Referred to Boards of Inquiry or Tribunal*
2012	14	_	5	1	1	7
2013	6	_	_	-	-	-

\*In 2012, the Board of Inquiry process was suspended and Tribunals were introduced to adjudicate matters.

Ongoing investigations refer to investigations carried over from previous years that are still underway or unresolved. In 2013 there were six ongoing investigations carried over from 2012. It should be noted that these six ongoing investigations were not resolved at the end of 2013 and were therefore carried over into the next year.

**Table 7** – Total Investigations (Approved and Ongoing) by Ground of Discrimination Identified, 2013

Ground of Discrimination	Number (#)	Per cent (%)
Race	4	14
Place of origin	3	11
Colour	=	=
Ethnic origin	1	3
National origin	1	3
Sex	3	11
Sexual orientation	=	=
Marital status	=	=
Disability	5	18
Not born in lawful wedlock	1	3
Pregnancy	1	3
Family status	1	3
Religion	1	3
Beliefs	=	=
Political opinion	=	=
Criminal record	2	7
Age	1	3
Sexual harassment*	4	14
Racial incitement*	1	3
Total	29	100

Table 7: Total investigations in Table 7 do not equal approved and ongoing investigations as displayed in Tables 5 and 6 because Table 7 is displaying that in a few cases, investigations were approved under more than one ground. The percentage total may not equal 100% due to rounding. \*Sexual harassment and racial incitement are covered under Sections 9 and 8 A of the Act, respectively. All other grounds of discrimination are covered under Section 2 (2) (a).

Figure 2 - Total Investigations (Approved and Ongoing) by Ground of Discrimination, 2013

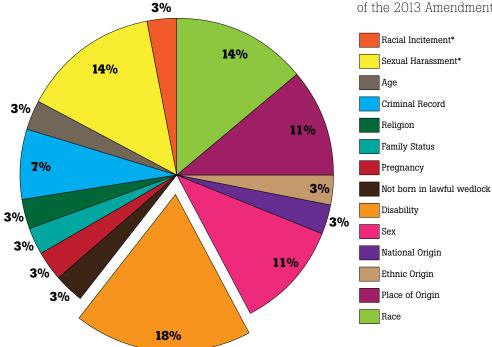


Table 7 displays that in 2013 disability complaints outnumbered all other grounds of discrimination identified by Complainants, constituting 18%, or 5 investigations of the total 29 grounds identified. Race and sexual harassment were the next highest number of grounds cited at 14%, followed by place of origin and sex at 11%. All other remaining grounds accounted for less than 10% of the grounds identified.

**Figure 2** shows total investigations (Approved and Ongoing) in 2013 by ground of discrimination. Note that 'Family Status' replaced 'has/hasn't a child born in lawful wedlock' as part of the 2013 Amendments to the Human Rights Act, 1981.

\* Sexual harassment and racial incitement are covered under Sections 9 and 8 Å of the Act, respectively. All other grounds of discrimination are covered under Section 2 (2) (a).

## **Types of Complaints Lodged**

Some of the types of complaints considered during 2013 are as follows

#### Case A

A Complainant alleged that she had been harassed in the workplace by her employer because of her pregnancy and after returning to work because of her family status. When she was made redundant, she believed it was because she had a child and she believed her employer assumed she did not want to work after hours because of her family status. Although the complaint was approved for investigation, the Complainant subsequently withdrew her complaint.

#### Case B

A Complainant alleged that his boss cursed at him, made derogatory remarks about his race and then terminated him because of his race. The Complainant is a black Bermudian male. The complaint was approved for investigation however, the matter was later deemed abandoned following multiple attempts to contact the Complainant to confirm his interest to proceed.

#### Case C

A Complainant alleged sex discrimination and sexual harassment when her boss and some of her colleagues did not promote her and blocked her career advancement. She also alleged that these colleagues held sexist views and would make sexist comments against women. The Complainant requested to withdraw her complaint as the matter was resolved at work and thus the case was closed.

#### Case D

A Complainant alleged discrimination because of her age when she said her employer was forcing her to resign as she was in her sixties. However, the matter could not be considered, as age is not a protected ground in the area of employment; other referrals were made and the matter was noted and closed.

#### Case F

The Complainant alleged discrimination on the ground of criminal record when he was denied assistance from an organisation. The complaint was closed following an update from the Complainant's attorney who stated that the matter had been resolved.

## **Human Rights Tribunals**

As a result of the 2012 Amendments to the Act, which came into force on 26 October 2012, the former Boards of Inquiry process was replaced by Human Rights Tribunals. Previously, complaints deemed meritorious by the Commissioners were referred to the Minister to empanel a Board of Inquiry to adjudicate complaints. The 2012 Amendment provides the Executive Officer with responsibility to determine merit and refer such complaints to the Chair of the Commission who shall empanel a Human Rights Tribunal to adjudicate complaints.

In 2013 four complaints, which had been carried over during the transition, were carried over and referred to a Human Rights Tribunal.

- 1. The first Tribunal was empanelled to hear a complaint of discrimination whereby the Complainant alleged to have been sexually harassed at the place of work by a first Respondent, in contravention of sections 9(1) and 9(3) of the Act. The Complainant also alleged that they were discriminated against by a second Respondent when they were sexually harassed in contravention of sections 9(1) and 9(3) of the Act. A directions hearing was held and following an unsuccessful application for assistance in accordance with Section 18 of the Act, the Complainant withdrew the complaint.
- 2. The second Tribunal was empanelled to hear a complaint of discrimination whereby the Complainant alleged that Respondents discriminated against them by dismissing, demoting or refusing to employ or continue to employ them and for harassing them in contravention of section 6(1)(b) and section 6(B) as read with section 2(2)(a)(vi) of the Act. A directions hearing was held and an order

was issued to the parties. However, as the order was not followed, and subsequent requests were pursued to find out if the Complainant wished to pursue the matter, the Tribunal deemed that the complaint had been abandoned and dismissed the complaint.

- **3.** The third Tribunal was empanelled to hear a complaint of discrimination whereby the Complainant alleged that the first Respondent discriminated against them by not taking such action as was reasonably necessary to ensure a work environment free from sexual harassment. The Complainant also alleged that the second Respondent discriminated against them by sexually harassing them in contravention of sections 9(1), 9(2) and 9(3) of the Act. The first Respondent agreed to try mediation and the Commission was notified that the matter had agreed to an undisclosed settlement and the Complainant withdrew the complaint against the first Respondent. A directions hearing was held in relation to the complaint against the second Respondent. An order was issued to parties and a hearing is scheduled for 2014.
- **4.** The fourth Tribunal, in the matter of Nneka Powell vs We Care Home Services and Penny-Lynn Paynter, was empanelled to hear a complaint of discrimination whereby the Complainant alleged that the Respondents discriminated against her by dismissing her and refusing to continue to employ her because she was pregnant in contravention of section 6(1)(b) as read with section 2(2) (a)(v) of the Act. A hearing was held on 16 December 2013 and the decision will be rendered in 2014.

**Note:** The names or parties are identified in matters where a hearing was held and a judgement rendered. All Human Rights Tribunal decisions are available to the public, enforceable and are registered by the Supreme Court. Copies are available upon request to the Human Rights Commission.

## **ANNEXES**



ANNEX 1 ANNEX 2

#### **HOW TO LODGE A COMPLAINT**

The Officers of the Human Rights Commission is dedicated to promoting public awareness of the goals and objectives of the Commission, enforcing the law in accordance with the Human Rights Act, 1981 and working towards the elimination of all forms of discrimination. If you feel you have been discriminated against, contact the Commission to either learn more about your rights or to file a complaint.

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## **Typical Complaint Handling Process[LR6]**

- Complaint Received A complaint is received and an Officer is assigned to obtain as much relevant information as possible to clarify the complaint. A preliminary inquiry may occur to obtain details from the Respondent. The Executive Officer considers the complaint and, if it is determined to be a prima facie case, the Respondent(s) are requested to respond to the complaint.
- **Investigation and Conciliation** An investigation into the complaint may begin once parties have provided their initial statements to the Commission. Officers will attempt to conciliate the dispute throughout the investigation process.
- Determination of Merit Following an investigation, if the
  matter is not resolved through conciliation, the Executive
  Officer considers the evidence adduced and makes a decision
  as to whether or not the complaint appears to have merit. If
  it is determined that the complaint does not appear to have
  merit, the Complainant is offered the opportunity to be heard
  and a final decision is made.
- Offer of Mediation If the complaint appears to have merit, formal mediation is offered to the parties by the Executive Officer. If the matter is not resolved through mediation, the matter is referred to the Chair of the Human Rights Commission

- Adjudication A Human Rights Tribunal is an independent body that hears cases of alleged discrimination. This body has no previous knowledge, involvement or information relating to the investigation conducted by the Officers. The Chair receives only the Complainant and Respondent's statements to inform them of the basis of the matter. At first instance, the Chair offers mediation in an effort to facilitate a resolution. If mediation is not successful, the Chair empanels a Human Rights Tribunal to hold a public hearing. The onus is on each party to supply the Tribunal with all evidentiary materials to support their claim, including witness statements. The Tribunal is empowered to determine whether unlawful discrimination has occurred and make orders that may be registered with the Supreme Court.
- Appeals Parties can appeal decisions of a Human Rights Tribunal to the Supreme Court.

## **Boards of Inquiry**

The final two Boards of Inquiry matters progressed in 2013. Boards of Inquiry were separate and independent from the Commission and were administered by the Department of Human Affairs

#### In the Matter of Ian DeAllie vs The Bermuda Police Service, the Commissioner of Police and Officer Paul Wright

Mr. DeAllie alleged that he had been discriminated against because of a perceived disability when commanding officers of the Bermuda Police Service demoted him in the belief that he could develop a heart condition if he remained in his post. A hearing was held in March 2013 and the Board rendered its decision in March 2013, ruling that Mr. DeAllie had not been discriminated against.

#### In the Matter of Michael Harkin vs The Bermuda Police Service

Mr. Michael Harkin, a British national who worked for the Bermuda Police Service, alleged that the Commissioner of Police contravened sections 6(1)(f) and 6(1)(g) as read with section 2(2)(a)(i) of the Human Rights Act, 1981 when he was denied promotion on the basis of his place of origin. The Complainant also alleged the Respondent contravened section 8(a) of the Act when the Respondent refused to renew his work permit.

A hearing was held in February 2013 and the Board rendered its decision in July 2013. In summary, the Board ruled that the Respondent had unlawfully discriminated against the Complainant by maintaining a separate line of promotion and applying a special term to his employment by deferring his promotion. Further, the Board ruled that the Respondent unlawfully retaliated against the Complainant by transferring him from his position as Authorised Firearms Officer to the position of Court Officer at the Magistrate's Court.

Note: All Boards of Inquiry decisions are available to the public, enforceable and are registered by the Supreme Court. Copies are available upon request to the Human Rights Commission.

#### **SUMMER STUDENTS AND INTERNS**

The Commission has taken pride in offering intern opportunities whenever possible. The placements provide a chance for interested students and graduates to gain insight into the work of the Human Rights Commission, and current human rights issues at a national and international level. In turn, the Commission benefits from their diverse perspectives, ideas and input, which helps inform the vision and work of the Office. In 2013 the Commission was honoured to welcome the following interns and summer students:



**Aliyyah Ahad** was assigned to the Human Rights Commission for three months through her participation in the Bermuda Government Cabinet Internship programme.



**Matthew Johnson** worked at the Human Rights Commission while finishing his legal studies during the summer of 2012. Following his graduation in 2013, he returned to join the team during the summer, ahead of taking up his new position at a UK law firm



**Keivon Simmons** returned for a second year for four months in 2013 to provide legal research and technical support ahead of securing his well-deserved pupilage.



**Amber Wilson** was a student of excellence at Warwick Academy and having spent a brief time with the Commission in 2012, she returned during the summer of 2013, following her graduation, to work during a two week work placement, ahead of her pursuit of studies in the UK

# **Attendance at International Human Rights Conferences**

#### CASHRA Conference - Halifax, Nova Scotia

The Executive Officer attended the 2013 CASHRA conference which was held in May in Halifax, Nova Scotia. The Canadian Association of Statutory Human Rights Agencies (CASHRA) is Canada's national association of statutory agencies charged with administering federal, provincial and territorial human rights legislation. Its goals are to foster collaboration among its members and to serve as a national voice on human rights issues of common concern. By making the methods and programmes which have proven successful in one jurisdiction more readily available to other agencies, the member organisations are better able to carry forward the goal of progressing the rights of all persons in Canada.

The Bermuda Human Rights Commission has attended several CASHRA conferences over the years for the purpose of strengthening its capacity and to facilitate engagement with peers in one of the most progressive countries in the field. Attendance at this annual event is an excellent opportunity to exchange ideas with human rights leaders, researchers, academics, students, NGOs, government representatives and other equity seekers, to develop best practices in the field of human rights and discuss trends and substantive topics. The Executive Officer was invited to join a session to present on legislative changes to Bermuda's human rights system, most notably, the change in model and function of the Bermuda Human Rights Commission, including reforming the adjudication procedures and appointment process of commissioners.

# International Conference of Human Rights Education – Dublin, Ireland

The Bermuda Human Rights Commission was invited to attend the International Conference on Human Rights Education and Training for the Civil and Public Service in Dublin Castle from 3 – 5 December. The event was organised by the Irish Human Rights Commission (IHRC) and sponsored by the Office of the UN High Commissioner for Human Rights (OHCHR) in cooperation with other institutions. The Education Officer of the Commission joined approximately 100 participants from over 30 countries during the three days to hear updates from the OHCHR on their pilot human rights education project and to engage in an intensive proposal generation exercise addressing the four conference themes: training and implementation policies; training processes and tools; the learning and working environment; and training evaluation and impact.

The Commission was grateful for the opportunity to liaise with colleagues in the field, including representatives of national human rights institutions (NHRIs), government representatives, civil and public service managers, and representatives of intergovernmental agencies (UN, EU, Council of Europe, OSCE) to share human rights developments and to discuss achievements, opportunities, challenges, strategies and proposals for support in progressing human rights education.

#### **2013 PUBLIC PERCEPTION STUDY RESULTS**

The Human Rights Commission participated for a second year in a public perception study facilitated by the Department of E-Government, which aims to improve customer service throughout Government. The initiative, called 'Measure to Improve', sought to obtain data on customer satisfaction and measure aspects of the performance of the Commission in order to make improvements to its service delivery.

#### 1. Areas of Achievement in Public's Eye

- New legislation affording protection on the ground of sexual orientation has been well received by the public
- There were significantly less complaints from the public about the HRC's fairness, ability to address discrimination, regulation responsibilities, awareness and service delivery
- There was a significant rise in the number of service compliments from 38% in 2012 to 63% in 2013

#### 2. Areas For Ongoing Improvement

- There was a slight drop in public satisfaction by 2%, from 54% in 2012 to 52% in 2013
- More complaints rather than compliments were made about awareness

#### 3. Suggested Action Points To Raise Satisfaction

- Improve awareness by providing more information on the website, such as: FAQs; survey results; and the complaint process
- Improve independence from Government, consistently illustrate impartiality, and have 'more teeth in regulations'
- Invite the public in to explore issues in focus groups
- ..... Establish regular public feedback channels
- ..... Run a customer journey map 'to fully understand their feelings in various parts of the complaint process'



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GOVERNMENT OF BERMUDA Ministry of Community, Culture and Sports

#### **Department of Human Affairs**

#### **Accessible Formats**

This document is available for download from our website at www.hrc.bm in electronic text formats (Word and pdf). Please contact the Office of the Human Rights Commission at 295–5859 should you wish to request other accessible formats such as audio, large print, etc.

- 1 World Health Organisation http://www.who.int/whr/2001/media\_centre/press\_release/en/
- 2 Employment Act 2000 www.bermudalaws.bm
- 3 http://www.ohchr.org/EN/ProfessionalInterest/Pages/StatusOfNationalInstitutions.aspx

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