

**REPORT ON MEASURES TO COMBAT DISCRIMINATION
Directives 2000/43/EC and 2000/78/EC**

COUNTRY REPORT 2009

CYPRUS

CORINA DEMETRIOU

State of affairs up to 31 December 2009

This report has been drafted for the **European Network of Legal Experts in the Non-discrimination Field** (on the grounds of Race or Ethnic Origin, Age, Disability, Religion or Belief and Sexual Orientation), established and managed by:

Human European Consultancy
Maliestraat 7
3581 SH Utrecht
Netherlands
Tel +31 30 634 14 22
Fax +31 30 635 21 39
office@humanconsultancy.com
www.humanconsultancy.com

Migration Policy Group
Rue Belliard 205, Box 1
1040 Brussels
Belgium
Tel +32 2 230 5930
Fax +32 2 280 0925
info@migpolgroup.com
www.migpolgroup.com

All reports are available on the website of
the European network of legal experts in the non-discrimination field:
<http://www.non-discrimination.net/en/law/NationalLegislation/country-reportsEN.jsp>

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INTRODUCTION

0.1 The national legal system

Explain briefly the key aspects of the national legal system that are essential to understanding the legal framework on discrimination. For example, in federal systems, it would be necessary to outline how legal competence for anti-discrimination law is distributed among different levels of government.

The Constitution

In July 2006, the Cypriot Constitution (until then the supreme law of the country) was amended to give supremacy to EU laws. The amendment adds a new article to the Constitution providing that nothing therein stated shall nullify laws, acts or measures rendered necessary as a result of Cyprus' obligations as an EU member state, or to prevent Regulations or Directives or other binding legal measures enacted by the EU or its bodies from having force in Cyprus. This development is significant vis-à-vis the national anti-discrimination legislative framework because, prior to its enactment, the anti-discrimination provision of Article 28 of the Cypriot Constitution was interpreted by the Courts to mean that any positive measures taken in favour of vulnerable groups were violating the Constitution's equality principle.¹

For an analysis of the Constitution's consociation power-sharing system, please see the Country Reports of 2007 and 2008.

The new amendment renders the positive measure provisions of EU directives superior to the Constitution and thus unchallengeable on the basis of Article 28. In spite of this development, quotas in employment in the public service in favour of persons with disabilities remained at very low levels, against the hopes of the disability movement which had been eagerly awaiting this constitutional reform on the belief that it would lead to substantial institutionalisation of quotas. Meanwhile, decision of the equality body in 2009 has found a law granting priority in employment for blind persons as discriminatory against persons with other forms of disability and asked for its revision, a development which has caused concern amongst the disability movement, who foresee that the results of their struggles over years of activism may all disappear following a rather restrictive interpretation by the equality principle.

¹ See for instance *Charalambos Kittis et al v. Republic of Cyprus through the Commission for Public Service* (8.12.2006, Appeal No. 56/06). The case is discussed in detail in the Cyprus Country Report of the European Network of Legal Experts in the non-discrimination field (state of affairs up to 08.01.2007) available at http://ec.europa.eu/employment_social/fundamental_rights/pdf/legnet/cyrep07_en.pdf

National Laws ratifying international conventions

Prior to the transposition of the anti-discrimination Directives, the national framework embodying the principle of equal treatment and the combating of discrimination on the basis of racial/ethnic origin, nationality and religious belief, including sexual orientation and age was based on Constitutional, European and International law. These include treaties ratified by the Republic on human rights which cover civil, political, economic, social and cultural rights, as well as rights in the field of protection and respect of minorities and migrant workers, such as Protocol 12 to the ECHR which was ratified by Law 13(III) 2002². Domestic legislation also prohibits discrimination in various fields such as education, acquisition of property and employment. The only ground expressly covered by national legislation prior to the transposition of the anti-discrimination acquis was disability, which was addressed by a framework law in 2000, amended in 2004 in order to transpose the relevant provisions of The Employment Equality Directive.

The entry into force on 01.03.2006 of the law ratifying the Additional Protocol to the Convention on Cyber crime concerning the Criminalisation of Acts of Racist or Xenophobic Nature committed through Computer Systems³ has created new offences in the field of combating discrimination and has for the first time in Cyprus legislated on issues such as the holocaust denial and dissemination of racist material through the internet. There is no case law yet invoking the said law.

The “doctrine of necessity”

Following the adoption of legislation to transpose the directives, a crucial concern is the possibility of direct discrimination against Turkish-Cypriots on the ground of ethnic origin as well as indirect discrimination on the ground of religion⁴ on the basis of a legal norm developed by the Cypriot Courts in the 1960s known as the ‘doctrine of necessity’.⁵ Two key manifestation of the problems resulting from this doctrine is the lack of access of Turkish Cypriots to their properties located in the area within the control of the Republic and the fact that there are hardly any translations in Turkish language to enable Turkish-Cypriots to have access to public services, jobs, opportunities and pursuing their rights. Until 2006 Turkish Cypriots were also denied the right to vote, based on the doctrine of necessity; however the Republic was forced to change this law⁶ following the ECHR ruling in the case of Aziz v.

² This Law entered into force on 1 December 2002.

³ The Additional Protocol to the Convention against Cybercrime concerning the Criminalisation of Acts of Racist or Xenophobic Nature committed through Computer Systems (Ratification) Law N. 26(III)/2004.

⁴ Given that Greek-Cypriots are almost entirely Christians and Turkish-Cypriots entirely Moslem.

⁵ For a detailed discussion of the doctrine of necessity and its impact on the situation of Turkish Cypriots, please see the Country Reports of 2006 and 2007.

⁶ Law on the Exercise of the Right to Elect and Be elected by the Members of the Turkish Community who have their Normal Residence in the Government-Controlled Area (21.01.2006).

The Republic of Cyprus,⁷ granting the right to Turkish-Cypriots residing in the south to vote and to stand for election; as a result, in the Parliamentary Elections of 21.05.2006, Turkish Cypriots voted for the first time since 1964. The enactment of the new anti-discrimination legislation in May 2004, combined with the partial lifting in the restrictions on movement in April 2003, as a result of which thousands of Turkish-Cypriots are working, seeking employment and access to public services in the south, has resulted in a totally novel situation, which opens up the possibility for on-going discrimination.

The reason often offered for the non-use of the Turkish language since 1963 is but the legality of suspending Constitutional provisions on the basis of a Supreme Court judgement is questionable. An Equality body decision pursuant to a complaint regarding the non-use of the Turkish language in the official Gazette, recognised that discrimination against Turkish-Cypriots⁸ does seem to exist at the level of access to public services but concluded that it cannot interfere on the issue of a Turkish publication of the Gazette, invoking the “doctrine of necessity”.⁹ In another case the Supreme Court, in an interim decision, allowed the Turkish-Cypriot litigants to submit their pleadings in Turkish as provided in the Constitution, rejecting the Attorney General’s arguments that Turkish Cypriots should not be allowed to do so.¹⁰

0.2 Overview/State of implementation

List below the points where national law is in breach of the Directives. This paragraph should provide a concise summary, which may take the form of a bullet point list. Further explanation of the reasons supporting your analysis can be provided later in the report. This section is also an opportunity to raise any important considerations regarding the implementation and enforcement of the Directives that have not been mentioned elsewhere in the report.

⁷ ECHR/ no. 69949/01 (22.06.2004), reported at <http://www.echr.coe.int/Eng/Press/2004/June/ChamberJudgmentAzizvCyprus220604.htm>. The case is discussed in the Cyprus Country Report of the European Network of Legal Experts in the non-discrimination field (state of affairs up to 08.01.2007) available at http://ec.europa.eu/employment_social/fundamental_rights/pdf/legnet/cyrep07_en.pdf. The decision of the ECtHR in the case of Aziz, that the ‘doctrine of necessity’ must be exercised in a manner that does not violate the nucleus of rights or the principle of equality, was not consistently followed either by the Courts in Cyprus or by the equality body, as both have issued decisions upholding the ‘doctrine of necessity’ as legal justification for the suspension of the constitutional rights of the Turkish Cypriots.

⁸ Although the decision of the equality body does not explicitly specify which ground(s) of discrimination is/are involved in this case, one would assume that ethnic origin as well as language would be the applicable grounds. Language as a prohibited ground for discrimination is covered by the Cypriot constitution.

⁹ File No. A.K.R. 29/2004. This case is discussed in the Cyprus Country Report of the European Network of Legal Experts in the non-discrimination field (state of affairs up to 08.01.2007) available at http://ec.europa.eu/employment_social/fundamental_rights/pdf/legnet/cyrep07_en.pdf

¹⁰ Ali Erel & Mustafa Damdelen v. The Republic of Cyprus through the Interior Minister and the Attorney General (30.04.2007) Supreme Court of Cyprus, Case No. 759A/2006.

This could also be used to give an overview on the way (if at all) national law has given rise to complaints or changes, including possibly a reference to the number of complaints, whether instances of indirect discrimination have been found by judges, and if so, for which grounds, etc.

Please bear in mind that this report is focused on issues closely related to the implementation of the Directives. General information on discrimination in the domestic society (such as immigration law issues) are not appropriate for inclusion in this report.

Please ensure that you review the existing text and remove items where national law has changed and is no longer in breach.

Cyprus has enacted four laws which entered into force on the date of its accession to the EU (01.05.2005): the law amending the existing disability law,¹¹ the law transposing (roughly) the employment directive,¹² the law transposing (roughly) the race directive¹³ and the law appointing the Ombudsman as the specialised body (hereinafter “the equality body”) empowered to investigate complaints of discrimination under all three of the aforesaid laws and beyond.¹⁴ The national laws enacted for the purpose of transposing the two Directives are more or less in compliance with the said Directives. However:

- The duty to ensure that discriminatory laws and provision have been explicitly repealed¹⁵ by way of a general provision in the two main anti-discrimination laws¹⁶ has not been fully complied with. No review of the existing laws was made to ensure compliance with the Directives. Practice suggests that the process of formal repeal of older laws which do not comply with the Directives is somehow ‘triggered off’ only after a complaint is submitted to the equality body. There is no procedure for continuous reviewing of existing legislation for the purpose of assessing compatibility with the anti-discrimination directives.

¹¹ Law on Persons with Disabilities No. 57(I)/2004 (31.03.2004). This law was subsequently amended in 2007 to introduce more favourable provisions for persons with disability and in order to rectify the wrong transposition of the reversal of the burden of proof.

¹² Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004). This law was subsequently amended in 2006 in order to rectify the wrong transposition of the reversal of the burden of proof.

¹³ The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004 (31.3.2004). This law was subsequently amended in 2006 in order to rectify the wrong transposition of the reversal of the burden of proof.

¹⁴ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law N. 42(1)/2004 (19.03.2004).

¹⁵ As required by the Employment Equality Directive, Article 16 and the Racial Equality Directive, Article 14.

¹⁶ Article 16(1) The Equal Treatment in Employment and Occupation Law No. 58 (1)/2004 (31.3.2004) and Article 10(1) The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004 (31.3.2004).

The equality body has the right to refer laws, regulations and practices containing discriminatory provisions to the Attorney General, who has an obligation to advise the competent Minister or the Council of Ministers of measures to be taken and prepare the corresponding law.¹⁷ However, not all the recommendations of the equality body were taken up by the Attorney General, as a result of which the discriminatory law/ regulation/ practice remains in force (until expressly repealed by law) in contravention of article 16 of the Employment Equality Directive and of article 14 of the Racial Equality Directive. As a manifestation of this problem, article 4 of the Termination of Employment Law which entitles employers to dismiss employees over 65 years of age without compensation, was found by the equality body to amount to discrimination on the ground of age, in violation of article 8(1) of the Equal Treatment in Employment and Occupation Law N.58(I)/2004, transposing the Employment Equality Directive (reported under section 3.0 of this report). Although the law was referred to the Attorney General for revision, no new law has emerged repealing the discriminatory provision, which continues to remain in force. Also, several regulations requiring job applicants to have “excellent knowledge of Greek” continue to remain in force, in spite of equality body recommendations that they should be revised. In its annual report for the years 2007-2008, the equality authority (one of the two bodies comprising the equality body, which deals with matters in the employment field) expressed concern over the ineffective operation of article 39 of the Combating of Racial and Other Forms of Discrimination (Commissioner) Law, which sets the procedure for revising discriminatory provisions in laws and regulations. The report notes that very often its proposals are viewed with suspicion by the executive and do not lead to any correction of the law. It nevertheless notes with satisfaction a number of instances where its proposals for amendments in the law were adopted, such as the extension of the law so that the profession of the estate agent may be carried out by EU nationals, the extension of the sectors of the economy where asylum seekers may be employed; the removal of the Greek language requirement from the job specifications of nursing and medical practitioners; the revision of the conditions for granting state benefit to persons with severe disability so that the entitlement to the benefit no longer depends on origin of the disability.

¹⁷ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law N. 42(1)/2004, articles 39(1) and 39(3) respectively.

- Certain provisions of the two Directives which require the Member States to take measures other than the enactment of legislation such as the promotion of dialogue with social partners and NGOs¹⁸ and the obligation to bring all anti-discrimination provisions to the attention of the persons concerned.¹⁹, have not been fully implemented.
- A labour tribunal decision ruled in 2008 that it has no jurisdiction to adjudicate on the complaint of a job candidate whose application had been turned down because of her age.²⁰ However, Law on Equal Treatment in Employment and Occupation N.58(I)/2004 which transposes The Employment Equality Directive (minus the disability component, which is transposed by another law) as well as the employment component of The Racial Equality Directive, expressly provides that the competent court to adjudicate on matters arising under the law is the labour tribunal. The scope of the law includes conditions of access to employment including selection criteria, in compliance with article 3 of the Employment Equality Directive. Following the legal gap created as a result of this decision, the Cypriot Law on Equal Treatment in Employment and Occupation N.58(I)/2004 was amended by Law 86(I)/2009 to the effect that all disputes arising under the said law, whether concerning access to employment or self-employment or training or membership in trade unions shall, for the purposes of this law, be deemed to be labour disputes. The legal gap still remains with regard to the ground of disability however, which is covered by another law (N.127(I)/2000 as amended) that has not been updated. As a result, disputes arising under the disability law in cases where no employment relationship exists do not have a competent court to try them.
- A new law came into force towards the end of 2009 introducing quotas in the employment of persons with disabilities in the wider public sector at 10 per cent of the number of the vacancies to be filled in at any given time, provided that this does not exceed seven per cent of the aggregate of employees per department. The law contains a number of provisions which the disability movement (via its confederation 'KYSOA') had strongly opposed during the consultation process. KYSOA' objections may be summarised as follows:²¹

¹⁸ The Employment Equality Directive, Paragraph 33 of the Preamble; Articles 13 and 14. Also, the Racial Equality Directive Preamble paragraph 23. During the drafting of the various National Action Plans, the trade unions were consulted but were not informed as to which of their proposals were accepted or not, nor were any reasons given; they saw the final National Action Plans published. The only NGO dealing with racism and racial exclusions at the time (KISA) was not consulted in the formation of National Action Plans (for Employment, Social Inclusion, Education).

¹⁹ Employment Equality Directive, Article 12 and Racial Equality Directive Article 10. Although Turkish is one of the two official languages of the Cyprus Republic, none of the new instruments (or indeed any of the old ones or even the Official Gazette) are translated into Turkish, thus rendering it difficult for members of the Turkish-Cypriot community to be informed about and utilise the new procedures available. No alternative means are used to inform disabled people of non-discriminatory measures such as Braille.

²⁰ Avgoustina v. The Cooperative Credit Company of Morphou, 30.07.2008, Case No. 258/05, reported under section 3.6.2 below.

²¹ Contained in a statement made on 15.10.2009.

1. The definition of the term “person with a disability” in the law is wide enough to cover persons with chronic diseases. Although the confederation has no objection to the category of the chronically ill persons benefiting from quotas or other perks, it believes that they should not be granted benefits at the expenses of persons with disabilities.
2. The law excludes from the scope of the quota, job positions high up in the hierarchy, as implied by the wording used to define the term “employment position.” As such it amounts to unlawful discrimination against persons with disability, as well as to a limitation of the scope of Law 58(I)/2004 on Equal Treatment in Employment implementation (transposing the employment component of the two anti-discrimination Directive) which excludes from the scope of the law only the army and the security forces, as per the provisions of the Directive.²²
3. Persons with disability should not be required to take exams in order to be admitted to the public service because during the exam they will invariably be at a disadvantageous position compared with other candidates without a disability. All candidates for positions at the public service are obliged to take an exam and the new law introducing the quota did not exempt people with disabilities from this obligation. The confederation contends that exams should be introduced for persons with disability only where there are more than one applicant with a disability for the same post(s).
4. The quota of 10 per cent foreseen in the law is far too low. The confederation suggests that the relevant provision is rephrased to the effect that, where the annual number of vacant posts to be filled in cannot possibly be met by the 10 per cent quota, then the aggregate number of posts becoming vacant during the last four years should be taken into account instead. In other words, when there are more vacancies than what the 10% of disability candidates can fill in, then the quota of 10% should be calculated not only on the posts becoming vacant at any particular instance, but on the aggregate number of posts which have become vacant in the last four years.
5. The special multi-disciplinary committee foreseen by the law in order to evaluate the suitability of job candidates with disability does not include in its ranks a representative of the confederation of the disability organisations. Moreover, the said committee does not have a specific obligation to call on experts on the particular disability of any given job candidate to express their view.
6. The confederation believes that the best way of ensuring the institutionalisation of the quota system is to amend Article 28 of the Cypriot Constitution, which establishes the equality principle. Otherwise, any law providing for quotas may at any time be declared by the Courts as unconstitutional.

²² The decision not to extend the quotas to more senior positions may not amount to discrimination under Law 58(I) transposing the Employment Equality Directive, given that there is no obligation in law to introduce quotas. However, the said provision does raise a rebuttable presumption that the legislator may have considered persons with disability as unfit to take up more senior posts.

7. The confederation reserves the right to claim for quotas in the private sector as well.
8. Quotas should be introduced not only to the hiring procedure but also to the procedure for promotions, in accordance with the European Convention for the vocational rehabilitation of persons with disability.

The law appears to lack a mechanism for enforcement, as disability organisations record cases where public service departments ignore the law and the Ministry of Labour is unable to do anything. In one particular case where the Statistical Service of the Republic refused to hire a blind person in violation of the new law, the Minister of Labour responded to that person's complaint by stating that it lacks competency to interfere with the correctness of the decision. One senior officer at the Statistical Service was quoted as saying that the new law is unconstitutional (for violating article 28 of the Constitution) and therefore his department is under no obligation to apply it.

- An equality body decision in 2009 has raised again the issue of the compatibility of positive action measures with the equality principle. The decision found that a law introducing quotas in employment for blind telephonists discriminates against persons with other disabilities and has asked for its revision.
- Since its inception in 2004, the equality body has been greatly understaffed and under funded by the government,²³ which partly accounts for the fact that it has not made full use of the powers granted to it by the law, such as the power to draft codes of conduct intended to combat discrimination on the grounds provided by the Directives. Thus, the equality body has not utilised the opportunity to issue a code of conduct on discrimination against homosexuals at the workplace, when an opinion survey it has commissioned in 2006 demonstrated extensive homophobia in Cypriot society. During 2008 the mandate of the equality authority (one of the two bodies comprising the equality body) was extended by a new gender discrimination law.²⁴ This has resulted in a shift in emphasis in favour of gender discrimination, manifested by the fact that in 2008 55 per cent of the complaints submitted to this body concerned gender discrimination.

²³ In his 2006 report (dated 29.03.2006), the Commissioner for Human Rights of the Council of Europe Mr. Alvaro Gil-Robles expresses his regret for the fact that the necessary increase in funding to deal with the extra work-load has not been provided to the Ombudsman and recommends that greater resources be devoted to this office to enable it to deal effectively with its new competencies. Similarly, in its third report on Cyprus dated 16.05.2006, ECRI also stresses the need for resources to be made available to the Ombudsman to enable her to respond to her tasks.

²⁴ Law on equal treatment between men and women in access to and provision of goods and services N.18(I)/2008.

This extension of mandate was not accompanied by an increase in the members of staff and the report describes itself as “understaffed”.²⁵ Under the new state of affairs, it is inevitable that the other grounds of discrimination will be given less attention than before.

The partial lifting of the ban on the freedom of movement between north and south in 2003 has led to several instances of discrimination and violence against Turkish-Cypriots by far right groups²⁶ none of which have led not to convictions on offences involving racist motive. The treatment of these incidents by the authorities demonstrates an attempt to downplay the racist motive as well as the significance of the incidents. The same pattern is followed as regards racist violence against third country nationals where again the police appears reluctant to prosecute and to record racist crime, the stakeholders involved refuse to acknowledge the racist nature of the incident and the Courts fail to deliver guilty verdicts. The result is that perpetrators go unpunished, the problem is not otherwise addressed and the phenomenon reproduces itself.²⁷

The quotas of participation for the two communities in Cyprus, the Greek-Cypriots and Turkish-Cypriots, in all major sectors: the army, the police, the House of Representatives, the Courts and the civil service may prima facie appear incompatible with the equality principle expounded in the two Directives. However it must be juxtaposed with the fact that these provisions are designed to provide for community autonomy so to create a consociational system of power-sharing.

²⁵ It is hard to say whether there was any increase in the budget following the extension of the mandate, because the equality authority does not have its own budget; it operates within the ombudsman's office and its expenses are covered by the ombudsman's budget, which is increased slightly every year. It is presumed that the increase was not substantial enough to enable the hiring of additional personnel, although there may also be other reasons for not hiring new persons, such as the lack of suitably qualified candidates.

²⁶ Kalatzis, M. (2005) “Xespasan anev logou se Tourkokyprio” in *Politis* (30.09.2005), p.22; Nearchou J. (2005) “Katathese o Tourkokyprios: Anagnorise ton Chrysavgiti” in *Politis* (21.09.2005), p.21; Nearchou J. (2005) “Katigoreitai oti ktypise Tourkokyprious- Se apologia o Chrysavgitis” in *Politis* (05.10.2005), p.22; Psyllides, G. (2005) “Ultra-nationalist group in the dock after Turkish Cypriot beaten” in *The Cyprus Mail*, (02.08.2005).

²⁷ In 2005 a member of Chryssi Avgi was tried for having attacked Turkish Cypriots on two different incidents. He was acquitted by the court on the ground that the prosecution failed to prove its case beyond reasonable doubt and that any actions of the accused were self-defence [Kalatzis, M. (2005) “Athoothike o Chrysavgitis” in *Politis*, (05.11.2005), p.47]. Since then, attacks against Turkish Cypriot by members of ultra nationalist groups have multiplied, but there are hardly any prosecutions and even fewer convictions. The most well known of these incidents was the violent attack against Turkish Cypriot pupils at Nicosia's ‘English School’ in 2006 by a group of hooded youth. The Attorney General brought charges against the perpetrators of this attack but none of these related to offences involving a racist motive. The sentences imposed by the court were a mere imposition of a few hours of community work.

Court decisions in the field of discrimination have demonstrated a tendency on the part of judges to interpret the law quite restrictively. As a result, certain issues which are a matter of interpretation, such as whether association with persons carrying certain characteristics is a prohibited ground for discrimination or not are left to the judge's discretion. Although the Cypriot Courts are bound under EU law to follow the ECJ's reasoning in the interpretation of the equality provisions of national legislation, it is possible that individual judges will nevertheless continue to interpret the law restrictively, unless and until specifically and directly challenged by the ECJ.

Developments are slower in the field of sexual orientation which continues to be the reason for many persons' exclusion from the labour market.

In spite of the institutionalisation of sexual orientation as a prohibited ground for discrimination, and despite decriminalisation in the 1990s, homosexuality continues to be a taboo and gay people themselves find it hard to come forward and claim their rights, for fear of social contempt.

Lack of awareness amongst vulnerable groups and amongst legal circles has led to the paradox that since the directives were transposed in 2004 only one case was taken to Court invoking discrimination on any of the five grounds provided by the anti-discrimination directives.²⁸ In addition to that, reference to the anti-discrimination directives was made in Court in passing, in two more instances.²⁹

It is interesting to note, however that some of the decisions of the equality body during 2009 and 2008 examine issues of discrimination on one or more of the five grounds beyond employment, in the fields covered by the Racial Equality Directive, in anticipation to and within the spirit of the decision of the European Commission to introduce a Directive addressing discrimination on all five grounds beyond the employment field.

²⁸ Avgoustina Hajiavraam v. The Cooperative Credit Company of Morphou, 30.07.2008, Case No. 258/05, reported under section 3.6.2 below.

²⁹ One decision concerned the applicant's request for referral to the ECJ of the question whether article 2 of the Racial Equality Directive could be interpreted in a manner permitting an EU member state to deny the lawful owner of a property the right to sell it; the request was rejected on technical grounds. However the judge in this case ruled that access to property was outside the scope of the Racial Equality Directive (Perihan Mustafa Korkut or Eyiam Perihan v. Apostolos Georgiou through his attorney Charalambos Zoppos. Discussed in more detail below, in section 3.6.1 of this Report). The other decision concerned a claim for unlawful discrimination on the ground of age contained in a law setting out pensionable ages. The applicants did not seek to have the law declared unconstitutional but merely to sever from it the discriminatory provisos. The Court decided that it did not have the power to do, as changes in the legislation could only be carried out by the legislative branch of the state (Vasos Constantinou v. The Republic of Cyprus through the Public Service Commission; Androula Stavrou v. The Republic of Cyprus through the Public Service Commission. Discussed in more detail below in section 3.5 of this Report.)

At the time of writing, the anti-discrimination authority of the equality body (dealing with fields beyond employment) had not completed the processing of data concerning 2009 but informed the author that the number of complaints received in 2009 was 151. The equality authority of the equality body (dealing with employment issues) has supplied the following data:

The equality authority, which is staffed with only one senior officer and a temporary officer, received 103 complaints during 2009 regarding discrimination in employment and occupation. During the year, 89 complaints were investigated, including one opinion issued by the body. Out of these, investigation was interrupted in 62 cases: after investigation 18 cases were found to be without merit, in 11 cases the complainant was satisfied and therefore investigation was interrupted; in 7 cases the body established lack of jurisdiction. In 7 cases there was compliance by the employer following the equality authority's intervention and in 2 cases the employers refused to comply.

During 2009 the equality authority issued 16 reports, in 6 out of which it recommended the amendment of laws following complaints. Two out of these recommendations have been taken up and the procedure for amendment has already started. Amendment of laws is a time consuming exercise and there are delays in compliance with the body's recommendations.

There have been cases where compliance came 2-3 years after the consultation with the equality body, due to the long period of time needed in order for the House of Parliament to vote on any amending legislation or due to the reactions from the executive branch of the state.

The grounds of discrimination in the complaints examined are as follows:

Sexual orientation	1
Disability-special needs	18
National origin	16
Belief	1
Religion	1
Age	15
Gender	51
Total	103

With regard to the number of complaints received and investigated by the equality body the picture during 2007 and 2008 was as follows:

- (a) During 2007, 157 complaints were received by the Anti-discrimination authority³⁰, one of the two bodies comprising the national equality body and 115 complaints were received by the Equality Authority,³¹ the other authority comprising the Equality body. In the case of the Anti-discrimination authority, recommendations were issued in 12 cases; investigation was discontinued for various reasons in 72 cases; three complaints were found groundless; fifty-one complaints had not been investigated by the end of 2007. In the case of the Equality body recommendations were issued in 36 cases; investigation was discontinued for various reasons in 42 cases; and twenty complaints were found groundless. No fines or other sanctions were imposed.
- (b) For the year 2008, the Anti-discrimination Authority received 241 complaints and examined 214.

This last figure includes the backload of complaints which had been pending from previous years.

Reports with recommendations were issued in 91 cases, 122 investigations were interrupted for various reasons and one complaint was deemed to be outside the Body's mandate.

During the same year, the Equality Authority received 93 complaints and investigated 95 (including the backload from previous years). Reports with recommendations were issued in 23 cases. Investigation was interrupted in 66 cases, whereas six complaints were deemed to be outside the Body's mandate. No fines or other sanctions were imposed. The 93 complaints received are disaggregated by ground as follows:

- In respect of disability, 19 complaints;
- In respect of language, 3 complaints;
- In respect of religion/belief, 3 complaints;
- In respect of race/ethnic origin, 1 complaint;
- In respect of nationality, 7 complaint;
- In respect of age, 9 complaints;
- In respect of gender, 51 complaints.

³⁰ The Anti-discrimination Authority, one of the two departments comprising the Equality Body does not maintain statistical data per ground of discrimination. The figure here represents the complaints submitted to the Anti-discrimination Authority, which deals with all grounds of discrimination beyond the field of employment. Given that the only ground where discrimination beyond employment is prohibited is race/ethnic origin, there is a strong possibility that the figure concerns mostly race/ethnic origin. However, as stated above, the equality body does go beyond the two directives to rule that discrimination exists beyond employment on several grounds, so this figure can also include other grounds.

³¹ The Equality Authority deals only with employment issues on all grounds.

0.3 Case-law

Provide a list of any important case law within the national legal system relating to the application and interpretation of the Directives. This should take the following format:

Name of the court

Date of decision

Name of the parties

Reference number (or place where the case is reported).

Address of the webpage (if the decision is available electronically)

Brief summary of the key points of law and of the actual facts (no more than several sentences)

→ Please use this section not only to update, complete or develop last year's report, but also to include information on important and relevant case law concerning the equality grounds of the two Directives, even if it does not relate to the legislation transposing them (e.g. if it concerns previous legislation unrelated to the transposition of the Directives)

Please describe trends and patterns in cases brought by Roma and Travellers, and provide figures – if available.

Very few cases invoking the laws transposing the anti-discrimination acquis in general have been taken to Court. This is partly a reflection of the lack of awareness of both victims and lawyers regarding the new procedures and rights created with the transposition of the anti-discrimination acquis³² as well as the high cost³³ and length of time required for litigation render the Courts a less attractive channel for pursuing a complaint.

As a measure, litigation is in practice not available to the large majority of the vulnerable groups in Cyprus due to the cost and length of time involved,³⁴ least of all to the Roma who are perhaps more marginalised than any other vulnerable group.

³² The Third ECRI report on Cyprus states that awareness of the legal framework against discrimination among the legal community and the general public is still very limited and calls on the Cypriot authorities to take steps to improve awareness of the provisions against racial discrimination among the legal community and the public: ECRI (2006), Third Report on Cyprus, Strasbourg 16.05.2006, pp. 7-8.

³³ The Law on Provision of Legal Aid (2002) N. 165(I)/2002 provides for legal aid only for in cases where the offences involved are punishable with a term of imprisonment exceeding one year. This excludes offences under the new anti-discrimination laws, for which the maximum penalty is six months. A Supreme Court decision found the legal provision restricting legal aid to offences punishable with imprisonment of over one year, to be unconstitutional (Andreas Constantinou v. The Police, Case No. 243/2006, 25.01.2008) but the law has not yet been amended to remove this restriction.

³⁴ Hence the conspicuous absence of any court decisions in the field of discrimination, based on the laws transposing the two directives.

Information about the new rights and procedures created by the set of laws which came into effect in 2004 transposing the two anti-discrimination Directives has not been disseminated sufficiently in order to encourage at least some recourse to the specialised body by the Roma.

Nothing was printed in Turkish, the language spoken by the Roma, with the exception of a short leaflet issued by the Equality body, which however was not disseminated to the Roma settlements.

Similarly, there have been no cases ever brought by (or on behalf of)³⁵ Roma to the Equality body or the Ombudsman alleging discrimination or indeed raising any other issue concerning the Roma. On the contrary, the Ombudsman, who acts as Cyprus' specialised body, has received a complaint from residents of an area close to the Roma settlement in Limassol against the authorities for allegedly ignoring the residents' request to relocate the Roma settlement, complaining about the Roma lifestyle with overtly racist language. In response, the Ombudsman's report found the complainant's allegations, of higher crime rates in the area owing to the presence of the Roma, as unfounded, indicating that the police records did not support this allegation.

The Ombudsman went a step further and stressed the rights of the Roma community; condemned the authorities for lacking the political will to solve their problems and for yielding to the unreasonable reactions of the local communities; and recommended a set of measures for their social integration.³⁶

In 2003 the Ombudsman conducted a self-initiated survey into the housing conditions of the Roma and produced a comprehensive report deploring the unacceptable squalor and poverty of the Roma housing.

Also, in 2005 the Ombudsman (in her capacity as Equality body) conducted a self-initiated investigation into an incident whereby the parents' association of a school in Paphos arbitrarily closed down the school between 22.09.2005 and 26.09.2005 demanding from the Education Ministry to suspend attendance to the school of Roma pupils until they receive confirmation that none of them suffers from Hepatitis, following some Hepatitis incidents in a nearby village three months earlier. Although the closure of the school constituted a criminal offence, no action was taken against the parents.

³⁵ Apart from a complaint recently submitted to the Equality body by the Cyprus RAXEN national focal point, complaining of discrimination against the Roma (in general) in education, based on the findings of a research study into Roma education..

³⁶ Cyprus Ombudsman's Report on the Gypsies of the Turkish-Cypriot quarter of Limassol, File No. A/P 839/2003, 10.12.2003.

In addition to the lack of awareness of the Roma as regards the channels to complain, the phenomenon of underreporting appears to be prevalent within the Roma community. Whilst the Third ECRI report mentions that “[h]ostility and rejection by the local non-Roma population [towards the Roma] is reported to be high and to have in some cases resulted in physical violence”, no single complaint was ever filed, whilst the authorities tend to play down the racist dimension of the incidents reported in the press.³⁷ In July 2004, a Greek-Cypriot man killed a ten year old Roma boy in an unprovoked cold blooded incident which took place in a public area in Limassol. Even before the conclusion of the inquest, the Cypriot government and all political parties rushed to condemn the incident as an isolated crime committed by a psychopath with a criminal record who was also a drug addict, obviously fearing retaliations and further violence from members of the Turkish Cypriot community. In a press release after the incident, a human rights NGO³⁸ regretted the interpretation offered by the authorities arguing that psychopathologic conditions or drug abuse do not automatically turn a person into a murderer, nor do they justify the apparent nationalist and racist motives of the murderer.

Generally speaking, in spite of the scarcity of court decisions in the area of anti-discrimination, since the enactment of the anti-discrimination laws in May 2004, there have been several complaints of discrimination filed with the equality body, although there is a certain confusion between the functions and competences of this body as ombudsman and as equality body and a large section of the public are not aware of the difference, as a result of which they file their complaints to the ombudsman rather than the equality body. A manifestation of this is the fact that whilst there is an abundance of complaints and decisions against state organs, there are very few complaints against companies or individuals in the private sector, reflecting the fact that the new competencies of the ombudsman as equality body with wide powers examining complaints in both the public and the private sector are not widely known to the public.

Court decisions in 2009

Court interprets article 28 of the Constitution

Name of the court: Supreme Court of Cyprus

Date of decision: 15 March 2009

Name of the parties: Anna Loizidou v. The Republic

Reference number: 991/2007

Brief summary: The applicant filed a recourse seeking to set aside a decision of the Educational Service Committee by which she was not included in the list of teachers specialised in children with special needs, to be appointed in elementary schools. The respondent’s argument was that the applicant did not meet the necessary qualifications to be included.

³⁷ Third ECRI Report on Cyprus, adopted on 16.12.2005, Strasbourg 16.05.2006, Council of Europe, p.25.

³⁸ KISA Press release 16.07.2004.

The applicant's argument was that other people with exactly the same qualifications as herself had been included in the list and had even got appointed as teachers in public schools. Relying on article 28 of the Constitution, the applicant claimed, *inter alia*, that the principle of equality was violated, but without specifying ground for discrimination. In response to this argument, the Court found that article 28 does not confer the right to absolute and precise mathematical equality but offers protection only against *arbitrary* discrimination. The Court went on to add that reasonable discrimination is allowed where the nature of things is such; and that article 28 is breached only when differential treatment is not based on an objective and reasonable discrimination.

The decision establishes a rather wide exception to the prohibition of discrimination which is doubtful whether it meets the requirements of Employment Equality Directive.

Court rules on Turkish Cypriot's claim of discrimination in his employer's decision not to take him back to work after the Turkish invasion of 1974

Name of the court: Supreme Court of Cyprus (in its appellate jurisdiction)

Date of decision: 13 January 2009

Name of the parties: Fadil Izzet v. Cyprus Oil Storage Company

Reference number: 219/2006

Brief summary: The appellant was an employee of the respondent company who was forced to abandon his place of work in 1974 following the Turkish invasion. He subsequently contacted the respondent asking them to take him back to work, adding that he could settle in the bi-communal village of Pyla and obtain the necessary permits from the Turkish Cypriot administration in order to come to work in the south. The applicant claimed that the respondent company's failure to take him back to work was in breach of the Termination of Employment Law article 5(l) which prohibits dismissal on the ground of one's race or ethnic origin. The Court found that the Turkish invasion had brought a *de facto* frustration of the contract of employment and that no obligation arose for the respondent company to accept the appellant back to work.

With regard to the appellant's arguments that it was possible for him to come to work with escort and after securing the permission of the Turkish Cypriot administration, the Court found that the former would require the involvement of the authorities of the Republic of Cyprus and the latter the involvement of the Turkish Cypriot authorities both of which were outside the control of the respondent, whilst the latter (the Turkish Cypriot administration), was also illegal.

Equality body decisions in 2009

The equality body offers an opinion on reasonable accommodation at the workplace for persons with disability



Name of the body: Equality body

Date of decision: 20 August 2009

Name of the parties: n/a

Reference number: A.I.T. 1/2009

Brief summary: In 2007 the equality body investigated the policy framework of the posting of teachers following the complaint of a blind teacher who was transferred from school to school without taking her disability into account. The investigation showed that a teacher's posting was determined only by the needs of the service without reference to the existence of any disability. At the time, the equality body found that transfers and posting of teachers are employment terms which must be exercised in compliance with the equality principle established by the disability laws and that the transfer or posting without taking a disability into consideration is a neutral practice that may result in discrimination. The equality body had further recommended (and the Ministry of Education complied) that the a list of teachers with disability be drawn up and that whenever teachers in that were to be transferred, they should be invited to state what reasonable accommodation measures they would require in order to enable them to work in the new environment. In June 2009 the Ministry asked the equality body to provide an opinion as to whether requests received from teachers with a disability to have their teaching hours reduced amount to reasonable accommodation or whether it may be deemed as casting a disproportionate burden on the employer.

The Equality body found that the reduction in teaching hours can amount to a reasonable accommodation measure provided the case is such that the symptoms or the side effects of the disability render teaching painful or particularly exhausting and therefore in need of frequent periods of rest. On the question whether this measure may create an unreasonable burden for the employer, the equality body referred to article 5(1A) of the Laws on Persons with disability 2000-2007 which provides that a burden will not be deemed as disproportionate when balanced by measures taken by the state in favour of persons with disability, pointing out to the possibility of the state securing funding from the European Social Fund in order to finance measures for the social integration of persons with special needs.

The equality body finds disability discrimination in the rejection of a job application

Name of the body: Equality body

Date of decision: 21 September 2009

Name of the parties: n/a

Reference number: A.K.I. 12/2009

Brief summary: A job applicant who suffers from chondroplasia, as a result of which she is very short, was turned down upon arrival for an interview at the office of the accounting firm which had advertised for a vacancy. The complainant, who had been informed over the phone that she would be interviewed for the position and would be asked to do a practical exercise to prove her skills, was not interviewed and was not allowed to undergo the practical exercise; instead as soon as the manager of the firm saw her he told her that he cannot hire her.

The applicant complained to the equality body that she was rejected as a result of her disability. The firm justified this rejection by claiming that the position required the reaching of files and equipment which was out of the reach of the applicant. It argued that had it been a larger firm it would have been able to hire the applicant and allocate to her only duties commensurate to her physical abilities, such as entries into a computer, however given the small size of the business (3 persons who are often out of the office) they could not afford to do such allocation of tasks. The equality body found that there was direct discrimination in access to employment on the ground of disability in violation of The Employment Equality Directive and of the laws on disability. The report states that the obstacle mentioned by the manager of the firm, that the documents and the equipment which the complainant would be required to use were at a certain height, could easily have been overcome without significant expenditure by placing a ladder for libraries in the office and/or by relocating the equipment and or documents at a lower shelf. The report further concludes that the complainant was denied the opportunity to have a fair interview clearly because of being short, owing to her disability.

The Equality Body finds that a law setting a preference in employment for blind persons as telephonists discriminates against persons with other disabilities

Name of the body: Equality body

Date of decision: 19 November 2009

Name of the parties: n/a

Reference number: 2/2009

Brief summary: The equality body investigated a complaint on behalf of a person with severe kinetic disability, claiming that the Law Providing for the Hiring of Trained Blind Telephonists in the Public and the Educational Sector and in Public Bodies (Special Provisions) N. 17/1988 (hereinafter 'the Law') introduces discrimination against persons with other types of disability. The complainant claimed that his application for the post of a telephonist in a public hospital was rejected as a result of the Law and that this contravenes the law transposing The Employment Equality Directive.

The position of the Department of Public Administration and Personnel was that the equal treatment of persons with disability is not and cannot be the result of mathematical equation; that positive action measures are adopted upon consideration of real factors; and that any other treatment would result in equal treatment of unequal situations which is as unacceptable as unequal treatment. Article 3 of the Law provides that if blind persons are not available to fill vacancies for telephonists, then such positions will be offered to persons with other disability. However, the same provision requires all candidates to be 'adequately trained' telephonists and such training is offered only by a single special school and only to blind persons. The equality body found that the scope of The Employment Equality Directive includes any direct or indirect discrimination of any person whether belonging to the wider category of persons with disability or to any subgroup of this category. It notes that the Directive allows a deviation from the equality principle only for the purpose of realising essential equality and under the condition that it is objectively and reasonable justified.

The purpose of positive action measures is the historical rehabilitation of groups which had been discriminated against in the past. It added that when a benefit is granted by law, the failure to grant the same benefit to a same condition violates the principle of equality. The report concludes that blind persons and persons with severe kinetic disability experience their social and labour exclusion equally painfully and must thus be seen as equal. The complaint was therefore deemed to be well-founded and the Law, which introduces less favourable provisions for a subgroup of persons with disability without being objectively and reasonable justified, violates the equality principle. As such, the law was referred to the Attorney General for revision under article 39(1) of the Combating of Racial and Other Forms of Discrimination (Commissioner) Law.

Equality Body decision on the right of a person who acquired a disability after the age of 65 to receive public benefit

Name of the body: Equality body

Date of decision: 10 April 2009

Name of the parties: n/a

Reference number: A.K.R 34/2008

Brief summary: The Equality Body investigated a complaint against the Welfare Services for rejecting an application for state benefit from a person aged 84 who lost both feet in an accident in 2005 and additionally suffers from diabetes and high blood pressure. The complainant's application had been rejected because he does not fall within the definition of "person with a disability" contained in article 2 of the Public Benefits Law, since the event which caused his disability took place after his 65th year. Although two welfare officers have testified that the health problems facing the complainant are such so as to warrant the granting of a public benefit, the Welfare Services nevertheless refused to exercise their discretion granted to them by the law³⁹ in order to grant him any benefit

The report states that although there is no law at present prohibiting discrimination on the ground of age in social protection, a draft Directive has been issued⁴⁰ which secures equal treatment on the ground of age in the field of social protection. The exception provided in paragraph 6(2) of the draft Directive allows differential treatment on the ground of age where this is justified by a legitimate aim and the means of achieving it are appropriate, but any deviations from the equality principle must be defined narrowly.⁴¹ The report concludes that in view of the aforesaid provisions, the wider institutional framework covers all forms of discrimination on the ground of age, to the effect that any differential treatment on account of age must be objectively and convincingly justified.

³⁹ Law N. 95(I)/2006, article 4.

⁴⁰ COM(2008)426, proposed on 02.07.2008

⁴¹ Detailed Interpretation of Special Provisions of COM(2008)426, paragraph 5.

Drawing on this conclusion, the report found that the differential treatment of two categories of persons with disabilities on the ground of age (those who acquired a disability before they attained 65 and those who acquired it after 65) is a paradox that causes discrimination which cannot be objectively justified. The economic consequences for state funds which would result from eliminating this differentiation do not justify the deviation from the equality principle and these consequences may be addressed by the institutionalisation of procedures through which individual cases may be evaluated scientifically. The Equality Body submitted this report to the Ministry of Labour with the recommendation that the views contained are taken into consideration in the discussions currently taking place regarding the review of the said law, recommending that the law is revised in order to comply with the equality principle. With regard to the complainant's application, the Equality Body recommends that the Welfare Services exercise their discretion to grant him public benefit in view of the seriousness of the health problems he is facing.

The Equality Body decides on complaint regarding discrimination in the procedure followed by the District Administration in the issue of birth certificate and passport for Turkish Cypriots

Name of the body: Equality body

Date of decision: 18 May 2009

Name of the parties: n/a

Reference number: AKP 138/2008

Brief Summary: The Equality Body investigated a complaint from a Turkish Cypriot that he had suffered discrimination on account of his ethnic origin in the procedure for the issue of a birth certificate and a passport for his son. In particular, the complainant had applied to the Citizens Service Bureau⁴² for the issue of these documents, as is the procedure for Greek Cypriots, where he was informed that because he was a Turkish Cypriot he had to apply directly to the District Administration instead. Upon enquiry from the Equality Body, the Citizen's Advice Bureau tried to justify the practice of referring Turkish Cypriots to the District Administration by stating that there he can avail himself to the services of an interpreter, who can also record Turkish names correctly.

The Citizens Service Bureau justified the referral to the District Administration arguing that the Citizens Service Bureau does not have electronic access to the database where the personal data Turkish Cypriots is kept, on the basis that, for Turkish Cypriots, a special police investigation must be carried out to verify the authenticity of the documents submitted, which is the reason why the documents could not be issued to the complainant on the same day. According to the authorities, this procedure was deemed necessary because of instances of false documents being presented. However, no such verification check is carried out by the police in the case of Greek Cypriots.

⁴² The Citizen's Advice Bureau offers a far more efficient, fast and customer-friendly procedure than the District Administration, where people often get caught in the red tape of bureaucracy.

The Equality Body found that the practice of applying a different procedure for the issue of documents for Turkish Cypriots without an individual assessment of the real and legal circumstances of each case is unjustified. The fact that this special arrangement applies for *some* cases of Greek Cypriots but for *all* cases of Turkish Cypriots reinforces the conclusion that discrimination exists. The Equality Body recommended that the current practice be reviewed and all elements of discrimination and inconvenience be eradicated.

Equality Body recommends the adoption of special measures in order to implement the right to education of the Maronite community

Name of the body: Equality body

Date of decision: 12 May 2009

Name of the parties: n/a

Reference number: A.K.R. 93/2005

Brief Summary: The Parliamentary representative of the Maronite Community submitted a complaint to the Equality Body regarding the staffing of the Maronite school and the teaching of the Maronite language. He claimed that, although the Maronite school was set up in order to preserve the Maronite identity, not all teachers appointed there are Maronites and the Maronite language is not being taught. The state educational committee responsible for the appointment of teachers responded that the said school was set up as a regional school for Maronite and other pupils and it is subject to the laws regarding public education service.

The committee added that it investigated the possibility of appointing Maronite teachers to the said school but none of them showed any interest, pointing out that the law does not allow the transfer of teachers from school to school at the discretion of the Educational Committee. The Ministry of Education responded that the administration of the school is carried out by a committee of Maronites appointed by the Council of Ministers; that the majority of teachers (5 out of 9) are Maronites; that the proposal for extending the service of the Maronite head of the school could not be adopted because it was contrary to retirement regulations; that the Ministry of Education is willing to introduce teaching of Maronite history, culture and language and has assigned the preparation of special curricula to experts, but the contribution of the Maronite religious committee to these initiatives has not been submitted yet; that some of the proposals of the Maronite community have already been adopted, e.g. the religious class is taught by a Maronite teacher, the Maronite parish priest is teaching at the optional all-day school and is allowed to visit the school monthly and speak with pupils etc.

The equality body criticised the line of argumentation of the Ministry of Education which offered the Maronite community only equal treatment before the law, adding that the protection of national minorities must go beyond that, to recognise and promote rights of a collective character. The decision states that special treatment involves deviations from the principle of equality, which take the form of positive measures or special rights targeting a certain group aiming at the elimination of discrimination.

The decision finds the claim of the Maronite community regarding the staffing of the school reasonable; it further proposes that the staffing issue is detached from the usual procedure followed for the placement of teachers in schools and that it is formulated as a positive measure. The Equality Body recommends that the Ministry of Education initiates an amendment to the law regarding transfers of teachers in such a manner so that the Maronite school is staffed with as many Maronite teachers as possible and so that the filling of the position of the school head with a Maronite is facilitated. The decision also recommends the introduction of the teaching of the Cypriot Maronite language so as to comply with the Charter for the Protection of Regional or Minority Languages, as well as the adoption of measures so that the institutional role of the representative of the religious groups, as provided by the relevant law, is exercised in a meaningful manner. The decision does not describe the current policy or legislative framework as discriminatory but offers recommendations in an effort to mediate and facilitate implementation of the right to access to education.

The Equality Body rules on complaints for unlawful discrimination in the instructions issued by the teachers' union to its members to oppose visits by Turkish Cypriots to primary schools.

Name of the body: Equality body

Date of decision: 05 June 2009

Name of the parties: n/a

Reference number: AKR 28/2009, AKR 24/2009

Brief summary: The Equality Body investigated two complaints against a circular issued by the primary school teachers' union urging its members to refuse to implement the year's targets set by the Ministry of Education for the development of a culture of peaceful coexistence with the Turkish Cypriots, with particular emphasis to the measure of visits by Turkish Cypriot teachers and pupils. The complaints alleged that the teachers' union circular cultivates fear and distance amongst the pupils of each community and essentially urges the teachers to discriminate against Turkish Cypriot pupils and teachers, which is an unlawful act of direct discrimination contrary to the EU anti-discrimination acquis as transposed by the relevant Cypriot legislation. In response to the complaints, the teachers' union argued that the visits by Turkish Cypriots are likely to disturb the smooth operation of the schools due to feelings and sensitivities which such visits would stir. The Equality Body found that the circular of the teachers' union indicates a mistrust and suspicion towards Turkish Cypriot pupils and teachers and that the union's reaction had been "rushed". It also found that the issue emerging from the visits of Turkish Cypriots is not restricted to these visits but extends to the general educational targets set by the Ministry of Education in favour of peaceful coexistence between the two communities.

It noted that these encounters could promote the idea of natural contacts amongst children from the two communities through education, essentially contributing towards the implementation of the general aim of developing a culture of peaceful coexistence in society.

Regarding the union's concerns about the disturbance of the smooth operation of the schools, the Equality Body points out that the educational system has the necessary mechanisms at its disposal to address such problems if they arise. The report calls upon the teachers' union to reconsider their position regarding the visits of Turkish Cypriots to Greek Cypriot schools but does not deliver a full-blown decision that the union's action amounted to unlawful discrimination.

The Equality Body finds unlawful discrimination in the decision of a building's management firm to deny to a person with a disability access to the communal disabled toilet.

Name of the body: Equality body

Date of decision: 14 may 2009

Name of the parties: n/a

Reference number: A.K.I. 91/2008

Brief Summary: The Equality Body investigated a complaint from a person with a disability that he was denied the key to a disabled toilet situated at the ground floor of the building where he was residing. The firm which had the responsibility for the management of the building initially had informed him that they would supply him with the key to the said toilet on condition that he would in due course supply further documents in evidence of his disability but subsequently cancelled their decision upon discovery that the certificate he had presented in proof of his disability (UK's 'blue badge') was only applicable to preferential parking and only within UK.

The Equality Body's report made reference to section 6(2)(d)(ii) of the Law on Persons with Disabilities which provides that the failure to carry out alterations to services or facilities which renders their use by a person with a disability unjustifiably difficult does not amount to equal treatment. Reference was also made to the Streets and Buildings Regulation 61G which defines a person with disability as a person facing temporary or permanent difficulty in accessing a building or a street due to physical weakness or deficiency. According to the Equality Body, this definition aims at securing accessibility to built infrastructure not only for persons with a disability in the narrow sense of the term but persons generally encountering obstacles in access, such as the elderly, stressing that the law does not set any preconditions which must be met in order for persons facing mobility obstacles to have access to communal toilets, nor does it require such persons to produce any documents to prove their disability. In the absence of any such preconditions in the law, then the persons entitled to access to the disabled toilet of the common areas of a building are those falling within the broad definition of the Streets and Buildings Regulation 61G. The Equality Body stated that it was satisfied that the complainant fell within the law's definition of person with a disability and recommended that the complainant be given a key to the communal disabled toilet, which must be cleaned and maintained by the management firm of the building.

Equality Body finds that the state pension law contains unlawful discrimination on the ground of age

Name of the body: Equality body

Date of decision: 04 June 2009

Name of the parties: n/a

Reference number: A.K.I. 63/2008; A.K.I. 1/2009

Brief summary: The Equality Body investigated two complaints received from public servants alleging that article 27 of the Pensions Law contains unlawful age discrimination. The said legal provision states that public servants aged 45 and over, with at least 5 years of service, may take early retirement upon which they immediately receive a lump sum whilst the pension is paid upon attaining the age of 55. By contrast, persons aged less than 45 years and with 3 years of service receive upon early retirement a portion of the lump sum paid to those aged 45 and over and lose their right to a pension. In defence of this provision, the Public Service Department argued that it was intended to discourage scientific staff from leaving the public service which would negatively affect the smooth operation of the public service. It further argued that the Pensions Law is not in breach of the law transposing Directive 78/2000 because it serves a legitimate aim, i.e. the maximum utilisation of the knowledge and experience of public servants acquired at the cost of the state; and that the said law is not breached because it provides an exception from the non-discrimination rule in the cases of age limits in access to pension benefits. The Equality Body found that the case under examination does not fall within this exception of the Directive, since the age limit fixed is not related to access to pension benefits but concerns the age of voluntary retirement.

Citing the ECJ decisions in Mangold⁴³ and Palacios⁴⁴ the report found that the measure must be proportionate, objective and reasonably justified by a legitimate aim. The report concludes that the measure is not proportionate, as it covers not only scientific but also non-scientific personnel, which amounts to 2/3 of the public service workforce; that the measure does not serve a legitimate aim because the shortages in scientific personnel have since been covered; and that the age limit poses an excessive restriction on the freedom of movement of labour, as the aim could have been achieved by introducing a condition that pension benefits are payable upon completion of certain years of service irrespective of age. The Equality Body referred this law to the Attorney General in order to take measures for its review. At the time of writing, no such measures had been taken.

Equality Body criticizes the handling of a racist attack by the police and by the school authorities

Name of the body: Equality body

Date of decision: 10 March 2009

Name of the parties: n/a

⁴³ C-144/04, dated 22.11.2005.

⁴⁴ C-411/05, dated 16.10.2007.

**Reference number:** AKR 241/2008

Brief Summary: The Equality Body investigated a complaint received from an NGO regarding the attack against a Cypriot black female pupil by a group of about 40 other Cypriot white pupils following a volleyball match between her school and another school. The attack took place in December 2008 when the victim tried to defend one of her co-players in the match and was then attacked by pupils of the other school shouting racist insults. The victim was severely injured and had to be taken to hospital. When the police arrived on the scene, the school headmaster informed them that the matter would be handled internally between the two schools. No arrests were made and no charges were brought against anyone by the time of issue of the Equality Body's report, three months after the incident. The police who initially refused to accept a statement from the victim's father, subsequently agreed to do so following the Equality Body's intervention. A statement issued later by the school's teachers rejected the allegations of racist motives and described the incident as the manifestation of youth delinquency. The only measure taken by the school was to permanently expel one pupil who initiated the attack against the victim but cited as reasons for the expulsion her involvement in the incident and her shouting insults against the teachers; the school's decision made no mention of racist behaviour. In contrast, the Minister of Education unequivocally described the incident as racist and committed himself to the setting up of a monitoring mechanism for the recording and analysis of violent incidents maintaining a special record for racist incidents. The Equality Body criticised the school authorities for refusing to attribute racist motive to the attack and for stressing the allegedly provocative behaviour of the victim, in an apparent effort to shift responsibility from the assailants to the victim.

The report also criticised the decision of the school to permanently expel one of the assailants stating that this measure is not only inadequate in that it failed to address the racist motive of the pupil but it was also lacking educational sensitivity, as the repercussions from the permanent expulsion are likely to intensify the problem. The Equality Body also criticized the attitude of the police who failed to take an active stand against racism in spite of the victim's unequivocal position that she wanted the case to go to Court, and stated that the lack of commitment of the police against racism will lead not only to the intensification of the phenomenon but also to the vulnerable groups losing faith in the police. The report welcomes the stand of the Minister of Education who consistently described the incident as racist and visited the schools as well as the victim in order to show his solidarity and concern.

After emphasising once more⁴⁵ the inadequacy of the system of recording racist incidents maintained by the police who clearly make an underestimation of the problem, the report refers to decisions of the ECtHR⁴⁶ and to ECRI recommendations on recording racist incidents on the one hand⁴⁷ and on anti-racist education on the other hand.⁴⁸ The report concluded that as long as educationalists do not take an active stand against racism and prefer the oversimplified interpretation of youth delinquency and as long as incidents are not addressed and handled and assailants go unpunished, the phenomenon of racist violence will be reproduced and multiplied. The problem becomes more serious when the victims are migrant children who form a particularly vulnerable group and even more so when they were born or raised in Cyprus or acquired Cypriot nationality as there are serious issues of integration of second generation Cypriots posed and racist incidents must be faced decidedly in order to reinstate their feelings of security and social acceptance.

Equality Body criticizes the reluctance of the police to implement anti-racist legislation

Name of the body: Equality body

Date of decision: 26 January 2009

Name of the parties: n/a

Reference number: AKP/AYT 2/2008

Brief summary: The Equality Body carried out a self-initiated investigation into the handling by the police of a group attack against migrants which was reported in the press and which was manifestly racial. The attack took place in June 2008 in a rural area and most of the perpetrators were aged between 14-18; the victims were persons of migrant origin who fled without reporting the incident to the police.

The incident was reported to the police by a number of British persons who rushed to the rescue of the migrants and who were attacked themselves by the youth, whose number had meanwhile grown and who equipped themselves with stones and iron bars, causing considerable damage to homes of migrants and to the property of the British people who run to their rescue, shouting racial remarks and injuring several of them. The perpetrators were charged with offences related to common assault, malicious damage to property and riot, which do not involve racial motive.

⁴⁵ Similar comments were made by the Equality Body in previous reports: Ref. AKR 37/2005, dated 11.07.2005; Ref. AKR 7/2006, dated 01.08.2007; and Ref. AKR/AYT 2/2008, dated 26.01.2009.

⁴⁶ *Bekou & Koutropoulou v. Greece* where Greece was found guilty of not adequately addressing the racial motive involved in an attack against a group of Roma

⁴⁷ ECRI General Policy Recommendation No 11 on combating racism and racial discrimination in policing.

⁴⁸ ECRI General Policy Recommendation No 10 dated 15 December 2006.

The Equality Body's investigation showed that the Police Department for the Combating of Discrimination (PDCD) whose mandate was extended on 11.02.2008 following the Equality Body's recommendation, to cover and record not only racial *offences* but also racial *incidents* (as defined inter alia by the victim), does not have any mechanism in place to record racial *incidents*; only a small number of racial *offences* were recorded⁴⁹ none of which led to any conviction. This is, according to the Equality Body, evident of the role of the police in handing the investigation and the criminal procedure. It also emerged from the investigation that the system of recording racial offences is such that, unless the investigating officer chooses to classify an offence as racial, the PDCD is not informed of the incident at all. The head of the PDCD admitted that no special training is offered to police officers on the identification and recording of racial motive and expressed the view that the change of mentality within the police body will come gradually through experience. The limited activity of the PDCD was attributed to its serious under- staffing and its wide mandate which covers at the same time two more departments (violence in the family and youth delinquency).

The Head of the PDCD informed the Equality Body that in the particular case under investigation there did not seem to be a *prima facie* case of offences in violation of the anti-discrimination legislation, a view which was criticised in the report.

The Equality Body referred to the Second and Third ECRI reports on Cyprus of 03.07.2001 and 16.05.2006 respectively which noted that the legislative provisions relating to racism are not adequately implemented, that awareness of these laws is low amongst legal circles and the public at large, that the police is not adequately trained to identify and address racial motive, that racial crime is not adequately recorded and that the bodies involved in the criminal justice process are not adequately aware of the need to address racism. Reference was also made to the ECtHR decision in *Bekou & Koutropoulou v. Greece* where Greece was found guilty of not adequately addressing the racial motive involved in an attack against a group of Roma, as well as to the reports of the European Union Agency for Fundamental Rights where the data collection carried out by Cyprus appears to be inadequate. The Equality Body concludes that the incident under investigation is not an isolated one and that there is an increase in the number and intensity of racial incidents. It notes that previous investigations have also shown the failure of the police to prosecute racial incidents, adding that although the legislative framework appears to be adequate, the authorities stubbornly refuse to prosecute racial incidents reported by victims or by NGOs or appearing in the media.

The report notes with concern the fact that in the incident under investigation the migrants attacked did not file a complaint with the police, which indicates that vulnerable groups feel discouraged from reporting racial incidents for fear of deportation or for lack of trust in the police. At the same time, the underreporting phenomenon shows a general failure of the existing system to record the real picture of racism in Cyprus.

⁴⁹ Two incidents were recorded in 2005, eighteen in 2006 and three in 2007.

The Equality Body recommends the following measures: the precise and credible recording of racial incidents; the provision of assistance and protection to victims and their encouragement to report incidents; the upgrading of the PDCD and its adequate staffing; the training of police officers on the identification and handling of racial incidents.

Below are some landmark Court decisions from 2007 and 2008

Turkish Cypriot judge is awarded lost salaries and pension

Name of the court: Supreme Court of Cyprus

Date of decision: 21 March 2007

Name of the parties: Ulfet Emin v. The Republic of Cyprus

Reference number: Case No. 1473/2005

Brief Summary: A Turkish Cypriot judge who in 1966 was forced by Greek-Cypriot police to abandon his post, applied to the Supreme Court under article 146 of the Constitution to set aside a decision of the Ministry of Finance rejecting his claim for lost salaries and/or pension. The applicant had been removed from his office by Greek Cypriot police at gunpoint and forced back into the Turkish-Cypriot enclave.

The Court found the Finance Ministry's decision unjustified and ruled that it should be set aside, because, inter alia, the applicant did not abandon his post out of his own free will but was forced to leave; and because decisions which restrict a person's rights for an indefinite amount of time, as is the case here, must be interpreted restrictively.

The Court's reasoning, that decisions limiting rights for an indefinite period of time must be interpreted restrictively, was not adopted in other court cases concerning Turkish Cypriots' access to their properties in the areas controlled by the Republic, reported below, where most judgments found that these properties would be administered by the "Custodian" (the Interior Minister) until resolution of the Cyprus problem.

Turkish Cypriot is not awarded his property in the Republic-controlled south of Cyprus

Name of the court: Supreme Court of Cyprus

Date of decision: 15 June 2007

Name of the parties: Kiamil Ali Riza v. The Republic of Cyprus

Reference number: case no.133/2005

Brief summary: A Turkish-Cypriot claimed his right to his property which, like all other Turkish-Cypriot properties, are deemed by law⁵⁰ to have been 'abandoned' when Turkish-Cypriots moved to the north between 1963-1974. In 1991 all Turkish Cypriot properties in the south were placed under the control of the 'Custodian' who is the Interior Minister.

⁵⁰ Law on Turkish Cypriot Properties (Administration and other matters) (Temporary Provisions) of 1991 N.139/91

The appellant argued that the Custodian law is unconstitutional and in violation of the equality principle and that the expropriation of his property which the government had carried out was illegal. The Court rejected his claim stating that the lifting of the ban on freedom of movement in 2003 did not mean that the property is 'no longer abandoned'; that the cessation of 'the abnormal situation' can only be decided by the Council of Ministers and that, due to the 1974 war, the state legitimately invoked emergency measures relying on the 'doctrine of necessity'.

The decision contradicts the principle established by the ECtHR in the case of Aziz⁵¹ where the ECtHR ruled that the doctrine of necessity cannot override fundamental rights.

The decision also appears to be reversing the reasoning of the 2004 decision in Arif Mustafa v. The Interior Minister (Case no.125/2004)⁵² where it was established that the purpose of the custodian law was to protect the properties in the owner's absence and not to retaliate against the occupation of Greek-Cypriot properties in the north, which would constitute a violation of Article 6 of the Constitution prohibiting discrimination on the ground of belonging to one of the two communities.

During 2007 there were several court decisions following the line adopted in Kiamil Ali Riza v. The Republic of Cyprus rather than the line of Arif Mustafa v. The Interior Minister. In Zehra Kemal Ahmet and Nuray Kemal Ahmet v. The Republic of Cyprus through the Interior Minister as Custodian of Turkish Cypriot Properties,⁵³ for instance, the Court rejected the applicant's claim that she did not fall within the scope of the Custodian law because she did not leave her house out of her own free will. Instead, the Court ruled that the custodian law was inter alia founded on the need to meet the housing needs of Greek Cypriot people displaced as a result of the Turkish invasion of 1974 and that this measure was "absolutely necessary and proportionate to the situation that had to be addressed" meaning the situation created by the Turkish invasion.

⁵¹ The case is discussed in detail in the Cyprus Country Report of the European Network of Legal Experts in the non-discrimination field (state of affairs up to 08.01.2007) available at http://ec.europa.eu/employment_social/fundamental_rights/pdf/legnet/cyrep07_en.pdf. The full text of the decision is available at <http://www.echr.coe.int/Eng/Press/2004/June/ChamberJudgmentAzizvCyprus220604.htm>

⁵² The case is presented in the Cyprus Country Report of the European Network of Legal Experts in the non-discrimination field (state of affairs up to 08.01.2007) available at http://ec.europa.eu/employment_social/fundamental_rights/pdf/legnet/cyrep07_en.pdf

⁵³ 21.05.2007, Supreme Court Case No. 1011/2004.

This reasoning contradicts the judge's reasoning in Arif Mustafa where it was established that the Custodian law cannot be used to retaliate to the occupation of Greek-Cypriot properties in the north, which would constitute violation of Article 6 of the Constitution, prohibiting discrimination on the ground of belonging to one or the other community.⁵⁴

Third country national loses right to unpaid salaries and compensation because he worked without work permit

Name of the court: Supreme Court of Cyprus

Date of decision: 20 June 2007

Name of the parties:

Gary Wayne White v. Athletic Association Kition (AEK) Larnaca et al

Reference number: Case No. 49/2006

Brief Summary: The applicant, a third country national, sued his employer for payment of unpaid salaries and compensation due to him for unlawful dismissal. The employer argued that although the amount claimed by the applicant was indeed due, the applicant was not entitled to it because at the time of rendering the services in question he was working without a work permit. Subsequently, the applicant secured a work permit as well as Cypriot nationality. The judge found in favour of the employer because the agreement for the applicant's employment without a work permit was deemed illegal and void ab initio; and that the test in order to decide if this contract is enforceable or not is whether the agreement is contrary to public order.

The Court found that the need to protect the state and its citizen is absolute and that the employment of a foreigner without permit is a serious criminal offence which harms the public interest. Therefore the applicant's claim for the payment of salaries and compensation due to him failed. Although not mentioned in the decision, the case under examination is arguably a case of indirect discrimination on the ground of national origin (a protected ground according to Cypriot law as far as the mandate of the equality body is concerned), given the fact that it concerns a practice that is prima facie neutral but results in a disadvantage to foreign workers, who are essentially punished by depriving them of their rights under the contract and by allowing employers to evade their obligations towards the employee.

⁵⁴ Overall, Turkish Cypriots have filed a total of 57 court cases, eight of them during 2009, to reclaim property located in the government-controlled area, and the Supreme Court issued judgments in two cases concerning Turkish Cypriot properties that are under the guardianship of the Ministry of Interior. According to the law, these types of properties cannot be returned unless the owners resettle permanently in the government-controlled area. In one case the Supreme Court ruled in favour of the applicant and declared null and void a decision by the guardian to turn down the owner's request for restitution of his property. In the second case, the Supreme Court upheld the decision of the guardian rejecting the owner's request for restitution (Source: U.S. State Department Report on Human Rights Practices: Cyprus, released on 11/03.2010, available at <http://www.state.gov/g/drl/rls/hrrpt/2009/eur/136026.htm>)

The practice confirmed by this decision, in other words the loss of salaries when there is no valid work permit, is clearly targeting third country nationals, since they are the only ones requiring a work permit in order to be allowed to work.

Different retirement age for employees of different ages does not violate the anti-discrimination Directives

Name of the court: Supreme Court of Cyprus

Date of decision: 01 June 2007

Name of the parties: Vasos Constantinou v. The Republic of Cyprus through the Public Service Commission; Androula Stavrou v. The Republic of Cyprus through the Public Service Commission

Reference number: Case Nos 1795/2006 and 1705/2006 (the two applications were tried together)

Brief summary: The applicants applied to the court regarding the Pensions Law of 1967 (N.9/67) which fixed the retirement age for all public servants at the age of 60, as amended by Law N.69(1)/2005, article 4A of which fixed retirement age as follows:

- The age of 63 for those who attain the age of 60 on or after 01.07.2008
- The age of 62 for those who attain the age of 60 between 01.01.2007-30.06.2008.
- The age of 61 for those who attain the age of 60 between 01.07.2005-31.12.2006.

Both applicants fell under the latter category and had received notice that they must retire on 1.2.2007 and 1.1.2007 respectively. The applicants argued that the provisions of the aforesaid law create a disadvantage for them based on their age, in violation of article 28 of the Cypriot Constitution and of laws 42(I)/2004 and 58(I)/2004 which transpose the Employment Equality Directive and that they should also be able to retire at 63.

The applicants argued that they do not seek to declare the aforesaid law unconstitutional, as that would have the effect of reverting to the law of 1967 before the 2005 amendment; in that case the retirement age would be 60 for everyone. Their application sought to sever only those provisos of the law which differentiate between persons attaining the age of 60 at different periods (set out in bullets above) to the effect that the retirement age of 63 is applicable to all irrespective of age. With reference to the applicability of the EU anti-discrimination acquis, Counsel for the Republic argued that the directly relevant acquis provision is the Employment Equality Directive which expressly excludes from its scope the setting of the age of retirement, leaving it to be regulated by the national governments. The Court decided that it did not have the power to extend any legislative provision, nor to change it to the extent that it would essentially amount to a new law, as this can only be done by the legislative branch of the state. It therefore rejected the applicants' appeal but made no order as to costs, because the applicants' had brought before them a serious matter of general public interest.



The Supreme Court rejects application for referral to ECJ for interpretation of Racial Equality Directive.

Name of the court: Supreme Court of Cyprus

Date of decision: 17 December 2007

Name of the parties: Perihan Mustafa Korkut or Eyiam Perihan v. Apostolos Georgiou through his attorney Charalambos Zoppos

Reference number: Case No. 303/2006

Brief summary: The appellant was a Turkish Cypriot who owned property, filed an ex tempore application asking for a referral to the ECJ of the question whether article 2 of the Racial Equality Directive could be interpreted in a manner permitting an EU member state to deny the lawful owner of a property the right to sell it. The application was rejected on the ground of abuse of process (the appellant had filed and withdrawn two similar applications in 2005 and 2007 respectively) and also because the Court found that the scope of the Directive did not include the issue at stake, which was access to property. In describing the scope of the Directive, the Court mentioned only 'conditions for access to employment, working conditions, social protection including social security and social advantages'.

Labour tribunal claims lack of jurisdiction to try a complaint for age discrimination in a job advertisement

Name of the court: Limassol Labour Tribunal

Date of decision: 30 July 2008

Name of the parties: Avgoustina Hadjiavraam v. The Cooperative Credit Company of Morphou

Reference number: Case No. 258/05

Brief summary: An applicant for a position in a credit institution sued the latter after her application was turned down, claiming that she was rejected because of her age.

The job advertisement for this position contained a maximum age limit but the credit institution argued that she was turned down not because of her age but because of her qualifications. At the same time, the credit institution defended the age limit in the advertisement, arguing that this was appropriate, reasonable and serving a legitimate aim, because they intended to train and retrain the persons to be hired and they should have time ahead of them to progress and climb to higher positions in the credit institution, as they do not want to have "old people" in junior positions. Based on the testimony delivered before it, the Tribunal rejected the respondents' argument that the applicant's age was not taken into consideration and found that the fact that the applicant had fewer qualifications did not preclude the conclusion that she was not a victim of age discrimination. The Tribunal also ruled that it was not necessary for age to be the sole reason in order for discrimination to exist; it suffices that age was a contributory cause of the treatment with significant impact on it.

Under the circumstances, a prima facie case of discrimination was established and the burden of proof shifted to the respondents to rebut the presumption.

The testimony showed that the respondents did consider age as an important factor, hence the age restriction in the advertisement and their statement that they did not want to have “old people” in junior positions. In its decision, the Tribunal found that there was unlawful discrimination on the ground of age in the hiring procedure and decided the sum of 1500 Euros to be adequate damages, based on an ECJ decision⁵⁵ which established that the measure of damages of three monthly salaries satisfied the test of essential protection, deterrence and proportionality for those job candidates who would not have been hired even in the absence of the age discrimination. It ought to be noted that the amount of compensation requested by the claimant included lost salaries had she been hired and worked at the advertised post since this was announced in the press, which amounted to 288,257 Cyprus Pounds (492,578 Euros).

At the same time, however, the Tribunal ruled that it could not award any amount of compensation to the applicant because it lacked jurisdiction to decide on this dispute, since there was no employer-employee relationship between the parties. The claimant has already filed an appeal against this decision on the issue of jurisdiction, as well as on the ground that the compensation awarded does not provide adequate deterrent.

Court rejects claim of Turkish Cypriots for student grant because of their residence in the northern part of Cyprus

Name of the court: Supreme Court of Cyprus

Date of decision: 08 August 2008

Name of the parties: Fatma Igdir and Nalan Igdir v. Ministry of Finance through the Service of Grants and Benefits

Reference number: Case No. 2410/2006

Brief summary: The applicants who are mother and daughter applied to the Supreme Court in order to set aside the decision of the Ministry of Finance to reject their application for a student grant for the daughter who attends a school of arts in the Republic-controlled south of Cyprus. The Court rejected their application. The Ministry’s decision was based on Law on the Provision of Special Grants N. 77(I)/96 which sets as a precondition for the grant that the student be a resident of the Republic controlled part of Cyprus. The applicants claimed that the said precondition violates the principle of equality established by article 28 of the Constitution. The Supreme Court decided that it did not have the power to change the law or to sever the provision which according to the applicants contained discrimination. This decision follows previous Court decisions, as well as equality body decisions, which confirm laws and regulations excluding Turkish Cypriots from public benefits by reason of their residence in the north. No mention was made either by the applicants’ lawyers or by the Court to law 59(I)/2004 transposing the Racial Equality Directive and to the obligation contained therein to revise any discriminatory provisions contained in laws. The decision is yet another manifestation of the low awareness of the anti-discrimination *acquis* amongst legal circles in Cyprus.

⁵⁵ Case C-180/95 Draehmpaehl [1997] ECR I-2195.



Below are some landmark decisions of the equality body / ombudsman in 2007 and 2008:

The fixing of age limit in state scholarships is found to be discriminatory

Name of the court: Equality body

Date of decision: 15 July 2007

Reference number: Ref. A.K.I. 50/2006

Brief Summary: Two complaints were submitted to the Equality body (on 13.9.2006 and on 6.3.2007) alleging that the age limits of 25 and 40 set by the State Foundation of Scholarships (SFS) for graduate and postgraduate studies respectively were unlawful. A report to that effect had previously been submitted by the Equality body to the SFS on 5.8.2005 recommending the removal of the age limits, which however had not been complied with. The argument put by SFS to justify the age limits was that the state invests these funds intending the utilisation of knowledge for the maximum possible period of time.

The Equality body's investigation however found that the only obligation imposed on some of the receivers of the scholarships was to return to Cyprus to work for at least two years and even that was not strictly adhered to. The Attorney General, who was asked by SFS to advice on the matter, found that the age limits did not violate the constitutional equality provision (Article 28) and could even comply with the Employment Directive provided it is justified by a legitimate aim.

The equality body found that the age limits set by SFS amount to (a) direct discrimination on the ground of age that cannot be justified by the exception provided in the Employment Directive (b) potentially indirect discrimination on the ground of (i) social class, as it affected more adversely persons who for financial reasons are forced to delay their studies or who have to resort to state scholarships as the only means for them to study, as well as on the ground of (ii) sex, because it is women who are more often delaying their education due to increased family and social obligations.

In response to SFS' argument about the existence of a legitimate aim (in this case, the alleged utilisation of knowledge for the maximum possible period) the report found that on its own this cannot justify discriminatory treatment and that the SFS should additionally prove that: there was no alternative criterion, less discriminatory, for the attainment of the legitimate aim; the criterion used is effective; and the benefits significantly outweigh the disadvantages caused by the implementation of the criterion in question.

Using the powers granted to it by article 39(1) of the Combating of Racial and other forms of Discrimination (Commissioner) Law N. 42(I)/2004 the equality body has referred the relevant provision to the Attorney General for amendment but no action was taken so far.

The equality body had initially recommended the cancellation of the age limit in scholarships in 2005; however an opinion delivered by the Attorney General subsequent to that was that the age limits are not discriminatory. The House of Representatives examined both positions and decided merely to increase the age limit for postgraduate studies from 35 to 40.

Equality body rules that the case of Jean Mistrellides⁵⁶ had been mishandled by the police

Name of the court: Equality body (Anti-Discrimination Authority)⁵⁷

Date of decision: 01 August 2007

Brief Summary: On 20 January 2006 the District Court of Nicosia found Jean Mistrellides (JM), a Cypriot of African descent, guilty of assaulting a group of youth. The youth had systematically been demonstrating aggressively racist and threatening behaviour towards JM for which JM had repeatedly complained to the police who failed to prosecute the youth or offer any protection to JM and his family. In 2003 JM chased the youth away in a manner which caused one of them to lose his balance and fall from his motorbike, sustaining minor injuries; the youth complained to the police who pressed charges against JM but not against the youth. In Court, JM pleaded guilty to the charges and was fined.

NGO Symfiliosi filed a complaint to the Equality body against the police for failing to prosecute the youth for their systematic racist behaviour, claiming discrimination in access to police protection on the ground of race/ethnic origin.

In its decision the equality body noted the police's allegations, that JM never officially filed a complaint to the police and that when the police invited him to do so, he declined stating that he does not trust the police. The report nevertheless found that the police was obliged to examine the case on its own initiative, bearing in mind that victims often fear reprisals and may thus be frightened to file complaints. Moreover, the Report noted that the police failed to protect JM or take measures to prevent the crime and to combat the racial harassment. Special mention is made of the discrepancies in the recording of racial incidents by the police and of the fact that the data kept by the police do not reveal the true extent of the situation in Cyprus regarding racism.

The report also deplored the practice of the police to publicise figures about crimes committed by migrants, but never about crimes committed against migrants, which leads to feelings of insecurity, xenophobia and racism amongst the host population.

⁵⁶ Case No. 232/2004, decision issued on 20.1.2006. The case is mentioned in the Cyprus Country Report of the European Network of Legal Experts in the non-discrimination field (state of affairs up to 08.01.2007) available at http://ec.europa.eu/employment_social/fundamental_rights/pdf/legnet/cyrep07_en.pdf.

⁵⁷ The Anti-discrimination authority is one of the two offices comprising the Equality body in Cyprus. It handles mostly complaints deriving from the Racial Equality Directive.

The report calls on the police to consider anew the incident and take all measures necessary to protect the victim and prosecute the racist youth even at this late stage. Finally the Report contains a number of recommendations on how to deal with racial incidents in the future based on the ECRI and EU recommendations. The report's recommendations were not taken up by the police who did not proceed to prosecute the youth. Instead, the police invited JM to visit the police station in order to give a written statement but he declined saying that he does not trust the police. The equality body did not take any further action after that.

Legislative provision permitting the dismissal of employees without compensation after attaining the age of 65 is found discriminatory

Name of the court: Equality body

Date of decision: 11 April 2007

Reference number: A.K.I. 13/2005

Brief Summary: On 4 March 2005 a complaint was submitted to the Equality body, alleging that article 4 of the Termination of Employment Law which entitles employers to dismiss employees aged 65 or over without compensation, amounts to discrimination on the ground of age, in violation of article 8(1) of the Equal Treatment in Employment and Occupation Law N.58(I)/2004 (transposing the Employment Equality Directive).

The Ministry of Labour argued, instead, that this measure encourages employers to keep employees at work after they attain retirement age and that the protection of the majority of persons of 65 plus is secured through their pension and provident fund benefits. The equality body found that mere invocation of Directive article 6 is not sufficient but the legitimate aim must be sufficiently explained from which the necessity of the differential treatment as the necessary means of achieving this aim must emerge clearly.

The decision recognises that there are persons over 65 in Cyprus, no matter how few, who do not receive any pension at all or who receive a reduced amount. The decision was also referred to the Attorney General in order for him to prepare the amending law to rectify this problem.

At the time of writing, the Equality Body's decision had not been complied with and article 4 of the Termination of Employment Law remained in force.

Employers' duty to provide reasonable accommodation for employees with disability.

Name of the court: Equality body

Date of decision: 12 June 2007

Brief Summary: A blind person employed at a state hospital complained to the equality body that his access to the workplace was obstructed/inconvenienced by the fact that he did not have the key to the front door of the hospital⁵⁸ and had to use the back door, the way to which was often obstructed by boxes; and the parking lot allocated to him was not protected with a chain, as a result of which it was often occupied by visitors or suppliers.

During the Equality body's investigations, the former problem was remedied to the satisfaction of the complainant, as the efforts of the hospital management to supervise the access area to the back door and ensure that no obstacles obstructed clear access to the back door, were successful. But the parking problem persisted. Quoting the 2007 amendments to the disability law which rendered the obligation to provide reasonable accommodation more absolute than in the previous law,⁵⁹ the equality body found that the provision of reasonable accommodation is not only necessary for the effective implementation of the prohibition of discrimination, but it is also a specific legal obligation of the employer, adding that the principle of equal treatment does not prevent the more favourable treatment of persons with disability in employment in order to preserve their labour integration.

The report found that the employer responded satisfactorily to the complaint of access to the back door of the hospital (by ensuring that the access to the door remains unobstructed at all times) but not to the issue of the parking lot, where the employer had an obligation either to indicate and suitably adapt an alternative space or to supervise the parking area sufficiently.

Equality body decision on complaint for discrimination against persons with disability in access to jobs in the public sector due to lack of reasonable accommodation measures

Name of the court: Equality body

Date of decision: 08 October 2008

Reference number: A.K.I. 37/2008

Brief Summary: A complainant who suffered from visual impairment limiting his vision to 1/10, took an exam for appointment in the civil service and was awarded the mark of 55,56/100. Prior to the exam, he had requested certain facilities due to his reduced vision and, in particular, 50% additional time, the use of laptop for the English section of the exam and permit to dictate to another for the Greek section of the exam as he did not know Braille and he was not fast on Greek typing because he had lived abroad for many years.

⁵⁸ The complainant had been issued electronic keys to the front door but lost them as a result of his disability. The hospital management stated that there were no more keys to be made available to him because the system was quite old and no new keys could be issued. Instead, they supplied him with keys to the back door.

⁵⁹ Law on Persons with Disability N. 127(I)/2000, as amended by Law N. 57(I)/2004 and N. 72(I)/2007.

The Special Committee granted his request for the use of laptop and the services of a transcriber but allowed him only 30 minutes extra exam time, following the example of examinations for admission to secondary and tertiary education, in respect of which there is a policy in place for granting 30 minutes extra examination time to persons with disabilities. The complainant subsequently submitted a complaint to the Equality body arguing that the policy of comparing his performance at the exam with the performance of persons without disability amounts to discrimination. Upon investigation by the Equality body, it emerged that the extra 30 minutes granted were taken from the break that all persons taking the exam are entitled to, as the duration of the exam is 6,5 hours, which in essence neutralises the advantage of the extra 30 minutes granted.

The report notes that, whilst in the case of exams for admission to secondary and tertiary education there is a procedure in place for looking upon each case separately in order to decide what reasonable accommodation measures must be granted for persons with disabilities because, depending on the degree of disability, the extra time may have to exceed 30 minutes, there is no such procedure in the case of exams for appointment in the public service. The report further states that the principle of reasonable accommodation is founded upon the premise that the measure must ensure equality in opportunity and not in the result.

The report concludes that the measures granted to the complainant were not sufficient in order to create conditions of true equality for him to compete with the other candidates and recommends that the law on Assessment of Candidates for Appointment in the Public Service be amended so as to provide for reasonable accommodation for candidates with a disability and for a procedure whereby the decision on the reasonable accommodation measures to be granted in each case must be made by a team of experts.

Furthermore, the Equality body recommends that until the law is amended so as to reflect the above, the decision on measures to be granted to candidates with disabilities must be made after consultation with the Cypriot Confederation of Organisations of Disabled Persons (KYSOA), in accordance with Law on Consultation Process of State and Other Services in Matters Concerning Persons With Disabilities of 2006.

Equality body report on age discrimination in the field of insurance services

Name of the court: Equality body

Date of decision: 21 October 2008

Reference number: 125/2007

Brief Summary: The chair of the Social Welfare Committee of the Parliament of the Elderly submitted a complaint to the Equality body against the practice or policy of insurance companies of refusing to insure persons over 70 years old for driving a car, or of imposing higher premiums for such contracts.

The complaint was supported by statistical evidence supplied by the police in relation to car accidents, according to which elderly persons are less likely to have car accidents in comparison with other age groups. The Equality body consulted the Association of Insurance Companies who claimed that there is no standard policy followed by all insurance companies and that each company forms its own policy, adding that the said statistical evidence on its own is not indicative of the size of the risk since they are not combined with other risk-determining evidence such as the number of licensed drivers per age group, the frequency and seriousness of the accidents etc.

The Equality body Report noted that, although at European Community level there is no legislation yet at hand prohibiting age discrimination in the field of goods and services as such, there are a number of factors demonstrating the will of the EC to combat age discrimination in all fields, such as: article 13 of the Treaty of the European Communities; article 21(1) of the yet to be adopted Charter of Fundamental Rights of the European Commission; and the Proposal for a Council Directive on equal treatment between persons irrespective of religion or belief, disability, age or sexual orientation COM(2008) 426 which purports to extend the principle of non-discrimination to provision and access to goods and services commercially available to the public. In particular, the Proposal contains a special rule for insurance services allowing insurers to take age and disability into account in the assessment of risk, which however must be based on accurate data and statistics (paragraph 2).

At national level, the relevant factors to be considered are: the fact that the regulations issued by the Council of Ministers in 1995 setting higher maximum insurance premiums by 25% for drivers under 25 and over 70 have been cancelled; the Driving License Laws of 2001-2004 provide for the issuing of driving license to persons over 70 every three years provided they submit a medical certificate that they fulfil a certain minimum physical and mental ability level; the Combating of Racial and Other Forms of Discrimination Law N. 42(I)/2004 (which appoints the Ombudsman as the national equality body) provides for wide powers to submit recommendations, issue orders and impose fines in all fields and on all five grounds including age, in the public as well as in the private sector (article 6); article 28 of the Cypriot Constitution prohibits discrimination on all grounds not only vis-à-vis the state but also against persons in the private sector. The report concludes that, although access to goods and services is not yet regulated by national or EU law, the wider institutional framework covers all forms of age discrimination and imposes a legal obligation on insurers to justify any differential treatment objectively and convincingly. It then concludes that the practice or policy complained of, unsupported by reliable statistical evidence, is not reasonably and objectively justified.

The conclusion was based on the following three facts: (a) in a country like Cyprus with such a poor public transport network, driving a car is significant for a person's ability to be an active member of society; (b) the law does not preclude persons over 70 from possessing a driving license; (c) the fact that insurance cover is obligatory for all vehicles which distinguishes the particular insurance services from other services of the private sector which are optional. However, given that the complaint was not directed against any particular insurance company, the Equality body did not take any action other than to advise insurance companies to revise their policies in order to be in line with the provisions of the new directive, to come into force soon, prohibiting age discrimination in the field of provision of services.

\Age criteria in public benefit schemes for persons with disabilities

Name of the court: Equality body

Date of decision: 10 November 2008

Reference number: 114/2007.

Brief Summary: A complaint was submitted to the Equality body from a person with a disability against the Department for the Welfare of the Disabled of the Ministry of Labour for rejecting her application for benefit under a scheme for the provision of benefit to persons with severe disability in movement, which contained age restrictions. In particular, the said scheme provides for the payment of benefit to persons with the aforesaid type of disability provided they are over 12 and less than 65 years of age, unless they received disability benefit prior to the introduction of this scheme.

The Department tried to justify the age restriction as an attempt to limit the cost of the scheme for the state, stating that the age of 65 was selected because persons who acquire a disability prior to attaining 65 have less of a chance to pay satisfactory contributions to the state Social Insurance Fund due to their disability, which means that they will not be entitled to sufficient benefits from the Social Insurance fund after they attain 65. The Equality body found that the age restrictions introduced unequal treatment of equal things, which amounts to discrimination, adding that this cannot be justified by the volume of the costs involved.

In response to the argument of the Department for the Welfare of the Disabled that persons who acquired a disability before 65 have more need of the benefit because of their reduced social insurance entitlement, the report found this inconsistent with the provision of the scheme that the benefit is granted independently of the financial situation of the applicant. The Equality body invited to consultation all interested parties, including representatives of the Labour Ministry, the Finance Ministry and the Confederation of Organisations of Persons with Disabilities, which was recently afforded the status of a social partner.

Given that the scope of the law transposing Directive 78/2000/EC (Law N. 58(I)/2004) does not include social advantage, the Equality body made use of the general anti-discrimination principle found in the Cypriot Constitution, which does not explicitly cover age as one of the prohibited grounds but prohibits discrimination “on any other ground”. The decision follows a previous decision (ref. 58/2007, dated 19.06.2007) whereby another scheme which introduced differential treatment of persons with tetraplegia depending on the generic source of their teraplegia.

In that case, the consultation held by the Equality body has led the department concerned to revise the scheme and remove the restriction. At the time of writing, the process of consultation had not as yet been completed. If this consultation process also leads to a revision of the scheme by removing the age restriction, then the Equality body will have achieved results once again by mediation without having to resort to the imposition of fines, a measure generally avoided by the Equality body as counter-productive, given the low amount of fines foreseen by the law.

Equality body report on complaints against the Ministry of Education for its failure to address racism in public schools

Name of the court: Equality body

Date of decision: 22 October 2008

Reference number: AKP 88/2008.

Brief Summary: Two complaints were submitted to the Equality body against the Ministry of Education for its handling of racism at schools.

One complaint alleged that the practice of covering up and/or ignoring repeated incidents of racist vandalisms and racist graffiti on the walls of school buildings has created a negative and threatening climate for the vulnerable groups at school who see racist incidents not being dealt with decisively.

The second complaint concerned an incident involving a 13-year-old female migrant pupil who was intimidated and humiliated by the racist bullying from her classmates, as a result of which she stopped attending classes, preferring instead, for much of the school year, to stay in the school yard. In response to the first complaint, the school denied the allegations, arguing that the graffiti on the school building concerned football. Regarding the second complaint, the school authorities confirmed that the student in question was racially verbally abused but refused to acknowledge that she was intimidated, because she failed to name her assailants. The school decided to treat the matter as closed without taking any action whatsoever. A document issued by the Head of Educational Psychology Service of the Education Ministry claimed that whilst racial discrimination and racist behaviour are deplorable, such issues must avoid over exposure in the media as this creates a negative image for youth and for the school and embodies the risk that the phenomenon will spread as “psychosocially vulnerable persons are at risk of copying action which is self-destructive or destructive of others when they know that they will be glorified as heroes through exaggeration.”

In its report the Equality body found that although the particular racist incidents complained of do not constitute the rule amongst student population, they definitely contain the element of racism which must be immediately addressed by the teaching community and the Education Ministry; any efforts to cover up or downgrade the significance of such events or failure to record them as such amounts to a short-sighted handling of the phenomenon which disempowers victims.

The Equality body also found that the school gave disproportionately high emphasis to the danger of leakage to the media rather than taking decisive measures to combat racism. Regarding the manner in which the victim of the incident was treated by the school authorities, the Equality body stated that it is well-known that victims who are in a vulnerable position would rather not name their assailants, for fear of their safety or in an effort to integrate.

The report refers to further incidents of manifestly racist behaviour at schools such as the throwing of stones at a migrant worker, which the school also decided to treat as a regular incident of youth delinquency rather than admit its racist nature, criticising the school's approach and stating that the admission of the existence of racist incidents is the first step towards developing mechanisms for their prevention.

The Equality body referred to the 2007 Report of European Union Agency Fundamental Rights, which notes the failure of Cyprus to adequately record racial incidents in education, recommending the adoption of the ECRI 10th⁶⁰ the 11th

Recommendation⁶¹ which provides that a racial incident is any incident that is so defined by the victim. The Equality body recommendations towards the Education Ministry include the following:

(a) Decisive measures to combat racism in all cases under investigation, including dissuasive sanctions against perpetrators. It proposes the setting up of a specialised mechanism to evaluate allegations and a system of recording and monitoring of racial incidents. (b) The adoption of comprehensive measures to combat racism, xenophobia, discrimination and nationalism, in the framework of the new intercultural educational policy, with a program of interactive anti-racist education and training.

⁶⁰ ECRI General Policy Recommendation N°10 on combating racism and racial discrimination in and through school education, CRI (2007)6, Adopted by ECRI on 15 December 2006, at http://www.coe.int/t/e/human_rights/ecri/1-ecri/3-general_themes/1-policy_recommendations/recommendation_n10/1-Recommendation_10.asp#TopOfPage accessed on 30.10.2008.

⁶¹ ECRI General Policy Recommendation N°11 on combating racism and racial discrimination in policing, CRI(2007)39, Adopted by ECRI on 29 June 2007, http://www.coe.int/t/e/human_rights/ecri/1-ECRI/3-General_themes/1-Policy_Recommendations/Recommendation_N11/1-Recommendation_11.asp accessed on 30.10.2008.

This decision comes in the midst of heated political debates regarding nationalism and racism within the education system and the implementation of a comprehensive educational reform, following an additional number of racist attacks against migrant pupils at schools. At a press conference on 30.10.2008, the Ministry of Education announced that it endorses the recommendations of the Equality body in this case, although no particular measures had been taken up until the date of writing. In December 2008 another racist incident at a school, whereby a group of 40 pupils attacked a black pupil inflicting severe injuries was at the centre of political public debates. In that case, although the Ministry of Education acknowledged instantly the racist nature of the incident and promised measures, the teachers refused to attribute racist motive to the attack and instead emphasized the allegedly provocative behaviour of the victim. The teachers' attitude was criticised by the Equality body in its report that followed the attack.⁶²

Generally, decisions and recommendations by the Equality body are complied with by the authorities at an approximate rate of 60%, as stated by the Equality body.⁶³ However, there is at least one example where the Council of Ministers, the highest executive body, reversed and refused to comply with the Equality body's decision.

The said decision had found that a school regulation requiring foreign public to declare upon enrolment the contact details of their parents in order for the migration department to ascertain the legality of their stay in Cyprus was unlawful and asked for its withdrawal. The Council of Ministers retained the regulation alleging sovereign state rights to protect national security.⁶⁴

⁶² File no. AKR 241/2008, dated 10.03.2009

⁶³ Hadjivasilis M. 2004, "40% of the Ombudsman's reports in the wastebin". *Phileleftheros*, 28.10.2004.

⁶⁴ Council of Ministers decision dated 21.04.2005, No. 61.890.



1. GENERAL LEGAL FRAMEWORK

Constitutional provisions on protection against discrimination and the promotion of equality

- a) *Briefly specify the grounds covered (explicitly and implicitly) and the material scope of the relevant provisions. Do they apply to all areas covered by the Directives? Are they broader than the material scope of the Directives?*

Article 28(1) of the Cyprus Constitution states: “All persons are equal before the law, the administration and justice, and are entitled to equal protection thereof and treatment thereby.”

Article 28(2) of the Cypriot Constitution guarantees the enjoyment of economic, social and cultural rights by all persons without any discrimination and provides that every person shall enjoy all the rights and liberties provided for in the Constitution without any direct or indirect discrimination against any person on the grounds of: community; race; religion; language; sex; political or other conviction; national or social descent; birth; colour; wealth; social class; or any ground whatsoever, unless the Constitution itself otherwise provides. Therefore this provision has a more far-reaching application than the anti-discrimination Directives.

Prior to the anti-discrimination laws of 2004 that transposed the *acquis*, the grounds of age, disability or sexual orientation were not expressly prohibited under this provision. The notion of ‘ethnic origin’ was integrated into the notion of ‘race’; the term ‘ethnicity’ was very recently introduced in Cyprus law. Article 28 of the Cyprus Constitution corresponds to Article 14 of the European Convention on Human Rights (ECHR) and hence the whole corpus of the case law of the ECHR is relevant (see Nedjati 1972: 166-167). However, Article 28 is not dependent on any other right granted (Loizou 2001: 173). In any case, the ECHR was integrated into national law in 1962 (by Law N. 38/1962)⁶⁵. All the human rights Articles contained in the Cyprus Constitution under Part II (Articles 6-35) as well as rights conferred by the ECHR must be exercised in a non-discriminatory manner.

Part II of the Constitution sets out the “Fundamental Rights and Liberties”, incorporating verbatim and in some instances expanding upon the rights and liberties safeguarded by the European Convention for the Protection of Human Rights and Fundamental Freedoms.

⁶⁵ In fact there are legal scholars who argue that the ECHR applied in Cyprus before it was actually ratified in 1962 as a ‘saved’ provision from the colonial times (Tornaritis 1983: 1-2).

The Fundamental Rights and Liberties of Part II of the Constitution are expressly guaranteed to “everyone” or to “all persons” or to “every person”, with no distinction or differentiation between citizens and non-citizens of the Republic, or between citizens of the Republic who belong to the Greek or Turkish community and without any distinction or differentiation on the grounds of community or religion or nationality, or on other grounds. Article 6 provides that no law or decision of the House of Representatives or of any of the Communal Chambers (no longer active), and no act or decision of any organ, authority or person in the Republic exercising executive power or administrative functions, shall discriminate against any of the two “Communities”) or any person by virtue of being a member of a “Community”.

The term “Community” is used in the Constitution is meaning either the Greek or the Turkish Community of Cyprus.

Article 30 of Part II of the Constitution guarantees the right of access to the Courts as one of the fundamental rights and liberties. This is afforded to everyone, non-citizens and citizens alike and irrespective of which community or religious group they belong to, i.e. irrespective of whether s/he is Greek-Cypriot, Turkish-Cypriot, Maronite, Armenian or Latin.

Article 109 of the Constitution provides that each religious group has the right to be represented in the Communal Chamber by the elected members of the group, to which it opted to belong under Article 2.3 of the Constitution.⁶⁶

In July 2006, the Cypriot Constitution was amended to give supremacy to EU laws. All the rights provided for by the Constitution, which must be enforced without discrimination, including the principles Equality of Treatment and Non-discrimination (Article 28), are enforceable in the public and the private domain.⁶⁷ Administrative acts may also be challenged via judicial review under Article 146 of the Constitution.⁶⁸ The procedure of application to the Supreme Court is simple and fast albeit expensive: the legal aid law does not cover administrative proceedings.⁶⁹

⁶⁶ See footnote 2 above.

⁶⁷ In the case of Yiallourou v. Evgenios Nicolaou, the court ruled that all rights guaranteed under the constitution are directly applicable in the public and private sphere: Supreme court, Appeal No. 9331, dated 08.05.2001

⁶⁸ Nedjati (1970: 96) cites the definition of ‘an administrative act’ provided by the first President of the Supreme Constitutional Court, Pro. E. Forsthooff Textbook on Administrative Law (8th Edition, 1961) as “all unilateral, authoritative acts of an authority of public, which have direct effect, with the exception of legislative and judicial acts”.

⁶⁹ Law on Provision of Legal Aid (2002) N. 165(I)/2002.

A ECtHR decision dated 04 December 2008 on the issue of availability of legal aid in administrative proceedings to an applicant who alleged sexual orientation discrimination, stated in the concurring opinion that “a question arises as to the conformity of such legislation with the requirements of Article 6 of the Convention” and that “there is *a priori* no reason why it should not be made available in spheres other than criminal law.”⁷⁰

b) Are constitutional anti-discrimination provisions directly applicable?

Although the Constitution itself is silent as to whether it is directly applicable or not, there is a Supreme Court decision of 2001 which ruled that all constitutional and other rights that are constitutionally guaranteed are directly and indirectly applicable in the private and public sectors.⁷¹ Although the particular case did not involve any of the non-discrimination provisions of the Constitution,⁷² the reasoning of the decision is phrased widely enough to cover all human rights enshrined in the Constitution. In particular, the Court found that Constitutional rights are actionable and their violation gives rise to remedies based on the principle of full restitution in the form of damages. From their nature, human rights violations and the provision of remedies fall within the competency of the courts and therefore no guarantee of rights is effective without the means for judicial protection with legal remedies. This is true especially for fundamental rights which, without such protection, would abort not only their fundamental character but their very nature as rights, amounting to mere proclamations of good conduct. Based on this reasoning, the Court rejected the respondent’s argument that the absence of a provision for judicial protection of fundamental rights renders these rights as “*lex imperfecta*”, as any violation of rights gives rise to judicial protection with remedies provided by the law of the country.

c) In particular, where a constitutional equality clause exists, can it (also) be enforced against private actors (as opposed to the State)?

The aforementioned Supreme Court decision in the case of *Yiallourou v. Evgenios Nicolaou* established that where there is a wrong there is a remedy and that any person whose human rights are violated can sue the state or private persons for damages, irrespective of whether an enforcement mechanism is specifically provided or not.

⁷⁰ *Marangos v. Cyprus*, Application no. 12846/05. In this particular case, the applicant’s claim that his right to a fair trial was violated as a result of the non-availability of legal aid was rejected by the ECtHR, which found that the applicant had reasonable opportunity to present his case given that he had been represented by a lawyer at the first instance proceedings, he had the skeleton argument for the appeal drafted by his lawyer and he was entitled to appear in person before the Supreme Court and could address the court on the basis of the skeleton argument.

⁷¹ *Yiallourou v. Evgenios Nicolaou* (2001), Supreme court case, Appeal No. 9331, 08.05.2001.

⁷² In this case, the Director of the Nicosia Sewerage Board sued the civil engineer of the Board for damages for having tapped his telephone for a whole year, which violated his right to privacy and confidentiality of communication under articles 15 and 17 of the Constitution. No material damage was proved and the District Court awarded general damages. Upon appeal to the Supreme Court, the first instance decision was upheld.



The decision opens the way for legal action against the state or private persons for discrimination, on the basis of Article 28 of the Constitution, which covers grounds not included in the laws transposing Directives 2000/78/EC and 2000/43/EC, such as community, language, national or social descent, birth, colour, wealth or "on any ground whatsoever (Art. 28.2). The resulting remedy from such action, which is just and reasonable compensation for pecuniary and non-pecuniary damage, is additional and of wider ambit than that of the laws transposing Directives 2000/78/EC and 2000/43/EC.

2. THE DEFINITION OF DISCRIMINATION

2.1 Grounds of unlawful discrimination

Which grounds of discrimination are explicitly prohibited in national law? All grounds covered by national law should be listed, including those not covered by the Directives.

All grounds referred to in the Directives⁷³ as well as those contained in Protocol 12 to the ECHR⁷⁴ are explicitly prohibited grounds for discrimination in national law. The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law⁷⁵ appoints the Commissioner for Administration (or *the Ombudsman*), an independent officer, as the national equality body empowered to (i) combat racist and indirectly racist discrimination as well as discrimination forbidden by law and generally discrimination on the grounds of race, community, language, colour, religion, political or other beliefs and national or ethnic origin⁷⁶; (ii) promote equality of the enjoyment of rights and freedoms safeguarded by the Cyprus Constitution (Part II) or by one or more of the Conventions ratified by Cyprus and referred to explicitly in the Law⁷⁷ irrespective of race, community, language, colour, religion, political or other beliefs, national or ethnic origin⁷⁸ and (iii) promote equality of opportunity irrespective of the grounds listed in the preceding Article (to which the grounds of 'special needs'⁷⁹ and sexual orientation are added) in the areas of employment, access to vocational training, working conditions including pay, membership to trade unions or other associations, social insurance and medical care, education and access to goods and services including housing. Overall, the role of the Equality body is to deal with all grounds provided for by the Directives including race or ethnic origin, religion, sexual orientation, disability and age as well as other grounds provided for in national law.

⁷³ Transposed by Laws N. 42(1)/ 2004 (19.03.2004), N.58 (1)/2004, N.59 (1)/2004, N.57 (1)/2004, N.127 (1)/2000.

⁷⁴ The Ratification Law of Protocol 12 of the European Convention of Human Rights and Fundamental Freedoms N.13(III)/2002 (19.04.2002).

⁷⁵ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004)

⁷⁶ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Article 3.(1).(a), Part I

⁷⁷ These Conventions are: Protocol 12 of the European Convention for Human Rights and Fundamental Freedoms; the International Convention for the Elimination of All Forms of Racial Discrimination; the Framework Convention for the Protection of National Minorities; the Covenant for Civil and Political Rights and the Convention against Torture and Inhuman and Degrading Treatment or Punishment.

⁷⁸ Cyprus/ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Article 3(1).(b), Part I.

⁷⁹ This is the term for disability used in the Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law, which includes mental disability. In a debate over the correct terminology, the organisations of persons with disabilities considered that in Greek the term 'special needs' («ειδικές ανάγκες»), particularly in the case of 'mental disability', was more appropriate than the Greek translation of 'mental disability' («πνευματικές αναπηρίες»).

Prior to the introduction of the Equal Treatment in Employment and Occupation of 2004 N. 58 (1)/2004 (31.3.2004), there were no provisions in Cyprus law on age and sexual orientation discrimination.

There is therefore no tradition in discrimination on the basis of these two grounds, although today there are significant developments in the form of court decisions and equality body decisions on the ground of age discrimination, generally regarded by Cypriot society as a less controversial ground than sexual orientation.

The absence of any court decisions on sexual orientation discrimination⁸⁰ shows the reluctance of homosexuals to make their sexual orientation known in a most negative climate.⁸¹ Since its inception in 2004 the Equality Body only received complaints of sexual orientation discrimination in 2008; out of three complaints submitted, two were from non-Cypriots.

In 2004, the original framework for Cyprus law existing prior to accession that put into effect the principle of equal treatment and for combating discrimination was widened to cover, beyond the grounds of racial or ethnic origin, religion or belief and disability, the grounds of age and sexual orientation to comply with Article 1 of the Directives. The ground of religion was covered at least nominally: 'religion' was referred to in the relevant anti-discrimination clause of the Cypriot Constitution.

⁸⁰ However, in the case of *Stavros Marangou v. The Republic of Cyprus through the Public Service Commission* (17.07.2002, Case no. 311/2001) the Applicant applied to the Court seeking the annulment of the decision of the Public Service Commission to reject his job application for a post at the Ministry of Interior because of his failure to serve in the army, pursuant to article 31(b) of the Public Service Law. The applicant argued that article 31(b) of the Public Service Law violated the non-discrimination principle of Article 28 of the Constitution on the grounds of belief, given his particularities and personal convictions deriving from the fact that he is a homosexual. The Republic argued, by way of a preliminary objection, that the Applicant lacked legitimate interest that would enable him to file the present recourse, as his failure to discharge his military obligations meant that he did not possess the required qualifications for the post. The Court sustained the Republic's preliminary objection and rejected the applicant's recourse.

⁸¹ On 17.07.2007 an Indian national filed a complaint to the equality body in Cyprus against the immigration authorities for rejecting his application for a visa as a member of the family of an EU citizen permanently residing in Cyprus, with whom he had entered into a civil registered partnership in accordance with U.K. law. Upon the cut off date of this report, the decision was still pending; it is expected however that the equality body will find in favour of the complainant. Although the complaint is for sexual orientation discrimination, an element of racial discrimination may arguably exist in the policy followed by the immigration authorities, since it targets third country nationals. Despite the fact that the policy in question does not distinguish between third country nationals according to their racial/ethnic background, it is nevertheless a practice likely to affect third country nationals of a different ethnic origin more than other third country nationals. This point however was not raised in the particular complaint.

Prior to the transposition of the anti-discrimination Directives, the absence of a comprehensive anti-discrimination legal framework and effective mechanisms for enforcement⁸² beyond the public sector had rendered the constitutional references to religion rather weak.

This was the case despite the decision in the case of *Yiallourou* which set a precedent in 2001 that constitutional rights are actionable per se not only against the state but also against individuals.⁸³

Since the transposition of the anti-discrimination acquis in 2004, a small number of complaints against the private sector are beginning to emerge, although the number can by no means be compared to the number of complaints against the public sector.

Freedom of religion or belief is guaranteed by article 18 of the Constitution and other international instruments ratified by the Republic as well protection from discrimination on the ground of religion.⁸⁴ Religion or belief is now also covered by the new anti-discrimination legislation of 2004 transposing the acquis. Also, discrimination on the ground of belonging to one of the two communities (the 'Greek' or the 'Turkish' community) is prohibited by article 6 of the Constitution.

⁸² See Second ECRI of the Council of Europe Report on Cyprus (2001): The Report considers that "the establishment of comprehensive civil and administrative anti-discrimination provisions can be a useful tool to help counter discrimination in such vital fields as employment, housing, education etc. Consideration of these issues would also be in line with current developments taking place in the European Union (to which Cyprus is an acceding country) concerning the application of Article 13 of the Amsterdam Treaty" (under the heading "D. Civil and administrative law provisions", point 5, page 6).

⁸³ *Yiallourou v. Evgenios Nicolaou* (2001), Supreme Court case, Appeal No. 9331, 08.05.2001. In this case, the Director of the Nicosia Sewerage Board sued the civil engineer of the Board for damages for having tapped his telephone for a whole year, which violated his right to privacy and confidentiality of communication under articles 15 and 17 of the Constitution. No material damage was proved and the District Court awarded general damages. Upon appeal to the Supreme Court, the first instance decision was upheld. This decision opens the way for legal action against the state or private persons for discrimination, on the basis of Article 28 of the Constitution, which covers grounds not included in the laws transposing the Employment Equality Directive and the Racial Equality Directive, such as community, language, national or social descent, birth, colour, wealth or "on any ground whatsoever (Art. 28.2) The resulting remedy from such action, which is just and reasonable compensation for pecuniary and non-pecuniary damage, is additional and of wider ambit than that of the laws transposing the Employment Equality Directive and the Racial Equality Directive. Although the case deals with enforcement of human rights in general and not discrimination in particular, it is important for establishing that constitutional rights such as Article 28 are actionable per se against persons or the state. Given that no case has been decided by Cypriot courts yet on the basis of the laws transposing Directives the Employment Equality Directive and the Racial Equality Directive, and in the absence of jurisprudence, this decision, which preceded the transposition of This Directive, can be used in conjunction with the implementation of the anti-discrimination laws, in order to provide effective and dissuasive remedies.

⁸⁴ Moreover, religious affairs of the Orthodox Christians and Muslims are vested with the Orthodox church and the Evkav respectively and are under the regulation of the two 'Communal Chambers' (art. 86-111 of the Constitution).

With regard to the legal regime governing discrimination on the ground of disability, a law existed in this area prior to the transposition of the employment directive (Law N.127(I)/2000) which was amended in 2004 by Law N.57 (I)/2004 and in 2007 by Laws N. 72(I)/2007 and 102(I)/2007.

2.1.1 Definition of the grounds of unlawful discrimination within the Directives

- a) *How does national law on discrimination define the following terms: racial or ethnic origin, religion or belief, disability, age, sexual orientation?*
Is there a definition of disability at the national level and how does it compare with the concept adopted by the European Court of Justice in case C-13/05, Chacón Navas, Paragraph 43, according to which "the concept of 'disability' must be understood as referring to a limitation which results in particular from physical, mental or psychological impairments and which hinders the participation of the person concerned in professional life"?

The meaning of each of the recognised grounds is not defined in the four anti-discrimination laws of 2004 or in any other law, with the exception of 'disability' which is defined in a number of laws enacted prior to the transposition of the Employment Equality Directive. The practice followed was that of replicating the wording of the directives, a practice which is perhaps indicative of the drafters' intention to adopt only what is necessary in order to satisfy the directives.⁸⁵ Prior to the introduction of the laws transposing the EU anti-discrimination acquis, the approach taken by the Cypriot legislator was not to define the grounds of discrimination, presumably considering that these are self-explanatory in the ordinary use of the language.

The term 'disability' is defined in the Law concerning Persons with Disabilities No. 127(I)/2000 enacted prior to the new anti-discrimination laws of 2004: "Disability"⁸⁶ is defined in article 2 of Law N. 127(I)/2000 as "any form of deficiency or disadvantage that may cause bodily, mental or psychological limitation permanently or for an indefinite duration which, considering the background and other personal data of the particular person, substantially reduces or excludes the ability of the person to perform one or more activities or functions that are considered normal or substantial for the quality of life of any person of the same age that does not experience the same deficiency or disadvantage". No express reference is made in the law protecting persons who have had a disability in the past or who will acquire one in the future.

⁸⁵ The issue has not arisen in Cypriot law in the past as it became an issue in other jurisdictions where there is jurisprudence defining for example what is an 'ethnic' or 'racial' group.

⁸⁶ This law uses the term 'disability' and not 'special needs', as used in the Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law of 2004.

When comparing the above definition with the concept adopted in the *Chacón Navas* case, it emerges that the ECJ focused equally on the source of the limitation ("physical, mental or psychological impairments") and on the impact ("which hinders the participation of the person concerned in professional life"). The definition in the Cypriot law first describes the characteristics of this condition in a liberal fashion ("deficiency that *may* cause indefinite or permanent, mental or psychological or bodily limitation") and then goes on to describe the impact in a rather restrictive mode (substantially reducing or excluding the ability to perform an activity that is "normal" or substantial for the quality of life).

There is no reported case law on the subject. The Ombudsman's Annual Report for 2005 refers to two cases in which the welfare services discontinued the payment of a benefit to persons with a disability on the ground that the disability could potentially be remedied through an operation and that the disability was not permanent, respectively. In both cases, the Ombudsman found that the complainants' disabilities did fit the definition of the term as found in the law because the inference that can be drawn from the medical certificates is that the disability in question is of an indefinite duration. The Ombudsman criticised the practice followed by the welfare office in discontinuing benefits on the basis of the impressions of the social worker who visited the person and stated that decisions touching upon medical knowledge cannot be justified exclusively on the basis of subjective judgement.⁸⁷ An equality body decision in 2007⁸⁸ criticised a scheme of the Ministry of Labour for the provision of care to tetraplegic persons, where tetraplegia is defined as paralysis of the lower limbs resulting from injury to or illness of the bone marrow. The decision found the scheme discriminatory as it treated differently tetraplegic persons whose condition resulted from different reasons and excluded for instance persons whose tetraplegia is due to brain injuries, muscular condition or multiple sclerosis. The Ministry accepted that the definition of tetraplegia they used was restrictive but argued that they chose to adopt this description because their budget for this scheme was very limited. Following the equality body's report, the Ministry decided to extend the definition of the term 'tetraplegia' and accept applications from a wider group of people with tetraplegia, in compliance with the relevant recommendation.

- b) *Where national law on discrimination does not define these grounds, how far have equivalent terms been used and interpreted elsewhere in national law (e.g. the interpretation of what is a 'religion', or a "disability", sometimes defined only in social security legislation)? Is recital 17 of Directive 2000/78/EC reflected in the national anti-discrimination legislation?*

As stated under (a) above, disability is defined in the law transposing the Employment Equality Directive as well as in the Law on Public Service.

⁸⁷ File Nos. A/P 2175/04, A/P 368/05, described in the Ombudsman's Annual Report for 2005, published in Nicosia in December 2006.

⁸⁸ 19.06.2007, File No. A.K.I 58/2007, A.K.I. 59/2007, A.K.I. 60/2007, A.K.I. 61/2007 AND A.K.I. 64/2007.

In addition, in the Law on Social Insurance 1980 as amended from 1982 - 2008 (Law N. 41/80) disability is defined, for the purposes of that law, as “loss of health, strength or the ability to enjoy life” (article 2(1) of the Law). Article 46 of the same law, which regulates entitlement to disability benefit, provides that an employee who suffered a physical injury as a result of an industrial accident which caused the loss of physical or mental ability the extent of which exceeds 10 per cent. The provision is not intended to amount to an exhaustive definition but rather to determine entitlement to disability under the particular provision.

The Public Benefit Law N. 95(I)/2006 article 2 defines a person with disability as a person who either by birth or as a result of an event that took place before he reached the age of 65 demonstrates any form of insufficiency or disadvantage which causes to him physical mental or psychological restriction of permanent or indefinite duration and which, taking into account the history and other personal circumstances of the person, substantially reduces or excludes the possibility of carrying out any activity or function considered normal or essential for the quality of life of a person of the same age without such disadvantage. In a recent decision in 2009⁸⁹ the equality body criticised this provision as introducing differential treatment of two categories of persons with disabilities on the ground of age (those who acquired a disability before they attained 65 and those who acquired it after 65) and described it as a paradox that causes discrimination which cannot be objectively justified. Based on the equality body’s recommendation, the Ministry of Labour is currently considering the revision of this law.

The Law on Public Service (N. 1/1990), which provides for employment opportunities in favour of persons with disabilities in the public sector, defines a “disabled” person as “a person who congenitally or by a subsequent incident suffers full or limited impairment, and the disability originates from a serious deformation or mutilation of the upper part of the lower limbs, or muscle disease, paraplegia, tetraplegia, or loss of sight in both eyes or loss of hearing in both ears or any other serious condition that substantially reduces a person’s physical condition confining the person to a limited circle of jobs.” This definition follows the restrictive tradition of the Article 2 of Law N.127(I)/2000 and it is arguably more restrictive than the position adopted by the ECJ in the *Chacón Navas* case.

A new law which came into force in late 2009 introducing quotas in favour of persons with disability in the public sector defines ‘person with disability’ as a person who, following an assessment by a multidisciplinary committee, is found to be suffering from a permanent or indefinite insufficiency or disadvantage causing physical, intellectual or mental restrictions in finding and keeping suitable employment.⁹⁰

⁸⁹ Decision Reference number A.K.R 34/2008, dated 10.04.2009, reported above.

⁹⁰ Law introducing special provisions for the hiring of persons with a disabilities in the wider public sector 146(I)/2009, article 2.

This wide definition has raised objections amongst the disability movement in Cyprus who find it to be wide enough to cover persons with chronic diseases, who should not be granted benefits at the expenses of persons with disabilities.⁹¹

There is no definition in the national law of what constitutes 'religion'; however, the issue has arisen in complaints raised by religious groups⁹², as described further below in this paragraph, although no conclusions were drawn that would amount to or resemble a definition.

The Maronite community complained about the fact that the Constitution classifies them merely as a 'religious group', whilst they consider themselves also as "a specific ethnic group". Furthermore, the Latin community⁹³ of Cyprus is not satisfied with the term "Latin" ascribed to them, as it does not properly reflect their Roman Catholic religious identity (see Opinion on Cyprus by the Advisory Committee on the Framework Convention for the Protection of National Minorities 2001).⁹⁴ The Roma community is not recognised either as Roma or as a religious group; instead, because of their language and religion, they were deemed to be an integral part of the Turkish-Cypriot community which is regarded as an ethnic community (i.e. not a minority). In line with this policy, a small section of the Roma community who were Christians was deemed to belong to the Greek community. As part of the Turkish-Cypriot community, most of the Roma population of Cyprus are Cypriot passport holders and are entitled to all rights which all other Cypriot citizens have. Therefore differential treatment against Roma (or against Turkish Cypriots) amounts, in accordance with the provisions of Cypriot law, to discrimination on the ground of racial/ethnic origin. Another issue highlighted by international reports which primarily relates to religious freedom, is that of reservist conscientious objectors, many of whom are Jehovah's Witnesses⁹⁵ and who refuse to serve in the army due to their religious belief.

Recital 17 of the Employment Equality Directive is not reflected in the national anti-discrimination legislation.

⁹¹ Statement by KYSOA, the confederation of the organisations of persons with disabilities, issued on 15.10.2009.

⁹² Information supplied to the author by the leaders of the respective communities.

⁹³ The Latins are one of the three constitutionally recognised "religious groups". They form a small community of persons of Latin ethnic origin and of Catholic faith, recently enlarged to include migrant workers who are Catholics. The other two constitutionally recognised religious groups are the Maronites and the Armenians. Recognition of a group means that they are entitled to protection under the Framework Convention for the Protection of National Minorities.

⁹⁴ According to the Framework Convention for the Protection of National Minorities, Art. 4: 1. The Parties undertake to guarantee to persons belonging to national minorities the right of equality before the law and of equal protection of the law. In this respect, any discrimination based on belonging to a national minority shall be prohibited. 2. The parties undertake to adopt, where necessary, adequate measures in order to promote, in all areas of economic, social, political and cultural life, full and effective equality between persons belonging to a national minority and those belonging to the majority. In this respect, they shall take due account of the specific conditions of the persons belonging to national minorities. 3. The measures adopted in accordance with paragraph 2 shall not be considered to be an act of discrimination.

⁹⁵ See Amnesty International Press Release 2002, Human Rights Without Frontiers 2003.

- c) *Are there any restrictions related to the scope of 'age' as a protected ground (e.g. a minimum age below which the anti-discrimination law does not apply)?*

Law (N.42 (1)/2004) that empowers the Commissioner to act as the national Equality body does not provide for any such restrictions. The law transposing the employment Directive⁹⁶ does not contain any *specific* restrictions related to the scope of 'age' as a protected ground, nor does it specify a minimum age below which the anti-discrimination law does not apply; it follows almost verbatim the wording of the Employment Equality Directive. However, the minimum age for entering employment is fifteen (except for children who are fourteen and who are placed in a program combining work and vocational training).

Law 48(I)/2001 on the "Protection of Young Persons at Work" also allows the employment of children (defined as young persons under fifteen years of age) in cultural, artistic, sports or advertising activities subject to securing a permit from the Labour Minister.

Article 8 of the law transposing the Employment Equality Directive transposes almost verbatim the exceptions provided in Article 6 of the Directive and there are equality body decisions interpreting this provision. One such decision, reported above under section 3.9, refers to a legislative provision which allows employers to dismiss employees over 65 years old without compensation. In this case the equality body found that this legislative provision cannot be justified under the exception of Directive article 6 (or article 8 of the Cypriot law) because the Labour Ministry failed to prove that this exception was objectively and reasonably justified by a legitimate aim, such as policy in the field of employment or targets regarding the labour market. The decision rejected the Ministry's argument that after the age of 65 the overwhelming majority of employees are secured through their pension rights, because there still remains a class of persons over 65, however small, who have no pension rights or have reduced pension rights, referring to a European Commission report which places Cyprus first among all EU member states in the poverty risk for persons over 65. Although the equality body referred this law to the Attorney General for revision, no steps in that direction were taken and this law continues to remain in force.

Another equality body decision, reported above under section 3.7. regarding the fixing of an age limit in state scholarships, found that the existence of a legitimate aim alone is not sufficient to trigger off the exception of Directive article 6 and that in order for the age criterion to be objectively justified, it must be established that:

- There was no alternative criterion, less discriminatory, for the attainment of the legitimate aim;
- The specific criterion used was effective (i.e. the legitimate aim was attained);

⁹⁶ Law on Equality of Treatment in Occupation and Employment N..58 (1)/2004.

- The benefits derived from the attainment of this aim are significantly more than the disadvantages created as a result of the application of the criterion in question.

The decision found that no evidence was presented to show that the above conditions were met. The commitment required of the persons to whom scholarship is granted (to work in Cyprus after completion of their studies) as a rule does not exceed two years and is not uniformly applied; this means that the “investment” made in the younger persons does not always pay off and when it does it is short-term (two years) and can easily be written off by a person of 45 years of age or more.

In 2008⁹⁷ the equality body extended the non-discrimination rule to insurance companies who refuse to insure persons over 70 to drive cars, even though age discrimination in the field of services is not yet expressly covered by legislation.⁹⁸ Similarly, in 2008⁹⁹ the Equality body decided that a state scheme granting a benefit to persons with severe disability in movement who are over 12 and less than 65 years of age contains age discrimination, even though the law prohibiting age discrimination (Law N.58(I)/2004) does not extend to state benefits. These developments are not unrelated to the prospect of legislating against discrimination in fields beyond employment, in accordance with the Proposal for a Council Directive dated 2.7.2008 on implementing the principle of equal treatment between persons irrespective of religion or belief, disability, age or sexual orientation COM(2008) 426.

In 2009 the equality body found that article 27 of the Pensions Law, which provides that persons aged less than 45 years and with 3 years of service receive reduced benefits upon early retirement compared with older workers, does not fall within the exception of the Directive, as the measure is neither proportionate nor objective nor reasonably justified by a legitimate aim: the measure is not proportionate because it affects about 2/3 of the public service workforce; the measure does not serve a legitimate aim because the shortages in scientific personnel invoked by the Public Service Commission have since been covered; and the age limit poses an excessive restriction on the freedom of movement of labour, as the aim of encouraging scientific personnel to stay at work could have been achieved by introducing a condition that pension benefits are payable upon completion of certain years of service irrespective of age.¹⁰⁰ This law was also referred to the Attorney General for revision but no measures were taken so far.¹⁰¹

⁹⁷ Reported under section 3.14 above.

⁹⁸ Arguably, discrimination in all fields and on all grounds is impliedly covered by the anti-discrimination provision found in article 28 of the Cypriot Constitution.

⁹⁹ Reported under section 3.15 above.

¹⁰⁰ Decision Reference number A.K.I. 63/2008 και A.K.I. 1/2009, dated 04.06.2009.

¹⁰¹ See above under section 3 the report entitled *'Equality Body finds that the state pension law contains unlawful discrimination on the ground of age'* dated 04.06.2009.

- d) *Please describe any legal rules (or plans for the adoption of rules) or case law (and its outcome) in the field of anti-discrimination which deal with situations of multiple discrimination. This includes the way the equality body (or bodies) are tackling cross-grounds or multiple grounds discrimination. Would national or European legislation dealing with multiple discrimination be necessary in order to facilitate the adjudication of such cases?*

There are no legal rules or decisions on the matter. The Ministry of Justice has advised that there are no plans at the moment for the adoption of laws or regulations to deal with multiple discrimination. An equality body decision in 2008 found that the age restrictions contained in a disability benefit scheme were discriminatory but did not look into the specificities created by the combination of the two grounds.

There is no law, practice or precedent in Cyprus which takes into consideration the unique situation arising under the intersectionality of grounds. Given the generally low levels of awareness in Cyprus of anti-discrimination provisions, it is not certain at all that additional laws alone would remedy the problem. Extensive awareness raising and training would have to be carried out for policy makers and members of the legal profession to promote understanding of anti-discrimination in general and the specific situation arising when there is more than one ground at play.

- e) *How have multiple discrimination cases involving one of Art. 13 grounds and gender been adjudicated by the courts (regarding the burden of proof and the award of potential higher damages)? Have these cases been treated under one single ground or as multiple discrimination cases?*

No case has appeared before the Cypriot courts combining gender and another ground of discrimination.

2.1.2 Assumed and associated discrimination

- a) *Does national law (including case law) prohibit discrimination based on perception or assumption of what a person is? (e.g. where a person is discriminated against because another person assumes that he/she is a Muslim or has a certain sexual orientation, even though that turns out to be an incorrect perception or assumption).*

The law does not expressly make provision for assumed and associated discrimination. However the concept of discrimination itself, virtually replicating the directive, defines 'direct discrimination' in the following way: "where one person is treated less favourably than another is, has been or would be treated in a comparable situation". Assumed or mistaken characteristics may thus be presumed to satisfy the test of discrimination, which is fairly wide. There has been no case in which this matter was considered by a Cypriot court or by the national Equality body.

- b) *Does national law (including case law) prohibit discrimination based on association with persons with particular characteristics (e.g. association with persons of a particular ethnic group or the primary carer of a disabled person)? If so, how? Is national law in line with the judgment in Case C-303/06 Coleman v Attridge Law and Steve Law?*

There is no express provision to that effect in laws N.58(1)/2004 and N.59(1)/2004 (transposing the Employment Equality Directive and the Racial Equality Directive), nor any case-law, although both the aforesaid laws contain protection against victimisation in line with the said Directives. The spirit of this provision may be extended to cover the above. The Law on the Commissioner for Administration N. 42(1)/2004 (appointing the Ombudsman as equality body) is much wider in scope, as it covers areas beyond the five grounds prescribed by the two directives.

It is possible to infer that association with persons with particular characteristics is primarily a fundamental human right issue as it relates to the rights of 'freedom of association' and as such one cannot be discriminated against in the exercising of this right. Moreover, discrimination on the basis of association with persons with particular characteristics is a direct violation of the principle of equal treatment and *illegal discrimination* within the mandate of the Equality body as this type of discrimination is based on precisely the same grounds by way of association. Article 1(1) of Protocol 12 to the ECHR includes "association with a national minority, property, birth or other issues" as one of the prohibited grounds of discrimination. Given that the Equality body's mandate expressly covers the promotion of equality in the enjoyment of rights and freedoms safeguarded by the Conventions ratified by Cyprus and referred to explicitly in the Law¹⁰² which include Protocol 12, irrespective of race, community, language, colour, religion, political or other beliefs, national or ethnic origin,¹⁰³ then association becomes a prohibited ground of discrimination at least vis-à-vis the Equality body; however the grounds expressly affected by this provision are those related to race/ethnic origin (language, colour, religion etc) and do not seem to extend to disability, age or sexual orientation. At the end of the day, whether association with persons carrying certain characteristics is accepted as a prohibited ground for discrimination or not is a matter of interpretation. Given the conservative and restrictive approach taken by Courts over discrimination cases it is unlikely that a decision such as the one issued in the case of Coleman v Attridge Law and Steve Law would be issued by Cypriot Courts.

¹⁰² These Conventions are: Protocol 12 of the European Convention for Human Rights and Fundamental Freedoms; the International Convention for the Elimination of All Forms of Racial Discrimination; the Framework Convention for the Protection of National Minorities; the Covenant for Civil and Political Rights and the Convention against Torture and Inhuman and Degrading Treatment or Punishment.

¹⁰³ Cyprus/ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Article 3(1).(b), Part I.



2.2 Direct discrimination (Article 2(2)(a))

a) *How is direct discrimination defined in national law?*

The definition of 'discrimination' contained in Articles 2 of both Law N. 59(I) /2004 and Law N. 58(I) /2004 virtually replicates the wording of the Directive.¹⁰⁴ The same wording is followed in the Law on Persons with Disability N. 127(I)/2000 as amended by Law 57(I)/2004. Direct discrimination is defined as "unfavourable treatment" when compared to "a person without disability in the same or similar situation" [s.3 (2)(a)], or on the basis of "characteristics which generally belong to persons with such disability" [s.3 (2)(b)], or "alleged characteristics" [s.3 (2)(c)], or in contravention of a code of practice [s.3(2)(d)]. No definition is provided for instructions to discriminate.

Employment Law defines both direct and indirect discrimination, further discussed below under gender discrimination.

b) *Are discriminatory statements or discriminatory job vacancy announcements capable of constituting direct discrimination in national law? (as in Case C-54/07 Firma Feryn)*

The issue as to whether a public statement amounts to unlawful direct discrimination in the absence of an identifiable complainant contending that he has been the victim of that discrimination, as was the case in C-54/07 Firma Feryn, has not yet been adjudicated by Cypriot Courts and it is very likely that the principle of locus standi (having a legitimate interest) will apply. However, there are a number of Equality body decisions which established discrimination even in the absence of an identifiable claimant affected by the act in question.

For instance, in 2005 the Equality body examined a complaint submitted by the Cyprus RAXEN National Focal Point against an application form for employment in a public service position, advertised in the Official Gazette as well as the national press, requiring the applicants to supply personal information including: family status (married/unmarried); patrimonial name of spouse; nationality of spouse at birth; religion and place of birth of applicant and spouse; profession; number of children; sex and age of children; full name, place of birth, religion and profession of applicant's parents. In its decision dated 27.05.2005 the Equality body found that the information required in the form was not necessary for the purposes of appointment and recommended that the said specimen be urgently revised for containing unlawful indirect discrimination on the ground of religion, national or ethnic origin and even family status. No sanction was imposed; however this is not due to the absence of an identifiable complainant but in line with the standard policy of the equality body which is more mediation oriented.

¹⁰⁴ "[L]ess favourable treatment afforded to a person due to [any recognised ground] than the treatment afforded to a person due to [any recognized ground] than another person is, has been or would be afforded in a comparable situation".

The said form was subsequently revised in compliance with the Equality Body's recommendation, although there are still other forms used by the public sector where information such as religion is required.

Similarly, on two instances (12.5.2004 and 20.05.2005), the Equality body received complaints that a number of insurance companies had either refused to insure individuals of non-Cypriot origin or had charged them premiums up to two or three times the amount charged to Greek-Cypriots with similar data. The complaints had been submitted by an association of Pontian Greeks as well as by the Cyprus RAXEN National Focal Point, none of whom represented any particular complainant. The investigation carried out by the Equality body revealed that some of the companies investigated considered persons of Pontian origin in particular to be bad drivers, unreliable and generally 'high risk' and that there was a policy in place to avoid insuring persons of Pontian origin unless 'guaranteed' or 'recommended' by a Greek-Cypriot. In her report issued on 23.06.2005, the Equality body declared this practice as discriminatory and illegal and recommended that the insurance companies revise their policies. She pointed out that, although the use of criteria such as age, history of claims and condition of the car was acceptable, there is an absolute prohibition against policies based on ethnic or racial criteria. She warned that she would not impose penalties at this stage but that she would not hesitate to impose penalties in the event that the insurance companies do not comply with this recommendation.

Another Equality body decision (reported under section 3.14 above) following a complaint from the chair of the Social Welfare Committee of the Parliament of the Elderly that insurance companies refuse to insure or charge a higher premium for persons over 70, led to a decision that the said policy was discriminatory, despite the absence of an identifiable complainant. However, because the complaint was not directed against any particular insurance company, the Equality body did not take any action other than to advise insurance companies to revise their policies. During 2009 also the equality body investigated complaints against the teachers' union for publically inviting its members to abstain from organising meetings of Turkish Cypriot children and teachers to their schools in the absence of an identifiable complainant.

The wide and liberal approach employed by the Equality body will not necessarily be adopted by the Courts if such a case was presented before them, as their mandate is more limited and technicalities often get in the way of decisions in favour of complainants.

- c) *Does the law permit justification of direct discrimination generally, or in relation to particular grounds? If so, what test must be satisfied to justify direct discrimination? (See also 4.7.1 below).*

The law generally does not permit justification of direct discrimination, save for specific situations in relation to the grounds of: (a) Religion in the cases of “occupational activities within churches and other public or private organisations the ethos of which is based on religion or belief”, where “due to the nature of these activities or framework within which they are exercised, the religion or belief constitutes a genuine, legitimate and justified occupational requirement”, as provided in the Employment Equality Directive.¹⁰⁵ (b) Age: this follows the exact wording provided for by Article 6 of the Employment Equality Directive.¹⁰⁶

- d) *In relation to age discrimination, if the definition is based on ‘less favourable treatment’ does the law specify how a comparison is to be made?*

There is no specific reference as to how the comparison will be made. The basic test used is the same for all grounds of discrimination, which is contained in the definition of direct discrimination (less favourable treatment than the one which another person in an equivalent situation has been subjected to or would have been subjected to).¹⁰⁷

An equality body decision, pursuant to a complaint for age discrimination in a job advertisement, found that the employers’ allegation that the particular post requires “high standard of health condition” was a legitimate aim but that the selection of the criterion of age as a means for achieving this aim is neither appropriate nor necessary, nor can it be justified objectively, because a person’s age is not necessarily indicative of his/her health condition.¹⁰⁸

Similarly the argument of the postal services that the age limit for the post of mail distributor is justified on the ground that the post requires good health condition was rejected by the equality body, which stated that perceptions about older people not having good health are based on assumptions and stereotypes which are inaccurate and damaging for the persons affected.¹⁰⁹

2.2.1 Situation Testing

- a) *Does national law permit the use of ‘situation testing’? If so, how is this defined and what are the procedural conditions for admissibility of such evidence in court? For what discrimination grounds is situation testing permitted? If not all grounds are included, what are the reasons given for this limitation?*

There is no reference in legislation or any case law on the subject for any ground whatsoever. We therefore resort to examining the subject from the perspective of general rules of evidence as developed by case law.

¹⁰⁵ Law on Equality of Treatment in Occupation and Employment N.58 (1)/2004, Article 7.

¹⁰⁶ Law on Equality of Treatment in Occupation and Employment N.58 (1)/2004, Article 8.

¹⁰⁷ Law on Equal Treatment in Employment and Occupation N.58 (1)/2004, Article 2.

¹⁰⁸ Decision dated 28.06.2007, Ref. A.K.I. 21/2007.

¹⁰⁹ Decision dated 05.12.2007, Ref. A.K.I. 68/2007, A.K.I. 78/2007, A.K.I. 108/2007.

Law on Evidence Cap. 9, which codifies the sources of law, defines the hierarchy of law for both criminal and civil procedure as follows: the Constitution, legislation of the Republic since 1960, Common Law and equity and the statutes of the U.K prior to independence.¹¹⁰ In July 2006, however, the Constitution was amended to give supremacy to EU Regulations, Directives or other binding legal measures enacted by the EU or its bodies.

The admissibility of *situation testing* as a method of proving discrimination in courts will be subjected to the general test of 'relevance' and 'the best evidence rule'. A number of factors need to be considered before coming to any conclusion as to the way in which the courts are likely to treat 'situation testing'.

If *situation testing* is to be relied upon as a methodology that merely indicates a tendency as to the 'general' or 'systematic' behaviour of the defendant which is based on *previous* and/ or *similar* occasions, then the court may treat *situation testing* as 'corroborative evidence'. The test will be the extent to which this methodology ascertains a probative value as to the behaviour of the defendant. General common law principles are defined in a series of criminal law cases.¹¹¹

In common law there is authority that considers the existence of previous and subsequent facts relevant as they may be indicative of certain situations¹¹² or as an indication of *habitual* behaviour.¹¹³ It is up to the party who asserts to prove whether the *particular* behaviour is *systematic* or mere *coincidence* or *circumstantial*, that will determine the relevance to the particular fact at stake. If however, the situation test is to be relied directly as real evidence of discrimination in action against perpetrators, this is a matter that would require legal argument on the basis of authorities in Europe, the UK and the US which would have to prove that the particular test is widely used in Court as direct evidence of discrimination.

b) *Is there any reluctance to use situation testing as evidence in court (e.g. ethical or methodology issues)? In this respect, does evolution in other countries influence your national law (European strategic litigation issue)?*

There is no information about reluctance to use situational testing as evidence in court although Cypriot Courts can allow technicalities to get in the way of admitting essential evidence.¹¹⁴

¹¹⁰ See Cacoyannis, G. (1983) *Η Απόδειξη*, Limassol, Cyprus and Eliades, T. (1994) *Το Δίκαιο της Απόδειξης, Μια Πρακτική Προσέγγιση*, Cyprus.

¹¹¹ See *R: V. Hartley* (1941) 1 KB 5 and *R V Mitchel* (1952) 36 Cr App. R 79.

¹¹² *Bereford V St. Albans* (1905) T L R 1.

¹¹³ *Joy V Phillips* (1916) 1 K.B 849 Mills 2 C.

¹¹⁴ An assize court decision in March 2009 acquitted ten police officers charged with assaulting and causing actual bodily harm to two civilians. The Court had deemed as inadmissible evidence a video of the incident taken by another civilian who refused to be identified and thus did not appear in Court. Although the video was submitted as an exhibit by the Attorney General in lieu, the court nevertheless considered it as inadmissible evidence and acquitted the defendants who had appeared in the video torturing the two handcuffed civilians.

Court decisions from other member states are not often invoked in judicial proceedings in Cyprus nor are they necessarily taken into account by the Courts, with the exception of U.K. Court decisions, which are considered as persuasive but not binding on the Cypriot courts.

c) *Outline important case law within the national legal system on this issue.*

There is no case decided on this issue.

d) *Outline how situation testing is used in practice and by whom (e.g. NGOs, equality body, etc)*

The Equality body has not used such test but its officers have indicated that they would be willing to use such test as evidence in their investigations, without specifying any particular ground for which such method could be used.¹¹⁵ No NGOs, trade union or other civil society organisation has so far made use or referred to *situation testing* in Cyprus, which remains an unknown doctrine in Cyprus.

2.3 Indirect discrimination (Article 2(2)(b))

a) *How is indirect discrimination defined in national law?*

Disability is dealt with separately in Law N. 127(I)/2000 as amended by Law 57(I)/2004 which incorporates a definition identical to the other two laws (N.58(I)/2004 and N.59(I)/2004).

The disability law contains an additional provision which, although not termed as a definition, offers elements of what would constitute discrimination, without clarifying whether these are to form an exhaustive description. The wording reads “a person discriminates against another if he treats that person: (a) in a more unfavourable way than what he treats or would treat other persons without disability in the same or in a similar situation; (b) on the basis of characteristics generally belonging to person with such disability or based on a presumed characteristic which generally belongs to a person with such disability or based on a presumed characteristic which is generally attributed to a person with disability; or (c) based on the fact that this person does not satisfy or is not in a position to satisfy a condition, the nature of which is such that a high percentage of persons who do not have such disability satisfy or are in a position to satisfy, when compared to persons who do have such disability and the existence of such a condition is not justified by the circumstances of the case”.¹¹⁶

¹¹⁵ Interview with Elisa Savvidou, Head of the Equality body at the Ombudsman’s Office, 19.01.2006.

¹¹⁶ Article 3(2) of Law on Persons with Disabilities N. 127(I)/2000 as amended by Law N.57(I)/2004.

This provision appears to be narrower than the Directive's requirement which extends to any "apparently neutral provision, criterion or practice [that] would put persons having a particular [disability]" at a disadvantage, but since the Directive's definition is also incorporated no issue of compliance with the Directive arises.

On the issue of the comparison between the treatment of the victim on the one hand and of the comparator on the other hand, the court in the case of Avgoustina Hadjiavraam v. The Cooperative Credit Company of Morphou (reported under section 3.6.2 above), found that there was no real person in the selection procedure that could be compared with the applicant and therefore the only comparator is a hypothetical candidate in possession of the same qualifications as the applicant but aged under 26 years old (which was the maximum age set in the job advertisement). In other words, the court adopted the reasoning of the House of Lords in the case Shamoon v. Chief Constable of the Ryal Ulster Constabulary which established that, in the comparison between the treatment of the victim and of the comparator, the latter may be an actual person ("treats") or a hypothetical one ("or would treat").

Prior to the introduction of the 2004 laws, indirect discrimination was not defined in the Constitution or in any other the legislation, save for the gender provisions in the recent law on equal treatment between men and women.

The relevant case law confirms the constitutional provisions that prohibit 'direct' and 'indirect discrimination' but no definition is provided in the court judgements.¹¹⁷

- b) *What test must be satisfied to justify indirect discrimination? What are the legitimate aims that can be accepted by courts? Do the legitimate aims as accepted by courts have the same value as the general principle of equality, from a human rights perspective as prescribed in domestic law? What is considered as an appropriate and necessary measure to pursue a legitimate aim?*

Although this issue was not directly dealt with by the Courts so far, we may nevertheless assume, on the basis of Cypriot case law on gender discrimination, European court decisions, as well as persuasive authority of UK court decisions, that the 'but for test' is likely to apply. The test involves asking the question as to how the victim would be treated had s/he not had the special characteristic, such as the particular ethnic origin or disability or religion or age that s/he had.

There is no judicial precedent on what test must be used in order for employers to justify a requirement, criterion or practice which results in discrimination.

¹¹⁷ Elia and another V. the Republic, 3 RSCC 1, at p. 6, per Forstshoff.

In one of the two cases decided by the Courts on age discrimination, the Court did not seize the opportunity to interpret the term “objective aim” and restricted itself to rejecting the appeal on technical grounds (the practice was based on legislation which the Court did not have the power to amend).¹¹⁸

The equality body has issued a number of reports pursuant to complaints on age discrimination, where the approach is to uphold the general principle of equality and to approach the issue from a human rights perspective.

Following below are examples of how the equality body assessed the allegations of employers as to what amounts to ‘legitimate aim’ and how the “appropriate and necessary measure” is interpreted:

- In the case of the age limit of 60 advertised for a post in the public service, the equality body rejected the allegation that it was intended to assist young people to join the labour market. Instead it used the test whether the nature of the job justified the age limit and whether a similar position in another context would carry an age limit.¹¹⁹
- In a report issued by the equality body described in paragraph 2.2.(c) above, the requirement of a “high standard of health condition” was found to be a legitimate aim but the criterion of age as a means for determining this was not found to be appropriate or necessary.¹²⁰
- In the case of a legislative provision causing persons reaching retirement age to lose their right to compensation for unfair dismissal, the Ministry of Labour argued that the protection of the majority of persons of 65 plus is secured through their pension and provident fund benefits. The equality body found that the legitimate aim had not been clearly explained and that the Ministry failed to prove that the means of achieving it were appropriate and lawful, pointing out that there is a class of pensioners at risk of poverty who absolutely need to work and who are particularly vulnerable to labour law violations.¹²¹
- In the case of a complaint that insurance policies refuse to insure persons over 70 to drive cars or if they do they charge a higher premium, the equality body found that the practice or policy complained of, unsupported by reliable statistical evidence suggesting that persons over 70 have more accidents than younger persons, is not reasonably and objectively justified.¹²²

¹¹⁸ Vasos Constantinou v. The Republic of Cyprus through the Public Service Commission; Androula Stavrou v. The Republic of Cyprus through the Public Service Commission, Supreme Court of Cyprus, dated 01.06.2007, Case Nos 1795/2006 and 1705/2, discussed under section 3.5 above.

¹¹⁹ Decision dated 19.10.2004.

¹²⁰ Decision dated 28.06.2007, Ref. A.K.I. 21/2007.

¹²¹ Decision dated 11.04.2007, A.K.I. 13/2005, reported under section 3.9 above.

¹²² Decision dated 21.10.2008, Ref. 125/2007, reported under section 3.14 above.

- In another equality body case regarding the admission requirements into the state nursing school which effectively excluded persons with disabilities, the nursing school alleged that good visual ability is necessary to enable the nurse to assess whether the patient's colour is a cause for concern; a stuttering nurse has communication problems; height and weight of the person is important for moving or lifting patients or for responding fast to emergencies. The decision accepted the above as 'legitimate aim' but pointed out that the employment positions available to graduates of the nursing school are increasingly expanding and may include positions not requiring excellent vision or hearing or other characteristics, adding that the admission requirements should be solely based on how the applicants' characteristics affect their performance as students and not their future employment performance.
- An equality body decision on the age limit imposed on accessibility to state scholarships is described in section 3.7 above.¹²³
- An equality body decision in 2009¹²⁴ regarding a legislative provision that restricts eligibility to public benefits to those persons who acquired a disability before the age of 65, stated that differential treatment on the ground of age is allowed, where this is justified by a legitimate aim and the means of achieving it are appropriate, but any deviations from the equality principle must be defined narrowly, as required by paragraph 6(2) of the draft 'horizontal' Directive.¹²⁵ Drawing on this conclusion, the report found that the differential treatment of two categories of persons with disabilities on the ground of age (those who acquired a disability before they attained 65 and those who acquired it after 65) is a paradox that causes discrimination which cannot be objectively justified.

The economic consequences for state funds which would result from eliminating this differentiation do not justify the deviation from the equality principle and these consequences may be addressed by the institutionalisation of procedures through which individual cases may be evaluated scientifically.

- Another equality body decision in 2009 regarding a legislative provision in the Pensions Law which provides for less favourable terms for public servants under 45 who want to take early retirement, found the measure in question to be disproportionate, as it covers 2/3 of the public service workforce; the aim served was not legitimate because the shortages in scientific personnel invoked have since been covered; and the age limit was an excessive restriction on the freedom of movement of labour, as the aim could have been achieved by introducing a condition that pension benefits are payable upon completion of certain years of service irrespective of age.¹²⁶

¹²³ Decision dated 13.06.2007, Ref. A.K.I. 50/2006. .

¹²⁴ Detailed Interpretation of Special Provisions of COM(2008)426, paragraph 5.

¹²⁵ Proposal for a Council Directive implementing the principle of equal treatment between persons irrespective of religion or belief, disability, age or sexual orientation, 2 July 2008

¹²⁶ Please see equality body decision entitled *"Equality Body finds that the state pension law contains unlawful discrimination on the ground of age"* Decision Reference number A.K.I. 63/2008 και A.K.I. 1/2009, dated 04.06.2009, reported under section 3 above.

c) *Is this compatible with the Directives?*

Yes, Cypriot law complies with Article 2.2(b) of the Directives.

d) *In relation to age discrimination, does the law specify how a comparison is to be made?*

No it does not. Apart from labour tribunal decision set out below, there is no other source of interpretation of how the comparison is to be made.

On the issue of the comparison between the treatment of the victim on the one hand, and of the comparator on the other hand, the court found that there was no real person in the selection procedure that could be compared with the applicant and therefore the only comparator is a hypothetical candidate in possession of the same qualifications as the applicant but aged under 26 years (which was the maximum age set in the job advertisement forming the subject matter of the lawsuit).¹²⁷ In other words, the court adopted the reasoning of the House of Lords in the case *Shamoon v. Chief Constable of the Royal Ulster Constabulary* which established that, in the comparison between the treatment of the victim and of the comparator, the latter may be an actual person ("treats") or a hypothetical one ("or would treat").

An equality body decision may also be relevant in interpreting this provision. In a decision relating to the fixing of a maximum age in a public service post, the test used by the equality body in order to determine whether age discrimination existed or not was whether the nature of the job justified the fixing of a maximum age limit and whether similar positions in other contexts (i.e. of equivalent seniority, in similar fields etc) carry an age limit.

The case concerned the age limit of 60 fixed in respect of the appointment of members of the Commission on Educational Service and the test applied was whether the functions performed by the public service committee (where no age limit applies) are substantially different to those of the education committee. As the answer to this question was negative, the report concludes that there was no reasonable justification in permitting an age limit for the latter.¹²⁸ Similarly, a decision pursuant to a complaint for age discrimination in the fixing of age limit for the position of temporary postal distributor at the public post office, found the age limit unjustified, inter alia, because the post of permanent postal distributor does not carry any age limit.¹²⁹

e) *Have differences in treatment based on language been perceived as indirect discrimination on the grounds of racial or ethnic origin?*

¹²⁷ Avgoustina Hadjiavraam v. The Cooperative Credit Company of Morphou, reported under section 3.6.2 above.

¹²⁸ Decision dated 08.11.2004.

¹²⁹ Decision dated 05.12.2007, Ref. A.K.I. 68/2007, A.K.I. 78/2007, A.K.I. 108/2007.

Yes there are a number of equality body decisions pursuant to complaints regarding language, where it was established that language discrimination is also indirect discrimination on the ground of race or ethnic origin.

On 01.08.2006 the Equality body decided on a complaint submitted by an EU national regarding a requirement by the semi-governmental Cyprus Tourism Organisation, that in order for permits to operate a tourist office to be granted, a Greek-speaking manager must be hired. The decision criticised the practice of requiring knowledge of the national language, which constitutes discrimination on the ground of language amounting, at the same time, to indirect discrimination on the ground of race/ethnic origin. The decision referred also to Regulation 1612/68/EEC which sets as a target for the EU towards the elimination of all forms of discrimination as a result of nationality in the field of employment, as well as to the law transposing the Employment Equality Directive, which prohibits direct or indirect discrimination on the ground of race or ethnic origin in employment, occupation and self-employment. The decision further instructs that this regulation be abolished, in accordance with the law transposing the Employment Equality Directive which provides that all laws and regulations contravening the said law must be abolished.¹³⁰

In two other cases, the equality body examined complaints from two EU citizens against article 11 of the Estate Agents Law which requires good knowledge of Greek or Turkish as a prerequisite for the acquisition of a practising licence. The decision found that the said provision amounts to discrimination on the ground of language and, by extension, to indirect discrimination on the ground of ethnic origin in the field of access to the profession of the estate agent.¹³¹

Furthermore, the Equality body examined a complaint by a foreign national whose application to the Registration Council of Building Contractors was not processed because his certificate was in English. During the investigation of the complaint, it emerged that the Council would readily consider applications by Cypriot citizens whose certificates were in English but requested non-Cypriots to have their certificates translated into Greek. The Ombudsman found that the practice of differential treatment of Cypriot and non-Cypriot applicants amounts to unlawful discrimination on the ground of racial/ethnic origin and also that insistence for translation into Greek of documents composed in a language known to the competent body amounts to violation of the principle of bona fides.¹³²

In spite of the fact that the requirement of Greek language is treated by the equality body as potentially discriminating, the same treatment is not afforded to the non-use of the Turkish language, which is not deemed to be discriminatory on any ground whatsoever.

¹³⁰ Cyprus/ Law on Equal Treatment in Employment and Occupation (2004), article 16(1).

¹³¹ Decision dated 23.02.2007, ref. AK70/2005 and AKI 73/2005.

¹³² Decision dated 23.02.2007, case AK70/2005 and AKI 73/2005.

Although Turkish remains an “official language” according to the Constitution, as noted by the *Report of the Committee of Experts on the application of the European Charter for European or Minority Languages in Cyprus*,¹³³ “Turkish has basically ceased to function as an official language.” In the Report of the Committee of Experts on the Application of the European Charter for Regional or Minority Languages in Cyprus of 23.09.2009 it was noted that “the Turkish language in the government controlled area was de facto in a similar position to a regional or minority language but that it did not benefit from the protection under the Charter because of its official status under the Constitution of the Republic.” The Cypriot government’s reaction to this comment was that, on the one hand, Turkish is an official language of the state and as such does not fall within the scope of the Charter and, on the other hand, that its legal status is guaranteed by the Constitution. The government also alleged that Turkish is used in practice in the Administration, by public authorities and in the content of official documents which, as indicated below, is not accurate.

On 31.05.2006 the Equality body examined a complaint that the non-use of the Turkish language in the Official Gazette,¹³⁴ in public signs and posts and in public announcements and publications of the government amounted to discrimination in violation of the Constitution and of the anti-discrimination laws.

The equality body found that the obligation to use Turkish in public documents, based on Article 3(1) of the Constitution, was one of the provisions suspended by the ‘doctrine of necessity’.¹³⁵

The non-availability of information in the Turkish language was one of the ‘areas of concern’ to which the Third ECRI Report on Cyprus draws the attention of the Cypriot government.¹³⁶

2.3.1 Statistical Evidence

- a) *Does national law permit the use of statistical evidence to establish indirect discrimination? If so, what are the conditions for it to be admissible in court?*

There is nothing in the law that prohibits the use of statistical evidence to establish indirect discrimination; in fact it can be inferred that from the wording of the anti-discrimination laws transposing the *acquis*, which replicates the wording of the EU directives the use of statistics must be permitted. So far no case has been considered at court to examine such an issue.

¹³³ Council of Europe, ECRML (2006)3, Strasbourg, 27.09.2006, at para. 39

¹³⁴ The Gazette publishes information of vital nature for Turkish-Cypriots, such as the expropriation of their properties in the south, public tenders, vacancies in the public service and others, raising issues of further indirect discrimination.

¹³⁵ The case is mentioned in more detail in the Cyprus Country Report of the European Network of Legal Experts in the non-discrimination field (state of affairs up to 08.01.2007) available at http://ec.europa.eu/employment_social/fundamental_rights/pdf/legnet/cyrep07_en.pdf.

¹³⁶ ECRI (2005) Third Report on Cyprus, European Commission against Racism and Intolerance, Council of Europe, Strasbourg, 16 May 2006, paragraph 82.

- b) *Is the use of such evidence widespread? Is there any reluctance to use statistical data as evidence in court (e.g. ethical or methodology issues)? In this respect, does evolution in other countries influence your national law?*

It is not common for statistical evidence to be used; the equality body has made use of statistical data in only a few cases so far. Once such case concerned discrimination against female migrant domestic workers whose right to join a trade union was restricted by the standard employment contract they were forced to sign.¹³⁷ In the reasoning of this decision, the Equality body also made reference to the low salaries paid to migrant domestic helpers¹³⁸ compared to Cypriot workers, pointing out that the number of migrant female domestic workers now in Cyprus is about 18,000.¹³⁹ The data was used in this report in order to highlight the acuteness of the problem, based on the large size of this group and on the disparity in the salaries of migrants and locals, rather than to determine whether an act is or is not discriminatory.

However, in 2008 the equality body examined an age discrimination complaint against insurance companies whose policy is to refuse to insure persons over 70 to drive cars or to charge them higher premiums. The equality body's decision found that the practice or policy complained of, *unsupported by reliable statistical evidence*, is not reasonably and objectively justified and therefore amounts to discrimination.¹⁴⁰

It follows that had statistical evidence shown that persons over 70 are indeed more accident prone, then the difference in treatment would have been justified and therefore not discriminatory. Therefore in this case, the equality body appears to have been prepared to accept statistical evidence in order to decide whether discrimination had taken place or not.

There is no information about any reluctance of the Courts to use statistical data as evidence and there have been cases where statistical evidence was introduced and deemed admissible.

- c) *Please illustrate the most important case law in this area.*

There is no case law on the use of statistical evidence in the anti-discrimination field, although there is case law on the use of statistical evidence in other areas of the law.

¹³⁷ Cyprus Ombudsman Report File No. A.K.I 2/2005, dated 4.11.2005. The Minister of Interior has informed us that he has issued the relevant order for the pay increase but is waiting for the relevant Government department to estimate the costs involved for pensioners who employ domestic helpers so that their benefit is increased accordingly. The decision of the Equality body is still not complied with.

¹³⁸ Calculated at CYP0.82 per hour, contrasted with CyP4 –CyP 5 per hour for Cypriots carrying out the same work: Cyprus Ombudsman Report File No. A.K.I 2/2005, dated 4.11.2005, page 4.

¹³⁹ This figure is based on the data of the Ministry of Interior, according to which the number of migrant female domestic workers in Cyprus in 2003 was 17.955.

¹⁴⁰ Equality Body decision ref. 125/2007 dated 21.10.2008, reported under section 3.14 above.

In the case of *Andreas Kaskavalis v. The Republic of Cyprus through the Ministry of Transport and Public Works and the Licensing Authority*¹⁴¹ the Supreme Court rejected an appeal against a decision of the Licensing Authority by which the appellant's application for a taxi license was turned down based, inter alia, on statistics of the Cyprus Tourism Organisation about tourist arrivals for the period in question. The decision impliedly accepted the use of statistics by the Licensing Authority in order to decide on the appellant's application for a taxi license.

- d) *Are there national rules which permit data collection? Please answer in respect to all five grounds. The aim of this question is to find out whether or not data collection is allowed for the purposes of litigation and positive action measures. Specifically, are statistical data used to design positive action measures? How are these data collected/generated?*

There is a general rule prohibiting the collection of such data that derives from article 8 of the ECHR and is also contained in article 15 of Constitution, unless specifically provided under certain circumstances. The Law on Processing of Personal Data N.138(I)/2001, as amended by Law N.37(I)/2003, prohibits the collection and processing of sensitive personal data and lists the circumstances under which this is exceptionally allowed.

Three of these are relevant to this context: (a) Processing is necessary for the satisfaction of lawful interest which is superior to the rights and fundamental freedoms of the subject of the data;¹⁴² (b) Processing concerns exclusively data that the subject of it has published or is necessary for the recognition or the exercise of a right before a court;¹⁴³ (c) Processing concerns exclusively statistical, research, scientific or historical reasons, subject to ensuring that measures are taken to protect the subjects of the data.

Although most of the grounds covered by the anti-discrimination Directives are classified in this law as constituting sensitive data and at points this law covers grounds beyond those of the anti-discrimination directives, age is missing from the protected characteristics. 'Sensitive data' is defined in the law as data concerning racial or national¹⁴⁴ origin, political belief, religious or philosophical conviction, participation in an organisation, association or trade union, health (which is much wider in scope than 'disability'), sex-life and sexual orientation, criminal prosecution or criminal conviction.¹⁴⁵

¹⁴¹ Supreme Court Case N. 1132/2005, dated 10.08.2007.

¹⁴² Article 5(1)(e) of Law 138(I)/2001.

¹⁴³ Article 6(2)(e) of Law 138(I)/2001.

¹⁴⁴ The reference to 'national' origin, as opposed to 'ethnic' origin, may well be a reflection of the fact that in Greek the two terms have a similar sound and many people tend to use them interchangeably, as the distinction between the two may not be widely known in Cyprus. From the context, one may perhaps conclude that 'ethnic' would have been a better word, since personal data on national origin are widely used and processed.

¹⁴⁵ The definition for both terms is found in Article 2 of the Processing of Personal Data Law 138(I)/2001.

“Personal data” is defined in the law as any information referring to the subject of data, i.e. a physical person, who is still in life. Aggregate data of a statistical nature, from which the subjects of the data can no longer be detected, are not considered as ‘personal data’.

Under article 6(3) of Law 138(I)/2001, the Council of Ministers may issue regulations following a proposal by the Personal Data Protection Commissioner, on the processing of data in cases other than the ones provided for under the law when there are serious reasons of public interest involved.

In response to an enquiry which the author made to the Cyprus Commissioner for the Protection of Personal Data, the Commissioner informed that: “The collection and keeping by employers of data of their employees in respect of their ethnic or racial origin, disability, religion or belief or sexual orientation (sensitive data) as a rule is prohibited. It is permitted if this is necessary so that the employer fulfils his/her obligations in the field of employment law and s/he obtains a license for this purpose from the Personal Data Commissioner (Article 6(1) (2) (a) of the Law on processing of Personal Data)”.¹⁴⁶ One may conclude that the employee’s written authorisation is not necessary in the aforesaid cases. Presumably the same principle would apply outside the employment field. Based on the Commissioner’s statement as aforesaid, one may safely assume that the law will be interpreted and applied by the courts in a way compatible with the Data Commissioner’s interpretation.

In order to apply the regulation concerning access to the labour market¹⁴⁷, the Labour Office of the Ministry of Labour maintains records concerning country of origin, ethnic origin and whether they are asylum seekers or not.

With regard to the keeping of data in the non-employment field, it appears that data on ethnic origin is kept at the national level for various purposes. For instance, the population censuses carried out by the Statistical Service of the Republic keeps figures on each of the ethnic and religious communities of Cyprus (Greek-Cypriots, Turkish Cypriots, Maronites, Armenians and Latins). The Roma are not classified separately nor identified as such by the educational system, as they are considered to be part of the Turkish Cypriot community.

¹⁴⁶ Law No. 138(I)/2001. In reply to a question she replied in writing dated 13.12.2005.

¹⁴⁷ A circular letter sent from the Immigration Office of the Ministry of Interior dated 18.04.2005 sets the order of priority in terms of employment as follows: i. First priority: Cyprus nationals, EU nationals and their families, irrespective of nationality. Also, persons of Greek origin who are holders of special identity card of the Republic of Cyprus, but not members of their families who are third country nationals.
ii. Second Priority: Nationals of acceding countries.
iii. Third priority: Family members of nationals of acceding countries who are already in Cyprus, irrespective of nationality.
iv. Fourth priority: Third country nationals already in Cyprus, including asylum seekers.
v. Fifth priority: Family members of third country nationals already in Cyprus, except asylum seekers.
vi. Sixth priority: Third country nationals (new arrivals).

Constitutionally, the Roma do in fact form part of the Turkish-Cypriot community, since by virtue of the Constitution they could only belong to one or the other community; however, the same applies to the Maronites, the Latins and the Armenians, who are constitutionally part of the Greek-Cypriot community, and they are nevertheless afforded a separate classification from the Greek-Cypriots.¹⁴⁸ The Ministry of Education also keeps data on school children according to their ethnic (as well as their national) origin; again the Roma are not classified separately but are integrated into the figure for Turkish-Cypriots. In some tables supplied by the Ministry, a group of pupils are classified as 'Turkish-speaking'; this term would include primarily Turkish-Cypriots but to some extent also Roma and Kurdish pupils. The records which are publicly accessible do not show names of individuals, only numbers per ethnic origin. Schools do keep data on the pupils' religion, which is also noted on the school leaving certificate they receive upon graduation.

In addition to this law, Law regulating Electronic Communication and Postal Services N.112(I)/2004 transposes inter alia Directive 2002/58/EC. On 23 November 2001 the Council of Europe Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data 1981 was transferred into national law through Ratifying Law N. 28(III)/2001. On 4.7.2003 the Additional Protocol of the said Convention was transferred into national law through ratifying Law N. 30(III)/2003.

In some cases, particularly relating to positive measures in education there is evidence suggesting that statistical data is used in order to design positive action measures.

For instance, in order for the Education Ministry to place a school within the "Educational Priority Zone", an investigation is carried out into poverty levels in the area, concentration of non-native Greek speakers, drop out rate etc.¹⁴⁹ Also, in order to decide whether to open a Turkish speaking school, in compliance with the request of the UN Peace Keeping Force in Cyprus (UNFICYP), the government carried out a survey amongst the Turkish speaking families of the area concerned in order to establish whether they wanted to send their children to such a school.

¹⁴⁸ Upon the establishment of the Republic, all religious groups were asked to choose as to whether they should belong to the Greek Cypriot community or the Turkish Cypriot community. They opted to belong to the former. The Roma were not asked to choose; they were simply assumed to belong to the Turkish Cypriot community because of their common religion (Muslim) and language.

¹⁴⁹ This measure, which has been in place for some years now, aims at placing in a special category certain schools where special attention and particular measures are needed to address certain educational needs, such as pupils coming from particularly poverty-stricken areas, high concentration of non-native Greek speakers, high drop out rate etc. Schools classified as falling within EPZ receive extra teaching hours and other measures where needed. The institution of EPZ aims at reducing inequalities for pupils attending schools in disadvantaged areas with an increased proportion of immigrants, combating school failure and illiteracy.

The survey showed that the parents preferred to send their children to the mainstream Greek school, and thus the government decided not to set up a Turkish school.¹⁵⁰

In the field of disability, where positive measures often take the form of grants, there is no evidence of use of statistical data in order to design positive measures. This was evident from a particular scheme examined by the equality body targeting a certain class of tetraplegic persons, as detailed in the description of this case presented under section 2.1.1(a) above.

Other measures which do not involve the granting of monetary benefits, such as the preferential parking provided in the recent amendment to the disability law,¹⁵¹ appear to be the result of pressure from the disability movement rather than the result of the use of statistical data.

2.4 Harassment (Article 2(3))

a) How is harassment defined in national law? Include reference to criminal offences of harassment insofar as these could be used to tackle discrimination falling within the scope of the Directives.

As a concept, harassment was first introduced into Cyprus law in 2002 with Law N. 205(I)/2002 on the Equal Treatment of Men and Women in Employment and Vocational Training that came into force on 1st January 2003. This law introduced "harassment based on sex" as part of the definition of "sexual harassment". Later, in amending Law N. 40(I)/2006, the two terms are defined separately.

In Laws 58(I) and 59(I), as well as the Law (amendment) Concerning Persons with Disabilities Law 57(I)/2004, harassment is defined as "unwanted conduct related to any of the [recognised] ... grounds ... with the purpose or effect of violating the dignity of a person and of creating an intimidating, hostile, degrading, humiliating or offensive environment".

In 1992 a law was introduced amending the Law ratifying the Convention on the Elimination of all Forms of Racial Discrimination of 1967, rendering certain public statements a criminal offence, which bear similarity to the above definition of harassment.

¹⁵⁰ A survey carried out by UNFICYP into the same matter produced the opposite result, i.e. that the parents did want their children to attend a Turkish school. Also the results of the governmental survey were disputed by the Union of Turkish Cypriot teachers K.T.O.S. who subsequently proceeded to sue the government in Court for violating the right of Turkish Cypriot children to education.

¹⁵¹ Law amending the Law on Persons with Disability N. 102(I)/2007 article 2.

The law provides that any person who publicly, either orally or in writing through written text, imaging or in any other way, intentionally incites acts which may cause discrimination, hatred or violence against persons or groups of persons for the sole reason of their racial or ethnic origin or their religion, is guilty of a criminal offence.¹⁵²

No case has been adjudicated in Court so far under any of the above provisions.¹⁵³

b) Is harassment prohibited as a form of discrimination?

Harassment is a prohibited form of discrimination:

- on the ground of disability, under Article 3(1)(e) of Law N.127(I)2000 as amended by Law 57(I)2004;
 - in the field of employment on the ground of age, sexual orientation, race/ethnic origin and religion under Article 6(1)(c) of Law 58(I)2004 (which transposes the Employment Directive plus the employment component of the Racial Equality Directive)
 - in fields beyond employment on the ground of race/ethnic origin, under Article 5(2)(c) of Law 59(I)2004 (which transposes the Race Directive minus the employment component).
- c) Are there any additional sources on the concept of harassment (e.g. an official Code of Practice)?*

Prior to the enactment of the 2004 laws transposing the two anti-discrimination directives, there were no provisions in national law for harassment on the grounds of racial or ethnic origin, religion or belief, disability, age or sexual orientation, even though there had been reports of complaints about racial harassment of migrants and of Turkish Cypriots in the south.¹⁵⁴ There were however provisions for sexual harassment.

¹⁵² Article 2A(1) of the Law amending the Convention on the Elimination of all Forms of Racial Discrimination (Ratification) Law of 1967, No. 11(III) of 1992.

¹⁵³ But there are a number of decisions on the issue of sexual harassment.

¹⁵⁴ A number of Reports indicate that there were complaints and allegation of discrimination (see ECRI Report 2001/ ISAG 2003). Several cases of complaints by migrant workers against the Police and the Immigration Office involving racial discrimination and harassment have been investigated by the Ombudsman. According to the 2001 Ombudsman's Annual Report, a total of 156 complaints were lodged. In the following years 2002 and 2003 the figures are similar. No details are available about these cases, other than the fact that they were mainly concerned with issues of entry, stay, violation of contracts or employment rights. These cases date back to the period before the enactment of the new anti-discrimination laws and the appointment of the Commissioner as the specialised anti-discrimination body, therefore these complaints were examined on the basis of the legal framework which existed prior to May 2004 and which did not contain comprehensive anti-discrimination provisions.

The Law for Equal Treatment of Men and Women in Employment and Occupational Training defines sexual harassment as “any behaviour that is unwanted by the recipient of the behaviour of sexual nature or any other behaviour based on sex, which offends the dignity of women and men during employment or occupational education or during access to employment or occupational education or training which is manifested via words or deeds”. In amending Law N. 40(I)/2006 on the Equal Treatment of Men and Women in Employment and Vocational Training, the terms “harassment” and “sexual harassment” are defined separately.

A code of conduct was issued by the union of Employers (Employers and Industrialists and Federation – OEV) in 2007 on discrimination at the workplace in general, but does not offer any additional insight into the meaning of harassment other than what the law provides. A code of conduct issued by the equality body in February 2007 on sexual harassment provides the following definition: “Sexual Harassment is behaviour which is unwanted and unpleasant to its receiver which creates a frightening, hostile, insulting and/or humiliating working environment. Sexual harassment can take many forms including physical contact, comments, “jokes” or propositions, exposure to insulting material or other behaviour which contributes to the creation of a hostile working environment”. A list of examples of what constitutes sexual harassment at the workplace is also offered.

There are several court decisions on the issue of harassment *in general* (i.e. not in the anti-discrimination field), but none offering any definition of the term.

2.5 Instructions to discriminate (Article 2(4))

Does national law (including case law) prohibit instructions to discriminate? If yes, does it contain any specific provisions regarding the liability of legal persons for such actions?

National law prohibits instructions to discriminate on the grounds of race/ethnic origin, age, religion or belief, sexual orientation and disability.¹⁵⁵ Prior to the introduction of the laws transposing the anti-discrimination acquis, there were no provisions in Cyprus law prohibiting instructions to discriminate as provided by Article 2.4 on any grounds, nor was there any comparable definition of such provisions in relation to gender discrimination in the national gender equality legislation.

¹⁵⁵ Article 6(1)(d) of Law 58(I)/2004 (transposing the Employment Directive); Article 5(2)(d) of Law 59(I)/2004 (transposing the Race Directive); Article 3(a) of Law 57(I)/2004 for the ground of disability.

The liability of legal persons for *all* offences created by the laws transposing the two Directives is established by article 4 of Law 58(I)/2004 (transposing The Employment Equality Directive minus disability and the employment component of The Racial Equality Directive), as well as by article 4(1) of Law 59(I)/2004 (transposing The Racial Equality Directive minus the employment component) which provide that the laws apply to “all persons in the public and private domain including public bodies, local authorities of self-governance and organisations of public and private law.” Also, different sanctions apply for natural and for legal persons (detailed in section 3.1.2 below).

2.6 Reasonable accommodation duties (Article 2(2)(b)(ii) and Article 5 Directive 2000/78)

- a) *How does national law implement the duty to provide reasonable accommodation for people with disabilities? In particular, specify when the duty applies, the criteria for assessing the extent of the duty and any definition of ‘reasonable’. For example, does national law define what would be a “disproportionate burden” for employers or is the availability of financial assistance from the State taken into account in assessing whether there is a disproportionate burden? Please also specify if the definition of a disability for the purposes of claiming a reasonable accommodation is the same as for claiming protection from non-discrimination in general, i.e. is the personal scope of the national law different (more limited) in the context of reasonable accommodation than it is with regard to other elements of disability non-discrimination law.*

When the Employment framework Directive was transposed in 2004, the only provision for reasonable accommodation was to be found in the disability law, which provides for the duty to adopt “reasonable measures” to the extent and where the local economic and other circumstances allow.¹⁵⁶ These measures are not restricted to the working place but cover: (a) basic rights (right to independent living, diagnosis and prevention of disability, personal support with assistive equipment, services etc, accessibility to housing, buildings, streets, the environment, public means of transport, etc, education, information and communication through special means, services for social and economic integration, vocational training, employment in the open market, etc etc);¹⁵⁷ (b). employment including access to, working conditions, training etc etc;¹⁵⁸ (c). supply of goods and services, including the facilitation of accessibility for safe and comfortable use of such services, etc etc;¹⁵⁹ transport;¹⁶⁰ and telecommunications.¹⁶¹

¹⁵⁶ Article 9(1) of the Law on Persons with Disabilities N.127(I)2000.

¹⁵⁷ Article 4 of the Law on Persons with Disabilities N.127(I)2000.

¹⁵⁸ Article 5 of the Law on Persons with Disabilities N.127(I)2000.

¹⁵⁹ Article 6 of the Law on Persons with Disabilities N.127(I)2000.

¹⁶⁰ Article 7 of the Law on Persons with Disabilities N.127(I)2000.

¹⁶¹ Article 8 of the Law on Persons with Disabilities N.127(I)2000.

Specifically with regard to reasonable accommodation at the working place, the law provides that “equal treatment” means, inter alia, “the obligation to provide reasonable access and facilities in the working environment, including: (i) the necessary modifications or adjustments of accessibility to existing facilities so as to make them accessible to persons with disabilities; (ii) the reshaping of work by creating working schedules of part-time occupation or modified working hours, with the acquisition of new or the modification of existing equipment, machinery, tools, means and any facilities or services”.¹⁶²

The above provisions did not entirely transpose the spirit of the Directive which provided for a mandatory duty to provide reasonable accommodation. Thus, an amendment to the disability law in 2007 added a new article which provides that, in order for the principle of equal treatment of persons with disabilities to be implemented, the employer must take reasonable measures depending on the needs arising in any particular case, so that a person with a disability has access to an employment post, to carry out his/her profession or to be promoted, or to undergo training, so long as these measures do not lead to disproportionate burden for the employer; the burden is not disproportionate when it is sufficiently balanced by measures adopted by the state in favour of persons with a disability (article 5(1A) of the law).¹⁶³

Prior to the 2007 amendments, the law required that the principles established in articles from 4 to 8 of the law, being: the basic rights of persons with disabilities, i.e. independent living, prompt diagnosis, accessibility etc (article 4); the right to equal treatment as derived from the Employment Equality Directive (article 5); the right to equal treatment in the provision of goods and services (article 6); accessibility in public transport (article 7); and access to telecommunications and information (article 8), be exercised with the adoption of reasonable measures, which are defined in article 9(1). According to this, the factors which must be taken into account in order to determine whether a measure is reasonable or not, as follows (article 9(2)):

- (1) The nature and required cost for the adoption of the measures;
- (2) the financial sources of the person who has the obligation to adopt the measures;
- (3) the financial situation and other obligations of the state in those cases where the obligation for the adoption of measures refers to the state;
- (4) the provision of donations by the state or other sources as a contribution towards the total cost of the said measures;
- (5) the socio-economic situation of the person with the disability concerned.

No particular body is mandated with oversight for the implementation of these provisions.

The law provides that the aforesaid factor (socio-economic situation of the disabled claimant) must not be taken into account as regards the principle of non-discrimination in employment.

¹⁶² Article 5(2)(d) of the Law on Persons with Disabilities N.127(I)2000, as amended by Law No. 57(I) of 2004.

¹⁶³ Law on Persons with Disabilities N.127(I)2000, as amended by Law No. 72(I) of 2007.

It is apparent that the justifications set out in article 9(1) for failing to provide reasonable accommodation are much wider than in the Employment Directive, which provides only for the test of “disproportionate burden on the employer”. This means that in respect of the rights affected by article 9(1) of the law, being the right to independent living, prompt diagnosis, accessibility etc (article 4); the right to equal treatment in the provision of goods and services (article 6); and access to telecommunications and information (article 8), the duty to provide reasonable accommodation is conditional upon the wide pre-requisites of articles 9(1) and 9(2) and is far from mandatory.

This however does not amount to a deviation from the Employment Equality Directive because, since the 2007 amendments, there is a mandatory obligation on the employer to take reasonable measures, subject only to the condition that the measure does not lead to disproportionate burden for the employer, which is in line with the duty set out in the Employment Equality Directive (article 5(1A)).

This provision is no longer subject to the restrictive provisions of article 9(1) which require the rights falling under its ambit to be exercised with the adoption of “reasonable measures” so wide in scope that the fall short of creating a mandatory regime. In addition, the rest of the provisions of article 5 (right to equal treatment including the right to reasonable accommodation), as well as article 7 (accessibility to public transport) are also removed from the ambit of article 9(1), to the effect that all rights created by articles 5 and 7 are now absolute and are not subject to the adoption of “reasonable measures” (article 5(1A)) (although article 7 is subject to the issue of regulations, which has not as yet materialised).

The definition of a disability for the purposes of the reasonable accommodation provision is no different to that applicable for other elements of the law.

No case has actually been examined in court so far to assess how courts would determine whether accommodation is ‘reasonable’ or whether it imposes a ‘disproportionate burden’; there are however a number of equality body decisions addressing complaints for the non-provision of reasonable accommodation.

A 2006 decision of the equality body regarding accommodation for dyslectic pupils in exams dealt with the issue from a perspective other than the economic burden resulting for the party providing the accommodation. In the case of the dyslectic student, the considerations posed by the Education ministry were connected to the credibility and prestige of the exam and to avoid giving the dyslectic pupil an unfair advantage over other pupils. The equality body’s decision, based on the practices followed abroad and on international reports on dyslexia, was that in order to give the dyslectic pupil an equal opportunity to compete in the exam, it was necessary to allow him the use of means additional to the mere extra time of 30 minutes at the exam.¹⁶⁴

¹⁶⁴ File No. AKI 24/2006, AKI 27/2006, dated 31.10.2006.

A decision of the Equality body in 2008 pursuant to a complaint for lack of reasonable accommodation to facilitate exams for candidates with a disability for appointment in the public service found that the facilitation offered (extra 30 minutes which were deducted from the candidate's break) was not sufficient to create conditions of true equality for the complainant to compete with the other candidates, because the principle of reasonable accommodation is founded upon the premise that the measure must ensure equality in opportunity and not in the result.¹⁶⁵

Another complaint investigated by the equality body was submitted by a private sector employee suffering from multiple sclerosis who had initially been granted by her employer two afternoons off in order to undergo physiotherapy, which arrangement was subsequently revoked by the employer on the justification that the workload had increased and her services were needed full time. When the complainant expressed her inability to follow the full time schedule required, the employer fired her, claiming that the previous arrangement which allowed her to take two afternoons off was temporary, privileged and discretionary and could thus be revoked at any time. The equality body found that the employer has an obligation in law to adopt all necessary measures which will allow or facilitate the person to continue exercising the duties of his/her position provided there is no disproportionate burden for the employer and that the company's allegation that the arrangement of taking two afternoons off was 'discretionary' could not be accepted. Invoking the ECtHR decision in *Thlimmenos v. Greece*,¹⁶⁶ the decision stressed that there can be no issue of 'privileged' treatment of a person with the disability, since the treatment of persons without a disability in relation to persons with a disability cannot be the same, if equality is to be attained.¹⁶⁷ The decision did not address the issue of the actual cost to the employer arising out of the two afternoons off claimed by the complainant and whether this was disproportionate or not, presumably because it did not find that the cost would be disproportionate.

In 2009, a complaint was submitted to the equality body by a job applicant who suffered from chondroplasia, as a result of which she was short, and whose job application was rejected as a result of her appearance. The equality body concluded that the employer had an obligation to place files in shelves which would be accessible by the complainant and/or provide a ladder to enable her to reach files in high shelves, so as to enable her to carry out her work duties.¹⁶⁸

In 2007, the equality body found that the policy of the Ministry of Education to transfer public education teachers based solely on the needs of the service without reference to the existence or not of any disability, and disregarding the complainant's need to work in a stable and safe environment amounts to indirect discrimination on the ground of disability.¹⁶⁹

¹⁶⁵ Decision dated 08.10.2008, Ref. A.K.I. 37/2008.

¹⁶⁶ Case C-13/05 of 11.07.2006.

¹⁶⁷ Decision dated 04.09.2007, Ref. A.K.I. 65/2007.

¹⁶⁸ Ref. No. A.K.I. 12/2009, report dated 21.09.2009.

¹⁶⁹ Decision dated 12.09.2007, Ref. A.K.I. 9/2007.

In June 2009 the Ministry of Education asked the Equality Body to provide an opinion as to whether a reduction of teaching hours, requested by teachers with disabilities, should be viewed as reasonable accommodation or whether it may be deemed as casting a disproportionate burden on the employer. The Equality Body responded that the reduction in teaching hours can constitute a reasonable accommodation measure, provided that the symptoms of the disability render teaching painful or exhausting.

On the issue of the proportionality of the burden on the employer, the Equality Body pointed to the possibility of the state securing funding from the European Social Fund in order to finance such a measure.¹⁷⁰

- b) *Does national law provide for a duty to provide a reasonable accommodation for people with disabilities in areas outside employment? Does the definition of “disproportionate burden” in this context, as contained in legislation and developed in case law, differ in any way from the definition used with regard to employment?*

The law provides for a rather vague and toothless obligation to provide reasonable accommodation for persons with disability beyond the workplace: in the right to independent living, the right to diagnosis and prevention of disability, personal support with assistive equipment, accessibility to housing, buildings, streets, the environment and public transport, education, information and communication through special means, services for social and economic integration, vocational training, employment in the open market;¹⁷¹ in the supply of goods and services, including the facilitation of accessibility for safe and comfortable use of such services;¹⁷² in transport;¹⁷³ and telecommunications.¹⁷⁴ The reasonableness of the measures which the law requires to be taken for the aforesaid areas is to be determined by the cost, the financial sources of the person who is obliged to take these measures, and if these measures are to be taken by the state then the financial situation of the state considering its other obligations, the contribution of the state or of other sources (if any) towards the cost of the measures and the socio-economic situation of the person with the disability affected.¹⁷⁵

‘Disproportionate burden’ does not appear in this provision, although it is inferred from the references to “the financial resources of the person obliged to take the measures”, “the public economic situation and other obligations of the state” and the contribution of public or private donations to the cost of the measures, all of which are to be taken into consideration in determining whether the cost is “reasonable” (and therefore imperative) or not.

¹⁷⁰ Decision dated 20.09.2009, File A.I.T. 1/2009.

¹⁷¹ Article 4 of the Law on Persons with Disabilities N.127(I)2000.

¹⁷² Article 6 of the Law on Persons with Disabilities N.127(I)2000.

¹⁷³ Article 7 of the Law on Persons with Disabilities N.127(I)2000.

¹⁷⁴ Article 8 of the Law on Persons with Disabilities N.127(I)2000.

¹⁷⁵ Law on Persons with Disabilities N.127(I)2000, article 9(2).

By contrast, in the field of employment, following an amendment introduced in 2007, an obligation is imposed on the employer to take reasonable measures subject only to the condition that the measure does not lead to disproportionate burden for the employer.¹⁷⁶

According to this provision, a measure is not 'disproportionate' (and is therefore obligatory) when it is sufficiently balanced with measures taken in the framework of state policy in favour of persons with disability.

As evidence of the fact that the lawmaker considered employment far more seriously than the other fields, even prior to the enactment of the aforesaid 2007 amendment, the consideration of the socio-economic situation of the person with the disability affected, in order to determine whether a measure was reasonable or not, did not apply to the field of employment

The law provides a rather vague obligation to take reasonable measures to ensure access for persons with disability to integrated education in accordance with their needs.¹⁷⁷ Furthermore, an amendment to the Law for the Carrying out of Pancyprrian School Exams N. 22(I)/2006 introduced in 2007 provides that extra 30 minutes "and/or other possible facilities" are granted to pupils with special needs at examinations following a request submitted to and processed individually by a multi-disciplinary committee.

There are a number of equality body decisions confirming the right of persons with disability to reasonable accommodation in education. In 2006, for instance, the equality body produced a rather comprehensive report, pursuant to a number of complaints, for the lack of suitable accommodation for dyslexic children in exams, which places them in a less favourable position to non-dyslexic children. The decision found that the Education Ministry's practice of providing only additional examination time, was discriminatory towards dyslexic children; and also that the two national laws regulating the issue of exams¹⁷⁸ introduced indirect discrimination on the ground of special needs in the field of education.

The decision asks that the two laws in question be revised. Interestingly enough, the decision of the equality body does not cite the relevant provision in the disability law (mentioned at the beginning of this paragraph) but instead invokes a number of other laws ratifying international Conventions: the Law ratifying UN Convention on the Rights of the Child (art. 3, 23 and 28 of the Convention), the European Social Charter; and Regulations on the Training and Education of Children with Special Needs 1999-2001; Law on Combating Racial and Other Forms of Discrimination (Commissioner) 2004 (Art. 6(1) and 39(1)), perhaps in knowledge that the relevant provision in the disability law does not create the mandatory regime needed to support this decision.

¹⁷⁶ Law on Persons with Disabilities N.127(I)/2000 as amended by Law No. 72(I) of 2007, article 5(1A).

¹⁷⁷ Law on Persons with Disability N. 127(I)/2000, article 4(2)(d).

¹⁷⁸ The Laws and Regulations on the Training and Education of Children with Special Needs 1999-2001; Law for the Carrying out of Pancyprrian School Exams No. 22(I)/2006.

Indeed, in 2007 the Law for the Carrying out of Pancyprrian School Exams N. 22(I)/2006 was revised to provide that extra 30 minutes “and/ or other possible facilities” are granted to persons with special needs who have obtained the relevant confirmation from the Examinations Authority, which confirmation they must then produce to the invigilators at the time of the exam.¹⁷⁹ These facilities to be granted are subject to the approval of a committee set up by this law and comprising of the following public servants: a representative of the Examinations Authority who presides, the person in charge of Special Education, a representative of the Educational Psychology Department, a representative of the Counselling and Vocational Guidance Department. The provision of facilities must: aim at securing the established rights of persons with special needs during the examinations, in order to balance off their disability or special problem they are facing; must be within the “incontestable” nature of the exam; not give advantage to any candidate. Each request for facilities will be looked at separately by the Committee which has the right (note: but not the obligation) to invite two educationalists -experts in the field of the disability concerned, to assist in the evaluation of each individual request.

- c) *Does failure to meet the duty of reasonable accommodation count as discrimination? Is there a justification defence? How does this relate to the prohibition of direct and indirect discrimination?*

Although the law does not expressly provide that failure to meet the duty of reasonable accommodation amounts to discrimination, it is possible that this may be inferred from the wording used. In particular, article 5(1) of the law as amended in 2007¹⁸⁰ states that the principle of equal treatment applies in the field of employment and for this purpose discrimination is prohibited.

This provision is followed by the 2007 addition to the law of article 5(1)A which provides for the duty to provide reasonable accommodation so long as the burden on the employer is not disproportionate. The purpose of this duty is stated in article 5(1)A to ensure implementation of the principle of equal treatment.

Given that the sanctions foreseen by the law cover only actions or omissions amounting to direct or indirect discrimination,¹⁸¹ it follows that obligations which do not amount to discrimination are not punishable under this law. It is reasonable to infer that, since the duty to provide reasonable accommodation is now clearly worded as a mandatory obligation, then in order for the sanctions to apply, the failure to meet this duty should amount to discrimination.

No case was ever tried by the Courts on this point, so as to have an interpretation of these provisions.

¹⁷⁹ Law for the Carrying out of Pancyprrian School Exams No. 22(I)/2006, amended by Law 51(I)/2007, article 22(5).

¹⁸⁰ Law on Persons with Disabilities N.127(I)2000, as amended by Law No. 72(I) of 2007

¹⁸¹ Article 5(4) of the Law on Persons with Disability N.127(I)2000, as amended by Law No. 72(I) of 2007

However, the decisions of the equality body on this issue consider the failure to meet this duty as discrimination prohibited by law, even before the 2007 change of the law. The complaint concerned a blind person working as a telephonist in the hospital, who was moved to a new hospital and had to cope with a more complicated and sophisticated telephone system, with more telephone lines and with a less favourable working schedule. The equality body decided that the hospital authorities ought to have transferred to the new post one of the other employees without a disability and to leave the blind employee at the post where he could cope. The report calls on the hospital authorities to explain, in a manner satisfactory to the equality body, why the employee had to be moved to the new hospital, failing which a decision would be issued against them by the equality body.¹⁸²

Also, the equality body's decision in a case of reasonable accommodation for dyslectic pupils at school exams¹⁸³ stated that the accommodation measures do not give the dyslectic student an advantage over other students, as the Education Ministry claimed, but merely serve to place the dyslectic student in an equal position with other students. In support of this, the Equality body cited the ECtHR decision in the case of *Thlimmenos v. Greece* which ruled that equal treatment can also mean the different treatment of unequal persons, from which it follows that in some cases failure to provide such measures, may indeed amount to discrimination. Along similar lines, a 2009 decision of the equality body on a complaint from the representative of the Maronite community regarding the inadequate arrangements at the Maronite school, found that special treatment involves deviations from the principle of equality, which take the form of positive measures or special rights targeting a certain group aiming at the elimination of discrimination. The decision criticised the line of argumentation of the Ministry of Education which offered the Maronite community only equal treatment before the law, adding that the protection of national minorities must go beyond that, to recognise and promote rights of a collective character.¹⁸⁴

d) *Has national law (including case law) implemented the duty to provide reasonable accommodation in respect of any of the other grounds (e.g. religion)?*

Although the law does not confer the right of reasonable accommodation on the ground of religion, nor is such a right recognized and respected in practice, an equality body report of December 2005 following a complaint on behalf of a Jehovah's Witness pupil against the behavior of the religious instruction teacher towards her, criticized the practice of restricting pupils exempted from the religious lesson into the library and recommended that more creative occupation be sought for the exempted pupils.

¹⁸² Decision dated 08.12.2005, Ref. A.K.I. 58/2005.

¹⁸³ File No. AKI 24/2006, AKI 27/2006, dated 31.10.2006

¹⁸⁴ Decision Reference number A.K.R. 93/2005, dated 12.05.2009.

Once again, the equality body does not cite the anti-discrimination laws, which clearly do not impose a duty to provide reasonable accommodation on the ground of religion, but articles from the Cypriot Constitution; Article 14 of the International Convention for the rights of Child and Article 9 of the ECHR.¹⁸⁵

During 2009 the ombudsman reported receiving complaints from Muslim inmates in the Central Prison that they were unable to practice their religion in prison. The complaints are currently under investigation.

- e) *Does national law clearly provide for the shift of the burden of proof, when claiming the right to reasonable accommodation?*

Yes, even though no express reference is made in the burden of proof provision to that effect. The said provision states that the burden of proof is reversed in civil proceedings in relation to discriminatory treatment in employment.¹⁸⁶ Given that the amendment in the law introduced in 2007 in order to create a mandatory obligation for employers to provide reasonable accommodation begins with the phrase “In order to secure the principle of equal treatment for persons with disability”, it may be assumed that failure to provide such accommodation (when the burden is not “disproportionate”) amounts to “discriminatory treatment” which causes the burden of proof to shift from the claimant to the respondent.

- f) *Does national law require services available to the public, buildings and infrastructure to be designed and built in a disability-accessible way? If so, could and has a failure to comply with such legislation be relied upon in a discrimination case based on the legislation transposing Directive 2000/78?*

Article 6(2)(d)(ii) of the Law on Persons with Disabilities provides that the failure to carry out alterations to services or facilities which renders their use by a person with a disability unjustifiably difficult does not amount to equal treatment and is therefore prohibited by law. In addition, article 4(2) of the same law establishes a list of rights for persons with disabilities which are, however, implemented with the adoption of ‘reasonable measures ‘to the extent that local economic and other conditions allow’.¹⁸⁷

The definition of reasonable measure¹⁸⁸ is so wide that it falls short of creating a mandatory regime and once the accused party proves that one of the considerations listed in 9 is in place, then no binding obligation arises to respect the rights listed in article 4(2). Article 4(2)(c) of the law provides for the right to accessibility to housing, buildings, streets and generally the natural environment and to public transport.

¹⁸⁵ Report no. 31/2005, dated 02.11.2005.

¹⁸⁶ Law on persons with disability 57(I)/2004 article 7.

¹⁸⁷ Law on Persons with Disability 127(I)/2000, article 9(1).

¹⁸⁸ Law on Persons with Disability 127(I)/2000, article 9(2).

This provision also falls under the ambit of article 9(1) in the sense that the obligations created hereby are easily discharged through the adoption of 'reasonable measures', the scope of which is so wide that it does not create a mandatory regime.

The accessibility of persons with disabilities to public buildings is regulated by the Regulations on Streets and Buildings of 1999, which were issued by virtue of Article 19 of the Streets and Buildings law. Regulation 61G defines a person with disability as a person facing temporary or permanent difficulty in accessing a building or a street due to physical weakness or deficiency; obviously the definition is intended to be wide enough to secure accessibility to built infrastructure not only for persons with a disability in the narrow sense of the term but persons generally encountering obstacles in access, such as the elderly. The regulations apply to public buildings as well as to those buildings where entry to the public is allowed, to commercial centres, to buildings which include shops and/or offices, to educational institutions, clinics, doctors' offices and generally to any building which the competent authority decides that these Regulations should apply. The Regulations set the minimum necessary specifications for the erection of all the aforesaid buildings and aim at securing the comfortable access of all persons with disability to the main entrance of such buildings and to the spaces within such buildings. The Regulations provide analytically the construction specifications for ramps to the main entrance, for the pavements, the staircases, the common use corridors, the elevators, the lavatories and other spaces where the public may go in, including the parking areas.

An equality body decision in 2009 regarding access to a disabled toilet in the common areas of the building where the complainant resided stressed that the law does not set any preconditions which must be met in order for persons facing mobility obstacles to have access to communal toilets, nor does it require such persons to produce any documents to prove their disability. The management committee of the building had asked the complainant to produce a number of documents to prove his disability before they grant him with permission to use the disabled communal toilet.¹⁸⁹

- g) *Does national law contain a general duty to provide accessibility for people with disabilities by anticipation? If so, how is accessibility defined, in what fields (employment, social protection, goods and services, transport, housing, education, etc.) and who is covered by this obligation? On what grounds can a failure to provide accessibility be justified?*

The obligation to provide accessibility by anticipation exists only for public buildings (i.e. buildings open to the public) and only for certain features of a building, as detailed in the previous section. Not all needs of all disabilities are covered; for instance there is no provision in the regulations regarding pavements and regarding the location of buildings by persons with visual impairment. Also there are no clear provisions for accessibility to the internal spaces of a building.

¹⁸⁹ Decision Reference number A.K.I. 91/2008, dated 14.05.2009.

There are also problems with the implementation of these regulations, because supervision of compliance is lacking and although architectural plans may be submitted in compliance with the regulations, the building may at the end not be constructed in accordance with the specifications approved, as there is no compliance mechanism to ensure that the approved specifications are met. Another serious discrepancy is that buildings housing governmental services are exempted from these regulations and do not have to be (and usually are not) accessible to all persons with disabilities. Also, the regulations do not cover buildings constructed prior to the date of coming into force of the regulations (1999). In 2003, the Technical Committee for the Facilitation of Persons with Reduced Mobility (a NGO consisting of persons with disability as well as persons with technical expertise-architects, civil engineers etc) has drafted and submitted a proposal to the Ministry of Interior for the comprehensive revision of the regulations in order to cover all aspects of accessibility and fill the gaps, but no progress has been made so far.¹⁹⁰

Article 4(2)(e) of the Law on Persons with Disabilities provides for the right to access information and communication with special means where this is necessary for special groups of persons. Also, article 4(2)(f) provides for the right to services of social and economic integration, vocational assessment and guidance, vocational training and occupation in the open labour market.

With regard to goods and services, article 6(1) establishes the right to equal treatment in the field of provision of goods, services and facilities and describes the type of treatment which amounts to discrimination. This includes a reason referring to a person's disability which is not applicable to another person¹⁹¹ and treatment which is not justified.¹⁹²

Article 6(2) lists examples of what does *not* amount to equal treatment, which include the denial to supply services, the provision of services of a lower standard and the provision of goods and services with substandard preconditions.

The right to accessibility to public transport is provided for in article 7(1) of the law, whilst accessibility to telecommunications and information is covered by article 8(1).

The obligations arising under articles 4, 6 and 8 above can be discharged with the adoption of "reasonable measures" to the extent that local economic and other conditions allow (article 9(1)). By their very nature, most obligations are cast upon the state although some of them are cast also on the private sector. The failure to discharge these obligations becomes actionable only when the accused person cannot invoke one of the factors listed in section 9(1) of the law (see paragraph 2.6(a) hereinabove), which factors must be taken into consideration in order to determine whether or not a measure is reasonable (and therefore obligatory).

¹⁹⁰ Information in this paragraph has been supplied by Christakis Nikolaides, chairman of the Pancyprian Organisation of the Blind on 06.04.2009.

¹⁹¹ Law on Persons with Disability 127(I)/2000, article 6(1)(a).

¹⁹² Law on Persons with Disability 127(I)/2000, article 6(1)(b).

Article 7 is implemented through the introduction of regulations issued by the Council of Ministers following the recommendation of the Ministry of Labour and the Ministry of Transport and Public Works. No such regulations have been issued so far and the public means of transport are not accessible to persons with disability. The Pancyprian Organisation of the Blind has repeatedly attempted to see the Minister of Transport on this issue but has managed to see him literally on his last day in office; during their meeting, the Minister promised to implement some but not all of the suggestions of the organisation.¹⁹³

h) Please explain briefly the existing national legislation concerning people with disabilities (beyond the simple prohibition of discrimination). Does national law provide for special rights for people with disabilities?

The Law on Persons with Disability 127(I)/2000 provides for a long list of rights beyond the minimum standards set by the Employment Equality Directive some of which, however, are subject to the special regime created by article 9(1), which is explained in the previous section. In particular, the law provides for the right to: independent living, for full integration to the community and for equality of participation in economic and social life;¹⁹⁴ prompt diagnosis of the disability, intervention and prevention of its consequences, provision of medical and pharmaceutical care, rehabilitation of functions including the provision and training in the use of added and corrective limbs, as well as psychological and other support of the person and his/her family;¹⁹⁵ personal support with auxiliary equipment and other means and services which assist a person in everyday living and work, with an interpreter or an escort as well as with any other required support where this is deemed necessary;¹⁹⁶ accessibility to housing, buildings, streets and generally to the natural environment and in public transport and other means of transportation;¹⁹⁷ access to special education according to their needs;¹⁹⁸ access to information and communication with special means where this is deemed necessary;¹⁹⁹ services for social and economic integration, vocational assessment and orientation, vocational training and occupation in the open labour market;²⁰⁰ a dignified standard of living and where this is necessary through economic benefits and social services;²⁰¹ the creation of personal and family life;²⁰² participation in cultural, athletic, social, religious and other recreational activities.²⁰³

¹⁹³ Information supplied by Christakis Nikolaides, chairman of Pancyprian Organisation of the Blind on 06.04.2009 and on 02.03.2010.

¹⁹⁴ Law on Persons with Disability 127(I)/2000, article 4(1).

¹⁹⁵ Law on Persons with Disability 127(I)/2000, article 4(2)(a).

¹⁹⁶ Law on Persons with Disability 127(I)/2000, article 4(2)(b).

¹⁹⁷ Law on Persons with Disability 127(I)/2000, article 4(2)(c).

¹⁹⁸ Law on Persons with Disability 127(I)/2000, article 4(2)(d).

¹⁹⁹ Law on Persons with Disability 127(I)/2000, article 4(2)(e).

²⁰⁰ Law on Persons with Disability 127(I)/2000, article 4(2)(f).

²⁰¹ Law on Persons with Disability 127(I)/2000, article 4(2)(g).

²⁰² Law on Persons with Disability 127(I)/2000, article 4(2)(h).

²⁰³ Law on Persons with Disability 127(I)/2000, article 4(2)(i).

As stated above, the rights set out in this article are, according to article 9(1) of the law, to be implemented through the taking of “reasonable measures”. The term “reasonable measures” is defined in article 9(2) to mean “measures provided in any other law or regulation” and which are to be adopted taking into consideration the nature and cost involved, the financial situation of the party required to take this measure, and if that is the state then the situation of public finances, any public or other contributions towards the cost of the measure, and the financial situation of the person with disability concerned.

Article 6(1) establishes the right to equal treatment in the provision of goods, facilities and services, unless the unequal treatment is “justified”.

Article 6(2) defines what does *not* constitute ‘equal treatment’ for the purpose of this provision, and is therefore prohibited, as follows: refusal to provide services; services of a lower standard; provision of goods and services with substandard conditions; the failure to carry out changes in services or facilities which render their use by a person with disability difficult or impossible. Such changes may include the creation of suitable accessibility features for comfortable and safe use of the services or facilities; the use of special means, equipment or persons for the facilitation of communication and information to persons with disability; the use of specialized means, equipment and facilities in places where services are offered, such as schools, hospitals, clinics etc.

All the rights created by article 6 are, once more, subject to the ‘reasonable measure’ restriction of article 9(1). Also, the article itself limits its applicability to cases where there are no reasons rendering the implementation of equal treatment ‘unjustified’.

Article 7 provides that all means of public transport must comply with regulations in force regarding the entry into and transport of persons with disability. This provision is not subject to the ‘reasonable measure’ restrictions of article 9(1); however, as stated in the previous section, this obligation becomes operative only with the introduction of regulations which have not been introduced yet. It should also be added, however, that the public transport network in Cyprus is rather poor and limited and not many persons use it.

Article 7A provides for the issue of a special parking ticket that secures preferential parking for persons with disability.

Article 8(1) provides that the competent governmental services must proceed “within a short period of time” to the installation of a special telephone service for persons with a hearing disability so as to enable these persons to communicate in the same manner as persons without such disability. Article 8(2) provides that there must be public telecommunication means accessible to persons with disability including wheelchair users. Article 8(3) provides that television stations must offer sign language interpretation to the news program once a day.

The obligations created under article 8 are again subject to the restrictions of Article 9(1); this means that if the cost of the measures is disproportionate given the financial situation of the party required to adopt them and there is no contribution towards the cost from the state or from other sources, or if the financial situation of the person with disability is good, then no duty arises to adopt this measure.

By virtue of a law that came into force in 2006, the national confederation of organizations of persons with disability KYSOA became a social partner of the state in all matters pertaining to disability. Under the same law, consultation with KYSOA became imperative for all governmental departments dealing with disability and KYSOA became a receiver of an annual state grant for its running expenses.²⁰⁴ The equality body has also recognized the significant role which KYSOA can play and has therefore recommended in a recent decision that the Law on the Assessment of Candidates for Appointment in the Public Service be amended so as to provide for reasonable accommodation for candidates with a disability, after consultation with KYSOA.²⁰⁵ However, in a recent consultation which took place between KYSOA and the government regarding the introduction of quotas in favour of persons with disabilities in the wider public sector in 2009, the vast majority of the views and objections of KYSOA were ignored.

2.7 Sheltered or semi-sheltered accommodation/employment

- a) *To what extent does national law make provision for sheltered or semi-sheltered accommodation/employment for workers with disabilities?*

The closest practice to what is known as sheltered employment is the institution of the 'sheltered workshops' known as KEAA (Centres for Vocational Rehabilitations for the Disabled) operated by the Ministry of Labour, whose role is to provide 'training' and 'quasi-employment' to persons with a disability. The goods produced at the workshops are bought by governmental agencies²⁰⁶ and NGOs.

The institution of 'Supported Employment' provides since 1996 *supported* employment for persons with intellectual disability.

The main actor involved is the Committee for the Protection of Mentally Retarded Persons and Service for the Welfare of the Disabled of the Ministry of Labour and volunteer organisations.²⁰⁷ It covers SMEs in the private sector but mostly large companies in the private sector, with the support of civil society. In terms of funding, 70% comes from the Service for the Welfare of the Disabled (Ministry of Labour) and 30% by the implementing volunteer organisation.

²⁰⁴ Law on Consultation Process of State and Other Services on Issues concerning Persons with Disability N. 143(I)/2006, dated 3.11.2006.

²⁰⁵ 08.10.2008, Ref. A.K.I. 37/2008, reported under section 3.13 above

²⁰⁶ Such as the agency of the Department of Public Purchases and Storerooms of the Ministry of Trade and Industry as well as the Cyprus Handicraft Service of the Ministry of Commerce.

²⁰⁷ Such anachronistic terms as "mentally retarded" or "disabled" are regrettably still used in Cyprus.

This program offers to persons with intellectual disability²⁰⁸ the possibility for socialization and integration in the real labour market with personalised support. Evaluations of the program which are carried out every few years show an increasing satisfaction of all actors concerned with the institution and an increasing independence of persons with mental disability from public benefit and from their families. Sixty per cent of the persons so employed have stated that they were very happy with their work, even though the pay was very small (Euros 1,70 per hour). The main weakness is that very few have found employment in the service industry, which according to the organizers, renders it questionable whether the preferences of the persons with intellectual disability were taken into account. Also, the pay is extremely low and below the poverty line. Some families have discouraged their disabled member from participating in the scheme as this would result in losing their state benefit, which is often a higher amount than the remuneration received at supported employment.

b) Would such activities be considered to constitute employment under national law?

There is no employment relationship between each KEAA (Centre for Vocational Rehabilitations for the Disabled) and the individual person with disabilities working there. The persons who work at the Centres are primarily treated as 'trainees' and as such they are paid a small amount termed as 'training allowance' for participating in the workshops. The amount of the 'training allowance' varies according to the marital status of the person (married persons get more).

The income derived from these workshops is termed as 'production allowance' and depends on the profits of each of the craft workshop.²⁰⁹ The vast majority of persons occupied at KEEA are already receivers of welfare (disability) benefit.²¹⁰

In the case of supported employment for persons with mental illnesses, an employment relationship does exist.

²⁰⁸ The term used in the law and in the relevant program is in fact "mental retardation". This is defined in the law as follows: "Mentally retarded persons means persons of any age who are permanently incapable of securing by themselves some or all of their basic needs for smooth personal or social subsistence due to insufficient development or deficiency of their mental abilities, whether by birth or not (Law on the Rights of Mentally Retarded Persons, the Definition of State Obligations towards Them and the Setting up of a Committee and a Fund for the Promotion of their Rights, N.117/89, article 2).

²⁰⁹ According to Mr. Aggelides, an official at the Ministry of Labour, about 90% of the profits are shared amongst the producers of each craft workshop, 23.1.2005.

²¹⁰ Information from Mr. Aggelides, Official, Ministry of Labour, 23.1.2005.

3. PERSONAL AND MATERIAL SCOPE

3.1 Personal scope

3.1.1 EU and non-EU nationals (Recital 13 and Article 3(2) Directive 2000/43 and Recital 12 and Article 3(2) Directive 2000/78)

Are there residence or citizenship/nationality requirements for protection under the relevant national laws transposing the Directives?

Protocol 12 to the ECHR guarantees “the enjoyment of all rights set forth by law” without discrimination, inter alia, of ‘national or ethnic origin’. Under Law N.42 (1)/2004 which appoints the Ombudsman as the equality body, there are no residence or citizenship/nationality prerequisites in the body’s mandate in order to extend protection under the relevant national laws transposing the Directives. The equality body is empowered to promote equality of the enjoyment of rights and freedoms safeguarded by the Cypriot Constitution (Part II) or by the Conventions ratified by Cyprus and referred to in the Law²¹¹ irrespective of race, community, language, colour, religion, political or other beliefs, national or ethnic origin.²¹² The Directives’ exception on difference of treatment based on nationality (article 3(2)) has been incorporated verbatim into the national legislation transposing the Directives. We therefore have a situation where as regards the equality body’s mandate nationality is a protected ground, but as regards the scope of the laws transposing the two Directives, the exception as regards nationality applies. In its decisions, the equality body has made use of its extended mandate and considered nationality discrimination as prohibited by international laws; on some occasions nationality and ethnic origin has been used interchangeably, in the sense that whilst the case at stake was clearly one of nationality discrimination, the decision would also invoke the provisions of the laws transposing the anti-discrimination directives.

Article 32 of the Constitution stipulates that “nothing in this Part²¹³ contained shall preclude the Republic from regulating by law any matter relating to Aliens in accordance with International law.” This provision, combined with the wide provisions of Cypriot immigration law, is often implemented with a tendency to considerably enlarge the scope of state discretion.

²¹¹ These Conventions are: Protocol 12 of the European Convention for Human Rights and Fundamental Freedoms; the International Convention for the Elimination of All Forms of Racial Discrimination; the Framework Convention for the Protection of National Minorities; the Covenant for Civil and Political Rights and the Convention Against Torture and Inhuman and Degrading Treatment or Punishment.

²¹² Cyprus/ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Article 3(1)(b), Part I.

²¹³ Part II of the constitution contains the human rights and fundamental freedoms.

The wide margin of discretion allows for discrimination to occur and immigration officers in Cyprus have been widely criticised by the Second Report of the European Commission on Racism and Intolerance (ECRI) on this score,²¹⁴ by the equality body,²¹⁵ by NGOs and by members of parliament.²¹⁶ In any case, there is a strong body of opinion by authoritative legal scholars that the correct interpretation of Article 32 does not allow for differential treatment of non-Cypriots when it comes to human rights as this provision (a) merely indirectly incorporates international law within the corpus of Cyprus law²¹⁷ and (b) that such differential treatment would most likely amount to a violation of Article 28²¹⁸ and other international treaties ratified by the Republic which, under Article 169, prevail over domestic legislation.²¹⁹ The provisions regarding the transposition of the anti-discrimination acquis do not refer only to citizens or legally resident persons, but to all persons. In support of this argument there is also Protocol 12 to the ECHR.

Complaints by EU citizens are often filed with the Equality body alleging nationality discrimination, possibly reflecting the fact that these persons are more familiar with this procedure than most third country nationals. On several instances, the Equality body found that discrimination did indeed exist and recommended to the competent authorities to take measures to rectify the situation.²²⁰ Some examples of such decisions concern the failure of the authorities to advise EU citizens of their need to register themselves in the electoral rolls in order to be allowed to vote in municipal elections; the request of the road transport department for EU nationals to present immigration documents evidencing 6 months' stay in Cyprus in order to acquire a Cypriot driving license; the University's rejection of a job application because the applicant was a Greek national; the pre-condition that a manager speaks Greek in order for a permit to operate a tourist business can be granted. During 2009 the equality body issued its report on a complaint from a Greek actor permanently residing and working in Cyprus since 1973, against the Cypriot Ministry of Education for refusing to accept his candidacy for an honorary annual grant paid to persons of the letters and the arts for their lifetime contribution.

²¹⁴ The ECRI report reads as follows: "Concern is also expressed at reports of discriminatory checks on the part of immigration officers of non-whites coming to Cyprus. Again, ECRI feels that further training aimed at preventing the occurrence of discrimination and discriminatory attitudes should be provided to immigration officers."

²¹⁵ Also, in her report for the year 2006, presented on 15.11.2007, the Ombudsman states that the majority of the complaints received annually are directed against the Interior Ministry and most of those are specifically directed against the immigration authority.

²¹⁶ An MP recently proposed an amendment to the immigration law aiming at restricting the powers of the Chief Immigration Officer by setting up a three-member committee with the mandate of checking all the Chief Immigration Officer's decisions deriving from the powers granted to him/her by the law. In his supporting statement, the MP stated that the lack of check on the Chief Immigration Officer's decisions has on many occasions led to great human misery, referring to the large number of unjustified deportations and generally to the cruel treatment to which many foreigners, particularly Arabs, were being subjected to by the immigration authorities.

²¹⁷ Tornaritis (1982: 212).

²¹⁸ Nedgati 1972: 166-167, Tornaritis 1982: 201-205.

²¹⁹ Loizou 2001, Nedgati 1972: 166-167; Georgiadis Van der Pol 2002: 22.

²²⁰ The equality body considers discrimination against EU citizens as falling within the scope of its mandate and often uses the grounds of race/ethnic origin and nationality interchangeably.

From the equality body's investigation it emerged that the Ministry's refusal was based upon a Council of Ministers' decision of 2000 which restricted these honorary pensions to Cypriot citizens. The equality body wrote to the Ministry of Education expressing the view that the said policy reasonably causes feelings of unfairness and discriminatory treatment and that it is doubtful whether it complies with the anti-discrimination legislation. In compliance with the equality body's position, the Ministry of Education promptly submitted a proposal to the Council of Ministers to amend the said policy by removing the requirement of Cypriot nationality for the candidates of the honorary artists' pension. The Council of Ministers accepted the proposal and amended the said policy in May 2009 by removing the restriction of Cypriot nationality.²²¹

3.1.2 Natural persons and legal persons (Recital 16 Directive 2000/43)

Does national law distinguish between natural persons and legal persons, either for purposes of protection against discrimination or liability for discrimination?

Both legal and natural persons may apply to the Courts or to the Equality body claiming discrimination. Article 7(1) of Law N.59(I)/2004, Article 9A of Law N.127(I)/2000 as amended by N.57(I)/2004 and Article 11 of Law N. 58(I) provide that any physical or legal person who considers that he/she has been discriminated on the prohibited grounds may apply to the competent courts (i.e. Labour Tribunal, District Court or Supreme Court) depending on the subject matter and the procedure of each the case, or to the Equality body.

In all matters concerning employment, since employees can only be physical persons and not legal persons, it follows that all rights arising under the law for employees are applicable only to natural persons. However, under Article 14 of Law N.58(I)/2004 and Article 9D of Law N.127(I)/2000 as amended, physical persons may be represented by legal persons in proceedings before the Court or before the Equality body claiming discrimination: "employees' organisations or other organisations" with legal standing or a legitimate interest can, with the consent of their members, act on their behalf. Similarly the Racial Equality Law N.59(I)/2004, Article 12 provides that organisations or other legal personalities, which have as their constitutional aim to combat discrimination on the ground racial or ethnic origin", and with legal standing or a legitimate interest can, with the consent of their members act on their behalf.

The fines which the Court may impose on physical or legal persons also vary. Natural person may be fined with up to 4,000 Cyprus pounds (6,835 Euros) and/or six months imprisonment or both.²²²

²²¹ Reference A.K.P 73/2008, dated 30.12.2009.

²²² For disability Article 5(4) of the Law N. 127(I)/2000 as amended by Law N.72(I)/2007; for employment N.58(I)/2004, Article15; for racial discrimination Law N.59(I)/2004, Article13.

If a legal person is found guilty of discrimination, the managing director, chairman, director, secretary or other privileged officer of the legal personality or organisation shall be held guilty for the actions of the legal person and fined with up to 4,000 Cyprus pounds (6,835 Euros) and/or six months imprisonment or both, if it is established that the offence is committed with their consent or collaboration or mere tolerance. In addition, the legal person can be fined up with up to 7,000 Cyprus pounds (11,962 Euros).²²³ There is also a provision for 'gross negligence' with fines up to 2,000 Cyprus pounds (3,417 Euros) for individuals and 4,000 Cyprus pounds (6,835 Euros) for legal persons.²²⁴

3.1.3 Scope of liability

What is the scope of liability for discrimination (including harassment and instruction to discriminate)? Specifically, can employers or (in the case of racial or ethnic origin) service providers (e.g. landlords, schools, hospitals) be held liable for the actions of employees? Can they be held liable for actions of third parties (e.g. tenants, clients or customers)? Can the individual harasser or discriminator (e.g. co-worker or client) be held liable? Can trade unions or other trade/professional associations be held liable for actions of their members?

The scope of liability for discrimination is only defined in the context of the responsibilities of organisations or legal personalities (see 3.1.2 above) and not in the context of employer's liability or service providers' liability etc. Harassment and instruction to discriminate are recognised as forms of prohibited discrimination, following the exact wording of the Directives, for all five grounds covered by the Directives.

Regarding the liability of employer and of service-providers (e.g. landlords, schools, hospitals) the law does not specifically provide a detailed description for the consequences of the actions of employees. There are sanctions for individuals as well as responsible officers working within organisations and legal personalities, who are presumably found guilty taking into account all relevant factors such as the nature, severity, intensity, repetition, knowledge of the discrimination, the injury and vulnerability of the victim etc.

The individual harasser or discriminator (e.g. co-worker or client) can be held liable as there are provisions for sanctions against individuals acting on their own. Individuals who have a position of authority within organisations can be sanctioned (fined and /or imprisoned). Legal personalities or organisations can also be fined.

²²³ For disability Article 5(5) of the Law N. 127(I)/2000 as amended by Law N.72(I)/2007; for employment N.58(I)/2004, Article15(1) and 15(2); for racial discrimination Law N.59(I)/2004, Article13(1) and 13(2).

²²⁴ For disability, Articles 5(4) and 5(5) of the Law N. 127(I)/2000 as amended by Law N.72(I)/2007; for employment N.58(I)/2004, Article15(3); for racial discrimination Law N.59(I)/2004, Article13(3).

Trade unions or other trade/professional associations can be held liable for actions of their members to the extent they are considered to have acted as an organisation or legal person, as referred to above.²²⁵

3.2 Material Scope

3.2.1 Employment, self-employment and occupation

Does national legislation apply to all sectors of public and private employment and occupation, including contract work, self-employment, military service, holding statutory office?

National legislation transposing the two Directives²²⁶ applies to all sectors of public and private employment and occupation,²²⁷ including contract work, self-employment, holding statutory office, with the exception of military service. The scope of Law N. 58(I)/2004 (transposing the Employment Equality Directive minus the ground of disability which is covered by other laws) includes conditions of access to employment, to self-employment or to occupation, including selection criteria, recruitment conditions and promotion; access to vocational guidance and training, including practical work experience; employment and working conditions, including dismissals and pay; membership in an organisation of workers or employers, or any organisation whose members carry on a particular profession, including the benefits provided for by such organisations.

In the case of military service, article 8(4) of the same law provides an exception to the prohibition of age discrimination, where the fixing of an age limit is justified by the nature and the duties of the position. The new law enacted in 2009 introducing quotas in favour of persons with disability in the wider public sector excludes those sections of the public service where “all physical, mental or intellectual restrictions must necessarily be absent”²²⁸, which are the army, the police, the fire department and the prisons.

²²⁵ Law N.58(I)/2004, Article 4(d) and Law N.127(I)/2000 as amended by Law N.57(I)/2004, Article 5(a)(1)(d).

²²⁶ Law N.58(I)/2004, Article 4(a); Law N.57(I)/2004, Article 5(a)

²²⁷ Following English common law, there is a sharp distinction in terms of employment rights between ‘employees’ and ‘self-employed’/ independent contractors. Employees are subject to direction and control and there is an ‘employment relationship’ between the employee and the employer, which is one of a contract of employment, with all the rights provided for by the law. The test of ‘control, dependence and direction of work’ is the one used to distinguish between ‘employees’ and self-employed’/ independent contractors. Employees are generally supervised and directed by others; they have a place and time of work, receive wages and have a *contract of employment*. A ‘contract of employment’ is sharply distinguished from a ‘contract for services’ as the latter does not provide for any employment rights guaranteed by labour law. Part-timers are employees and enjoy the same rights as other full-time employees based on the principle of ‘proportionality’ [Law N. 76(I)/2002 (14/06/2002) which transposed Directive 1997/81).

²²⁸ Law introducing special provisions for the hiring of persons with a disabilities in the wider public sector 146(I)/2009, article 2.

The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law²²⁹ which sets out the mandate of the equality body, provides that the implementation of Protocol 12 is within such mandate and therefore the equality body is empowered to apply this to military service issues.

This law also provides that the equality body is vested with powers to tackle discrimination in the areas of employment, access to vocational training, working conditions including pay, membership of trade unions or other associations, social insurance and medical care, education and access to goods and services including housing, as required by Article 3.1 of the Directives. Such discrimination is unlawful.

Both laws N.58(I)/2004 (Article 2) and N.57(I)/2004 (Article 2) define 'employee' as 'any person who works or is trained in full time or part-time occupation, fixed time or permanent employment, continuous or otherwise, irrespective of the place of employment, including home employees but excluding self-employment.

Prior to the enactment of the 2004 laws, the fields of application provided in Cypriot law (Article 28 of Constitution and Article 5 of the International Convention on the Elimination of All Forms of Racial Discrimination - ICERD) which refer to equal treatment irrespective of racial or ethnic origin extended only to some of the areas covered. Article 5 of the ICERD mentions the right to work, but not the conditions for access to employment, to self-employment and to occupation. With regard to 3.1 (b) of the Directive, Article 5 of ICERD provides for the right to training, whereas the Directive focuses on access to all types and to all levels of vocational guidance, (advanced) vocational training and retraining. A comparison between Article 5 of the ICERD and Article 3.1(c) of the Directive reveals that the former does not include employment and working conditions relating to dismissal. Article 5 of the ICERD limits itself to the right to form and join trade unions, whilst Article 3.1(d) of the Directives is broader in the types of organisation that one can be a member of or involved in and further includes the benefits provided by such organisation or association.

The scope of the anti-discrimination laws in Cyprus appears to cover all the areas listed in the directives.

In paragraphs 3.2.2 - 3.2.5, you should specify if each of the following areas is fully and expressly covered by national law for each of the grounds covered by the Directives.

²²⁹Law N.42(1)/ 2004 (19.03.2004).

3.2.2 Conditions for access to employment, to self-employment or to occupation, including selection criteria, recruitment conditions and promotion, whatever the branch of activity and at all levels of the professional hierarchy (Article 3(1)(a)) Is the public sector dealt with differently to the private sector?

Despite the formal adoption of the four main laws on anti-discrimination, there are no provisions for the facilitation or improvement of conditions for access as required by Article 3(1) (a) of the Employment Equality Directive.

There is no tradition of anti-discrimination and there are no specialist lawyers on the subject, nor are there any special mechanisms in the various Government departments created for the implementation of the above provisions.

Save for a few initiatives on coordination and information by the Ministry of Justice, there are no measures to monitor and collect data on such matters.

The laws on discrimination apply equally to the public and private sector. A limited number of quotas in favour of persons with disability are in place in the public sector which are not found in the private sector. There are, at the same time, projects applying only to employment in the private sector. The Ministry of Labour is currently compiling two schemes, under co-funding from the European Social Fund and from the Cyprus government, for the promotion of integration of persons with disabilities in the labour market in the private sector: a scheme for payment of social insurance for employers in the private sector and for persons with disabilities employed by them; and a scheme for providing incentives to employers to employ persons with serious disability in the private sector. Under the same funding line, the Ministry of Labour is also promoting a scheme for the vocational training of certain persons with disability by NGOs.

3.2.3 Employment and working conditions, including pay and dismissals (Article 3(1)(c))

In respect of occupational pensions, how does national law ensure the prohibition of discrimination on all the grounds covered by Directive 2000/78 EC? NB: Case C-267/06 Maruko confirmed that occupational pensions constitute part of an employee's pay under Directive 2000/78 EC.

Note that this can include contractual conditions of employment as well as the conditions in which work is, or is expected to be, carried out.

Article 4(c) of Law N.58(I)/2004 (transposing the Employment Equality Directive minus disability) and Article 5(1) of Law N.127(I)/2000 as amended by Law 57(I)/2004 (transposing the disability component of The Employment Equality Directive) prohibit discrimination in all fields including "working conditions, terms of employment, pay and dismissals", but nothing more is specified.

Given the participation of the social partners in collective bargaining and the shaping of collective agreements, the Cypriot tripartite system is expected to deal with such matters in the long term future,²³⁰ although in practice it has yet to happen. In the case of gender the process has just begun, so it is expected that the other five grounds will follow at some point in the future. However, the process of institutionalising the anti-discrimination principle will be a long one as evident from the reaction of the trade unions recorded in the report of the equality authority (one of the two bodies comprising the equality body) for the years 2007-2008 published in 2009: the report states that trade unions view the body's review of the terms of collective agreements as an attempt to limit trade union freedom.

Pensions

The Law on Pensions of 1997-2001, as amended, which regulates the payment of pensions to public employees contains no protection against discrimination. In fact, a decision of the equality body in 2009 has established that the Pensions Law itself contains discriminatory provisions, as it provides for less favourable terms for employees aged under 45 who want to take early retirement, compared to older employees.²³¹ A Supreme Court decision of 2007²³² found that the Pensions Law of 1967 (N.9/67) as amended by Law N.69(1)/2005, introducing differential treatment between persons attaining the age of 60 at different periods, was outside the scope of the law transposing the Employment Equality Directive and thus could not be revised as discriminatory.

In the private sector, pension schemes are regulated by collective agreements or private employment contracts, whose conditions are difficult to monitor. Employees in the private sector may also receive payment upon retirement from the company's Provident Funds. Such payment is regulated by the conditions of the Fund itself and by the law on Provident Funds, which provides that the charters of such funds may not contain provisions which amount to gender discrimination.²³³ Although the provident fund law was amended in 2005,²³⁴ no provision was added rendering provisions which discriminate on other grounds unlawful. However, in the event that the charter of a provident fund contains provisions leading to discrimination on any of the five grounds of the Employment Equality Directive, it may be possible to declare them discriminatory and therefore unlawful on the basis of article 4(c) of Law 58(I)/2004 (transposing article 3.1(c) of the Employment Equality Directive on conditions of employment), subject of course to the exception in article 6(2) of the Directive (transposed by article 8(3) of Law 58(I)/2004).

²³⁰ See Sparsis, M. (1998) *Tripartism and Industrial Relations (The Cyprus Experience)*, Nicosia, Cyprus.

²³¹ Decision Reference number A.K.I. 63/2008 and A.K.I. 1/2009, dated 04.06.2009. The case is reported under section 0.3 hereinabove.

²³² Case Nos 1795/2006 and 1705/2006 dated 01.06.2007, reported under section 0.3 hereinabove.

²³³ Law Regulating the Setting-up, Operation and Registration of Provident Funds (1981-2005) N.44/81, article 8A.

²³⁴ Law N.75(I)/2005.

Maruko case

The applicability of the EJC opinion in the Maruko case in the context of Cyprus is debateable, given that Cyprus recognises neither same-sex marriages nor registered partnerships. The rationale of the ECJ that the surviving partners of deceased employees who had lived with the deceased “in a union of mutual support and assistance which is formally constituted for life” should be entitled to the same benefits as surviving spouses, would probably not be extended by the Cypriot courts to cover same sex partners in relationships which are not registered. Since the reasoning is based on equating the benefits accruing to spouses with those afforded to life partners, it is not at all certain that the Courts will extend the principle to relationships which may well be precarious.

The failure of Cypriot law to recognise same sex partnerships, however, creates a legal vacuum in which same sex partners are facing discrimination on the ground of sexual orientation, since they are not afforded the opportunity to register and formalise their relationship and enjoy the benefits accruing from that. In 2010 the equality body issued a report pursuant to two complaints regarding the lack of a legislative framework that may enable gay couples to formalise their relationships. The report recommends that measures be taken by the state to recognise the relationship of homosexuals living under the same roof, which has caused considerable reaction amongst conservative political circles.

In examining a complaint for sexual orientation discrimination in the refusal of the immigration authorities to allow the same sex partner of an EU national to join him in Cyprus, the Equality Body found that, although Cyprus chose not to recognise same sex marriages or partners, it is nevertheless bound by the anti-discrimination acquis, the international conventions and the fundamental human rights that demand that any discretion be exercised in line with the anti-discrimination principle.²³⁵

In its decision, the equality body cited ECtHR case law which established that the term ‘family life’ is not restricted to relationships within a marriage but includes also de facto family relations where the parties live together outside marriage (and not necessarily in a registered partnership). The equality body arrived at the same conclusion in another case concerning the complaint of a Cypriot national against the decision of the immigration authorities to deny his Canadian homosexual spouse the right to stay in Cyprus, on the ground that national legislation does not recognise same sex marriages.

²³⁵ Case Ref. No. A.K.R. 68/2008, dated 23.04.08

It should be noted however that there is a great disparity between Court decisions and equality body decisions, in that the equality body is prepared to move beyond the strictly legalistic approach and take into consideration sources such as the report of the Fundamental Rights Agency on Homophobia, reports of Amnesty International and ILGA and the Proposal for a new Council Directive on discrimination beyond employment, indicating a willingness to take into consideration the concerns and policy priorities of the European Union, whilst Courts would stick to the legalistic and technical approach that would almost certainly result in the rejection of a claim by same sex partners to receive benefits accruing to spouses.

War-related pensions

Another law²³⁶ provides for the payment of special war-related pensions to Greek-Cypriots only (the term in this case including Maronites, Armenians and Latins but not Turkish Cypriots), thus introducing discrimination on the ground of ethnic origin against Turkish-Cypriots, who have also been adversely affected by inter-communal violence and by the 1974 war.

In addition, it is generally known that in practice, many undertakings exclude from their pension schemes or their provident funds the migrant workers employed there on a temporary work permit, but there is no mechanism to monitor this phenomenon, whilst the migrants themselves are reluctant to take up such a case for fear of victimisation.

Sector pension schemes

Some professions like doctors and lawyers have their own pension schemes which are based on members' contributions and are managed by a council, which also decides on the terms of the pension scheme. In the case of lawyers, the Law on Advocates provides for a pension scheme created for the benefit of persons registered in the Registry of advocates, which is based on contributions. The law, however, excludes from registration in the Registry lawyers from third countries (i.e. outside the EU but including member states of the European Economic Area and Switzerland),²³⁷ which consequently deprives them from the right to participate in the pension scheme.

²³⁶ Law on Relief of Sufferers N. 114/1988

²³⁷ The Advocates Law, Cap. 2, article 4.

3.2.4 Access to all types and to all levels of vocational guidance, vocational training, advanced vocational training and retraining, including practical work experience (Article 3(1)(b))

Note that there is an overlap between 'vocational training' and 'education'. For example, university courses have been treated as vocational training in the past by the Court of Justice. Other courses, especially those taken after leaving school, may fall into this category. Does the national anti-discrimination law apply to vocational training outside the employment relationship, such as that provided by technical schools or universities, or such as adult life long learning courses?

The laws transposing the Employment Equality Directive²³⁸ are in compliance with Article 3(1)(b) of the Directive. The scope of Law 58(I)/2004 which transposes the Employment Equality Directive (minus disability) includes "training" without specifying whether or not this must be part of an employment relationship or not. In the absence of a provision restricting the scope to training within employment, it may safely be assumed that the law does appear to apply to vocational training outside the employment relationship, such as that provided by technical schools or universities or other educational establishments, including life long learning courses.

There is an equality body decision of 2006 establishing that the anti-discrimination laws apply to access to training even if this does not take place within an employment relationship. The case concerned a trainee air traffic controller who suffered vision impairment as a result of which he would probably never be able to work as an air traffic controller.

The equality body ruled that he should continue his training nevertheless, because denying him access to training on the ground of his disability would amount to discrimination prohibited by law.²³⁹ Other equality body decisions found unlawful discrimination to exist in the fixing of an age limit for applying for state scholarships²⁴⁰ and in the exclusion of persons with disability from admission to the state nursing school.²⁴¹ Given the line of approach adopted by the equality body in these cases, it can safely be assumed that the non-discrimination principle applies to all kinds of training or courses.

²³⁸ Law N.58(I)/2004, s.4(b) and Law N.57(I)/2004, s.5(1)(b)].

²³⁹ File no. AKI28/2006, dated 20.09.2006.

²⁴⁰ The case is discussed earlier in this report, in section 3.7.

²⁴¹ The case is referred to in the Cyprus Country Report of the European Network of Legal Experts in the non-discrimination field (state of affairs up to 08.01.2007) available at http://ec.europa.eu/employment_social/fundamental_rights/pdf/legnet/cyrep07_en.pdf.

3.2.5 Membership of, and involvement in, an organisation of workers or employers, or any organisation whose members carry on a particular profession, including the benefits provided for by such organisations (Article 3(1)(d))

In relation to paragraphs 3.2.6 – 3.2.10 you should focus on how discrimination based on racial or ethnic origin is covered by national law, but you should also mention if the law extends to other grounds.

The wording of Article 3(1) (d) is repeated verbatim in the national law.²⁴²

On 4.11.2005 the Equality body issued a decision with regard to a clause in the standard employment contract, for the employment of migrant domestic workers, the specimen for which is issued by the Ministry of Labour, which prohibits their involvement in trade unions. The decision found the said clause discriminatory and asked for its deletion from the contract.

The new standard contract issued by the authorities no longer contain that provision, however it still contains a provision prohibiting political participation of migrant employees.

3.2.6 Social protection, including social security and healthcare (Article 3(1)(e) Directive 2000/43)

In relation to religion or belief, age, disability and sexual orientation, does national law seek to rely on the exception in Article 3(3), Directive 2000/78?

Article 3(a) of Law 58(I)/2004 (transposing to a large extent the Employment Equality Directive), as well as the Law on Persons with Disability (N.127(I)/2000 as amended by N.57(I)/2004) seek to rely on the exception in Article 3(3) of the Employment Equality Directive. However, there are legal instruments which provide for social security and healthcare discrimination beyond the ground of race and ethnic origin.

Firstly, the Public Assistance Law N.8/1991 provides for minimum standard for all living persons in Cyprus irrespective of ethnic, racial or national origin. Moreover, Protocol 12 extends the fields of application to all the grounds listed (in the enjoyment of any right granted under national law, against public authorities in the exercise of any power granted by national law, where the public authority has exercised discretionary powers, including both acts or omissions of public authorities). Protocol 12 becomes operative through the expanded powers granted to the Equality body²⁴³ which prohibit discrimination for all grounds under the Protocol and cover “social protection, social security and medical care,” without any of the exceptions allowed for above.

²⁴² Law N.58 (I)/2004, s.4 (d) and Law N.57 (I)/2004, s.5 (a) (1) (d)

²⁴³ Law N.42(I)/2004, Article 6(2)(e).

The Equality body also found that the refusal of public assistance to an asylum-seeker because of his nationality amounted to indirect discrimination on the ground of race or ethnic origin in the area of social protection and social welfare.²⁴⁴ The refusal of the health authorities to subsidise an under-fertile Pontian Greek citizen to do in-vitro fertilisation (IVF) was also held to be discriminatory.²⁴⁵

As far as health is concerned, the equality body has ruled that the refusal to issue a health card (which entitles free treatment at hospital) to asylum-seekers due to the fact that they did not have their 'pink slip' (residence permit) was discriminatory on the basis of ethnic origin;²⁴⁶ as a result, and in compliance with the said decision, the Ministry of Health issued a circular to hospitals to issue health cards to asylum seekers even in the absence of pink slips, where there is an emergency.²⁴⁷

3.2.7 Social advantages (Article 3(1)(f) Directive 2000/43)

This covers a broad category of benefits that may be provided by either public or private actors to people because of their employment or residence status, for example reduced rate train travel for large families, child birth grants, funeral grants and discounts on access to municipal leisure facilities. It may be difficult to give an exhaustive analysis of whether this category is fully covered in national law, but you should indicate whether national law explicitly addresses the category of 'social advantages' or if discrimination in this area is likely to be unlawful.

There is an issue regarding the very term 'social advantage'. The term is translated by the official translation unit of the European Commission in Luxembourg as 'social provisions' and finds its way in the national legislation in this form.

However, the term is not referred to in Law 42(I)/2004, which sets out the equality body's mandate, but in the Equal Treatment (Racial or Ethnic Origin) Law 59(I)/2004, s.4(c) and the Law concerning Persons with Disabilities (Law 127(I)/ 2000), s.6. The equality body's mandate covers all areas within the scope of Article 3 of the Racial Equality Directive save for 'social advantage'. In any case, to the extent that 'social advantage' is *state provided*, the Ombudsman (which is also the national equality body) is empowered to deal with it, as part of its mandate to investigate allegations for maladministration in the public sector.

National legislation explicitly refers to the category of 'social advantages' but does not provide any definition or list, which makes it even more difficult to monitor.

²⁴⁴ Files AKI 131/2005 and AKI 8/2005.

²⁴⁵ File AKP 54/2004,

²⁴⁶ The three cases were the following: A Palestinian granted subsidiary protection, whose wife was refused medical care even though she was at the very last stage of her pregnancy because she did not have in her possession the temporary residence permit (File No A/P 1339/05). The second complaint came from an Indian asylum seeker whose wife was also in the last month of her pregnancy (File No A/P 1363/05). The third case involved a Kurdish couple from Syria with two underage children who applied for asylum. The wife was also in her last stage of pregnancy but was refused access to medical care because she did not have a health card (File No A/P 1487/05).

²⁴⁷ N. File YY11.23.03, 12 December 2005.

Some groups do have such benefits (pensioners, other vulnerable groups), but given the relative underdevelopment of public utilities and poor public transport system, this is not a major issue in Cyprus.

There are cases where persons become entitled to a type of benefit as a result of his/her employment status. One example is the case of sheltered workshops described in Article 2.7 of this Report, where persons with disabilities working in these workshops receive higher payment if they are married than if they are single.

A number of benefits are available to certain²⁴⁸ persons with disabilities, such as the exemption from fees for medical services in public medical institutions. Persons who are unemployed or of low income are also entitled to free medical and pharmaceutical care in state hospitals. By a decision of the Council of Ministers²⁴⁹ a scheme of public assistance was created for the housing of single persons or families having a low income with special criteria for persons with disability. Also, persons with disability are exempted from certain charges concerning telecommunications and telephone services.²⁵⁰

Following a comprehensive tax reform, there are no longer tax discounts applying to persons on the basis of their marital status or otherwise. There are only state benefits granted to parents for children, whether conceived inside or outside marriage and whether adopted or not. The child benefits are available to all parents irrespective of whether they are married or not.

Other than the above benefits, which may be regarded as positive measures, discrimination on the ground of race and ethnic origin in the provision of social advantage is prohibited, as per s.4(c) of Law 59(I)/2004.

In the case of the Roma population of Cyprus, since most, if not all of them²⁵¹, are deemed to be part of the Turkish community of Cyprus and thus Cypriot citizens, they are entitled to all benefits that Cypriot citizens have and any differential treatment afforded to them would amount to discrimination on the ground of race/ethnic origin, as is the case with discrimination against Turkish-Cypriots.

²⁴⁸ These are the war disabled, the pupils of the School for the Blind, the pupils of the School for the Deaf, the students of the Centre of Training and Vocational Rehabilitation of Persons with disability and persons who receive public assistance under the provisions of the Public Assistance Law.

²⁴⁹ No. 53.863 of 19.06.2001.

²⁵⁰ Regulations 311/2001, 382/2002, 473/2002, 525/2002 and a number of decisions of the Cyprus Telecommunications Authority.

²⁵¹ Generally speaking, the Roma of Cyprus are seen as indistinguishable from the Turkish Cypriots because of their religion (Muslim) and their language (Turkish), although one cannot exclude the possibility that today amongst the Roma population of Cyprus there may be persons who came from other countries, in which case they are not entitled to Cypriot citizenship.

Having said that, it should be noted that many members of the Roma community and particularly the older ones are uneducated, do not speak the language and live in destitution, so their ability to access public benefits may be limited. Although there has been no case to test this, it is certain that Roma people residing in the Turkish controlled north of Cyprus will not be entitled to any state benefit from the government of the Republic of Cyprus, given that Turkish Cypriots residing in the north are, as a matter of state policy, not granted any state benefits. Despite the Supreme Court decision in *Tetyana Tomko v. Republic of Cyprus*²⁵² which established that differential treatment based on the place of residence (i.e. north or south of Cyprus) is unlawful, the approach followed both by the Courts²⁵³ and the equality body is that persons residing in the north of Cyprus are not entitled to state benefits, even if they work in the south and pay their social insurance contributions to the state.²⁵⁴

3.2.8 Education (Article 3(1)(g) Directive 2000/43)

This covers all aspects of education, including all types of schools. Please also consider cases and/or patterns of segregation and discrimination in schools, affecting notably the Roma community and people with disabilities. If these cases and/or patterns exist, please refer also to relevant legal/political discussions that may exist in your country on the issue.

Please briefly describe the general approach to education for children with disabilities in your country, and the extent to which mainstream education and segregated "special" education are favoured and supported.

School segregation

Measures for the integration of Romani children are taken in the field of education, albeit targeting all "Turkish-speaking" pupils and not the Roma specifically; there is nothing in the school curriculum on Roma culture or history.

These measures consist mainly of Turkish language support teaching, pursuant to the government's constitutional obligation to provide education for the Turkish Cypriot community in their mother tongue. A few other measures are also in place, such as free school uniforms, lunch offered at school, transport to school etc, in order to encourage school attendance.

²⁵² Recorded above in section 3.3 of this report.

²⁵³ Mehmed and Meral Birinci v. The Republic of Cyprus (2006), No. 911/2004, 14.02.2006.

²⁵⁴ Decision dated 19.04.2006, File No. A.K.R. 27/2005, where the equality body found that the Finance Ministry's rejection of the complainant's application for a child benefit was justified and that no discrimination existed, because it was not possible for the authorities to carry out the checks necessary to verify whether the information supplied by the applicant is true or not, adding that those Turkish-Cypriots residing in the areas under the control of the government are not subjected to discriminatory treatment in the field of state benefits.

In spite of these, a study conducted by the Limassol Regional Welfare Office in 2004 concerning the social exclusion of Turkish Cypriots residing in Limassol (of whom 75% are Roma) found that there is clearly a pattern of low educational attainment of this specific group and a lack of interest by the parents over the educational opportunities of their children.²⁵⁵ The study notes that the severe economic problems faced by these families, the squalid living conditions, low parental educational level and the widespread anti-Turkish and anti-Roma prejudice generate a negative attitude of these groups towards the educational system. The eventual outcome is the quick school exit seeking to enter the labour market, either as beggars or working in difficult manual occupations. Another study in 2005 showed that linguistic barriers often drive Roma pupils out of school, as they do not understand a word of what is being said in the classroom, where apart from the support Turkish classes, teaching is in Greek.²⁵⁶

In spite of the fact that Cyprus has ratified the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) since 1966,²⁵⁷ which obliges states to “prevent, prohibit and eradicate all practices of racial segregation”, as expressed in General Comment 19 of ICERD, there is still segregation of the Roma in the Republic controlled south. In part this appears to be an unintended consequence of policy, and in part reflecting discriminatory attitudes, the ‘cultural capital’ and socio-economic and family conditions of the Roma in Cyprus. The Roma children continue to be treated as pupils with special language requirements, in spite of the fact that Cyprus has ratified a number of international conventions on human rights²⁵⁸ as well as on specific rights in the field of education.²⁵⁹ A complaint was, for the first time, submitted recently to the Equality Body on discrimination against the Roma in the field of education in 2008, the investigation of which is still pending.²⁶⁰

²⁵⁵ Interview with officer of Anti-discrimination Authority of the Equality Body, 16.6.04.

²⁵⁶ Trimikliniotis, N. (2005) “Discriminated Voices - Cyprus Report”, Work Package 2, *The European Dilemma: Institutional Patterns and the Politics of ‘Racial’ Discrimination*, Research Project ‘Xenophob’, EU Fifth Framework Program 2002-2005.

²⁵⁷ The International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) of March 7 1966, was ratified and incorporated as Law 12/67, as amended by Laws 11/92, 6(III)/95 and 28(III)/99.

²⁵⁸ Convention of the United Nations against Torture and Other Cruel, Inhuman or Degrading Treatment (ratified by Law 235/90 and Law 35(111)/93). Also Cyprus ratified the European Convention against Torture and Inhuman or Degrading Treatment or Punishment, together with Protocols No. 1 and 2. (Rat. Law No. 24/89 and 8(III)/97).

²⁵⁹ The Convention against Discrimination in Education (ratified by Law 18/1970).

²⁶⁰ Indeed, the only other complaint received by the Ombudsman regarding the Roma was from a group of Greek-Cypriot residents of the old Turkish quarter, who complained about the presence of the Roma in their area and claimed that the authorities should relocate them elsewhere.

The complaint which was submitted on 31.1.2008 alleged insufficient support and integration measures for Roma pupils in education, failure on the part of the government to recognise the Roma as a special ethnic group and as a group speaking a minority language (Kurbetcha), failure to promote Romani language and culture in violation of international conventions ratified by the Republic²⁶¹ and in disregard of the recommendations by ECRI,²⁶² the Council of Europe²⁶³ and the OSCE.²⁶⁴

Over the past years Cyprus has ratified treaties in the field of education and thus adopted certain measures as a result²⁶⁵ including the European Social Charter (Revised)²⁶⁶ and other international instruments²⁶⁷.

However, apart from the general provisions for the right to education and general 'humanistic' education, there is generally little connection in policy-making with the fact that Roma are Cypriot citizens with rights under anti-discrimination/ human rights laws. At local level, some elements of multicultural education and teacher training for primary and secondary education have been introduced to cope with an increasingly multi-ethnic and multicultural setting, but this is still at an early stage.

In spite of the fact that official policy is *not* to segregate and on occasion the Ministry of Education has been particularly drastic in taking measures to avoid segregation and the creation of ghetto-based schools, there is a high concentration of Turkish-speaking pupils (mainly Roma and Turkish Cypriots) in particular schools, attributed mainly to the concentration or even ghettoisation of migrants, Turkish-Cypriots and Roma in certain (impoverished) residential areas. More than half of the Roma pupils attending public schools today are concentrated in one school, the 18th Primary School in Limassol (the second largest city in Cyprus), which has 50 Roma pupils out of a total of 166 pupils.

²⁶¹ Article 12, Framework Convention for the Protection of National Minorities Strasbourg, 1.II.1995; article 8 of the European Charter for Regional or Minority Languages, Strasbourg, 5.XI.1992.

²⁶² CRI (98)29 rev

²⁶³ The Recommendation of the Committee of Ministers to members states on the education of Roma/Gypsy children in Europe, adopted by the Committee of Ministers on 3 February 2000 at the 696th meeting of the Ministers' Deputies.

²⁶⁴ The OSCE Action Plan on Improving the Situation of Roma and Sinti Within the OSCE Area, Decision No. 566, PC.DEC/566, 27.11.2003.

²⁶⁵ Framework Convention for the Protection of National Minorities pursuant to Article 25.

²⁶⁶ Incorporated in Law 27(III)/2000, Articles 11 and 12 state: to promote and facilitate the teaching of the national language of the receiving state or, if there are several, one of these languages, to migrant workers and members of their families; to promote and facilitate, as far as practicable, the teaching of the migrant worker's mother tongue to the children of the migrant workers.

²⁶⁷ E.g. Resolution ResCMN(2002)3 on the implementation of the Framework Convention for the Protection of National Minorities by Cyprus.

According to one study, the headmaster of a school and social worker reported that Greek-Cypriot parents move their children to other schools when they see that in one particular school there is a high number of migrant or non-Greek-Cypriot pupils.²⁶⁸ The same researchers state: "Based on the responses we received from the teachers, we discovered that the student population was not evenly divided. Non-indigenous pupils were concentrated in certain classrooms (i.e. 21 out of 30 pupils or 14 out of 30). This sheds doubt on the effectiveness of the Ministry of Education's efforts to distribute ethnic minority pupils evenly." Moreover, they claim that "non-indigenous pupils of a younger age appear to obtain better academic results than older pupils, who appear to find it more difficult to adjust to a new life and adjust to the nature of the educational curriculum. However, the majority of school teachers (80per cent) believe that, although the language is a major factor in underperformance, it is not the only contributing factor." Many Greek-Cypriot parents try to transfer their children away from schools attended by Romani children and if they cannot succeed, they instruct them to avoid contact with Roma children; many Greek-Cypriot children do in fact demonstrate racial prejudice towards the Roma children.²⁶⁹ It is apparent that 'family and socio-economic problems' penetrate school life with a vengeance. Studies show there is segregation between schools, in part reflecting the wealth or poverty of the surrounding neighbourhood with certain schools becoming the schools of the poor, migrants, the Turkish-Cypriots and the Roma. The primary school with the highest concentration of Roma in the south, the 18th primary school, apparently has a large number of children from many families under the supervision of the Social Welfare Office (e.g. families with divorced or imprisoned parents), with problems that had been in existence before the arrival of large numbers of Turkish-speaking children.²⁷⁰ In research conducted at a school in Limassol, the principal stated that there were problems because Greek-Cypriot parents reacted very negatively to the fact that Turkish-Cypriot and Roma students were studying there, claiming that 'gypsy children have something violent attached to their character'. As many as 25 Greek-Cypriot pupils were moved from the school by their parents because of the presence of Turkish-Cypriot and Roma children.²⁷¹

²⁶⁸ Their research is based on an empirical study of one primary school in Limassol with a high concentration of non-indigenous pupils. To quote the research: "the head teacher reported that the observed school used to be: a high profile school and everyone in the area considered it to have high standards where children could acquire the necessary academic skills. More recently, due to the increasing number of registrations from non-indigenous pupils, many Greek Cypriot parents have stopped sending their children to this school." See C. Panayiotopoulos and M. Nicolaidou (2007) "At a crossroads of civilizations: multicultural educational provision in Cyprus through the lens of a case study", *European Journal of Intercultural studies*, Volume 18, Issue 1, March 2007, pages p. 69.

²⁶⁹ N. Trimikliniotis (2003) 'Discriminated Voices - Cyprus Report', Work Package 2, *The European Dilemma: Institutional Patterns and the Politics of 'Racial' Discrimination*, Research Project Xenophob, EU Fifth Framework Program 2002-2005; S. Spyrou. (2004) *Educational Needs of Turkish-speaking Children in Limassol*, UNOPS (February-March 2004); A. Keskenidou. and M. Tsakiri (2003) *Η ετερότητα του πολιτισμικού κεφαλαίου των Αθιγγάνων ως πλαίσιο συμμετοχής στην εκπαίδευση*, University of Cyprus.

²⁷⁰ S. Spyrou (2004) *Educational Needs of Turkish-speaking Children in Limassol*, UNOPS, February-March 2004.

²⁷¹ N. Trimikliniotis (2004) 'Institutional Discrimination in Cyprus', Work Package 4, *The European Dilemma: Institutional Patterns and the Politics of 'Racial' Discrimination*, Research Project Xenophob, EU Fifth Framework Program 2002-2005.

During the same interview, the head teacher rejected claims of any discrimination taking place, but was critical of systemic failure; moreover, the principal seemed worried that there were children not able to integrate into the school system: 'A lot of gypsies learned to read and write but up to a point. What puzzles us is that they don't integrate. They don't feel that this school has rules, which they have to obey.'

In the case of the Roma, school segregation is inevitably linked to the housing policies implemented in respect of this community. The specially designated Roma settlements of pre-fabricated houses are all located in segregated settings, with the exception of a number of Roma families living in the old Turkish quarter of Limassol where, although impoverished, are residing in the same neighbourhood as Greek Cypriots, Turkish Cypriots and migrants. This is not to say that Roma families residing in the old Turkish quarter of Limassol are necessarily well-integrated into the local communities, as relations are often strained and the Roma are sometimes shunned by the other inhabitants.

In a statement to the press dated 10.02.2008, the elementary school teachers' union presented the following statistical data in terms of school attendance by foreign pupils: A total of over 8,000 foreign students attend kindergartens, primary and secondary education schools which is analysed as follows: kindergartens 995, elementary schools 4,422, secondary schools 2,626. At one particular Nicosia school (Phaneromeni elementary school) 71 out of a total of 87 pupils (81.6%) are non-Greek native speakers. In the school of Ayios Antonios in Limassol 55 out of 146 pupils (37.6%) are non-Greek native speakers. In another school in Limassol (Potamos Yermasoyias), 97 out of 245 (39.6%) are non-Greek native speakers. In the 6th Elementary School of Paphos 203 out of 241 (84.2%) are non-Greek native speakers. At the 4th School of Paphos 136 out of 230 (59%) are non-Greek native speakers.

At the Makarios Lyceum of Paphos, there are 189 foreign pupils, out of whom 137 are from Georgia. At the gymnasiums of Ayios Theodoros and Nikolaidio of Paphos, there are over 100 non-Greek native speakers. At the Linopetra gymnasium in Limassol there are 103 foreign pupils originating from 20 different countries. The figures were given in an effort to support the teachers' demand for the introduction of the scheme of special reception classes at schools for foreign pupils, in the absence of which, according to the teachers' union, foreign pupils are led to ghettoisation and exclusion.²⁷²

In itself such a situation is not necessarily negative, if this 'concentration' (a) was the result of the free movement of populations utilising their local affinities, family networks, ties and support, (b) the local area which they reside is not deprived but vibrant, multicultural and open to persons of different ethnic mix for cultural exchange; and (c) the multi-cultural mix of the school itself would act as a solid basis for developing expertise and innovative teaching geared towards a multicultural environment and not as the basis for a marginalised, deprived and second rate school.

²⁷² C. Kyriakidou (2008) "Foreign students over 8,000" in *Phileleftheros* (10.02.2008).

In short, if the policy aims at the avoidance of deprived, ghetto-like schools in deprived areas and neighbourhoods, then the policy is in compliance with anti-discrimination and international law and human rights standards.

By contrast, if the policy is one of blanket 'dispersal' with motives such as the dispersal of ethnic minorities as a concession to local xenophobic sentiments and attitudes that minority populations should 'not affect native culture and tradition', or to ensure that minorities and migrants are 'not visible in public', then it is clearly racially-motivated and is in breach of anti-discrimination laws and standards.

In practice, the current policy has resulted in the ghettoisation of the residential area and of the school located in it, with the typical manifestations of exclusion and poverty, and has reinforced and cemented the prejudice demonstrated by the inhabitants of the neighbouring areas, who had from the beginning objected to the settlement of these communities in the vicinity.

The available statistical data points to the direction of certain discrepancies in the implementation of educational policies. Whilst the official policy is in favour of desegregating the schools by allocating the minority children in several schools to prevent 'ghettoisation', there is a failure in dispersing minorities, and in particular Roma across the country. Not only the numbers of minority children have slightly risen at specific schools, there is an inverse relationship between the increased concentrations of students with a specific ethnic minority background correlated to a decreased enrolment of Greek Cypriot pupils in the specific schools. The Third ECRI Report on Cyprus notes that "...the Cypriot authorities have used language and displayed attitudes vis-à-vis these persons that were not conducive to defusing tensions and promoting acceptance of Roma by the local communities."²⁷³ In fact the only single Roma-related complaint dealt with by the Ombudsman emanated from residents of an area close to a Roma settlement against the authorities for allegedly ignoring the residents' request to relocate the Roma settlement, complaining about the Roma lifestyle with overtly racist language. In response, the Ombudsman found the complainant's allegations of higher crime rates unfounded and went a step further to stress the rights of the Roma community and criticise the authorities for lacking the political will to solve their problems and for yielding to the unreasonable reactions of the local communities.²⁷⁴

Educational Priorities Zones

For the first time during school year 2003-2004 the Ministry of Education introduced the institution of the Educational Priorities Zones (ZEP) which aims at promoting literacy and school achievement in economically and socially depressed areas. One of the criteria as to whether a certain area is deemed as an Educational Priority Zone is the number of non Greek-speaking residents.

²⁷³ Third ECRI Report on Cyprus, adopted on 16.12.2005, Strasbourg 16.05.2006, Council of Europe, p. 25.

²⁷⁴ Cyprus Ombudsman's Report on the Gypsies of the Turkish-Cypriot quarter of Limassol, File No. A/P 839/2003, 10.12.2003.

This measure aims at placing in a special category certain schools where special attention and particular measures are needed to address certain educational needs, such as pupils coming from particularly poverty-stricken areas, high concentration of non-native Greek speakers, high dropout rate etc. Schools classified as falling within EPZ receive extra teaching hours and other measures where needed. The institution of EPZ aims at reducing inequalities for pupils attending schools in disadvantaged areas with an increased proportion of immigrants and ethnic communities, combating school failure and illiteracy.

There are currently three EPZ are in operation in Cyprus, covering 17 school units and including the schools with a high concentration of Roma pupils.²⁷⁵

The data compiled by the Ministry of Education for the purposes of the National Report on Strategies for Social Protection and Social Inclusion 2006-2008²⁷⁶ illustrates that the pilot operation of the Educational Priority Zones had positive results for local communities, including the Roma community residing there:

- In the school units covered by EPZs there has been a reduction of pupil drop-outs, of school failure (referrals and failures) and of referrals to the Educational Psychology Service, as well as improvement of school success.
- Support of the foreign language speaking pupils has led to increasing their entry into the educational system of Cyprus, to reducing the number of drop-outs and to improving their performance.
- Increase of school presence and of the proportion of enrolment and attendance of Roma pupils.

In recent years the primary education school 18th Primary School of Ayios Antonios in Limassol that hosts the largest number of Roma, has adopted a number of measures for Roma inclusion and multicultural education. Extra classes of Greek language are offered to pupils whose mother tongue is not Greek (children of migrants, Turkish Cypriots, Roma etc). For the school year 2005-2006, a total of 1,356 hours of extra Greek language classes were offered in schools across Cyprus. For the school year 2007-2008 a total of 1,395 hours of extra Greek language classes was offered. This measure involved the hiring of additional 48 teachers. The books for teaching Greek to non-native Greek speakers which are being used have been designed in and brought from Greece, where they were being used under similar situations.

Although this measure has not been evaluated to assess its impact, one of the schools where this measure is in place, namely the aforesaid 18th Primary School of Ayios Antonios in Limassol, attended by a large number of Turkish speaking pupils, was awarded the Commonwealth Education Good Practice Award in 2006.²⁷⁷

²⁷⁵ http://www2.cytanet.com.cy/fanerom-dim/zep/html/ie_aead_ooci_eydni.html (28.03.2009)

²⁷⁶ Ministry of Labour and Social Insurance, Lefkosia, September 2006, http://ec.europa.eu/employment_social/spsi/docs/social_inclusion/2008/nap/cyprus_en.pdf

²⁷⁷ http://www.cedol.org/cgi-bin/items.cgi?_item=static&_article=200611161334545298 (last accessed on 28.03.2009)

A study conducted in 2009²⁷⁸ demonstrated that a number of positive measures had been taken by the school and the current head teacher in particular have created the necessary trust from Roma and other parents for the school to progress (interview with head teacher). Many teachers expressed satisfaction that there has been a significant improvement in the attendance, understanding and better cooperation between Roma and non-Roma children (interview with head teacher; focus group/seminar with primary school teachers in Limassol, 4 March 2009). However, many teachers expressed concern over the inadequacy of the curriculum for Roma children: most simply fall through the system, leaving the school before having learned much, or having developed their own skills and potential, since the whole school system, its curriculum and ethos does not correspond to their experiences and lifestyles. Some appear to do very well, but these are in a tiny minority; most do not learn much. Teachers argued that the generally low educational attainment of Roma pupils marginalises them further and reduces their own self-confidence, whilst it reinforces the prejudices and stereotypes of Greek-Cypriot, Turkish-Cypriots and migrant pupils about the Roma as 'stupid', 'lazy' and 'losers' (focus group/seminar with primary school teachers in Limassol, 4 March 2009). It was pointed out that despite the great progress made, the problem is that the current centralised core framework does not allow a major departure from a centralised system of setting the curriculum; moreover, the fact that the state does not recognise the Roma as a distinct minority group or culture creates problems which are particularly relevant to integration. This is likely to continue for future generations unless policies are changed to allow for an educational program more relevant to Roma experiences, culture and lifestyles.

Equality body decisions regarding racist behaviour at schools

In 2008 two complaints have been submitted to the equality body on education discrimination: one complaint concerns discrimination against Roma pupils based on information emanating from a research study; the other complaint is against school authorities and the Education Ministry for failing to take measures to combat repeated racist incidents at schools. At the time of writing, the complaint regarding Roma education was still in the process of investigation, but a decision was issued regarding the second complaint.²⁷⁹

The aforesaid decision followed two complaints submitted to the Equality body against the Ministry of Education for its refusal to address racism at schools.

In its report the Equality body found that the incidents complained of contain the element of racism which must be immediately addressed by the teaching community and the Education Ministry and that any efforts to cover up or downgrade the significance of such events or failure to record them as such amounts to a short-sighted handling of the phenomenon which disempowers victims.

²⁷⁸ Trimikliniotis N. & Demetriou C (2009) RAXEN Thematic Study Housing Conditions of Roma and Travellers in Cyprus, March 2009.

²⁷⁹ File No. AKP 88/2008, dated 22.10.2008, reported under section 3.17 hereinabove..

The report recorded further incidents of manifestly racist behaviour at schools, criticising the school's approach of refusing to acknowledge the racist nature of the incidents recommending the adoption of decisive measures including dissuasive sanctions against perpetrators, the setting up of a specialised mechanism to examine complaints and record incidents, as well as intercultural educational policy, with a program of interactive anti-racist education and training.

The aforesaid equality body report was given considerable media coverage and comes in the midst of heated political debates regarding nationalism and racism within the education system and the implementation of a comprehensive educational reform. A number of other racist attacks at schools were highlighted by the media in recent months, prompting a discussion in the House of Parliament amongst policy makers, stakeholders and NGOs. An Equality body reports that followed, the refusal of the school authorities as well as the police to acknowledge, address and take measures against of racism were once more criticised. At a press conference on 30.10.2008, the Ministry of Education announced that it endorses the recommendations of the Equality body in this case, although no particular measures had been taken up until the date of writing.

During 2009 the equality body issued another decision following an incident of racial violence at school, where 40 or so pupils attacked a black pupil after a volleyball match where it criticised the refusal of the school authorities as well as the police to address and take measures against racism.²⁸⁰ However, the report falls short from recommending concrete measures to be taken in order to address this and other incidents of racist violence, despite its emphasis on the growing tendencies of the phenomenon. In that vain, the report accepts the setting up of the monitoring mechanism promised by the Minister of Education as exhaustive of the measures that may be taken. In addition, although the report hints on the fact that teachers essentially disregard state policies over the handling of racist incidents and apply their own decisions, it does not recommend any measures to be taken against the teachers. This is a wider problem facing Cypriot society in recent months, where the leadership of the teachers' unions are openly opposing the government's efforts for comprehensive educational reform towards multicultural education and go as far as issuing decisions contradicting the circulars issued by the Ministry of Education. No measures were taken against the teachers' union, presumably in an effort to appease rather than intensify a rather confrontational climate which has developed between the teachers and the government over the educational reform measures.

The U.S. State Report on human rights practices in Cyprus for the year 2009, as well as the same report for previous years, expressed particularly serious concern with the history textbooks used at school, stating that textbooks used at the primary and secondary school levels included language biased against Turkish Cypriots and Turks or they refrained from mentioning the Turkish-Cypriot community altogether.

²⁸⁰ Decision Reference number AKR 241/2008, dated 10.03.2009, reported above.

The report refers to anecdotal evidence indicating that teachers used handouts and held discussions that included inflammatory language in the classroom.²⁸¹ A study published in 2008 on the content of the history schoolbooks established that stereotypes based on ethnic nationalism permeate the whole of the Greek Cypriot curricula, confirming the findings of the 2004 report of the Committee for Educational Reform that the educational system is 'hellenoethnocentric and religious in character', 'Greek-centred, narrowly ethnocentric and culturally monolithic.'²⁸²

Disability in education

National legislation prohibits discrimination in education on the ground of, inter alia, disability²⁸³ but only as far as the mandate of the equality body is concerned. In other words, a victim may complain to the equality body for discrimination in education on the ground of disability and may subsequently apply to the Supreme Court under Article 146 of the Constitution to contest the act or omission of the equality body. A victim however is not granted, by virtue of this provision, the right to apply to the district Court under the laws transposing the Employment Equality Directive the scope of which does not extend to education.

In relation to disability, in particular, protection from discrimination in access to education may arguably also fall under the general prohibition against discrimination in the provision of services, found in Article 6 of the Law on Persons with Disabilities N.127(I)/2000. It is evident from a number of equality body decisions that the equality body considers its mandate to include discrimination on the ground of disability in the field of education.

As from September 2001 the Ministry of Education applies the Training and Education of Children with Special Needs Law of 1999 (N.113(I)/1999) and Regulations of 2001.

In the framework of the said law as amended, as well as the Regulations on the Mechanism for the timely diagnosis of children with special needs of 2001 assistance is provided to children with special needs in all fields, particularly the psychological, social, educational, prevocational and vocational training at schools, where this is possible. The state is under an obligation to provide special training and education to persons with special needs from the age of three until completion of their studies. Such special training and education is provided in the following forms:

²⁸¹ U.S. State Department Report, Human Rights Practices: Cyprus, released on 11.03.2010, available at <http://www.state.gov/g/drl/rls/hrrpt/2009/eur/136026.htm>

²⁸² Papadakis, y. (2008) History Education in Divided Cyprus: A comparison of Greek Cypriot and Turkish Cypriot Schoolbooks on the 'History of Cyprus'.

²⁸³ The Combating of Racial and other forms of Discrimination (Commissioner) Law 42(I)/2004, article 6 (f). This provision states that every treatment or behaviour, regulation, condition or practice in the public or the private sector which is prohibited by any law constitutes unlawful discrimination for the purposes of this law on the ground of racial/ethnic origin, religion, belief, community, language, colour, special needs, age and sexual orientation in the field of, inter alia, education.

- In a public school, at an ordinary class, in circumstances of full inclusion with support. In such a case, the school program and curriculum is adjusted accordingly and a liaison officer is responsible for the child.
- In a public school, at a special unit, in circumstances of partial inclusion. The special units are comfortable and accessible spaces in normal schools. The number of children in each unit is determined taking into consideration the special needs, particularities and smooth operation of the unit.
- In a special school. This is a special private or public school staffed by specialised personnel (psychologists, speech therapists, doctors, physiotherapists etc) equipped with modern means to accomplish their mission. The educational policy of these schools includes a system of constant contact of these schools with the normal schools of the same area and the holding of common activities. The special schools are housed in the same premises as normal schools unless the Council of Ministers decides otherwise.
- By providing services in other premises. This is an arrangement done in cooperation with the parents and is applicable for children who for health reasons cannot attend any other school.²⁸⁴

Children with disabilities, physical and mental, are as a matter of general policy placed in mainstream schools, unless their condition is such that requires that they be placed in a special school. The decision as to whether a pupil with a disability will be placed in one of the special schools is made by a district public committee,²⁸⁵ comprising of civil servants from a variety of disciplines and departments.

The procedure followed by the aforesaid committee is, first, the appointment of a first instance multi-discipline group of experts from the public or the private sector who will evaluate the pupil's need for special education or special support within mainstream education. For the purposes of this evaluation, the group is furnished with medical reports from the Ministry of Health, the history of the pupil and any information which the parents may wish to supply.

Each member of the group will then deliver a report on the pupil setting out the tools and methodology used for the evaluation as well as their findings as to the nature and extend of needed support, in case they consider that such is necessary.²⁸⁶ The experts' reports are considered by the district committee who will, following consultation with the parents, make the decision as to whether special schooling is necessary for the pupil in question or not.

²⁸⁴ <http://www.moec.gov.cy/eidiki/>

²⁸⁵ set up by Regulations N. 186/2001 issued by the House of Parliament by virtue of the Law on Education of Children with Special Needs N. 113(I)/1999 and 69(I)/2001.

²⁸⁶ Section 9 of Regulations N. 186/2001.

The author was unofficially informed by the national organisation for the blind that the committee will usually take the following considerations into account when making their decision: the wish of the parents, the assessment of the teachers at the school which the pupil in question is attending, the existence of any learning difficulties or multiple disabilities, or in the case of visual disability the desire of the pupil to learn Braille, which is not offered at mainstream schools.

None of these considerations constitute an absolute criterion and each case is looked upon separately. In many cases, children with a disability are placed in mainstream schools but are offered support by a special education teacher who will regularly visit the school for this purpose.

In the case of children with visual disabilities, for instance, for the school year 2006-2007 there were 11 pupils attending the special School for the Blind, either because they wanted to learn Braille or because they had multiple disabilities or learning difficulties, and 109 pupils attending mainstream schools (including 8 pupils under the age of 3) who received support from teachers from the School for the Blind visiting the school which these pupils attended. As a matter of state policy, children with disabilities cannot be denied access to education on the ground that they are unable to learn.

In September 2007 an association representing the parents of children with Down's syndrome complained that the government did not respond to their repeated calls for the creation of a specialized centre for the treatment of their children, particularly those in need of temporary hospitalization. Some were housed at Athalassa psychiatric hospital, where they allegedly received inadequate care. The parents claimed that the children were naked, locked in their wards for too many hours each day, and were under the influence of sedative medication; the hospital rejected their allegations. In September 2006, the Cyprus Mental Health Commission President had criticized Athalassa psychiatric hospital, calling it "unacceptable."²⁸⁷ In February 2008 the president of the Cyprus Mental Health Commission, Christodoulos Messis, stated that, in order to reduce numbers, patients in the Athalassa psychiatric unit were being released into nursing homes for the elderly regardless of their age, with no plan for their rehabilitation within the community.

He criticized the mental health services for not creating appropriate halfway houses and boarding schools to host psychiatric patients wishing to reintegrate into society and return to active employment.²⁸⁸

²⁸⁷ U.S. State Department (Bureau of Democracy, Human Rights, and Labor) Report, *Cyprus: Country Report on Human Rights Practices 2007*, released on 11.03.2008 (<http://www.state.gov/g/drl/rls/hrrpt/2007/100554.htm>)

²⁸⁸ U.S. State Department (Bureau of Democracy, Human Rights, and Labor) Report, *Cyprus: Country Report on Human Rights Practices 2009*, released on 11.03.2010 (<http://www.state.gov/g/drl/rls/hrrpt/2009/eur/136026.htm>)

3.2.9 Access to and supply of goods and services which are available to the public (Article 3(1)(h) Directive 2000/43)

- a) *Does the law distinguish between goods and services available to the public (e.g. in shops, restaurants, banks) and those only available privately (e.g. limited to members of a private association)? If so, explain the content of this distinction.*

Discrimination on the ground of race and ethnic origin for access to and supply of goods and services available to the public is prohibited by article 4(e) of Law 59(I)/2004, transposing the Racial Equality Directive.

In addition, the law amending the Ratification law of the Convention on the Elimination of All Forms of Discrimination of 1967, No. 11 of 1992, provides that any person who supplies goods and services by way of profession and refuses such goods or services to any person solely due to his/her racial or ethnic origin or religion is guilty of a criminal offence.²⁸⁹

The aforesaid prohibitions apply, inter alia, to the Roma population of Cyprus, most of whom have Cypriot nationality, although refusal to supply goods and services would, in any case, apply to all, whether they are Cypriot citizens or not. Neither of the two said provisions distinguishes between goods and services available to the public and those only available privately and it can safely be assumed that they apply to both.

For the ground of disability, the relevant law provides for equality of treatment of persons with disabilities with the rest of the citizens of the Republic in the provision of goods, facilities or services; differential treatment amounts to discrimination when the reason for such treatment is related to the person's disability and it is not "justified".²⁹⁰ Also, this provision falls under the ambit of article 9(1) which provides that the principle at stake will be implemented through the taking of "reasonable measures". For more details, please see above, section 2.6(e) of this report.

Also under Article 7 (1) of the disability law N.127(I)/2000 public means of transport must be suitably modified for the entry and safe transportation of persons with disabilities, including persons using wheelchairs.

However, the law provides that the application of this provision shall be regulated with regulations issued by the Council of Ministers upon the recommendation of the Ministry of Labour and Social Insurance and of the Ministry of Transport and Works. No such regulations have as yet been issued and the public transport remains inaccessible.

²⁸⁹ Section 2A(4) of Law No. 11 of 1992.

²⁹⁰ Law 127(I)/2000, Article 6(1).

Furthermore, Article 8(1) of Law 127(I)/2000 requires that the competent governmental departments must, within a short period of time, proceed to the installation of a suitable system of telephone services which assists persons with a hearing disadvantage or with any other disability of the senses or other speech disability to communicate through the telephone system in a manner proportionate to those persons without such disadvantages. Under the same provision, there must be public means of telecommunication accessible to persons with disabilities, including persons using wheelchairs; and television stations must make arrangements so that at certain hours sign language is available for news broadcasts.

- b) *Does the law allow for differences in treatment on the grounds of age and disability in the provision of financial services? If so, does the law impose any limitations on how age or disability should be used in this context, e.g. does the assessment of risk have to be based on relevant and accurate actuarial or statistical data?*

No provision is made in the law for provision of financial services in particular; the general provisions regarding supply of services would apply in this case as well.

3.2.10 Housing (Article 3(1)(h) Directive 2000/43)

To which aspects of housing does the law apply? Are there any exceptions? Please also consider cases and patterns of housing segregation and discrimination against the Roma and other minorities or groups, and the extent to which the law requires or promotes the availability of housing which is accessible to people with disabilities and older people.

Discrimination on the ground of race and ethnic origin in housing is prohibited by article 4(1)(e) of Law 59(I)/2004 (transposing the Racial Equality Directive). This provision describes the scope of application of the law and expressly refers to “the access to goods and services available to the public and the supply thereof, including housing” as one of the fields of application. Section 4(2) of the same law sets out the exception as provided for in the Directive, i.e. that the law does not apply to differential treatment due to nationality and does not extend to conditions of entry and stay of third country nationals and stateless persons, nor to the treatment arising under the legal status of such persons. It should be noted that access to one’s own property was not deemed by the Courts to fall within the meaning of the term ‘housing’.

A 2007 Supreme Court decision on an application for referral to the ECJ of the question whether article 2 of the Racial Equality Directive could be interpreted in a manner permitting an EU member state to deny the lawful owner of a property the right to sell it was rejected in a decision where the judge stated that the issue at stake (access to property) was deemed to be outside the scope of the Directive.²⁹¹

²⁹¹ Perihan Mustafa Korkut or Eyiam Perihan v. Apostolos Georgiou through his attorney Charalambos Zoppos (17.12.2007) Case No. 303/2006, recorded above under section 3.6 of this Report.

The extended mandate of the equality body covers, inter alia, rights arising under Protocol 12 to the ECHR, which makes it possible for the equality body to issue a decision on discrimination in housing on all grounds covered by Protocol 12, including nationality. However, although generally speaking the Equality body's decisions may be relied upon in Court in order to obtain compensation, discrimination on grounds other than those covered by the Directives or the Cypriot Constitution may be within the equality body's mandate but is not actionable in Court.

Some restrictions apply in the field of acquisition of immovable property by non-Cypriots, under the Acquisition of Immovable Property (Aliens) Law, which require non-Cypriots to apply for permit before they can register immovable property in their name. Also, a housing scheme developed by the Interior Ministry intended to benefit both Cypriots and other EU citizens, requires non-Cypriot EU citizens to submit evidence of their uninterrupted stay in Cyprus for five years as a precondition for their eligibility.²⁹²

Roma

In 1999-2000, a large number of Roma migrated from the Turkish-Cypriot controlled north of Cyprus to the south. Once they crossed over, most of them settled in abandoned and derelict properties within old Turkish quarter of Limassol which the Turkish Cypriots were forced to vacate several decades ago. Many of these houses were without doors or windows, sanitary system, electricity or water supply. By 2003, approximately 360 Roma persons had settled in these properties, without any preceding repair works.

Twelve families were regarded as trespassers, since they occupied abandoned Turkish-Cypriot homes without permit from the competent authorities, but the majority of the families were granted the necessary permits, despite the bad state of repair of these houses;²⁹³ a study carried out by the Welfare Office in 2001 found that most houses were derelict and recommended that they be demolished because they were hazardous and dangerous for their inhabitants.²⁹⁴ Various newspaper reports have also pointed to the squalor and poverty of these houses.²⁹⁵

The arrival of the Roma families in the south 1990-2000 was greeted with fear and suspicion by the local communities as well as by the authorities.²⁹⁶

²⁹² Letter from the Ministry of Interior to the Ministry of Justice, dated 09.05.2006.

²⁹³ Information from the Ombudsman's Report on the Gypsies of the Turkish-Cypriot quarter of Limassol, File No. A/P 839/2003, 10.12.2003.

²⁹⁴ Confidential Report on the housing in the Turkish quarter of Limassol 27/9/2001.

²⁹⁵ See Frangou, M., "Ti eginan oi koullofi tis Kiprou", *Selides* 324, 06/02/1998, Savvides, G. "O keros ton tsinganon", *Haravgi* 4/11/2001.

²⁹⁶ Hadjicosta, M. (2001) "Fears over gypsy influx", *The Cyprus Weekly*, 13-19/04/2001 available at Dom Research Center <http://www.domresearchcenter.com/news/cyprus/index.html>

The then Minister of Justice alleged in a public statement that the Roma families may well be 'Turkish spies'²⁹⁷ whilst the then Minister of the Interior assured Greek-Cypriots that the authorities would "ensure that they will be moved to an area that is far away from any place where there are people living."²⁹⁸

The Third ECRI Report on Cyprus notes that "...the Cypriot authorities have used language and displayed attitudes vis-à-vis these persons that were not conducive to defusing tensions and promoting acceptance of Roma by the local communities."²⁹⁹ At the beginning of this influx, some Roma families were detained in Central Prison; this practice was discontinued when the Attorney General ruled it as illegal.³⁰⁰

There is no special complaints mechanism for processing complaints about housing discrimination, other than the general procedure of applying to the equality body. There is also no data collection mechanism on housing discrimination instances or complaints. Low awareness of rights, illiteracy and underreporting are severely limiting the impact of anti-discrimination legislation on the Roma.

In 2004, a study conducted by an independent expert refers to 'a number of serious problems' faced by the Roma in Limassol, the most important of which being housing. The study states that 'some houses in the community lack basic necessities such as electricity and water as well as basic hygiene'; large number of individuals are crammed under the same roof and children very often share their sleeping space with their parents.'³⁰¹

Following the arrival of Roma families, a plan for their relocation and dispersing away from the urban centre of Limassol was compiled by the Interior Minister in 2002. The plan was intended to address the demands of the local communities who were opposing the settlement of the Roma in their area, rather than address the housing problem of the Roma.

In August 2002 the plan was approved by the Council of Ministers, who also approved an expenditure of CyP255,000 (approximate Euro equivalent 440,000) for its implementation.

²⁹⁷ Remarks by Justice Minister Koshis in Matthews, J. (2001) "More gypsies crossing from north as Koshis warns about spies", *The Cyprus Mail*, 03/04/2001, available at <http://www.domresearchcenter.com/news/cyprus/index.html>

²⁹⁸ Editorial (2001) "Our reaction to Gypsies raises some awkward questions", in *The Cyprus Mail*, 10/04/2001, available at <http://www.domresearchcenter.com/news/cyprus/index.html>

²⁹⁹ Third ECRI Report on Cyprus, adopted on 16.12.2005, Strasbourg 16.05.2006, Council of Europe, p. 25.

³⁰⁰ Hadjicosta, M. (2001) "Gypsies released from remand cells", *The Cyprus Weekly*, 20-26/04/2001.

³⁰¹ Spyrou, S. (2004) *Educational Needs of Turkish-speaking Children in Limassol*, UNOPS, February-March 2004, Nicosia. Research conducted in 2003 shows that the Roma themselves consider housing to be their most serious concern (see Trimikliniotis, N. 2005 *A European Dilemma: Racism, Discrimination and the Politics of Hatred in an Enlarged EU*, forthcoming).

The plan was never implemented, as it met with resistance from the local communities inhabiting the areas where the Roma were to be relocated, as well as from the Roma themselves, who wanted to be close to urban centres in order to be near their places of work and also near the areas they originate from. As a result, the Roma families were left to reside in the old Turkish quarter of Limassol, where many houses continue to be in a bad state of repair. In addition, two more settlements were created in two remote villages within the Paphos district (Makounda and Polis Chrysochoos) where the housing conditions are also appalling.³⁰² In her Annual Report for 2003 the Ombudsman referred to an investigation carried out by her office into these settlements where most families were residing in temporary structures set up by themselves made of corrugated iron, wood, carton and plastic and without electricity and pointed out that for the purpose of harmonisation with the EU acquis the authorities must compile an action plan using a holistic approach for eliminating ethnic segregation and for respecting the diversity of the Roma.³⁰³ A subsequent report released by the Ombudsman on 30.06.2003 expressed concerns about the failure of the authorities to implement policies decided in March 2000 that were designed to tackle homelessness and unemployment amongst the Roma.

The report also noted that the Roma had problems accessing medical and education services in Makounda and criticized the authorities' refusal to grant Roma the rights that they should enjoy as Cypriot citizens.³⁰⁴

The housing policy applicable as from 2000 is to provide all Cypriot Roma with publically administered housing. This takes the form of one out of three following types:

- 'Abandoned' Turkish-Cypriot property administered by the Custodian of Turkish-Cypriot Property, which is the Minister of Interior.
- Prefabricated houses in specially designated settlements in remote areas near villages.
- Rented accommodation which is leased from the landlords to the Welfare Services Department, which then offers it to Roma for accommodation

Over the last couple of years there has been an effort to regenerate the old Turkish Cypriot quarter of Limassol and some of the old houses were repaired. Some of the houses inhabited by the Roma have been maintained and repaired by the government, but the pace of repairs is slow and the condition of the houses remains substandard and often unfit for human habitation.

³⁰² Although the Interior Ministry claims that it has successfully carried out a housing plan for setting up pre-fabricated units in various communities in Limassol and Paphos with all necessary facilities, hepatitis incidents in 2005 and incidents of visceral leishmaniasis in 2006 in the Roma settlement of Makounda are attributed to poor hygienic conditions in the settlement: Nanos, C. (2005): "Se eksetaseis oloi oi athigganoi" in *Politis* (24.09.2005); Theodoulou, J. (2006): "Authorities play down rare disease in Gypsy camp" in *the Cyprus Mail* (26.05.2006).

³⁰³ Cyprus Ombudsman Annual Report 2003, p.37.

³⁰⁴ The Cyprus Ombudsman's report was quoted in: Amnesty International, Report on Cyprus covering events from January-December 2004.

Also a multi-purpose community centre was set up in the Turkish quarter, which aimed at taking action towards integrating the Roma and promoting their participation within the local community. However, the building remains closed most of the time as no arrangements or budget were allocated for a full timer to be present.

Housing is an area where official data is scant and policies are non-existent. Incidents of discrimination are not reported to the Ombudsman or the Equality body, presumably because they do not feature very high up on the agenda of migrants who are facing more serious challenges in the field of employment and in securing residence permits.

Turkish Cypriots

The particular situation facing Turkish Cypriot property owners as a result of the unresolved Cyprus problem is the subject of a number of court cases,³⁰⁵ where the courts resort to the rigorous application of the doctrine of necessity, the legality of which is likely to be tested by the ECtHR in the near future, as a number of Turkish Cypriots are taking their property cases there in an effort to secure judgements that will allow them access to their properties in the south despite the fact that they reside in the north.

Persons with disability or aged persons

Accessibility in housing is described in the law as one of the rights of persons with disability.³⁰⁶ However it is one of the provisions of the law which become operative through the adoption of reasonable measures (listed in article 9(1) of the law) and the reasonableness of the measures is judged by taking into consideration a number of factors which clearly does not create a mandatory regime. In terms of policy, an officer from the Department for the Administration of Turkish Cypriot Properties of the Ministry of Interior, which is in charge of the properties which the Turkish Cypriots were forced to abandon between 1963-1974, informed the author that in determining the leasing of properties under their custody, the needs of disadvantaged groups as the elderly, children, the physically disabled, the terminally ill, HIV-positive individuals, persons with persistent medical problems, the mentally ill, and other vulnerable groups are prioritised.

³⁰⁵ In these court decisions, the Supreme Court denied the Turkish Cypriot applicants access to their properties since these were placed under the control of the “Custodian”, who is the Interior Minister, pending resolution of the Cyprus problem.

³⁰⁶ Law on Persons with disability N.127(I)/2000, article 4(2)(c).

4. EXCEPTIONS

4.1 Genuine and determining occupational requirements (Article 4)

Does national law provide an exception for genuine and determining occupational requirements? If so, does this comply with Article 4 of Directive 2000/43 and Article 4(1) of Directive 2000/78?

Copying the wording of both Article 4 of the Racial Equality Directive as well as Article 4(1) of the Employment Equality Directive, Article 5(2) of Law No. 58(1)³⁰⁷ (transposing the Employment Equality Directive) allows for differential treatment based on racial or ethnic origin, religion, belief, age or sexual orientation when the nature of the particular occupational activities or the context within which these are carried out is such that a specific characteristic constitutes a substantial and determining employment precondition, provided that the aim is legitimate and the requirement proportionate. Along similar lines, the Law on Persons with Disabilities (Amendment) of 2004³⁰⁸ excludes from its scope activities where, by virtue of their nature or context, a characteristic or ability which a person with a disability does not have, constitute a substantial and determining precondition, provided the aim is legitimate and the precondition is proportionate, taking into consideration the possibility of adopting 'reasonable measures'. There are a number of equality body decisions attempting to offer an interpretation of the terms 'legitimate aim' and 'proportionate precondition', which are referred to above under section 2.3 (b) of this report.

The Law on Public Service³⁰⁹ which used to provide that "only Cypriot citizens shall be appointed as civil servants" has been amended by replacing the term "Cypriot" with the term "European". However, a stringent Greek language requirement has been introduced, rendering it very difficult, if not impossible, for non-native Greek speakers to become members of the civil service, a measure severely criticised in several equality body decisions. The requirement provides that all non-university graduates and all graduates from non-Greek speaking universities must undergo a Greek proficiency test the standard of which is very high. Furthermore, although Turkish is an official language of the Republic, there is no provision for native Turkish-speakers accessing the civil service on the basis of their own language: they also have to undergo the Greek proficiency test.³¹⁰

³⁰⁷ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004).

³⁰⁸ Law on Persons with Disabilities No. 57(I)2004 (31.03.2004), Section 4(1), amending Section 3A(b) of the basic law.

³⁰⁹ Public Service Law 1/90.

³¹⁰ Article 123 of the Cyprus Constitution, which provides that 30% of the public service positions must be given to Turkish-Cypriots, has been defunct since 1963.

4.2 Employers with an ethos based on religion or belief (Art. 4(2) Directive 2000/78)

- a) *Does national law provide an exception for employers with an ethos based on religion or belief? If so, does this comply with Article 4(2) of Directive 2000/78?*

Copying verbatim part of Article 4(2) of the Employment Equality Directive, Article 7 of Law No. 58(1)³¹¹ provides that in the case of occupational activities of churches or other public or private organisations the ethos of which is based on religion or belief, a difference of treatment based on a person's religion or belief shall not constitute discrimination when, due to the nature or context of these activities, religion or belief are a genuine, legitimate and justified occupational requirement, having regard to the organisation's ethos.

Article 110 of the Cypriot Constitution provides for complete autonomy of the established religious organisations/churches of the two Cypriot communities, the Christian Orthodox church for the Greeks and the Vakf for the Muslim Turks. Under Article 110.1, the "Autocephalous Greek-Orthodox Church of Cyprus" has "the exclusive right of regulating and administering its own internal affairs and property in accordance with the Holy Canons and its charter in force for the time being and the Greek Communal Chamber shall not act inconsistently with such right". Similarly, under Article 110.2 "the institution of Vakf and the Principles and Laws of, and relating to, Vakfs are recognised by this constitution".³¹² From the above Article it is apparent that the extent of the autonomy and right to self-regulation granted to the Church under the Constitution is wider than that allowed by Article 7 of Law 58(I)/2004 (transposing Article 4(2) of the Employment Equality Directive). Pursuant to a law which came into force in July 2006 amending the Constitution to the effect that that EU directives and regulations prevail over national legislation (including the Constitution), it can safely be assumed that the provisions of Law 58(I)/2004 will prevail over the Constitution as the former transposes an EU Directive.

- b) *Are there any specific provisions or case law in this area relating to conflicts between the rights of organisations with an ethos based on religion or belief and other rights to non-discrimination? (E.g. organisations with an ethos based on religion v. sexual orientation or other ground.)*

There is no case law in Cyprus based on this provision. The autonomy of religious organisations may be subject to compatibility with the new anti-discrimination laws, however, this is part of the wider constitutional questions that go the heart of the Cyprus problem as explained in 4.1 above.

³¹¹ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004).

³¹² For more details see Loizou 2000: 272-273.

One may safely assume that non-Orthodox Christians are excluded from employment in positions in church organisations since they cannot become priests in the orthodox church of Cyprus; women are excluded since they are not allowed to become priests anyway, and homosexuals are excluded too as homosexuality continues to be considered by the church as a sin. In practice, organisations with an ethos based on religion, such as the Bishopricks, often have no hesitation in hiring Muslims or Catholics for manual jobs such as working in the fields owned by the Bishopricks.³¹³

Under article 7 of Law N. 58(I)/2004, “in the case of occupational activities within churches and other public or private organisations the ethos of which is based on religion or belief, a difference of treatment based on a person's religion or belief shall not constitute discrimination where, by reason of the nature of these activities or of the context in which they are carried out, a person's religion or belief constitute a genuine, legitimate and justified occupational requirement, having regard to the organisation's ethos”. This exception does not cover sexual orientation and the scope of this Law does not cover gender. Therefore, any difference in treatment at the workplace on the ground of gender or sexual orientation is unlawful. In the case of religion, difference in treatment is lawful if the test laid down in article 7 of Law 58(I)/2004 is satisfied.

Also, following the amendment of the constitution giving supremacy to EU law, the leeway provided by the Directive which provides that “this difference of treatment shall be implemented taking account of Member States' constitutional provisions and principles, as well as the general principles of Community law” can be argued to have been further curtailed. Moreover, given that the Directive explicitly stipulates that such treatment “should not justify discrimination on another ground,” it could be argued that any different treatment that relates to any ground other than religion, whether direct or indirect, is discriminatory and thus unlawful. So far there has been no case law on the subject.

- c) *Are there cases where religious institutions are permitted to select people (on the basis of their religion) to hire or to dismiss from a job when that job is in a state entity, or in an entity financed by the State (e.g. the Catholic church in Italy or Spain can select religious teachers in state schools)? What are the conditions for such selection? Is this possibility provided for by national law only, or international agreements with the Holy See, or a combination of both?*

There are no provisions under which religious institutions can openly and officially select persons for any position, although there is public discourse on church intervention particularly at schools and criticisms against the church for trying to interfere with selection of candidates for a job placement and with the hiring process either by using its influence or by financing positions at the University of Cyprus in order to be filled by a person of their choice.

³¹³ Interview with Petros Lazarou, secretary of the Morphou Bishopric, 16.01.2005.

Given that by far the most powerful of religious institutions in Cyprus is the Greek-orthodox church, and the dominant community in Cyprus is the Greek Cypriot, whose members are mostly of Greek orthodox religion, the issue of conflict or contestation does not often arise; the intervention of the Greek orthodox church, where such intervention takes place, is rather intended to promote a particular person for a specific job for reasons which are not exclusively of a religious nature, given that the Cypriot church operates businesses of significant capital such as banks and hotels. There is no publicly known incident where the church refused to hire a person on account of his/her religion, but given the all-powerful position of the church in Cyprus it is not very likely that many persons of non Christian orthodox faith would have applied for such positions.

4.3 Armed forces and other specific occupations (Art. 3(4) and Recital 18 Directive 2000/78)

- a) *Does national law provide for an exception for the armed forces in relation to age or disability discrimination (Article 3(4), Directive 2000/78)?*

The Law regarding persons with Disabilities does not apply to the armed forces, to the extent that the nature of the occupation is such that it requires special skills which cannot be exercised by persons with disabilities.³¹⁴

Also, Law 58(I)/2004³¹⁵ transposing the Employment Equality Directive provides that the prohibition of discrimination on the ground of age shall not apply to the armed forces, to the extent that the fixing of an age limit is justified by the nature and the duties of the occupation.

- b) *Are there any provisions or exceptions relating to employment in the police, prison or emergency services (Recital 18, Directive 2000/78)?*

A new law which came into effect in late 2009 introducing a quota system in favour of persons with disability in the wider public sector excludes from its scope those sections of the public service where "all physical, mental or intellectual restrictions must necessarily be absent", which are the army, the police, the fire department and the prisons.³¹⁶

4.4 Nationality discrimination (Art. 3(2))

Both the Racial Equality Directive and the Employment Equality Directive include exceptions relating to difference of treatment based on nationality (Article 3(2) in both Directives).

³¹⁴ Law on Persons with Disabilities N. 57(I)/2004 (31.03.2004), Section 4(1), amending Section 3A(1)(a) of the basic law.

³¹⁵ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 8(4).

³¹⁶ Law introducing special provisions for the hiring of persons with a disabilities in the wider public sector 146(I)/2009, article 2.

- a) *How does national law treat nationality discrimination? Does this include stateless status?*
What is the relationship between 'nationality' and 'race or ethnic origin', in particular in the context of indirect discrimination?
Is there overlap in case law between discrimination on grounds of nationality and ethnicity (i.e. where nationality discrimination may constitute ethnic discrimination as well?)

Copying verbatim the wording of article 3(2) in both Directives, the laws transposing the two Directives exclude from their scope differential treatment due to nationality and do not affect the provisions and preconditions concerning entry, stay and treatment of third country nationals and stateless persons.

However, nationality is a protected ground by virtue of article 1 of Protocol No. 12 to the ECHR which provides for freedom from discrimination on the grounds of, inter alia, national or social origin, association with a national minority birth or other status. This Protocol was embodied into national legislation on 19.04.2002 as Law 13(III)/2002. No reference is made in this law to stateless persons.

A similar provision is also to be found in the law appointing the Ombudsman as the equality body³¹⁷ which bestows the Ombudsman with the task of promoting equality in the enjoyment of rights and freedoms arising under international instruments ratified by Cyprus, irrespective of, inter alia, national or ethnic origin and of protecting individuals from discrimination by public as well as by private bodies on the grounds provided in the law, which include nationality. No reference is made in this law to stateless persons either.

In its decisions, the equality body has made use of its extended mandate and considered nationality discrimination as prohibited by international laws; on some occasions nationality and ethnic origin has been used interchangeably, in the sense that whilst the case at stake was clearly one of nationality discrimination, the decision would also invoke the provisions of the laws transposing the anti-discrimination directives. An equality body decision has established that the exclusion of non-Cypriot EU citizens from a scheme of granting heating allowance amounted to discrimination on the basis of race or ethnic origin as well as of national origin under Protocol 12 to the ECHR.³¹⁸ Similarly, the exclusion of a Greek national from the list of persons eligible to be awarded honorary artistic pensions was found by the equality body to be discriminatory.³¹⁹ Also, the denial of access to EU citizens to the electoral register for the purpose of voting at local elections was held to be discriminatory on the basis of race or ethnic origin.³²⁰

Please refer to section 3.1.1 of this report for more details.

³¹⁷ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), section 3(1)(b).

³¹⁸ Files AKP 22/2004, AKP 42/2004, AKP 43/2004, AKP 44/2004, AKP 49/2004, AKP 58/2004.

³¹⁹ Reference A.K.P 73/2008, dated 30.12.2009.

³²⁰ Files AKP 75/2005 and AKP 78/2005.

b) Are there exceptions in anti-discrimination law that seek to rely on Article 3(2)?

Law 57(I)/2004 on persons with disabilities does not apply to differential treatment due to nationality and does not affect provisions and requirements relating to the entry and stay of third country nationals and stateless persons in Cyprus or the treatment arising from the legal status of such persons.³²¹ Identical provisions are also to be found in Law No.59(I)/2004³²² transposing the Employment Equality Directive and in Law 59(I)/2004³²³ transposing the Racial Equality Directive. When viewed independently, the reference to differential treatment due to nationality may appear to contradict the main prohibition of race discrimination. However, the fact that this reference is part of the same sentence with the reference to the conditions of entry and stay of third country nationals and stateless persons, may lead to the interpretation that differential treatment due to nationality is permitted *only* in relation to the conditions of entry and stay of third country nationals.

Several decisions by the Ombudsman have criticised a number of practices of the Population-data Archives Department (part of the Interior Ministry) in the process of granting citizenship. In particular, criticism is directed against the restrictive approach of the Director of the Population-data Archives (immigration department) as regards the acquisition of citizenship via registration and naturalisation; particularly critical are the decisions regarding the rejections of applications for citizenship based on marriage with Cypriots.³²⁴ The decisions also highlight considerable delay in processing the applications, prejudice due to religion of the applicant and the exercise of administrative discretion regarding the interpretation of the regulation that excludes those who have entered the country illegally from acquiring citizenship.³²⁵

The equality body's decisions however may take a different stand where the ever present 'Cyprus problem' is involved. On 16.01.2007 a complaint was submitted to the equality body alleging that the law on the acquisition of citizenship by descent is discriminatory. The said law provides that children born to parents, one of whom unlawfully entered or resides in the Republic, do not automatically become citizens of Cyprus even if the other parent holds or would have been entitled to Cypriot citizenship; that these children can become citizens only following a decision of the Council of Ministers.³²⁶

³²¹ Law on Persons with Disabilities N. 57(I)/2004 (31.03.2004), Section 4(1), amending Section 3A(3) of the basic law.

³²² Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 5(1).

³²³ The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004 (31.3.2004), Section 4(2).

³²⁴ See relevant Ombudsman Reports, Files No. 2599/2005, 1958/2005, 2059/2005, 2368/2005, 2599/2005, 2780/2005.

³²⁵ See Ombudsman Report, File No. 727/2006.

³²⁶ Art. 109 Population-data Archives Law No. 141(I)/2002. This clause was first introduced by Law 65(I)/1999 that came into force on 11 June 1999.

This provision is intended to vest the Council of Ministers with the power to decide whether or not to grant nationality to children born to a Turkish Cypriot parent and a Turkish parent, where the latter is deemed to fall within the category of “Turkish settlers”.

The complaint alleged that the said provision was discriminatory contrary to the Constitution and international obligations of the Republic, as the rendering of a child’s nationality conditional on the status of ‘legality’ or ‘illegality’ of the parents, or even worse of one of the two parents, not only violates the rights of the child, as provided for in the UN Convention for the Rights of the Child, but also constitutes discrimination against the children who are victimised by the political situation and whom the Republic has an obligation to protect. Due to the lack of transparency in these procedures, it is not possible to assess the impact or to monitor implementation of this law. The equality body’s decision³²⁷ recognised that the examination of applications under the said provision are often unnecessarily delayed and reported that the Council of Ministers had adopted the equality body’s recommendations in establishing that the right to nationality is guaranteed to children who:

- a) Were born on or before 20.07.1974 (date of the Turkish military invasion in Cyprus).
- b) One parent is a Cypriot and the other is an EU or third country national excluding Turkish nationals.
- c) The parents got married outside Cyprus or in Cyprus before 20/07/1974.
- d) The Turkish-Cypriot parent had a relationship with the Turkish national irrespective of the events of 1974 (because of studying or working abroad).
- e) The parents reside in the mixed village of Pyla.³²⁸

The decision adds that given that the Council of Minister’s decision is governmental policy, it cannot intervene any further, although it does not explain why. It is apparent that the allegation for discrimination was not examined and that the equality body readily accepts that children may legitimately be discriminated against when one of the two parents entered Cyprus under the status of the “Turkish settler”.

The Third ECRI Report on Cyprus³²⁹ notes that ‘decisions to grant nationality have resulted in intolerant and xenophobic attitudes in public debate’.³³⁰

³²⁷ Dated 24.03.2008, ref. A.K.R. 10/2007.

³²⁸ Pyla is a village where Greek Cypriots and Turkish Cypriots reside in a single village under a special regime.

³²⁹ ECRI (2006), Third Report on Cyprus, Adopted on 16 December 2005, Strasbourg 16.05.2006.

³³⁰ For more details on the debate on nationality/citizenship see Trimikliniotis, N. (2007) “Nationality and Citizenship in Cyprus since 1945: Communal Citizenship, Gendered Nationality and the Adventures of a Post-Colonial Subject in a Divided Country”, Rainer Bauböck, Bernhard Perchinig, Wiebke Sievers (eds.), *Citizenship in the New Europe*, Amsterdam University Press.

It was argued that the relevant provisions of the nationality law are contrary to art. 5 of the 1997 European Convention on Nationality, which Cyprus is yet to sign and which both the Second and Third ECRI Reports on Cyprus recommend that Cyprus signs and ratifies. It was also argued that the said provision is contrary to the general prohibition of discrimination as laid down in article 1 of Protocol 12 to the ECHR, which has been ratified by the Republic of Cyprus and which falls within the equality body's mandate.

4.5 Work-related family benefits (Recital 22 Directive 2000/78)

Some employers, both public and private, provide benefits to employees in respect of their partners. For example, an employer might provide employees with free or subsidised private health insurance, covering both the employees and their partners. Certain employers limit these benefits to the married partners (e.g. Case C-267/06 Maruko) or unmarried opposite-sex partners of employees. This question aims to establish how national law treats such practices. Please note: this question is focused on benefits provided by the employer. We are not looking for information on state social security arrangements.

- a) *Would it constitute unlawful discrimination in national law if an employer provides benefits that are limited to those employees who are married?*

The payment of work-related family benefits by employers is not expressly regulated by law in either the public or the private sector. In order to determine the legality of any provision or non-provision of work-related benefits, recourse must be made to the general anti-discrimination principles contained in the framework legislation. 'Family condition' is included in the prohibited grounds of discrimination in Article 28 of the Constitution which, under the Yiallourou case³³¹ is applicable per se both in the public and the private sector. Apart from those sectors in which collective agreements are in force, all other benefits provided by employers must be considered as part of the employment contract, the conditions of which may legitimately vary from employee to employee. In practice, both in the private as well as in the public sector, free or subsidised medical care schemes are commonly made available to employees' spouses. This may result in unfavourable treatment of the unmarried employees; furthermore the granting of benefits to married couples only, amounts to indirect discrimination on the grounds of sexual orientation, given that same sex couples are unable to marry in Cyprus. The principle established by the ECJ in the Maruko case, which precludes legislation depriving the surviving partner from a survivor's benefit equivalent to that granted to a surviving spouse, may presumably be used in order to afford same sex partners in a long term albeit unregistered relationship, the same benefits as regards pensions with those accruing to married spouses.

³³¹ Yiallourou v. Evgenios Nicolaou (2001), Supreme court case, Appeal No. 9331, 08.05.2001.

Regulation 12 of the Educational Officers (Placements, Transfers and Movements) regulations of 1987 to 1994 sets the family condition of the employee (i.e. whether he/she is married and has dependent children) as one of the criteria in determining whether such employee will be transferred to a teaching post away from his/her base.

A decision of the Equality body regarding this provision found that the differential treatment of unmarried employees vis-à-vis married employees without children amounts to indirect discrimination against persons who remain single out of personal conviction, or who choose to co-habit with their partners outside marriage or who do not marry due to their sexual orientation, in other words it amounts to discrimination on the ground of belief and/or sexual orientation. Thus the Equality body asked for this regulation to be revised³³² but until the date of writing no steps had been taken in that direction.

Law No. 59(I)/2004 transposing the Racial Equality Directive is stated to apply inter alia in the areas of "social protection, health care, social provision...[and] access to goods and services available to the public"³³³. However, Law No. 58(I)/2004 transposing the employment Directive is expressly stated not to apply to any type of provisions paid by public provision schemes or schemes similar to those, including public schemes of social insurance or social protection, except professional social insurance schemes. An exception to the exception is provided in the same provision, according to which differential treatment in any of the mentioned areas on the ground of racial or ethnic origin is not covered by the exception and presumably constitutes unlawful discrimination.³³⁴ The same law also provides that the fixing of age limits as far as pensions or disability benefits are concerned shall not constitute discrimination provided it does not result in discrimination on the ground of sex.³³⁵

b) *Would it constitute unlawful discrimination in national law if an employer provides benefits that are limited to those employees with opposite-sex partners?*

Common law marriage is not recognised in Cyprus so where benefits are available to married employees, these would necessarily apply to couples married in accordance with the law. From this perspective, same-sex and opposite sex unmarried couples are not treated differently by employers, although it should be added that homosexuality, decriminalised in Cyprus only after the relevant decision of the ECtHR against the Cypriot government,³³⁶ continues to be a taboo subject, with only a handful of homosexuals being 'out of the closet'.

³³² Report of the Equality body No. A.K.I 11/2004.

³³³ The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004 (31.3.2004), Section 4(1).

³³⁴ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 5(3)(a).

³³⁵ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 8(3).

³³⁶ *Alexandros Modinos v. The Republic of Cyprus*, No. 15070/89(1993) ECtHR 19, 22.4.1993.

4.6 Health and safety (Art. 7(2) Directive 2000/78)

Are there exceptions in relation to disability and health and safety (Article 7(2), Directive 2000/78)?

Are there exceptions relating to health and safety law in relation to other grounds, for example, ethnic origin or religion where there may be issues of dress or personal appearance (turbans, hair, beards, jewellery etc)?

Law 57(I)/2004 on persons with disabilities is stated not to affect any measures for, inter alia, the protection of “health and the rights and freedoms of others”³³⁷. The same law further provides that the principle of equal treatment does not prevent the maintaining or introduction of regulations for the protection of health and safety at the workplace, or measures aimed at creating or maintaining requirements or facilities intended to preserve or encourage the inclusion of persons with disabilities.³³⁸

Law 58(I)/2004 transposing the Employment Equality Directive is also stated not to affect measures provided by national legislation necessary for, inter alia, the “protection of health and the rights and freedoms of others”, unless the differential treatment is due to a person’s racial or ethnic origin, in which case it presumably constitutes unlawful discrimination.³³⁹

No exceptions are allowed relating to religion or other grounds where issues of dress or personal appearance are concerned. It should be noted, however, that for the moment there are no such issues or debates in Cyprus, as there are hardly any ethnic communities using symbols of religion or culture.³⁴⁰ Up until recently, the vast majority of Muslims of Cyprus, which are basically the Turkish-Cypriots, the Roma, migrant workers and asylum seekers from the Middle East were either secular or simply not using symbols in their appearance, however there have been increasing NGO reports recently about members of Nicosia’s growing Muslim population being unable to find work as a result of wearing their religious symbols (headscarf, dress etc).³⁴¹

³³⁷ Law on Persons with Disabilities N. 57(I)/2004 (31.03.2004), Section 4(1), amending Section 3A(2) of the basic law.

³³⁸ Law on Persons with Disabilities N. 57(I)/2004 (31.03.2004), Section 4(1), amending Section 3B(2) of the basic law.

³³⁹ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 5(3)(b).

³⁴⁰ The sharp rise in asylum seekers has recently brought Cyprus face to face with the phenomenon of women wearing headscarves being unable to find employment: UNHCR report on the Situation of Refugees in Cyprus from a Refugee Perspective, 2004.

³⁴¹ U.S. State Department (Bureau of Democracy, Human Rights, and Labor) Report, *Cyprus: Country Report on Human Rights Practices 2009*, released on 11.03.2010 (<http://www.state.gov/g/drl/rls/hrrpt/2009/eur/136026.htm>)

4.7 Exceptions related to discrimination on the ground of age (Art. 6 Directive 2000/78)

4.7.1 Direct discrimination

- a) *Is it possible, generally, or in specified circumstances, to justify direct discrimination on the ground of age? If so, is the test compliant with the test in Article 6, Directive 2000/78, account being taken of the European Court of Justice in the Case C-144/04, Mangold ?*

Law 58(I)/2004 transposing the Employment Equality Directive copies verbatim the whole provision in Article 6³⁴² of the said Directive and it may thus be possible that the law does allow for direct discrimination on the ground of age. However, the law setting out the mandate of the equality body³⁴³ does not contain these exceptions. No case has been decided on the subject, neither in court, nor by the Equality body. The ECJ case C-144/04, *Mangold* is binding authority on Cypriot courts and can be relied upon in the future.

- b) *Does national law permit differences of treatment based on age for any activities within the material scope of Directive 2000/78?*

Again, Law 58(I)/2004 transposing the Employment Equality Directive copies the whole provision in Article 3³⁴⁴ of the said Directive, which sets out the scope of the Directive.

No differences of treatment based on age are allowed, other than the ones listed in Article 8 of the law which, as stated in the immediately preceding paragraph, is an exact copy of the provisions in Article 6 of the employment Directive.³⁴⁵ However, the 2009 decision of the Supreme Court in the case of *Anna Loizidou v. the Republic* (reported above) casts doubts on the breadth of the exceptions to the equality principle which may be interpreted to incorporate concerns such as 'public interest', 'reasonableness' and 'objectivity', which are well beyond the scope and intent of the Directive.

- c) *Does national legislation allow occupational pension schemes to fix ages for admission to the scheme or entitlement to benefits, taking up the possibility provided for by article 6(2) ?*

³⁴² Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 8.

³⁴³ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), section 3(1)(b).

³⁴⁴ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 4.

³⁴⁵ This provision, as well as the whole body of anti-discrimination law which came into force on 1.5.2004 was rushed through Parliament in order to meet the deadline of accession. No discussions were recorded in relation to any of these laws.

Although the exception of Article 6(2) is not specifically invoked, there are provisions in the law regulating the payment of benefits under pension schemes in the public service, which depend at least partly on age. In particular, the Law Amending the Pensions Laws of 1997-2001 N. 59(I)/2005 provides that the lump sum payable to public servants upon retirement is paid upon the attainment of certain ages in combination with the completion of a certain term of service. Entitlement to other benefits is linked to the term of service but also, in some cases, to the mandatory pensionable age, which is determined by this law.

Besides this law, there is a long list of laws regulating the payment of benefits under pension schemes to employees in the various governmental and semi-governmental bodies, most of which follow the pattern of the aforesaid law, i.e. benefits become payable upon completion of a certain term of service and/or upon attainment of a certain age and/or upon attainment of pensionable age. A decision of the equality body in 2009 found that the provision of the Pensions Law providing for fewer benefits for employees under 45 wishing to take early retirement, compared with employees over 45, was in violation of the equality principle. The equality body, however, appears willing to accept the criterion of the number of years in service as a determining factor differentiating groups of employees, which is also indirectly related to age.³⁴⁶

In the private sector, pension schemes are regulated either by collective agreements (where such exist in the particular sector) or by private employment contracts or by the Law on Provident Funds³⁴⁷ where benefits are paid under a provident fund. In the first two cases, it is impossible to monitor the conditions of eligibility for benefits under these schemes. In the case of provident funds, the relevant law prohibits discrimination only on the ground of sex but it is possible that any private provident fund which discriminates on other grounds will be held unlawful on the basis of article 4(c) of Law 58(I)/2004, transposing article 3.1(c) of the Employment Equality Directive on conditions of employment, subject of course to the exception in article 6(2) of the Directive (transposed by article 8(3) of Law 58(I)/2004).

4.7.2 Special conditions for young people, older workers and persons with caring responsibilities

Are there any special conditions set by law for older or younger workers in order to promote their vocational integration, or for persons with caring responsibilities to ensure their protection? If so, please describe these.

³⁴⁶ Decision Reference number A.K.I. 63/2008 καί A.K.I. 1/2009, dated 04.06.2009. The report states that the aim of this provision could have been served by introducing a condition that pension benefits are payable upon completion of certain years of service irrespective of age. The case is reported under section 0.3 above.

³⁴⁷ Law Regulating the Setting-up, Operation and Registration of Provident Funds (1981-2005) N.44/81.

Law 58(I)/2004 transposing the Employment Equality Directive provides that differential treatment in the form of special conditions for access to employment and vocational training, employment and occupation including dismissal and remuneration conditions, for young and old persons and for working persons with dependents, so as to promote their vocational integration or ensure their protection, shall not constitute discrimination. However, no such measures or special conditions are actually provided by this law or by any other law or regulation.

4.7.3 Minimum and maximum age requirements

Are there exceptions permitting minimum and/or maximum age requirements in relation to access to employment (notably in the public sector) and training?

There is some evidence that in practice older workers face discrimination when it comes to new appointments, with many employers specifying in job advertisement upper age limit of new recruits,³⁴⁸ in spite of the law prohibiting such age limits. Furthermore, there is evidence that employers are very often reluctant even to interview applicants who are older unemployed workers and it would not be surprising to find that age discrimination is practiced across the board, as until recently it was not considered to be discriminatory and therefore there is still no monitoring mechanism in place six years after the enactment of the law prohibiting age discrimination.

Since the enactment of the new laws, a number of age discrimination complaints were submitted to the equality body, some of which concerned age limits fixed with regard to access to employment in the public sector. When the equality body found in favour of the complainant in one case,³⁴⁹ the age limit condition in another case was revoked from the job description before this second complaint was processed by the Equality body. However, by the time that the age limit was revoked, the deadline for submitting applications for employment was already closed. The equality body pointed out that the revocation of the age limit provision would be given more substance if the same employment position was re-advertised without the age limit condition, to enable persons aged over the previously imposed age limit to apply. This recommendation was complied with and the position was re-advertised.

A number of cases were decided by the equality body which prohibits the setting of an upper age limit for the recruitment of persons in the Civil Service and the cooperative banks.

³⁴⁸ The only research undertaken is a paper by House 1992 which discusses the problems of older workers in the labour force generally.

³⁴⁹ The case involved a post for the Public Education Commission, which had a statutory upper age limit, whilst an equivalent post in the Public Commission did not contain such a restriction (File AKI 25/2004).

In fact the only single Court judgement relying on the laws transposing the *acquis* concerns the fixing of an upper age limit by a credit institution, which upon examination of the merits the Court found unlawful.³⁵⁰

The Ministry of Labour has advised that the District Labour Offices do not accept announcements for vacancies by employers that set age limits and that the managers of newspapers were informed by the Department of Labour that setting age as a criterion for hiring in a job vacancy announcement is prohibited.

The Ministry did not specify the date that this measure was introduced; given the above instances of vacancy announcements with age limits, one may presume that either this measure was introduced very recently or that it is not yielding the intended results. The Ministry has not specified if there are any sanctions against newspapers/employers advertising jobs with an age limit but given the language used (they are 'informed' that it is unlawful) it is likely that no measures are taken against them.

Following the enactment of the new law in late 2009 introducing quotas in favour of persons with disability, a blind person wrote to the Labour Minister to complain that another governmental department refused to offer him a job in violation of the quota imposed by the new law. In response, the Labour Minister explained that her ministry lacks competency to interfere with decisions of other departments. The incident is indicative of the impact of the lack of enforcement mechanism, which applies to all grounds and all fields.

The only exceptions permitting minimum or maximum age requirements in Cyprus law are the ones listed in Article 8 of Law 58(I)/2004 which, as stated above, are a direct copy of the provisions in Article 6 of the Employment Equality Directive. In addition, the Cypriot law provides an exception relating to the armed forces, whereby the principle of non-discrimination on the ground of age is stated to be inapplicable in the armed forces to the extent that the fixing of an age limit is justified by the nature and the duties of the work.³⁵¹ The law does not specify the age limit applicable in this case, which is determined by the service schemes of the armed forces. Also, the new law setting quotas in favour of persons with disability excludes army, the police, the fire department and the prisons from the ambit of the law.³⁵²

³⁵⁰ Avgoustina Hajiavraam v. The Cooperative Credit Company of Morphou (2008), Case No. 258/05, reported above.

³⁵¹ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 8(4).

³⁵² Law introducing special provisions for the hiring of persons with a disabilities in the wider public sector 146(I)/2009.

4.7.4 Retirement

In this question it is important to distinguish between pensionable age (the age set by the state, or by employers or by collective agreements, at which individuals become entitled to a state pension, as distinct from the age at which individuals retire from work), and mandatory retirement ages (which can be state-imposed, employer-imposed, imposed by an employee's employment contract or imposed by a collective agreement).

For these questions, please indicate whether the ages are different for women and men.

- a) *Is there a state pension age, at which individuals must begin to collect their state pensions? Can this be deferred if an individual wishes to work longer, or can a person collect a pension and still work?*

Civil/public servants and public employees receive two types of pensions, one from the Social Insurance Scheme, which is based on the social insurance contributions they have paid during their working lives and an additional one called State Pension, which is state funded and does not depend on contributions. The Social Insurance pension begins at 63, which is dependent on contributions,³⁵³ whilst the State pension becomes payable upon retirement at the age of retirement or under the early retirement scheme. As soon as the Social Insurance pension is activated, the State pension is reduced by an equivalent amount.

In order to be entitled to a full pension, public servants³⁵⁴ have to complete 32 and 1/3 years of service, but there is provision for early retirement at 55 years at a reduced pension. Public servants and employees have the option to receive a retirement lump sum and a reduced pension, or receive a higher pension.³⁵⁵

Pension schemes of semi-governmental bodies and teachers in public education schools used the civil service model, but they are contributory pension schemes.

- b) *Is there a normal age when people can begin to receive payments from occupational pension schemes and other employer-funded pension arrangements? Can payments from such occupational pension schemes be deferred if an individual wishes to work longer, or can an individual collect a pension and still work?*

There is no fixed 'normal age' for such arrangements; it depends on each scheme. It is possible for an individual to collect a pension and continue to work.

³⁵³ The Social Insurance pension consist of the 'basic pension', which is available to all (341.76 euros) plus the amount that derives from the 'proportional scheme', which depends on national insurance contributions.

³⁵⁴ The actual amount for the full pension depends on scales etc.

³⁵⁵ This applies to all those who are part of the Pension scheme.

- c) *Is there a state-imposed mandatory retirement age(s)? Please state whether this is generally applicable or only in respect of certain sectors, and if so please state which. Have there been recent changes in this respect or are any planned in the near future?*

Retirement age in Cyprus is statutory *only* for the civil servants and it is fixed at sixty-three for both the governmental as well as the semi-governmental sector (except teachers in public education). Up to 2005, for public servants the retirement age was 60, but it was extended to 63 following an agreement between the Government and the public service trade union, PASYDY, which was followed by an amendment in the laws on Pensions³⁵⁶ and on Public Service.³⁵⁷

The new law provides for the gradual extension of the mandatory retirement age to 63 for all those already in service, but for the new recruits the 63 age will be compulsory.³⁵⁸ A Supreme Court decision issued in 2007³⁵⁹ found that the different retirement age for employees of different ages does not amount to age discrimination.

Late retirement is prohibited by law for civil servants, public employees, semi-governmental organisations employees and employees of public education institutions.

A government proposal to extend retirement age for teachers in public education, who are civil servants, from the age of 60 to 63, was rejected in a recent referendum and therefore retirement age remained at 60. The proposal provided for voluntary extension for those currently in employment. Early retirement, which is currently available at 55 was to be extended to 58. The proposal was opposed by many teachers' trade unions, who feared that the move (a) would have a negative effect on the employment of younger graduates, who face long periods of unemployment until there is a vacancy, (b) would have a negative effect on education, and (c) would be associated with an extension of teaching hours, something already proposed by the Ministry of Education, as the proposal is only the beginning of a process that will undermine working conditions and the terms of employment of teachers.³⁶⁰

- d) *Does national law permit employers to set retirement ages (or ages at which the termination of an employment contract is possible) by contract, collective bargaining or unilaterally?*

³⁵⁶ Ο περί Συντάξεων (Τροποποιητικός) Νόμος Ν. 69(Ι)/2005.

³⁵⁷ Ο περί Δημόσιας Υπηρεσίας (Τροποποιητικός) Νόμος Ν. 68(Ι)/2005.

³⁵⁸ In particular, the retirement age fixed by article 4A of the Pensions Law of 1967 N.9/67, as amended by Law N.69(Ι)/2005, is as follows: The age of 63 for those who attain the age of 60 on or after 01.07.2008; the age of 62 for those who attain the age of 60 between 01.01.2007-30.06.2008; the age of 61 for those who attain the age of 60 between 01.07.2005-31.12.2006.

³⁵⁹ Vasos Constantinou v. The Republic of Cyprus through the Public Service Commission; Androula Stavrou v. The Republic of Cyprus through the Public Service Commission, Case Nos 1795/2006 and 1705/2006 (01.06.2007), referred to above in section 3.5 of this report.

³⁶⁰ See the relevant press release of the Coordinating Committee Against the Extension of the Age Limit in Education, 24.1.2005.

There is no statutory retirement age in Cyprus for employees in the private sector. However, the majority of private sector workers retire on their 65th year, which is the pensionable age prescribed by the Social Insurance Law.

- e) *Does the law on protection against dismissal and other laws protecting employment rights apply to all workers irrespective of age, if they remain in employment, or are these rights lost on attaining pensionable age or another age (please specify)?*

Mandatory retirement age is fixed only in the public service and is the same for men and women. Employees in the private sector usually retire at sixty-five although they are not legally compelled to do so.

In the nationalised industries it is permissible to extend one's retirement age with the consent of the employer, in which case the retirement age is regulated by the employment contract or the collective agreement, if such exists in the particular field.

However, under s.4 of the Law on Termination of Employment, the right to protection from unfair dismissal is lost upon reaching pensionable age. This effectively means that the employer is free to dismiss an employee or force him/her to retire at any time after he/she has reached pensionable age without having to pay any compensation. A complaint was submitted to the Equality body in 2005 alleging that loss of protection from unfair dismissal for persons who have reached either their pensionable or their retirement age amounts to unlawful discrimination on the ground of age. The Ministry of Labour defended the said legal provision on the following grounds:

- Differences of treatment on the grounds of age are permitted under article 6 of the Directive (which is copied verbatim as section 8(1) of Law 58(I)/2004) as a measure that is 'objectively and reasonably justified'. The employment policy goal of creating jobs for young persons by replacing the ones who have completed their cycle of work is, according to the Ministry, 'objectively and reasonably justified' and thus legitimate.
- The age of 65 is not an arbitrary one; it was chosen because it is the retirement age for the purposes of both the Social Insurance law and the Social Pension law, which provide the employee with pension benefits.
- The said legal provision creates an incentive for employers to employ senior /older persons, thus serving the policy goal of extending the duration of the professional life of senior citizens who are willing to continue working.

In fact, in Cyprus, there is a problem of unemployment amongst the young (under the age of 30)³⁶¹ and for the ages 55 to 65.³⁶² The goal of introducing measures for the employment of over 65 seems rather odd under the current conditions in Cyprus. Moreover, there is a more serious legal issue, rather than one of employment strategy. The case of ECJ decision C-144/04, *Mangold* is relevant here. The logic of the decision applies to the situation of losing the right to unfair dismissal: Similar to the case of the Cypriot context, the goal in the *Mangold* case was to encourage employment amongst the older people. However, as with *Mangold* the goal cannot be objectively justifiable and it is similarly going beyond what is the appropriate and necessary to achieve the goal. The fear of the ECJ that older workers will be excluded from the benefits of stable employment solely on the basis of age applies equally to the denial of the right to compensation for unfair dismissal.

In 2007, the equality body found the said legal provision discriminatory and referred it to the Attorney General in order for him to prepare the amending law to rectify this problem, however no measures towards this aim have been taken yet and the said provision continues to remain in force.³⁶³

4.7.5 Redundancy

- a) *Does national law permit age or seniority to be taken into account in selecting workers for redundancy?*

The Termination of Employment Laws 1967-1994 which govern issues relating to redundancy do not provide for seniority or age to be taken into account in selecting workers for redundancy. However, there is extensive case law evidencing that the principle of “first in- last out” is accepted by the Courts and is used as a criterion for determining whether the right worker or workers have been selected for redundancy.

In a significant number of cases, there is a collective agreement in force explicitly providing for this principle, which however must be used in conjunction with the ability and efficiency of a particular worker, in other words the provision in the collective agreement states that the person to be made redundant must be the last one appointed, having taken into account significant differences in the ability and efficiency of the work of the workers who are about to be dismissed.³⁶⁴

³⁶¹ See the Cyprus Labour Institute study on the job insecurity of the young workers in Cyprus, for the Cyprus Youth Board (2004-2005).

³⁶² See Cyprus Statistical service for the unemployment rates in Cyprus. For an analysis of unemployment see the Cyprus Labour Institute (2006) *Annual Review of the Economy and Employment for 2005*, INEK-PEO.

³⁶³ The equality body's decision is discussed above in paragraph 3.9 of section 0.3 of this report.

³⁶⁴ Andreas Hadjidemetriou v. 1. Publishing company “To Vima” Ltd, 2. Redundancy Fund, 107/85.

All other things being equal, however, the Court will apply the principle of “first in-last out”³⁶⁵ although in other instances the Court has ruled that seniority *alone* cannot prevent the selection of a worker for redundancy.³⁶⁶

b) *If national law provides compensation for redundancy, is this affected by the age of the worker?*

The general rule of law is that the following criteria are used to determine the amount of compensation payable in the case of redundancy: the number of years of service in the same employer;³⁶⁷ whether the period of employment was before 01.01.1964, as no compensation is payable for work before that date;³⁶⁸ whether employment was continuous;³⁶⁹ and the amount of weekly salary earned.³⁷⁰ It may be argued that some of these criteria may, by inference, be indirectly related to age.

Article 19(1) of the Termination of Employment Law provides that redundancy does not generate the right to compensation if the worker so dismissed was of retirement age on the date of termination of his/her employment.

Also, in accordance with Article 19(2) of the same law, when a worker’s employment is terminated within twelve months prior to his/her retirement age, the amount of compensation payable is reduced by one twelfth for every completed month of age during this 12-month period.

There are a number of cases decided by the Courts where age was used as a criterion in order to assess the worker’s application for compensation from the redundancy fund where there was an offer by the employer for an alternative job position. In the case of a 58-year old stock-keeper who was made redundant but was offered by the same employer an alternative position as a door-to-door salesman, the Courts held that due to his advanced age he was right to reject that offer and was therefore entitled to compensation.³⁷¹

Similarly, a middle aged woman who was offered by her employer an alternative position at another location, which involved thirty minutes’ walk from her residence, was held by the Courts as reasonable in rejecting it and was therefore entitled to compensation.³⁷² By contrast, a young woman who rejected her employer’s offer for an alternative position which involved thirty minutes’ walk from her residence to the workplace was held to have acted unreasonably because of her young age and good health and her application for redundancy compensation was rejected.³⁷³

³⁶⁵ Chrysostomos Stavrou v. Redundancy Fund, 328/92.

³⁶⁶ Charalambous v. Famagusta General Agency Ltd, 490/95.

³⁶⁷ Termination of Employment Law, Table IV, Section 1.

³⁶⁸ Termination of Employment Law, Table IV, Section 2.

³⁶⁹ Termination of Employment Law, Table IV, Section 3.

³⁷⁰ Termination of Employment Law, Table IV, Section 4.

³⁷¹ Andreas Charalambous v. 1. Zako Ltd and 2. Redundancy Fund, 295/96.

³⁷² Kyriakoula Demetriou v. 1. Sotos Loizides and 2. Redundancy Fund, 634/96.

³⁷³ Frosia Hadjigeorgiou v. 1. Lizonic Fashion Center Ltd and 2. Redundancy Fund, 1164/97.

The same principle is applied where the employer introduces new or more advanced technology and requires the employee to accept training and/or adapt to the new methods: if the employee is young, his/her refusal to adapt to the new technology is held unreasonable and therefore redundancy compensation is not paid, whilst if the employee is old, the Court will afford more understanding to his/her inability or refusal to adapt and redundancy compensation is paid.³⁷⁴ It is presumed that the same rule would be applied by the Courts in the case of employees with disabilities, although no such case has been brought before the Courts so far, bearing in mind that in cases of employees with disabilities the employer is obliged to provide 'reasonable accommodation' to enable the employee to adapt to the new technology.

No cases have yet been presented before the Courts seeking to reverse the above rules on the basis of the anti-discrimination laws transposing the EU acquis and it is not yet clear whether or not these rules would withstand such a scrutiny.

4.8 Public security, public order, criminal offences, protection of health, protection of the rights and freedoms of others (Article 2(5), Directive 2000/78)

Does national law include any exceptions that seek to rely on Article 2(5) of the Framework Employment Equality Directive?

Article 5(3) (b) of the Cyprus law transposing the Employment Equality Directive³⁷⁵ copies the provision in Article 2(5) of the Directive verbatim. The same provision is also to be found in Article 4(2) of Law on Persons with Disabilities (Amendment) of 2004.³⁷⁶ There are no other provisions to be found in Cyprus laws relying on the exception set out in Article 2(5) of the Employment Directive.

4.9 Any other exceptions

Please mention any other exceptions to the prohibition of discrimination (on any ground) provided in national law.

The only exceptions to the prohibition of discrimination which are not mentioned above concern the positive action provisions which are discussed below.

³⁷⁴ Fotis Mikellides v. Redundancy Fund, 577/90.

³⁷⁵ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004).

³⁷⁶ No. 57(I) of 2004 (31.03.2004).

5. POSITIVE ACTION (Article 5 Directive 2000/43, Article 7 Directive 2000/78)

- a) *What scope does national law provide for taking positive action in respect of racial or ethnic origin, religion or belief, disability, age or sexual orientation? Please refer to any important case-law or relevant legal/political discussions on this topic*

Positive action provisions exist in all three laws enacted recently for the purpose of transposing Directives 2000/78 and 2000/43. The provisions are geared towards rendering differential treatment lawful under certain circumstances but fall short from creating an obligation for the adoption of positive action measures or from creating a mandatory regime.

Law N.59(I)/2004, which more or less transposes the Employment Equality Directive, renders non-discriminatory any differential treatment or the introduction or maintaining of special measures which, although indirectly appearing as discriminatory, aim at preventing or compensating for disadvantages linked to ethnic or racial origin.³⁷⁷

Along the same lines, Law 58(I)/2004, which more or less transposes the Racial Equality Directive, renders non-discriminatory any preferential treatment in employment which, although prima facie discriminatory, aims at preventing or compensating for disadvantages due to racial or ethnic origin, religion or belief, age or sexual orientation.³⁷⁸

Law 127(I) 2000 on persons with disabilities, as amended by Law N. 57(I)2004, renders non-discriminatory any preferential treatment in occupation which although appearing prima facie discriminatory, aims to prevent or compensate for disadvantages due to disability. The same law provides that the principle of non-discrimination does not prevent the maintaining or introduction of regulations for the protection of health and safety at the workplace or any measures aimed at promoting the inclusion of persons with disabilities in the labour market.³⁷⁹

On 26.09.2002 the Supreme Court of Cyprus had declared void and unconstitutional, a set of legal provisions granting priority to employment in the public sector to persons with disabilities³⁸⁰ and to persons related to the dead and the missing from the 1974 war or with war-related disabilities Law,³⁸¹ on a the basis of a quota system.

³⁷⁷ The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004 (31.3.2004), Section 6.

³⁷⁸ Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 9.

³⁷⁹ Law on Persons with Disabilities N. 57(I)/2004 (31.03.2004), Section 4(1), amending Section 3B(1) and 3(B)(2) of the basic law.

³⁸⁰ Law No.245/1987.

³⁸¹ No. 55(I)) 1997.

The Court's reasoning was based on an interpretation of Article 28 of the Constitution that such priority discriminates against other candidates eligible for appointment in the public service. As a result, Law No.245/1987, which had up until then provided priority to qualified candidates with disabilities for appointment in the public education sector, was abolished.

On 16.04.2005 a new law came into force³⁸² which restored the old law of 1997³⁸³ (previously declared unconstitutional by the above decision of the Supreme Court) which gives priority in employment in the public sector to relatives of the dead and the missing from the 1974 war in Cyprus and to persons disabled by the 1974 war. The result was that the quota system was restored only for the relatives of the missing and dead and for persons with war-related disabilities, but not for persons with disability in general, which establishes a *prima facie* case of discrimination against persons with non-war related disabilities.

In a further development, a court decision of 08.12.2006³⁸⁴ found Law 87(I)/2004 (granting priority to war-disabled persons) also unconstitutional, on the ground that it introduced a class of beneficiaries (the war-related disabled, etc) that is favoured against others, thus reversing the principle of equality of all applicants before the law and violating Article 28 of the Constitution. Strangely enough, another law³⁸⁵ granting pensions to Greek-Cypriots with a disability as a result of their army service or as a result of their involvement in the anti-colonial struggle of 1955-1959 or as a result of the war in 1974, still stands, presumably because it was not challenged in court by anybody. A law granting priority in employment to blind telephonists³⁸⁶ has strangely survived the wave of declaring all positive measures unconstitutional; however in 2009 the equality body found this law to be discriminating against persons with other disabilities and has asked for its revision.³⁸⁷

The above court decisions beg the question whether any law introducing positive action measures will also be deemed as unconstitutional. The government and the parliament were reluctant to introduce quotas in employment for fear that these would be deemed to violate the non-discrimination principle set out in Article 28 of the Constitution, based on the ECJ decision in the *Kalanke* case.³⁸⁸ In response to these concerns, in 2006 the Constitution was amended so as to giving priority to EU regulations and Directives over all domestic legislation (including the Constitution). Thus in 2009 a new law was enacted setting quotas in employment in the public sector for persons with disability; it remains to be seen whether this law will also be challenged on the basis of the equality principle and if so what position will the courts take on this issue.

³⁸² Law No. 87(I) 2004.

³⁸³ Law No. 55(I) of 1997

³⁸⁴ Charalambos Kittis et al v. The Republic of Cyprus (2006), Appeal case No. 56/06 (08.12.2006).

³⁸⁵ Law on Relief of Sufferers N. 114/1988.

³⁸⁶ Law Providing for the Hiring of Trained Blind Telephonists in the Public and the Educational Sector and in Public Bodies (Special Provisions) N. 17/1988

³⁸⁷ Reference 2/2009, dated 19.11.2009, reported above.

³⁸⁸ Case No. C-450/93.

The law of 2004³⁸⁹ purporting to transpose the Employment Equality Directive did not introduce the wide scope of Article 7 of the Directive with regard to positive measures.

In particular, the new law did not amend section 5(2) of the 2000 law which merely provides for three types of measures which may be introduced by regulations³⁹⁰ but no such regulations have been introduced so far. The effect of this is that the provision now in force is the old law, which existed prior to the transposition of the Employment Equality Directive and which provides only for the introduction of regulations on three limited types of measures.

- b) *Do measures for positive action exist in your country? Which are the most important? Please provide a list and short description of the measures adopted, classifying them into broad social policy measures, quotas, or preferential treatment narrowly tailored.*
Refer to measures taken in respect of all five grounds, and in particular refer to the measures related to disability and any quotas for access of people with disabilities to the labour market, any related to Roma and regarding minority rights-based measures.

Social Policy measures

- The Department of Social Inclusion of Persons with Disabilities under the Ministry of Labour and Social Insurance offers several schemes for persons with physical disability. Amongst the schemes offered are the subsidising of disability organisations and the subsidising of holidays for persons with disabilities.
- The Social Welfare Services of the Ministry of Labour offers a grant to persons with “intellectual deprivation” irrespective of the income of his/her family but provided that the person is not in gainful employment and does not own property (immovable or cash). For the year 2009 this grant amounted to €452 monthly. If a person is in gainful employment then the grant is reduced; if the person’s salary exceeds €512 monthly then the grant is discontinued.³⁹¹ In addition to this grant, benefits are offered for: travelling, disposable nappies, monthly benefit for personal comfort, subsidy for heating up to €102 per annum, benefit for special diet as a result of an illness, benefit for assistance outside the home; subsidy for household equipment (furniture, electrical appliances), benefit for clothing and shoes, benefit for special needs which cannot be covered by other ministries (e.g. visual or hearing aids, false teeth, etc), assistance for home improvements, assistance for mental treatments especially for children with “mental deprivation”.

³⁸⁹ Persons with Disabilities Law No. 57(I) 2004, amending the existing Law N.127 (I)/2000.

³⁹⁰ These are: schemes for the employment of persons with disabilities by providing incentives; establishing posts in the public sector exclusively for persons with disabilities; and creation of incentives for employers to employ persons with disability.

³⁹¹ This is a highly problematic approach as in practice it results in persons not taking up employment opportunities so as not to lose their state benefit.

- The Social Insurance Department offers disability pensions and ‘incapacity’ pensions.
- The Disability Welfare Services of the Labour Office has introduced two schemes of providing incentives to employers in the private sector to employ persons with disability, co-funded by the European Social Fund.

One scheme targets persons irrespective of the degree of the disability and the other scheme focuses on persons with severe disability (physical, sensory or intellectual).

- The Ministry of Finance offers a monthly benefit to persons with a disability who are in employment and to students and pupils who attend vocational training courses.
- The Ministry of Health offers free medical care in Cyprus for all persons with “intellectual deprivation” who receive disability benefit (i.e. who do not own property and are not in gainful employment).
- The Ministry of Education offers special education to children with “intellectual deprivation”.
- A number of services are offered by the Ministry of Health for persons with mental disorder:
 - Hospital Treatment;
 - Outpatient Clinic Services in all district hospitals, in urban and rural health centres and in community mental health centres;
 - Services at Home (community nursing and occupational therapy programmes);
 - Services for Drug Addiction (on Alcohol, pills or other legal or illegal substances)-offered mainly in the frame of the Nicosia General Hospital (THEMA) and Limassol General Hospital (THEA) and in the counselling / prevention centres, like "PERSEAS" and "TOXOTIS";
 - Services for Children and Adolescents;
 - Psychosocial Rehabilitation Services offered mainly at Day Centres and at Vocational Rehabilitation Centres.
- By a decision of the Council of Ministers³⁹² a scheme of public assistance was created for the housing of single persons or families having a low income with special criteria for persons with disability. Although the measure itself does not make such inference, the class of ‘single persons’ may include gay and lesbian persons who cannot get married in Cyprus.
- In June 2007 the Council of Ministers decided to modify the stringent Greek language requirement for a certain position in the public service. The decision stated that “very good knowledge of Greek” will no longer be required for employment in the position of medical officer at the Ministry of Health.

³⁹² No. 53.863 of 19.06.2001.

The decision purports to comply with a recommendation of the equality body pursuant to a complaint for language discrimination against EU and third country nationals. The decision, however, is not extended to cover other positions in the public or private sector, where the requirement of “very good knowledge of Greek” still stands, despite the numerous recommendations against this by the equality body.

- The Education Ministry provides Turkish language classes for pupils whose mother tongue is Turkish (Turkish-Cypriots, Roma, Kurds etc) in schools where there is high concentration of Turkish speaking pupils. In addition, extra classes of Greek language are offered to pupils whose mother tongue is not Greek (children of migrants, Turkish Cypriots, Roma etc). For the school year 2005-2006, a total of 1,356 hours of extra Greek language classes were offered in schools across Cyprus. For the school year 2007-2008 a total of 1,395 hours of extra Greek language classes will be offered. This measure will involve hiring an additional 48 teachers. The books for teaching Greek to non-native Greek speakers which are being used have been especially designed in and brought from Greece, where they were being used in multicultural schools. Although the impact of this measure has not been evaluated, one of the schools where this measure is in place, namely the Eighteenth Elementary School of Ayios Antonios in Limassol, which is attended by a large number of Turkish speaking pupils, was awarded the Commonwealth Education Good Practice Awards in 2006.³⁹³
- The Special Education for young persons with Special Needs Law 1 13(I)/1999, as well as the Public Assistance and Services Law of 1991 guarantees a minimum standard of living for all persons legally residing in Cyprus. The law applies to all persons whose resources do not meet their basic and special needs as defined by law, although no public assistance is paid to migrants who live below the poverty line. At the same time, this law includes special provisions for persons with a disability, single mothers, older persons, families with four children or more and internally displaced persons.
- Under a law enacted in 2006, the national confederation of organizations of persons with disability KYSOA became a social partner of the state in all matters pertaining to disability. Under the same law, consultation with KYSOA is now obligatory for all governmental departments dealing with disability and KYSOA became a receiver of an annual state grant for its running expenses.³⁹⁴ However, in the process of consultation which preceded the enactment of the new law on quotas enacted in December 2009, which is clearly the most significant development for the disability movement in years, the objections raised by KYSOA were largely ignored. KYSOA was also excluded from the multi-disciplinary committee that assesses whether an applicant fits the definition of ‘person with disability’ provided in the law.

³⁹³ http://www.moec.gov.cy/etisia-ekthesi/pdf/Annual_report_2006_en.pdf

³⁹⁴ Law on Consultation Process of State and Other Services on Issues concerning Persons with Disability N. 143(I)/2006, dated 3.11.2006.

The fact that KYSOA is not afforded any role whatsoever with regard to the implementation of this law raises questions as regards the essence and significance of the status of a 'social partner'.

- The institution of the 'sheltered workshops' known as KEAA (Centres for Vocational Rehabilitations for the Disabled), explained above in section 2.7 of this report.
- The Protection of the Mentally Retarded Persons Law 117/1989, and the Street and Building (Amendment) Regulations No. 3322 30.4.99 provide for easier and safer access for persons with disabilities to public places and buildings.
- A number of NGOs³⁹⁵ offer (state funded) services to persons with intellectual disabilities in the following areas: daily care; after noon care, special treatment; therapy; home in the community (continuous stay); employment in sheltered workshops; supported employment in the open market.
- The Special Fund Law 79(I)/ 1992 provide for services and programmes for the rehabilitation of persons with disability.
- The Law on Persons with Disabilities N.127 (I)/2000, as amended, provides a set of rights for persons with disabilities and implementation measures. These rights include the right to independent living, full access to the community and equality of participation in economic and social life (Article 4(1)). Furthermore, Article 4(2) of the Law provides for: (a) timely detection and diagnosis of the disability (b) personal support with auxiliary equipment (c) access to housing, buildings, streets and generally to the natural environment and to public means of transport (d) access to appropriate education according to their needs; (e) access to information and communication with special means where necessary, especially for certain groups of persons with disabilities of the senses; (f) services for social and economic access to professional assessment and orientation, professional training and employment in the open job market; (g) a dignified standard of living and, where necessary, through financial allowance and social services; (h) the creating of personal and family life; (i) participation in cultural, social, athletic, religious and entertainment activities." Article 4(2)(a) of the same law provides for the following measures for the creation of employment opportunities: "(i) the introduction of employment schemes for persons with disability by providing incentives for the employers which shall be determined by regulations according to the number of employees or the business cycle of the enterprises concerned; and (ii) the creation of jobs in the governmental, semi-governmental and wider public sector to be fulfilled exclusively by persons with disability".

³⁹⁵ In December 2006 there were 28 NGOs offering programs to persons with mental disabilities, according to the record of the Committee for the Protection of the Mentally Deprived.

A number of other rights include “job reinstatement, where possible, of a person with a disability in the same enterprises where the disability occurred during their employment; special protection against dismissal; and the operation of special schemes of employment in the public and private sectors, by providing economic incentives”.³⁹⁶

Although it is hard to estimate the impact of these provisions and the extent to which they are being utilised, the potential is nevertheless there. However, bearing in mind the loopholes of the law, it may perhaps be difficult to see how these rights may be translated into social policy.

The issue of accessibility to Courts for persons with disabilities, in the form of physical accessibility, provision of documents in Braille language, sign language interpretations or other is not addressed and it is doubtful if the said legal provisions create any obligations with regard to guaranteeing full accessibility.

Quotas

- A new law enacted in 2009 introduces quotas in the employment of persons with disabilities in the wider public sector at 10 per cent of the number of the vacancies to be filled in at any given time, provided that this does not exceed seven per cent of the aggregate of employees per department. The quota applies to first appointment positions (i.e. excluding promotions) at the introductory scale (i.e. low in hierarchy) and is specifically drafted to exclude areas where special provisions in favour of persons with disability are already in place (more specifically the quota in favour of blind telephonists- see below) and sections of the public service where “all physical, mental or intellectual restrictions must necessarily be absent”³⁹⁷ (the army, the police, the fire department and the prisons).
- The Appointment of Trained Blind Telephone Operators to the Post of Telephone Operator in the Public Sector (Special Provisions) Law of 1988 (L. 17/1988), Article 3, provides that blind candidates who have all the qualifications required by the scheme of service and who are trained telephone operators³⁹⁸ are given priority in appointment.

³⁹⁶ The impact of this article is severely limited by article 9 of the same law, which provides that all the rights set out in articles 4, 5, 6, 7 and 8 of the Law are not absolute but are conditional upon a number of prerequisites, such as: the nature and the required expense for the taking of the necessary measures; the financial resources of the person who has the obligation to take such measures; in the event that the measures are to be taken by the state, then public finances and other obligations of the state are to be taken into account; the provision of state aid or other contributions towards the cost of the required measures; and the socio-economic situation of the person with disability.

³⁹⁷ Law introducing special provisions for the hiring of persons with a disabilities in the wider public sector 146(I)/2009, article 2.

³⁹⁸ Training in telephone operation is provided free of charge to all blind persons by the state School for the Blind. Also, the Pancyprrian Organisation for the Blind, a non-governmental organisation, offers further training free of charge.

The same law also provides that for the appointment of a non-blind person to the post of telephone operator, the Pancyprrian Organisation for the Blind must give its prior written confirmation that there are no blind telephone operators as candidates for the specific post. Article 3 of the same law also provides that in case there are no blind telephone operators as candidates for the said position, other candidates with disability will be preferred. These provisions have worked fairly well and have significantly contributed to the vocational rehabilitation and labour integration of blind persons, as the job of telephone operator continues to be the job of the majority of the blind persons in Cyprus. This law, which has resulted in the employment about 55 blind persons since its enactment in 1988, applies to telephone operators who have completed training at the School for Telephone Operators of the School for the Blind.

It is considered by the Pancyprrian Organisation for the Blind as a significant positive measure, despite the fact that it refers to a relatively low status type of work that may fall short of utilising the affected persons' full potential. Recent technological developments in telephone services may present a risk for this institution and could mean that training may have to be channelled in other directions.³⁹⁹ Strangely enough, this is the only one that has survived the Courts' tendency to declare unconstitutional laws giving priority in employment to persons with disabilities; however an equality body decision in 2009 has found this law to be discriminatory against persons with other disability and has asked for its revision.

- The Public Service Law 1/1990, provides that, in filling vacant posts in the Public Service, priority should be given to disabled candidates who fulfil the schemes of service, provided that the Commission responsible for the selection is satisfied that they are able to perform the duties of the posts and they are not inferior to the rest of the candidates as regards merit and qualifications.

The Public Education Service Law, as amended by Law 180/1987, used to provide that in filling first entry posts in the Public Education Service, persons with disabilities should be appointed in accordance with a proportion specified by Law. Subsequently, this provision was indirectly declared unconstitutional, following a controversial court decision relying on a strict and rather conservative interpretation of the equal treatment principle of the Constitution.⁴⁰⁰ This quota provision should have been reinstated following the 2006 amendment to the Constitution by virtue of which the EU regulations and Directives become the supreme law of the country and take precedent over national laws including the Constitution, but so far this did not happen.

³⁹⁹ Florentzos, M. (2005) The Legal and Social Position of Persons with Disability in the new Legal order of the Republic of Cyprus as a Member State of the European Union, Nicosia, p.151. Mr Florentzos is the president of the Cyprus Confederation of organisations of persons with disabilities.

⁴⁰⁰ Republic of Cyprus through the Civil Service Commission v. Eleni Constantinou, Appeal Case No. 3385, 26.09.2002.

Preferential treatment

- Since the partial lifting in the restrictions in the freedom of movement in April 2003, as a result of which several Turkish Cypriots regularly visit the Republic-controlled areas and seek to access health services in public hospitals, the government introduced a policy of providing free medical care to all Turkish-Cypriots without requiring proof of low income, as it is required of Greek Cypriots. This policy derives from another policy followed by the government, according to which certificates issued by the Turkish Cypriot authorities in the north, including income certificates, are not recognised, lest that would amount to recognition of the unrecognised Turkish Cypriot regime in the north. In view of this, it was deemed politically safer to provide free medical care to all Turkish Cypriots independent of income rather than have to review and thus perhaps indirectly extend recognition to income certificates issued in the north.

The measure has been rigorously criticised by a section of Greek-Cypriot society, media and politicians who claim that it introduces discrimination against Greek Cypriots.

- Educational Priority Zones (EPZ): This measure, introduced by the Ministry of Education and operating for some years now, aims at placing in a special category certain schools where special attention and particular measures are needed to address certain educational needs, such as pupils coming from particularly poverty-stricken areas, high concentration of non-native Greek speakers, high drop out rate etc. Schools classified as falling within EPZ receive extra teaching hours and other measures where needed. The institution of EPZ aims at reducing inequalities for pupils attending schools in disadvantaged areas with an increased proportion of immigrants, combating school failure and illiteracy. The measure aims at strengthening the capacity of children already attending such schools because of the location of their residence to enable them to stay in school longer and attain better grades.⁴⁰¹

The following measures are in place in relation to certain groups of persons with disability:

- Exemption from fees for medical purposes in public medical institutions.
- Special parking tickets that secure preferential parking for persons with disability.⁴⁰²
- Exemption from certain charges concerning telecommunications and telephone services.⁴⁰³
- Preferential treatment is offered by semi-governmental organisations to all persons with disability.

⁴⁰¹ http://www2.cytanet.com.cy/fanerom-dim/zep/html/ie_aead_ooci_eydni.html.

⁴⁰² Article 7A of Law on Persons with Disabilities 127(I)/2000 as amended by Law 102(I)/2007.

⁴⁰³ Regulations 311/2001, 382/2002, 473/2002, 525/2002 and a number of decisions of the Cyprus Telecommunications Authority.

The Cyprus Telecommunications Authority offers reduced subscriptions for land lines; the Electricity Authority of Cyprus offers reduced electricity rates; and Cyprus Airways (the national air carrier) offers discount at 50 per cent on air tickets to all persons with disability including intellectual disability and their escorts.

Roma and Minority rights based measures

- There are no positive action measures in place for the Roma community or for any other community, except the provisions related to the education of the Turkish-speaking children referred to above (see section 3.2.8), consisting mainly of language classes, plus a small subsidy for school uniforms, the provision of meals at school and transport to and from the school. The aforesaid are not provided to this group in their capacity as Roma but in their capacity as 'Turkish speaking' people; no special classes are offered on Roma history and culture.
Also, although the institution of the Educational Priority Zone (EPZ) referred to above is intended to cover schools in deprived and impoverished areas, it does not include all the schools attended by Roma pupils residing in neighbouring Roma settlements, which are renowned for their squalor and poverty.
- A few measures are in place regarding the three constitutionally recognised 'religious groups': the Armenians, the Maronites and the Latins. The public broadcasting service CyBC (Cyprus Broadcasting Corporation) has for several years been airing radio programmes especially prepared for the Maronites, the Armenians and the Latins, albeit in Greek. There are however some measures in place to promote the use of the languages of the religious groups. As from October 2009, lessons in the Armenian language are being offered to the public by the Ministry of Education in evening classes. The most important measure however was the codification of Cypriot Maronite Arabic. On 9-10 November 2007, the Ministry of Interior and the Ministry of Education held a Symposium for the codification of the Cyprus-Maronite Arabic under the auspices of the Law Commissioner. For the first time in 2007 an alphabet was developed by an expert linguist and specialist in Cypriot Maronite Arabic based on the Latin alphabet and taking into account the specificities of the Cypriot Maronite Arabic language. This was launched by the Maronite community in December 2007. Following the codification, some news articles in Cypriot Maronite Arabic now appear in the Maronite periodicals.⁴⁰⁴ In 2008 a Committee of Experts on Cypriot Maronite Arabic was set up to look into the issue of codification of the Cypriot Maronite Arabic.
Then a Cypriot Maronite Arabic revitalisation group was set up, which is composed of the team of experts, representatives of the Cypriot Maronite Arabic-speakers and a representative of the Ministry of Education and Culture who acts as a co-ordinator.

⁴⁰⁴ Report of the Committee of Experts on the Application of the European Charter for Regional or Minority Languages in Cyprus of 23.09.2009.

In addition, the Council of Ministers has decided to formally set up a team of experts which will be responsible for drafting and implementing an action plan for Cypriot Maronite Arabic.⁴⁰⁵ Other measures include the repair and maintenance of places of worship, cemeteries and schools, small grants for newspapers and other print media published by Maronites, Armenians and Latins and for the creation and upgrade of their websites, the funding of a monument in Larnaca to commemorate the Armenian Genocide, the funding of a documentary for the Latins of Cyprus, etc.

It should however be stated that the three religious groups enjoy a high degree of social integration and amicable relations with the majority population and the administration and their degree of vulnerability cannot be compared to that of the Roma, the Turkish Cypriots or the migrants.⁴⁰⁶

Given that the Cypriot government does not recognise any minorities other than the aforesaid three groups, no issue of violation of the equality principle of the Constitution has arisen so far regarding the few measures taken in their favour. This may also be partly explained by the fact that these three groups are, broadly speaking, well integrated in Cypriot society and face little or no hostility from the majority community. The only time when the issue of equality was raised vis-à-vis the religious groups was when a Greek Cypriot complained to the equality body that the exemption of the adult males of the religious groups from the obligation to serve in the army amounted to violation of the equality principle. The equality body found the complaint well founded and recommended that the religious groups be obliged to serve in the army in the same way as Greek Cypriots. The recommendation was adopted by the government.

⁴⁰⁵ The Report of the Committee of Experts on the Application of the European Charter for Regional or Minority Languages in Cyprus of 23.09.2009 regrets the fact that the team of experts works without remuneration and the measures for the promotion of the newly codified language have been only partially funded by the government. The report pointed out that for the action plan to be implemented and the work of the team of experts and the revitalisation group to be carried out effectively in the long-run, more financial resources need to be allocated.

⁴⁰⁶ In the case of the Turkish Cypriots, the constitutional crisis of 1963 and the inter-communal violence that ensued, culminating in the war of 1974 has essentially stripped them of their communal rights under the Constitution; in addition, they are facing discrimination and hostility from sections of the majority population. In the case of the Roma, even though they are Cypriot citizens, they live in extreme poverty with a low degree of integration and zero civic participation; however as efforts are being made at the level of education with the Roma children, it is expected that this situation will improve with the new generation of Roma. The migrants of Cyprus have to cope against their precarious and short-term stay in Cyprus in a hostile environment of police repression, discrimination by their employers and harsh treatment by the immigration authorities who will deport migrants after ten or 20 years of stay for reasons like petty crime or simply expiration of their residence visa.

Good practice initiatives

Some of the most important initiatives of 2009 include the following:

- Ratification of Protocol on Torture:** By law 2(III)/2009 the Optional Protocol of the Convention against Torture and other Hard, Inhumane or Humiliating Treatment or Punishment was ratified, appointing the Ombudsman as the national machinery for the prevention of torture. The law authorises the Ombudsman to visit detention centres in order to monitor compliance with the Convention and to submit recommendations on policy and law reform. The Ombudsman's access to detention centres is subject to sending a prior notification of her intended visit. The law also authorises the Ombudsman to refer to the Attorney General any allegations by detainees for human rights violations by police officers; no obligation is cast upon the Attorney General to take any action. The law contains provisions for protection from victimisation of persons supplying information to the Ombudsman as well as prohibition of disclosure of data supplied to the Ombudsman. The law does not specifically provide for an increase in the budget of the Ombudsman to enable her to carry out this additional mandate.

This extension of the Ombudsman's mandate is particularly important given that complaints are often submitted to her office regarding racism and discrimination by prison guards against foreign Turkish Cypriot detainees. In 2009, for instance, the Ombudsman (in her capacity as equality body) received a complaint from a foreign inmate who had been repeatedly beaten up by a guard because he refused, for religious reasons, to remove his turban. Instead of thoroughly investigating this complaint, the prison authorities summoned the complainant to ask him to explain his complaint to them, who felt intimidated and denied having filed a complaint. The equality body regretted the handling of the complaint by the prison authorities which had created a hostile climate, lack of trust and a feeling that the guards' actions will always go unpunished. The new mandate granted by the protocol on torture would enable the equality body to hear the detainees' experiences in person and propose institutional changes to address the problems.
- EUROCLIO 16th Annual Professional Training and Development Conference:** The 16th Annual Professional Training and Development Conference of EUROCLIO on the theme "Taking the Perspective of the Others: Intercultural Dialogue and Teaching and Learning History" was completed in Cyprus on April 5-11.4.2009. This initiative was the result of cooperation between EUROCLIO and the Cypriot History Teachers' organizations and Teacher Trade Unions from across the divide, enabling more than 120 participants from 35 different countries within Europe and beyond to engage in a fruitful debate over intercultural dialogue and history teaching and learning.⁴⁰⁷

⁴⁰⁷ For more information, see <http://ac2009.euroclio.eu/joomla/index.php>

- **Educators' Training Course in Human Rights Education:** The Directorate of Youth and Sport of the Council of Europe through its Youth Programme on Human Rights Education funded a National Training Course entitled "Educators' Training Course in Human Rights Education: Building Inclusive Environments in Cyprus", organised by the national NGOs Mediterranean Institute for Gender Studies, PRIO Cyprus Centre and the Centre for the Study of Migration, Inter-ethnic and Labour Relations, held between the 06-10.07.2009 at the University of Nicosia. Participants included 22 Greek-Cypriot and Turkish-Cypriot teachers, youth workers, trainers in non-formal education and youth – related NGO volunteers. The aim was to mainstream Human Rights Education in Cypriot youth policy and work and promote a human rights culture in formal and non-formal education. A number of activities were conducted from *COMPASS: A manual on human rights education with young people* while various presentations and guest speakers/trainers dealt with issues such as discrimination, xenophobia, gender equality, vulnerability and human rights, refugee and minority rights, children's rights, poverty etc.
- **Ceremony honouring heroes who saved members of the 'others' community during intercommunal conflicts of the 50s, 60s and 70s:** The ceremony to honour ten heroes for their acts of courage and humanity in times of war was organised by 14 Greek-Cypriot and Turkish-Cypriot NGOs. These were people who, during the intercommunal conflicts of the 50s and 60s and the Turkish invasion of 1974, risked their lives to save and protect members of the 'other side', their supposed enemies, at immense personal risk. Commemorative plaques and olive branches were presented to the men, in some cases by those whom they had saved. In an emotional celebration, their stories were heard through firsthand accounts or through the testimony of their families.⁴⁰⁸
- **Diversity Day 03.10.2009:** Part of the "For Diversity. Against Discrimination" campaign, this event, organised by the EC representation in Cyprus and funded through PROGRESS, targeted employers via the media, employees and young persons (16-24). The program of the event included a press conference; an opening by the EU Commissioner for Health, with the participation of the Ministers of Employment and Justice, the ombudsman and the head of the EC delegation to Cyprus; a workshop on equal treatment between men and women and an open discussion from trade unions and employers organizations; various diversity training games focusing on human rights for children aged seven to 13, parents, teachers from the Compasito program of the council of Europe (organised by the NGO Support centre); children's story readings; the screening of two documentaries on diversity produced by Cypriot film makers and the EC; graffiti art; music and a live link with DeeJay radio; an 'Ability Park'; and various information stands from governmental and non - governmental institutions handing out material to passers by.

⁴⁰⁸ The event is available on YouTube: <http://www.youtube.com/watch?v=90BQu-kAXbY&feature=related>

In the framework of the Diversity Day the initiative of the *Living Library* was held in Nicosia. on 03.10.2009 Limassol and On the 29.09.2009 the innovative method of the 'Living Library' designed promote dialogue, reduce prejudices and encourage understanding, operated in Cyprus, at Intercollege Limassol, where 10 living books and 100 readings took place, organised by Youth for Exchange and Understanding in cooperation with Intercollege Limassol. Visitors to the Living Library were given the opportunity to speak informally with "people on loan"; this latter group was extremely varied in age, sex and cultural background. The second 'Living Library' took place in Nicosia and was organised under the auspices of the EC Delegation. There were 15 living books and over one hundred readings as part of the Diversity Day referred to above.⁴⁰⁹

- **Information leaflet on the provisions of law transposing The Employment Equality Directive:** The Ministry of Labour and Social Insurance has produced a leaflet which explains in simple terms the provisions of Law on Equal Treatment in Employment and Occupation N.58(I)/2004, published in Greek, English, Turkish and Russian. The publication targets youth (children, young people, students), women, the elderly, ethnic minorities, national minorities and migrants.
- **Muslim Bayram Holidays:** On 14.09.2009 the prestigious Nicosia-based semi-public English School, the only school in Nicosia hosting both Greek Cypriot and Turkish Cypriot students, announced its decision to adopt the Muslim Bayram Holidays of 21st September and 27th November as official school holidays in order to foster a climate of mutual respect and inclusiveness at the school.
- **Seminar series on anti-discrimination:** The Social Welfare Services of the Ministry of Labour held a series of seminars on the EU acquis regarding discrimination on the grounds covered by the two directives, in the framework of a PROGRESS project running from 2008 to 2009 co-funded by the European Commission. The seminars took place in both urban and rural locations, which is a welcome innovation.

Some of the most important initiatives which took place in 2008 include the following:

- On 11.07.2008 a new law came into force⁴¹⁰ (addressing violence in sporting venues in general. The law includes a provision (article 71) prohibiting statements by sports actors amounting to encouragement of violence and of feelings of prejudice, racism or discrimination against inter alia other spectators or sports fans, sports actors, journalists, players or referees; such statements are punishable with a fine not exceeding Euros 5,000.

⁴⁰⁹ <http://picasaweb.google.co.uk/LivingLibrary.org/LivingLibraryLimassolCyprus#>

⁴¹⁰ Law on Prevention and Combating of Violence in Sports Venues N. 48(I)/2008 (11.07.2008).

A further provision of the same law (article 72) outlaws the use of posters or banners with racist or insulting content, gestures or the uttering of words with racist or insulting content, the penalty for which is imprisonment not exceeding six months and/or a fine not exceeding Euros 1,000.

- The school year 2008-2009 has been described as the “Year of Educational Reform”. A proposal for comprehensive educational reform pending for several years has finally begun to be tackled. The Ministry of Education has appointed a commission to revise the curricula and textbooks that contain elements that stand in the way of reconciliation between Greek-Cypriots and Turkish-Cypriots and to foster a spirit of tolerance and cooperation.

In a statement to the press, the Education Minister Andreas Demetriou referred to the “target of developing a spirit of reconciliation within the schools with the Turkish Cypriots, so that this reconciliation occurs within the consciousness of all the citizens of Cyprus regardless of community.”

This will involve revision of the textbooks on the history of Cyprus in the last 50 years, which is expected to be implemented within little more than a year. The Minister stated that it was “very important that we have an informed youth that understands that different communities live in Cyprus”.

- Between December 2007 and December 2008 the Welfare Services of the Ministry of Labour and Social Insurance organised a number activities under the general title *National Awareness Activities in the fields of Antidiscrimination, Diversity and Equality – “DIALOGUES”*, funded at 80% by the European Commission in the framework of the European Year of Equal Opportunities 2007.⁴¹¹ The activities focused on public awareness on combating discrimination on the basis of Directives 2000/43/EC and 2000/78EC, promoting diversity, equal opportunities, with emphasis on vulnerable groups. The activities consisted of: seminars and discussions in different towns including rural areas, culminating to a major conference on 21.11.2008 in Nicosia; distribution of leaflets on the world day of combating discrimination (21.03.08) and on Europe Day (09.05.2008); and a competition of a children's book on discrimination.
- The Cyprus Labour Institute (INEK-PEO) organised a series of seminars under the general title 'Awareness Raising Activities in Cyprus against Discrimination on Ground of Race, Ethnicity, Religion and Age', funded by the European Commission under PROGRESS (The Community Programme for Employment and Social Solidarity).⁴¹²

⁴¹¹ The remaining 20% was provided by the Cypriot government.

⁴¹² For some information on the subject, although by no means complete see http://www.inek.org.cy/english/index.php?article_id=62&subject=standalone&parent_id=0

The first activity was an international Conference titled 'European legislation and policy against discrimination on the ground of race, ethnicity and religion: theory, practice and future challenges' on 28.02.2008 which targeted governmental and non-governmental organisations as well as members of the legislature and speakers included the President of the Republic, the Ombudsman, NGO representatives and officials from key governmental departments.

A number of seminars targeting Cypriot and migrant workers, Turkish-Cypriots and a seminar on Roma were held throughout the year, including capacity building for NGOs and young workers to face discrimination, the rights of migrant workers (in Romanian and Bulgarian), the EU anti-discrimination acquis in Greek and in Turkish, etc.

- On 04.04.2008 a diversity management training seminar was co-organised by NGO Symfiliosi and the national employers' association OEV (Industrialists and Employers' Federation), as part of a project managed by the Migration Policy Group and Human European Consultancy, in the framework of the European Year of Equal Opportunities for All. The training was attended by approximately 40 Greek Cypriot and Turkish Cypriot representatives of trade unions, employers and public authorities. There was simultaneous language interpretation between Greek-Turkish.
- On 5-6.04.2008 Symfiliosi organised a two-day anti-discrimination follow-up seminar targeting NGO activists and trade unionists who had attended one of the previous anti-discrimination seminars held in 2005 and 2007, as part of a project managed by the Migration Policy Group and Human European Consultancies.
- On 28.02.2008 the Mediterranean Institute of Gender Studies in collaboration with the University of Nicosia organised an international conference within the framework of the transnational project entitled "Integration of Female Migrant Domestic Workers: Strategies for Employment and Civic Participation" funded under the [INTI Preparatory Actions 2005](#) Programme, by the European Commission.

This project was implemented in partnership with LAI-MOMO (Italy), ISIS-Institute for Social Infrastructure (Germany), ANTIGONE - Information & Documentation Centre on Racism, Ecology, Peace and Non Violence (Greece), CREA (Centre of Research in Theories and Practices that Overcome Inequalities) University of Barcelona (Spain) and The Filipino National Workers Association (Cyprus). The conference included presentations by academics, both Cypriot and European, as well as by activists and female migrant workers on issues of civic participation, employment, representation and other integration related issues.⁴¹³

⁴¹³ <http://www.medinstgenderstudies.org/?p=331> (27.09.2008).



- As from September 2008 Intercollege, Cyprus' largest tertiary education establishment, is running a free vocational training program for recognized refugees or persons with subsidiary protection aged 18 and above throughout Cyprus, in the framework of the European Refugee Fund. The training courses include classes on business administration and computers and selection will be based on maintaining a balance between male and female participants, as well as, country of origin, and status of protection, with the aim of increasing employability of this vulnerable group.

6. REMEDIES AND ENFORCEMENT

6.1 Judicial and/or administrative procedures (Article 7 Directive 2000/43, Article 9 Directive 2000/78)

In relation to each of the following questions please note whether there are different procedures for employment in the private and public sectors.

In relation to the procedures described, please indicate any costs or other barriers litigants will face (e.g. necessity to instruct a lawyer?) and any other factors that may act as deterrents to seeking redress (e.g. strict time limits, complex procedures, location of court or other relevant body).

Are there available statistics on the number of cases related to discrimination brought to justice? If so, please provide recent data.

- a) *What procedures exist for enforcing the principle of equal treatment (judicial/administrative/alternative dispute resolution such as mediation)?*

The procedures for the enforcement of the principle of equal treatment are of three types:

- *The Equality Body:* Via the 'extra-judicial' process⁴¹⁴ before the equality body, which is more like a 'quasi-judicial process', whereby individuals and organisations may submit complaints which the equality body has a duty to investigate and issue decisions or recommendations.⁴¹⁵ Complaints may be submitted by natural or legal persons alleging discrimination on any of the prohibited grounds (EU Directives, Protocol 12 to the ECHR, the Cyprus Constitution) in any of the fields within the scope of the laws. The equality body is empowered to issue binding decisions and/or make recommendations and impose small fines. The equality body also has a duty to monitor the enforcement of the orders it issues,⁴¹⁶ which are published in the Official Gazette.⁴¹⁷ The equality body is further empowered to impose fines, for failure to comply with its recommendations.⁴¹⁸ The decisions of the equality body may only be challenged in Court by way of judicial review of administrative action at the Supreme Court under article 146 of the Cyprus Constitution.⁴¹⁹

⁴¹⁴ In Greek, «Εξώδικη διαδικασία» as per Section 9Γ(1) of Law No. 57(I) of 2004 (31.03.2004); Section 9, Law No. 59(I) of 2004 (31.03.2004); Section 13, Law No. 58(I) of 2004 (31.03.2004).

⁴¹⁵ Law N. 42(I) 2004 (31.03.2004).

⁴¹⁶ Section 24(1), Law No. 42(I) of 2004 (31.03.2004).

⁴¹⁷ Section 15, Law No. 42(I) of 2004 (31.03.2004).

⁴¹⁸ Section 26(1), Law No. 42(I) of 2004 (31.03.2004). The Equality body may impose a fine up to 350 Cyprus pound (600 euro) for failure to comply with recommendation under Section 25 [Section 26(1)(a)] and/or up to 50 Cyprus pound (about 85 euro) per day for continuing failure to comply after the expiry of the deadline set for compliance of the recommendation.

⁴¹⁹ Section 23, Law No. 52(I) of 2004 (31.03.2004).

If after investigation the equality body finds that a certain law or regulation contravenes the anti-discrimination laws, the equality body will refer the discriminatory law or regulation to the Attorney General in order to draft an amendment.

- *The judicial process:*
 - (i) Labour law and issues relating to employment matters are dealt with by the Labour Tribunal.⁴²⁰ The Labour Tribunal consists of three persons: a judge, who chairs the hearing and two wing members, who come from the side of the trade unions and the employers' organisations. The procedure in the tribunal is similar to a district court, but less formal. Civil matters such as all matters of 'race or ethnic origin' discrimination other than employment are dealt with in district courts.⁴²¹
 - (ii) Criminal law procedures under discrimination related offences of the Penal Code. These procedures must be instigated by the police, although there is also in some cases the possibility of instigating a private criminal law case.
 - (iii) Law 59(I)/2004 (more or less transposing the Racial Equality Directive) provides in article 8(1) for resort to the District Court, for violation of the law's provisions.
 - (iv) Rights guaranteed by the Constitution, such as the anti-discrimination provision of article 28, are according to legal precedent⁴²² actionable in Court per se against, inter alia, individuals.
 - (v) Challenge of administrative acts before the Supreme Court, via Article 146 of the Constitution.⁴²³ Persons alleging discriminatory behaviour from public authorities may, under Article 146 of the Cyprus Constitution,⁴²⁴ apply to the Supreme Court to set aside the act complained of. The person in whose favour a decision under 146 has been made may institute legal proceedings in a court for the recovery of damages or for being granted other remedy and to recover just and equitable damages to be assessed by the court.
- *The inspectorate process:* The Minister of Labour is empowered to appoint Inspectors for the purpose of the better implementation of the law in terms of addressing employment discrimination issues.⁴²⁵ However, this process is yet to be implemented, as the regulations regarding the powers vested in the Chief inspector and inspectors⁴²⁶ are yet to be issued.

⁴²⁰ For any of the employment directive grounds Section 12(1), Law N. 58(I) of 2004 (31.03.2004) and for disability discrimination and Section 9B(1) of Law No. 57(I) of 2004 (31.03.2004).

⁴²¹ Section 8(1), Law N. 59(I) of 2004 (31.03.2004).

⁴²² Yiallourou v. Evgenios Nicolaou (2001), Supreme court case, Appeal No. 9331, 08.05.2001.

⁴²³ Section 12(1), Law No. 58(I) of 2004 (31.03.2004); Section 19 of Law No. 57(I) of 2004 (31.03.2004) and Section 9B(1) of Law No. 57(I) of 2004 (31.03.2004).

⁴²⁴ The right to recourse to Article 146 of the Cyprus Constitution is restricted to governmental administrative acts

⁴²⁵ Section 19 of Law No. 57(I) of 2004 (31.03.2004).

⁴²⁶ Section 19(2) of Law No. 57(I) of 2004 (31.03.2004).

It would seem reasonable to assume that the Labour Relations Department of the Ministry of Labour and Social Insurance would be the department in charge of implementing this provision,⁴²⁷ given also that this department's mandate includes the setting up of enforcement mechanisms (Inspectors, Research and Evaluation Committee etc) only in relation to gender equality.⁴²⁸ Nevertheless, the department responsible for Laws N. 57(I)/2004 and 58(I)/2004 is the Department of Labour of the Ministry of Labour. The Minister has not yet utilised his powers to appoint any inspectors.

By far the cheapest and most effective procedure is the complaint to the Equality body. All court actions entail costs and other necessities such as the need to instruct a lawyer if one is to have any chance to succeed against a generally speaking more powerful institution or employer, who are likely to be legally represented. There are also other deterrents in seeking redress in Court, such as strict time limits and complex procedures, the fact that legal procedures are generally slow, the difficulty in securing witnesses willing to testify. Even the procedure before the Labour tribunals, originally designed to be informal and easy and accessible to ordinary working people is lengthy, complex and costly, although to a lesser extent than the normal courts are. The Equality body will accept complaints submitted to it in English; however its website is only in Greek, with the Turkish and English version "under construction". On its website, the electronic complaints submission form can be found in English but not in Turkish, which is an official language of the Republic. The Court will require all documents to be in Greek, although during the hearing an interpreter will be provided by the Court. However, in a recent case before the Supreme Court, the court accepted the pleadings submitted by the Turkish Cypriot applicants in the Turkish language and instructed the Attorney General to serve pleadings to the applicants in Turkish.

Accessibility to buildings is also an issue to consider: the new premises of the Equality body's office are accessible by wheelchair but many of the Court buildings are not accessible to persons with disabilities and the legal documents are not made available by the Court in Braille language.

The same rules apply in both the private and the public sector. The Ombudsman, in his/her capacity as such, will investigate complaints of maladministration and discrimination from public bodies/state organs towards individuals; in his/her capacity as the national Equality body, s/he will investigate complaints in both the private as well as the public sector.

No record is kept as to how many discrimination cases are brought before the Courts. In fact there is no publicly accessible database listing District Court decisions at all.

⁴²⁷ This derived from (a) the fact it is an employment matter, (b) a reading of the text of law 58(I)/2004 provides that the Minister in charge is the Minister of Labour and Social Insurance [see article 2 of the law]; moreover the inspectorate 'aiming at better implementation of the provisions of the said law' is appointed by the same Minister, who also responsible for submitting a report on the implementation of the said law.

⁴²⁸ Letter from the Ministry of Labour to the national expert, dated 20.01.2006.

In the case of Supreme Court decisions, these can be made available from a private database upon paying a subscription; in this database, cases are not grouped per subject but can be searched through a keyword. Only the equality body publishes annually data regarding the number of complaints received, the ground complained of, the outcome etc. The ombudsman's office also publishes statistics about complaints received and investigated but it is not clear from the data which of these complaints concern discrimination and which concern maladministration.

It should be noted that the inadequate provision of legal aid,⁴²⁹ the low awareness of the anti-discrimination laws among legal circles and the length of time required for litigation to be completed, renders the use of the judicial process very rare: So far only one case was tried alleging violation of the law transposing the anti-discrimination acquis.⁴³⁰

b) Are these binding or non-binding?

The judicial as well as the inspectorate process lead to binding decisions.

The equality body has the power to issue legally binding decisions. However, in practice the decisions issued are usually mere recommendations because, in the opinion of the equality body, better results can be achieved through mediation. Such recommendations, although not legally binding, tend to be complied with at least by individuals. In some cases the equality body is vested with the power to impose fines⁴³¹ but this power has not been used yet for cases under the anti-discrimination Directives. The equality body's decisions are generally regarded by both the authorities and the public as valid and credible and often as an indication of what the likely outcome would be, had the case been presented before the courts, even though the equality body's mandate is wider than that of the court and tends to stumble less on technicalities than what courts do.

The Ombudsman does not have the power to issue binding decisions, even though its decisions are generally authoritative and to a large extent complied with. In November 2008 the ombudsman stated that the government had complied with 80 percent of her office's recommendations.⁴³²

⁴²⁹ The Law on Provision of Legal Aid (2002) N. 165(I)/2002 provides for legal aid only for criminal and civil law cases: administrative recourses are excluded, although a recent ECtHR decision found that "a question arises as to the conformity of such legislation with the requirements of Article 6 of the Convention" and that "there is *a priori* no reason why it should not be made available in spheres other than criminal law" (Marangos v. Cyprus, Application no. 12846/05, dated 04.12.2008). The legal aid law extends to human rights violations covered by the Constitution and by a number of international conventions including the Convention for the Elimination of All Forms of Discrimination, but not to the laws transposing the two anti-discrimination Directives.

⁴³⁰ Avgoustina Hajiavraam v. The Cooperative Credit Company of Morphou (2008)

⁴³¹ Elaborated in Section 6.5 here in below.

⁴³² Source: U.S. State Department (Bureau of Democracy, Human Rights, and Labor) Report, *Cyprus: Country Report on Human Rights Practices 2009*, released on 11.03.2010 (<http://www.state.gov/g/drl/rls/hrrpt/2009/eur/136026.htm>)

c) *What is the time limit within which a procedure must be initiated?*

Since 1964, save for any agreement entered by the parties,⁴³³ there are no statutory limitations to actions: the Law on suspension of Limitations of actions N.57/1964 suspended all time bars in respect of actions instituted on or after 21.12.1963.⁴³⁴ Nevertheless, there are *procedural time limits* that restrict actions allowed by litigants, for instance the time limits for lodging an appeal are strictly adhered to: 42 days from the date of the judgement for an appeal from the final determination, 14 for interlocutory injunctions and 75 days for filing a recourse against an administrative act under article 146 of the Constitution.

d) *Can a person bring a case after the employment relationship has ended?*

There is no express provision on this point in the new anti-discrimination laws. However, the Laws on the Commissioner for Administration 1991-2004⁴³⁵ which sets out the mandate of the Ombudsman (*note: not* the mandate of the equality body) state that the complaint must be submitted to the ombudsman's office within twelve months from the date on which the complainant received notice of the activities or omissions for which he/she is applying to the ombudsman.⁴³⁶ The 2004 amendment of this law provides for a new mandate, duties and powers bestowed upon the Ombudsman by virtue of any law, on matters relating to gender equality, equality and enjoyment of human rights and freedoms irrespective of race, ethnic origin, community, language, colour, religion, political or other belief, special needs, age and sexual orientation.⁴³⁷ Whether the employment relationship has ended or not at the time of submitting the complaint is immaterial, although the equality body, in the process of investigating a complaint, *will* take into account the surrounding circumstances of each case and whether the complainant has acted reasonably in respect of the timing of lodging his/her complaint.⁴³⁸ The Court on the other hand is less likely to take the liberal approach adopted by the equality body and more likely to adopt a conservative approach; this was the case in the decision of the labour tribunal in the case of Avgoustina Hadjiavraam v.

⁴³³ *Cyprus/Civil Procedure Rules*, Cap 12.

⁴³⁴ The date marks the commencement of inter-communal violence in Cyprus, what an investigative journalist referred to as 'the first partition' (Droussiotis, M. (2006) *The First Partition, Cyprus 1963-1967*, Alfadi, Nicosia).

⁴³⁵ Laws N. 3/1991; N. 98(I)/1994; N.101(I)/1995; N.1(I)/2000; N.36(I)/2004.

⁴³⁶ Section 5(1) of Law N.1(I)/2000.

⁴³⁷ Section 3(8) of Law N.36(I)/2004.

⁴³⁸ Interview with Elisa Savvides, Head of Equality Commission at the Ombudsman's office, dated 18.01.2006.

The Cooperative Credit Company of Morphou (reported under section 3.6.2 above), where the court claimed lack of jurisdiction to try the case because its mandate was restricted to labour disputes and in the case under examination no employment relationship had ever existed (the case was about a maximum age limit in a job advertisement, as a result of which the complainant was not hired).

6.2 Legal standing and associations (Article 7(2) Directive 2000/43, Article 9(2) Directive 2000/78)

Please list the ways in which associations may engage in judicial or other procedures

a) in support of a complainant

The Laws purporting to transpose the anti-discrimination acquis have eased the criteria for an association to engage in judicial or other procedures allowing organisations with a legitimate interest and with the victim's permission to represent a victim of discrimination in proceedings both before the Equality body as well as before the Court.

In the case of Law 58(I)/2004 (roughly transposing the Employment Equality Directive) article 14 provides that workers' organisations or other organisations with a legitimate interest can act on behalf of their members with the members' permission in claiming their right to resort to the Courts or to the equality body. Similarly, article 9D of the disability Law N. 127(I)/2007 as amended by Law 57(I)/2004, provides that workers' organisations or other organisations with a legitimate interest can, with their members' permission, exercise on their behalf the right to recourse to the courts or to the equality body. Law 59(I)/2004 (roughly transposing the Employment Equality Directive), article 12, requires that in order for organisations or other legal persons to be able to represent and act on behalf of persons in applying to the courts or the equality body, such organisations must have not only the victim's permission but also a provision in their memorandum and articles of association that the elimination of discrimination on the ground of racial or ethnic origin is part of their aims. No other 'legitimate interest' is required under this law.

In practice associations have made little use of this opportunity so far, with only a handful of human rights organisations filing complaints to the equality body on behalf of victims which they formally or informally represent. The equality body follows a flexible approach and does not demand to see members' permissions or copies of articles of association in order to ensure that the law's requirements are met before investigation begins.

Prior to the introduction of the new anti-discrimination legislation in 2004, individuals who had been *personally* aggrieved had a legitimate interest in Cypriot administrative law to engage in proceedings.

Under Article 146(2) of the Constitution: “such recourse may be made by a person whose existing legitimate interest, which he has either as a person, or by virtue of being a member of a community, is adversely and directly affected by such decision or omission”. Since 1999 the common law provisions have been codified into a single law that summarises the existing practice (Law 158(I)/99).

The interpretation of Article 146(2) of the Constitution by the Supreme Court has restricted the right of recourse to physical and legal persons who have been adversely and directly affected and have a legitimate interest. Representatives were not considered to have legitimate interest⁴³⁹ and the term “community” is defined as meaning the Greek and Turkish communities, as defined in Article 2 of the constitution.⁴⁴⁰

The Roma community of Cyprus has never received official recognition of its Roma identity; by virtue of their language and their Muslim religion, which were the criteria used to determine the “belonging” of all ethnic groups, they were deemed to belong to the Turkish community.⁴⁴¹

The original test for an association to possess an “existing legitimate interest” was hard to satisfy, as it required that the specific administrative act ‘*directly affects*’ the whole or part of the membership, whereas if it only affects one member or if there are conflicting interests between members then the association has no legitimate interest.⁴⁴²

b) on behalf of one or more complainants (please indicate if class actions are possible)

The equality body may investigate cases following applications by NGOs, chambers, organizations, committees, associations, clubs, foundations, trade unions, funds and councils acting for the benefit of professions or other types of labour, employers, employees or any other organised group, local authorities, public law persons, the Council of Ministers, the House of Parliament etc.⁴⁴³

The new anti-discrimination laws do not make mention of the possibility of organisations representing more than one complainants at the same time but do not expressly prohibit this either. Law No. 58(I)/2004 transposing the employment Directive states, in Article 14, that organisations may, with their members’ permission, exercise the right to apply to the Courts or to the Equality body on behalf of their members. The plural is used when referring to ‘members’ but it is not clear whether this enables class actions to be taken out by organisations in their members’ names.

⁴³⁹ Efthymios Ierodiakonou v. the Republic 3 RSCC 55-57.

⁴⁴⁰ Osman Saffet v. the Cyprus Palestine Plantations Co. Ltd and another 4 RSCC p.87, p.89.

⁴⁴¹ The paradox of this practice is demonstrated by the fact that a small section of the Roma community which converted to Christianity was considered to belong to the Greek community.

⁴⁴² The Police Association v. The Republic.

⁴⁴³ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), Section 34(2).

The equivalent provision in Law 59(I)/2004 uses the singular when referring to the member to be represented (article 12). The civil procedure rules make provision for class actions but only when these refer to the same subject-matter, in this case the same discriminatory treatment or act. The equality body does accept and investigate complaints from organisations acting on behalf of a group of persons, which do not have to be named specifically (e.g. 'asylum seekers', 'children with disabilities' etc).

6.3 Burden of proof (Article 8 Directive 2000/43, Article 10 Directive 2000/78)

Does national law require or permit a shift of the burden of proof from the complainant to the respondent? Identify the criteria applicable in the full range of existing procedures and concerning the different types of discrimination, as defined by the Directives (including harassment).

National law requires that in a civil procedure there is a shift of the burden of proof from the complainant to the respondent, once the complainant has established a prima facie case of discrimination. The respondent must then rebut the presumption of prima facie discrimination by disproving the allegations that no violation of the law occurred or that it had no adverse effect on the complainant.⁴⁴⁴

For cases involving racial discrimination in fields other than employment and occupation, the law provides that should the respondent fail to rebut the presumption of discrimination, then the District Court considers that the breach has been established and the complainant is required to present on oath all relevant facts to assess the damages.⁴⁴⁵ However, the Directives' requirements were not met in full and subsequently, following a request from the European Commission, the three laws were amended. In particular:

- In November 2006 a new law came into force⁴⁴⁶ which amended the 2004 law transposing (partly) the Racial Equality Directive.⁴⁴⁷
- The amendment, which was introduced in order to comply with a request from the European Commission, provides that the burden of proof is reversed not only in civil proceedings, as was the case with the 2004 law, but in "all [judicial] proceedings except criminal ones", in order to cover also administrative proceedings. Moreover, under the 2004 law the claimant had to *prove* facts from which a violation could be inferred; this has now changed to a duty to merely *introduce* (rather than *prove*) such facts, upon which the burden of proof is automatically reversed. Finally, under the 2004 law, the accused was absolved from liability if he proved that his violation had no negative impact on the claimant; the new law removed this provision. The said amendment does not reverse the burden of proof for procedures before the equality body.

⁴⁴⁴ Law N.58(I)/2004, Section 11; Law N.59(I)/2004, Section 7.

⁴⁴⁵ Law N.59(I)/2004, Section 7.

⁴⁴⁶ Law amending the Equal Treatment (Racial or Ethnic origin) No. 147(I)/2006.

⁴⁴⁷ Law N. 59(I)/2004

However, since the equality body has the power to carry out its own investigations to establish the facts of a case, it may be that the procedure falls within the exception of Article 8(5) of the Racial Equality Directive and therefore reversal of the burden of proof is not required.

- On 18.5.2007 an amendment to the Equal Treatment in Employment and Occupation Law N.58(I)/2004 (roughly transposing the Employment Equality Directive) was passed. As was the case with Law 59(I)/2004 (above), the amendment introduced the following changes: (a) the burden of proof is reversed in “all judicial proceedings except criminal ones”; (b) the claimant no longer has to *prove* facts from which a violation can be inferred, but merely to *introduce* such facts, upon which the burden of proof is automatically reversed; (c) the accused is no longer absolved from liability if he proves that his violation had no negative impact on the claimant; and (d) the aforesaid right is extended also to trade unions or other organisations with a legal standing who are, with the victim’s permission, either suing the perpetrator in court or submitting a complaint to the equality body. As was the case with Law 58(I)/2004 the burden of proof is not reversed in proceedings before the equality body.
- Towards the end of 2007, a new law was enacted in order to bring the disability law in line with the burden of proof provision of The Employment Equality Directive. The new law (72(I)/2007) amended the old law (57(I)/2004) by: extending the scope of applicability of the reversal of proof principle to include administrative litigation proceedings (in addition to civil proceedings); removing the requirement for the claimant to prove (instead of merely introduce) facts from which a violation can be inferred, upon which the burden of proof is automatically reversed; deleting the provision that the accused is absolved from liability if s/he proves that her/his violation had no negative impact on the claimant.

Provisions for shifting the burden of proof to the employer once a prima facie case of dismissal is established already exist in cases of unfair dismissal. The Termination of Employment Law 1967, as amended, is phrased in such a way that imposes the burden of proof on the employer, i.e. the employer has to prove that an employee had been dismissed for one of the reasons that permit summary dismissal. If the alleged unreasonableness, resulting in dismissal, is based on discrimination, the burden of proof is on the employer to prove, on the balance of probabilities, that he had acted reasonably.

6.4 Victimisation (Article 9 Directive 2000/43, Article 11 Directive 2000/78)

What protection exists against victimisation? Does the protection against victimisation extend to people other than the complainant? (. witnesses, or someone who helps the victim of discrimination to bring a complaint)

Identical provisions against victimisation are to be found in all three laws enacted to transpose Directives 2000/78 and 2000/43.

The said provisions prohibit any adverse treatment or consequence towards any person who files a complaint or is involved in a procedure aiming at implementing the principle of equal treatment.⁴⁴⁸ Therefore any person involved in the procedure in a capacity other than as a complainant (e.g. as a witness or as a lawyer or as a person helping a victim to present a complaint) is also covered by the protection against victimisation.

The Laws on the Commissioner for Administration 1991-2004⁴⁴⁹ provide a more detailed description of the scope of the protection against victimisation: "Anyone who refuses to employ, dismisses or threatens to dismiss from work, influences or threatens to influence, frightens or forces any other person or imposes any monetary or other punishment to any other person because such person has (i) submitted or intends to submit a complaint to be investigated by the Equality body; (ii) has supplied or presented or intends to supply or submit any information or documents to the Equality body; (iii) has testified or intends to testify before the Equality body, is guilty of an offence and is subject to imprisonment not exceeding six months or to a fine not exceeding CYP300⁴⁵⁰ or to both penalties."⁴⁵¹ As stated above, the Laws on the Commissioner for Administration 1991-2004 are expressly stated to apply also to the new mandate, duties and powers bestowed upon the ombudsman as equality body under the new anti-discrimination laws.⁴⁵²

Special protection against victimization of complainants is also afforded by the Law Concerning the Equal Treatment of Men and Women in Employment and Occupational Training of 2002 which provides in Article 17(1) that "...the dismissal as well as the adverse alteration of the conditions of employment of an employee who has submitted a complaint or protested with the intention of implementing the principle of equal treatment, including complaints for violation of the present Law, or of an employee who resisted or reported sexual harassment, is absolutely invalid unless the employer proves that the dismissal or adverse alteration is due to a reason irrelevant to the complaint or protest or resistance of sexual harassment."

Furthermore, Article 9 of the Law on Equal Pay between Men and Women for the same work or for work of equal value N. 177(I)/2002 states that "no one shall be dismissed or shall be subjected to unfavourable treatment by his/her employer on the ground that (s)he has complained or testified or contributed to the prosecution of a perpetrator or to the adoption of any measures on the basis of the present law".

⁴⁴⁸ The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004 (31.3.2004), Section 11; The Equal Treatment in Employment and Occupation of 2004 No. 58 (1)/2004 (31.3.2004), Section 10. The Law on Persons with Disabilities N. 57(I)/2004 (31.03.2004), Section 7, amending Section 9E of the basic law.

⁴⁴⁹ Laws N. 3/1991; N. 98(I)/1994; N.101(I)/1995; N.1(I)/2000; N.36(I)/2004.

⁴⁵⁰ Approximate Euro equivalent: 520 Euros.

⁴⁵¹ Section 11(f) of Law No. 1(I)/2000.

⁴⁵² Section3(8) of Law N.36(I)/2004.

6.5 Sanctions and remedies (Article 15 Directive 2000/43, Article 17 Directive 2000/78)

- a) *What are the sanctions applicable where unlawful discrimination has occurred? Consider the different sanctions that may apply where the discrimination occurs in private or public employment, or in a field outside employment.*

The Equality body does not have the power to award damages to victims of discrimination, but its decisions may be relied upon to seek damages for unlawful discrimination in a district Court or a labour tribunal, depending on whether the dispute concerns employment or fields beyond employment.

Strictly speaking, the Court may award all types of damages available in civil procedures, like pecuniary, nominal or punitive damages but no case of discrimination relying on the new laws has been decided in Courts yet to allow for any conclusions to be drawn with regard to the practice followed.⁴⁵³ Punitive damages are very rarely awarded and, generally speaking, the amounts awarded by the Cyprus Courts tend to be rather low compared to the damages awarded in other countries.

In addition to damages, a victim of discrimination may apply to the labour tribunal seeking reinstatement to a position from which s/he was unlawfully dismissed, but again this is a remedy rarely sought or used.

Law 42(I)/2004 vests the equality body with powers beyond those prescribed by the two EU Directives: the power to receive and investigate complaints of discriminatory treatment, behaviour, regulation, condition, criterion or practice prohibited by law; the power to issue reports of findings; the power to issue orders (through publication in the Official Gazette) for the elimination, within a specified time limit⁴⁵⁴ and in a specified way, of the situation which directly produced discrimination, although such right is somewhat limited by a number of exceptions.⁴⁵⁵

⁴⁵³ In the only single case adjudicated in Cyprus no award was made because the labour tribunal decided it had no jurisdiction to try a case about discrimination in the selection procedure for a job placement: Avgoustina Hajiavraam v. The Cooperative Credit Company of Morphou, reported above under section 3.6.2.

⁴⁵⁴ Which time limit shall not exceed 90 days from publication in the Official gazette (The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Section 28).

⁴⁵⁵ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Sections 14(2) and 14(3), Part III, list the limitations to the Commissioner's power to issue orders as follows: where the act complained of is pursuant to another law or regulation, in which case the Commissioner advises the Attorney General accordingly, who will advise the competent Ministry and/or the Council of Ministers about measures to be taken to remedy the situation [The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Sections 39(3) and 39(4)]; and where discrimination did not occur exclusively as a result of violation of the relevant law; where there is no practical direct way of eradicating the situation or where such eradication would adversely affect third parties; where the eradication cannot take place without violating contractual obligations of persons of private or public law; where the complainant does not wish for an order to be issued; or where the situation complained of no longer subsists.

The equality body is further empowered to impose small fines which cannot exceed CYP350 (Euros 598) for discriminatory behaviour, treatment or practice; CYP250 (Euros 427) for racial discrimination in the enjoyment of a right or freedom; CYP350 (Euros 598) for non-compliance with the recommendation within the specified time limit; and CYP50 (Euros 85.44) daily for continuing non-compliance after the deadline set by the equality body.⁴⁵⁶ Generally speaking, the fines are very low and offer little deterrence to potential perpetrators and they are hardly ever imposed by the equality body.

The equality body may also issue recommendations to the person against whom a complaint has been lodged, and to supervise compliance with orders issued against persons found guilty of discrimination.⁴⁵⁷ It is possible for the equality body to recommend school desegregation plans or the instigation of disciplinary proceedings against teachers or other persons guilty of discrimination; in practice, however, the Equality body's recommendations hardly ever propose measures as drastic as that and there is a clear tendency towards 'diplomacy' and mediation, evidenced by the fact that no binding decisions have been issued so far and no fines have been imposed yet (except in a case involving gender discrimination).

All orders, fines and recommendations issued or imposed under this Law are subject to annulment⁴⁵⁸ by the Supreme Court of Cyprus upon an appeal lodged by a person with a 'vested interest'.⁴⁵⁹ There is no requirement for special measures to be taken to ensure that persons with disabilities have access to the equality body and no such measures are taken for the time being.

In addition to the right to investigate complaints submitted by individuals or organisations, the equality body may also investigate issues on his/her own right where it deems that any particular case that came to its attention may constitute a violation of the law.⁴⁶⁰ The equality body is empowered to issue recommendations to the person or group found guilty of discriminatory behaviour as to alternative treatment or conduct, abolition or substitution of the provision, term, criterion or practice. In fact, all cases investigated by the Equality body until now have led to *recommendations*, as opposed to binding *decisions*.

⁴⁵⁶ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), Sections 18, 26(1).

⁴⁵⁷ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), Section 24(1).

⁴⁵⁸ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), Section 23.

⁴⁵⁹ Term used in Section 146 of the Cyprus Constitution, which sets out the procedure for appeal to the Supreme Court of Cyprus.

⁴⁶⁰ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), Section 33.

The recommendations have often taken the form of suggesting to the authorities or to the private sector, to revise their practices over specific issues complained of. Reports issued by the equality body have, for instance, recommended to insurance companies to revise their practice of refusing to insure persons of Pontian Greek origin; to employers to remove the maximum age limit fixed for advertised jobs; to the public nursing school to revise its entry requirements so as not to exclude persons with disabilities; to the immigration authorities to remove from the standard contract of employment of migrant workers a clause prohibiting them from joining trade unions; to insurance companies to revise their policy of not insuring persons over 70 to drive cars or charging a higher premium for it, etc.

The findings and reports of the equality body must be communicated to the Attorney General who will, in turn advise on the adoption or not of appropriate legislative or administrative measures, taking into account the state's international law obligations and who will at the same time prepare legislation for the abolition or substitution of the relevant legislative provision. The findings of the equality body are also communicated to the House of the Representatives.

Under Law N.59 (I)/2004 transposing the Racial Equality Directive, the competent courts to try discrimination cases at first instance are the District Courts.⁴⁶¹ The same law also provides for the complainant's right to lodge a complaint to the Equality body.⁴⁶² Furthermore, persons alleging discriminatory behaviour from public authorities may, under Article 146 of the Cyprus Constitution,⁴⁶³ appeal to the Supreme Court of Cyprus. Under Law N.58 (I)/2004 transposing the Employment Equality Directive (minus the disability component), the competent court to try discrimination cases at first instance is the Labour Tribunal. The legal vacuum which had been created in 2008 by the decision in the case of *Hadjiavraam* was remedied in 2009 by an amendment of the law, which now provides that all disputes arising under this law must be deemed as labour disputes.

Under law 59(I)/2004 (transposing the Race Directive minus the employment component) the penalty to be imposed by the Court against a physical person found to be guilty, is a maximum of CYP4.000 (Euros 6,835.27) and/or imprisonment of up to six months. For legal persons the maximum penalty is CYP7.000 (Euros 1,196.72). An offence committed under the same law out of gross negligence carries a penalty of up to CYP2000 for physical persons. If the offence has been committed out gross negligence, the fine for physical persons is up to CYP2.000 (Euro 3,417.63); for legal persons, there is a fine of up to CYP2.000 (Euro 3,417.63) for the managing director, chairman, director, secretary or other officer if it can be proven that the offence was committed with his/her consent plus an additional fine of up to CYP4.000 (Euro 6,835.27) for the company or organisation.⁴⁶⁴

⁴⁶¹ The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004 (31.3.2004) Section 8(1).

⁴⁶² The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004 (31.3.2004) Section 9.

⁴⁶³ The right to recourse to Article 146 of the Cyprus Constitution is restricted to governmental administrative acts

⁴⁶⁴ The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004 (31.3.2004) Section 13.

Under law 58(I)/2004 (transposing the Employment Directive) the penalties are identical to those provided for the law transposing the Race Directive.⁴⁶⁵ Same applies to procedures and penalties under Law N.57 (I)/2004 on persons with disabilities.⁴⁶⁶

There are penal remedies available against discrimination.

With the adoption of the International Convention on the Elimination of All Forms of Racial Discrimination, as well as with the subsequent amendments (Law 11(III)/92 and Law 28(III)/99), Cyprus established, in conformity with a recommendation of the Committee for the Elimination of Racial Discrimination, a number of offences relevant to combating racism and intolerance, such as incitement to racial hatred, participation in organisations promoting racial discrimination, public expression of racially insulting ideas and discriminatory refusal to provide goods and services. The scope of this latter provision⁴⁶⁷ is stated to extend to goods or services supplied by a person in the course of his/her profession, but it is not defined any further and may thus be presumed to apply to, inter alia, health, education and training.

As a result of these amendments, it is no longer necessary that the incitement to racial hatred is intentional for the corresponding offence to be committed; in addition, for the refusal to provide goods and services to constitute an offence, it is no longer necessary that race be the sole ground of discrimination⁴⁶⁸. The section referring to the refusal to provide goods and services has resulted in at least one conviction.⁴⁶⁹ The Criminal Code (Cap.154) Article 51A provides that whoever publicly and in any way "procures the inhabitants to acts of violence against each other or to mutual discord or foments the creation of a spirit of intolerance is guilty of a misdemeanour and is liable to imprisonment of up to twelve months or to a fine.

⁴⁷⁰

The law ratifying the Additional Protocol to the Convention on Cyber crime concerning the Criminalisation of Acts of Racist or Xenophobic Nature committed through Computer Systems⁴⁷¹ also creates a number of criminal offences, each of

⁴⁶⁵ The Equal Treatment in Employment and Occupation Law No. 58 (1)/2004 (31.3.2004), Section 15.

⁴⁶⁶ Law on Persons with Disabilities N. 57(I)/2004 Section 6, amending Section 9 of the basic law.

⁴⁶⁷ Article 2A(4) of Law 28(III)1999.

⁴⁶⁸ Section 2A (4) "Any person who supplies goods or services by profession and refuses such supply to another by reason of his racial or ethnic origin or his religion, or who makes such supply subject to a condition relating to the racial or ethnic origin or to the religion of a person is guilty of an offence and is liable to imprisonment not exceeding one year or to a fine not exceeding four hundred pounds or to both such punishments" [about 6700 euro].

⁴⁶⁹ In criminal case No. 31330/99 dated 12 December 2001 where the accused was actually convicted and a term of imprisonment was imposed.

⁴⁷⁰ The fines are up to 1,000 Cyprus Pounds for individuals and 3,000 pounds for legal persons [1,000 Cyprus Pounds amounts to 1,708 Euros; 3,000 Cyprus Pounds amount to 5,126 Euros].

⁴⁷¹ The Additional Protocol to the Convention against Cybercrime concerning the Criminalisation of Acts of Racist or Xenophobic Nature committed through Computer Systems (Ratification) Law N. 26(III)/2004.

which is punishable with a prison sentence of up to five years and/or a fine of up to CYP20.000 (Euros 34,176.35):

- a) Article 4 criminalises the dissemination of racist and xenophobic material through a computer system.
- b) Article 5 criminalises racially and xenophobically motivated threat disseminated through a computer system.
- c) Article 6 criminalises racist and xenophobically motivated insult.
- d) Article 7 criminalises the denial, gross minimisation, approval or justification of genocide or crimes against humanity.
- e) Article 8 criminalises the aiding and abetting of any of the crimes provided for in Articles 4-7 of the law.

There are no distinctions as to sanctions in the private and the public domain, at least in the legislation, nor does the law make any differentiation as to the sanctions within and beyond employment.

- b) *Is there any ceiling on the maximum amount of compensation that can be awarded?*

No.

- c) *Is there any information available concerning:*
 - the average amount of compensation available to victims
 - the extent to which the available sanctions have been shown to be - or are likely to be effective, proportionate and dissuasive, as required by the Directives?

The Equality body is not entitled to award compensation but merely to impose fines, which it has not done so far. There have not been any Court decisions so far applying the new anti-discrimination laws and thus no award of compensation to victims, apart from the case of *Hadjiavraam* where no award of compensation was made, due to the Court claiming lack of jurisdiction.

It is not possible to make a final assessment as to whether or not the sanctions are adequate, effective, proportionate and dissuasive as there has not been a case tried in Court yet. The law does not provide for 'punitive damages' to be paid by the perpetrator to the victim to act as (a) disincentive for offenders and (b) incentive for victims to complain (and in particular as incentive for lawyers to specialise). In the case of *Avgoustina Hadjiavraam v. The Cooperative Credit Company of Morphou* (reported under section 3.6.2 above), although the tribunal made no award claiming lack of jurisdiction, it nevertheless proceeded to give its reasoning on the merits of the case. On the issue of measurement of compensation, the tribunal found that the sum of 1,500 Euros would be appropriate as this represents three salaries which would have been paid to the applicant had she been hired. In order to arrive at this conclusion, the tribunal relied on the ECJ decision in the Case C-180/95 *Draehmpaehl* [1997] ECR I-2195 which established that three salaries are sufficient to satisfy the three preconditions which the amount of compensation awarded must satisfy (essential protection, deterrent and proportional to the damage) in those cases

where the job candidate would not have been hired even in the absence of age discrimination.

It is safe to state that the sanctions which the Equality body is allowed to levy are too low to have any dissuasive effect, although the main incentive for compliance is likely to be public image.

In 2006 the Law on Compensation of Victims of Violent Crimes N.51(I)/1997, was amended by Law 126(I)/2006 in order to extend its scope to include, inter alia, EU citizens and to create a regime for cases of a “cross-border nature”. However the Cypriot law does not transpose the aforesaid Directive in its entirety nor does it refer to it in the text of the law. There are no court decisions on this matter either.

Article 22 of Law Revising the Legal Framework Governing the Special Protection of Persons who are Victims of Trafficking and Exploitation N.8(I)/2007 provides for the trafficked victim’s right to compensation from the perpetrator. Article 23 of the law also provides for the victim’s right to compensation from the state. Article 29(2)(f) provides for the obligation of the state welfare services to inform victims of their right to compensation from the perpetrator under the aforesaid article 22 but there is no obligation to inform the victim of her right to compensation from the state under article 23. Article 44 of the law provides that the victim’s repatriation must be done in a manner that will not adversely affect any procedure for claim of compensation from the perpetrator under article 22, but again no mention is made of the procedure under article 23. There are no precedents of victims claiming or receiving compensation. In an interview to the writer dated 30.04.2008, NGO Stigma which used to run the only private shelter for trafficked women,⁴⁷² has reported that no victim was ever able to make use of the compensation right, because as soon as the criminal trial against the perpetrator is finished, the victims are deported or ‘repatriated voluntarily’.

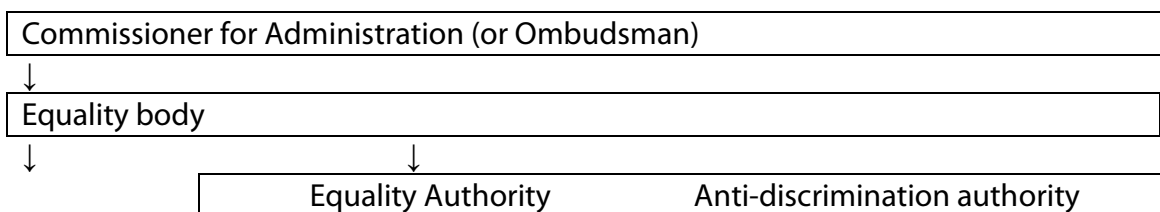
⁴⁷² The shelter closed down on 31.12.2009 for lack of funding.

7. SPECIALISED BODIES, Body for the promotion of equal treatment (Article 13 Directive 2000/43)

When answering this question, if there is any data regarding the activities of the body (or bodies) for the promotion of equal treatment, include reference to this (keeping in mind the need to examine whether the race equality body is functioning properly). For example, annual reports, statistics on the number of complaints received in each year or the number of complainants assisted in bringing legal proceedings.

- a) *Does a 'specialised body' or 'bodies' exist for the promotion of equal treatment irrespective of racial or ethnic origin?(Body/bodies that correspond to the requirements of article 13. If the body you are mentioning is not the designated body according to the transposition process, please clearly indicate so.)*

Yes, the Commissioner for Administration (also referred to as 'the Ombudsman'), was appointed as the national specialised equality body, in compliance with Article 13 of the Racial Equality Directive.⁴⁷³ Under this law, two separate authorities are set up within the equality body: the 'Equality Authority' and the 'Anti-discrimination authority', dealing respectively with employment issues and with discrimination in fields beyond employment. In this report, for ease of reference, both authorities are referred to as the 'equality body'.



- b) *Describe briefly the status of this body (or bodies) including how its governing body is selected, its sources of funding and to whom it is accountable.*

The Ombudsman is appointed by the President of the Republic for a fixed term of office which is six years, following a recommendation from the Council of Ministers and with the prior written agreement of the majority of the House of Parliament.⁴⁷⁴

The Ombudsman can only be dismissed, during the term of his/her service, in the same way as Supreme Court judges are dismissed.⁴⁷⁵

⁴⁷³ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004)

⁴⁷⁴ The Commissioner for Administration Laws 1991-2004 (N.3/1991, N.98(I)/1994, N.101(I)/1995, N.1(I)/2000, N.36(I)/2004) section 3(1).

⁴⁷⁵ The Commissioner for Administration Laws 1991-2004 (N.3/1991, N.98(I)/1994, N.101(I)/1995, N.1(I)/2000, N.36(I)/2004) section 3(7).

According to the Cypriot Constitution, a Supreme Court judge is appointed as a permanent member of the judicial service until he/she reaches the age of sixty-eight⁴⁷⁶ and may only “be retired”⁴⁷⁷ due to such mental or physical incapacity or infirmity as would render him incapable of discharging his duties, or may be dismissed on the ground of misconduct.⁴⁷⁸

The budget for the Ombudsman’s office comes from the state national budget. Occasionally, the Ombudsman (in its capacity as equality body) applies for and is awarded EU funds for particular projects, such as the two opinion surveys it carried out in 2007 but the funding for its infrastructure and operation costs emanates exclusively from the state. There is no governing body, only various departments specialising in particular tasks, managed by members of staff. The Ombudsman is an independent officer and is not answerable to any other body, although it is supposed to submit an annual Report of her activities to the President of the Republic and to the House of Representatives.

- c) *Describe the competences of this body (or bodies), including a reference to whether it deals with other grounds of discrimination and/or wider human rights issues.*

The equality body is vested with the power to (i) combat racist and indirectly racist discrimination as well as discrimination forbidden by law and generally discrimination on the grounds of race, community, language, colour, religion, political or other beliefs and national or ethnic origin⁴⁷⁹; (ii) promote equality of the enjoyment of rights and freedoms safeguarded by the Cyprus Constitution (Part II) or by one or more of the Conventions ratified by Cyprus and referred to explicitly in the Law⁴⁸⁰ irrespective of race, community, language, colour, religion, political or other beliefs, national or ethnic origin⁴⁸¹ and (iii) promote equality of opportunity irrespective of grounds listed in the preceding section (to which the grounds of special needs⁴⁸² and sexual orientation are added) in the areas of employment, access to vocational training, working conditions including pay, membership to trade unions or other associations, social insurance and medical care, education and access to goods and services including housing. Its mandate covers all five grounds of the two anti-discrimination Directives but extends even further to include gender,

⁴⁷⁶ Article 7(1) of the Cyprus Constitution.

⁴⁷⁷ This is the term used in the official translation of the Cyprus Constitution. Presumably, it means “be obliged to retire”.

⁴⁷⁸ Articles 7(3) and 7(4) of the Cypriot Constitution, respectively.

⁴⁷⁹ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), Section 3.(1).(a), Part I..

⁴⁸⁰ These Conventions are: Protocol 12 of the European Convention for Human Rights and Fundamental Freedoms; the International Convention for the Elimination of All Forms of Racial Discrimination; the Framework Convention for the Protection of National Minorities; the Covenant for Civil and Political Rights and the Convention Against Torture and Inhuman and Degrading Treatment or Punishment.

⁴⁸¹ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), Section 3(1).(b), Part I.

⁴⁸² ‘Special needs’ is a term commonly used in Cyprus to encompass all types of disabilities including mental disabilities. In Cyprus, the term ‘disability’ is not understood to include mental disability which is considered to be a special category requiring more sensitive treatment.

nationality, community as well as rights and freedoms contained in the Cypriot Constitution and in international conventions ratified by the Republic of Cyprus.

- d) *Does it / do they have the competence to provide independent assistance to victims, conduct independent surveys and publish independent reports, and issue recommendations on discrimination issues?*

Under article 44 of the Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004, the Equality Body has the power to conduct independent surveys on any matter within its competency concerning any activity or practice in the public or private domain.⁴⁸³

The only assistance offered to victims is the investigation of their complaints and the issuing of the decision. In recent years a system was introduced whereby the various officers of this body take turns in answering phonecalls from the public and offer advice on rights and procedures available.

The equality body may carry out independent investigations into various issues⁴⁸⁴ on its own right where it deems that any particular case may constitute a violation of the law.⁴⁸⁵ The equality body may also issue codes of good practice regarding the activities of any persons in both the private and public sector, obliging them to take practical measures for the purpose of promoting equality of opportunity irrespective of community, racial, national or ethnic origin, religion, language and colour.⁴⁸⁶

The equality body has the duty to make recommendations to the competent Minister, the parliament and affected groups of persons on, inter alia, the amendment of any legal provision or regulation which constitutes unlawful discrimination. The law empowers the equality body to issue such recommendations either in its own right⁴⁸⁷ or following a specific complaint to that effect referred to the equality body.⁴⁸⁸

⁴⁸³ In 2007, in the framework of the European Year for Equal Opportunities, the Equality Body commissioned two independent surveys on perceptions of the Greek Cypriots issues pertaining to discrimination on the ground of racial/ethnic origin. Both surveys were funded by the European Commission.

⁴⁸⁴ E.g. Investigation regarding the detention of mental patients in prisons and the medical care of prisoners, Report No. 1/2000, 31.05.2000; Investigation into the prison system in Cyprus and the conditions of detention in central prisons, Report No. 1/2004, 26.05.2004; Investigation into the conditions of detention of foreigners in central prisons and police detention centres, Report No. 1/2005, 02.02.2005.

⁴⁸⁵ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Section 33.

⁴⁸⁶ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Sections 40, 41 and 42, Part VI.

⁴⁸⁷ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Section 35(1)(d).

⁴⁸⁸ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004 (19.03.2004), Section 36(1)(b).

In addition, the law casts an obligation on the equality body to communicate its findings and reports to the Attorney General who will, in turn advise the Republic on the adoption or not of appropriate legislative or administrative measures and prepare legislation for the abolition or substitution of the legislative provision which is contrary to the anti-discrimination law.⁴⁸⁹ However, as it is currently phrased, the law allows the discriminatory law to remain in force until officially amended by the House of Parliament. This is a discrepancy in the law that renders compliance with the Directives questionable, because it allows for the law to remain in force even if the Attorney General delays or omits to take steps for its amendment.

The equality body can make binding recommendations⁴⁹⁰ ordering the guilty party to take steps to rectify the discrimination, for instance in the form of ordering the provision of goods and services which had been denied to the victim, including housing, education, health care⁴⁹¹ and in the form of requesting the discontinuation of a certain practice that causes discrimination.⁴⁹² Although the total of these recommendations could potentially form part of a comprehensive code of conduct, the equality body has not as yet proceeded to the compilation of such a multi-purpose document (except regarding sexual harassment at the workplace), limiting its activity within the area of investigating complaints and conducting self-initiated investigations into various human rights issues. At the beginning of 2006, the equality body commissioned an opinion survey into public attitudes on homosexuality. The results, which were presented in a special event organised by the equality body and given media coverage, showed highly increased levels of intolerance towards homosexuals, a fact confirmed by the latest Eurobarometer results.⁴⁹³ However, the Equality body did not yet proceed to the issue of such a code.

The equality body has the power and the duty to monitor compliance with its decisions and to impose fines for non-compliance within the prescribed period. The equality body's orders must be published in the Official Gazette.

The equality body has no power to impose criminal sanctions; all criminal cases are referred to the Attorney General's office for action. Also, where there is a disciplinary offence, the Equality body has the duty to refer this to the competent authority: for instance if the offender is a public servant, the equality body must refer the case to the Minister in charge, so as to take action.

⁴⁸⁹ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004 (19.03.2004), Section 39(1).

⁴⁹⁰ This applies only to the Cyprus Ant-discrimination Body and the Equality body operating from within the Ombudsman's office and not to the other tasks and powers of the Ombudsman.

⁴⁹¹ The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004, section 16(2).

⁴⁹² The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/2004, section 21(1)(c).

⁴⁹³ http://ec.europa.eu/public_opinion/archives/ebs/ebs_263_sum_en.pdf

- e) *Does the body (or bodies) have legal standing to bring discrimination complaints or to intervene in legal cases concerning discrimination?*

No, it cannot take discrimination complaints to Court nor can it intervene in litigation proceedings, although its officers may appear as witnesses. The equality body's duty is to refer cases to the Attorney General's office so as for the latter to decide whether criminal charges must be instigated or whether a law needs to be repealed or revised in order to conform to the new anti-discrimination legislation. So far, no charges have been brought against any person by the Attorney General invoking the anti-discrimination legislation. The equality body's decisions may be relied upon in court in order to claim compensation.

- f) *Is / are the body / bodies a quasi-judicial institution? Please briefly describe how this functions. Are the decisions binding? Does the body /bodies have the power to impose sanctions? Is an appeal possible? To the body itself? To courts?) Are the decisions well respected? (Please illustrate with examples/decisions)*

No it is not a quasi-judicial institution. It does have the power to issue binding decisions as well as sanctions; however it usually opts for issuing non-binding recommendations and carrying out mediation as a more effective means of achieving results, given the low fines provided by its mandate. It is possible to appeal against a decision of the equality body by virtue of recourse to the Supreme Court under article 146 of the Constitution.

Generally speaking the recommendations of the equality body are taken seriously into consideration by the private sector and to a certain extent by the public sector with the exception of the police and the immigration authorities who has the lowest rate of compliance, according to the head of the equality body.⁴⁹⁴ In her capacity as Ombudsman, she has in her Annual Reports repeatedly criticised the low compliance rate of the Aliens and Immigration Office of the Interior.

- g) *Is the work undertaken independently?*

Yes. Investigations are carried out by the officers of the equality body. There are however certain weaknesses to the present framework which affect its overall effectiveness. One such weakness has to do with the reluctance on the part of the government to allocate sufficient funds to the equality body's office in order to make adequate staffing arrangements so as to cope with the additional duties bestowed upon it by the new legislation. This problem became more acute since 2008, when the mandate of the equality authority (dealing with all employment issues) was extended by a new gender discrimination law which effectively means that the body will have less time to allocate to the other grounds.⁴⁹⁵

⁴⁹⁴ In a statement before the House of Parliament in 2004 she spoke of a 60% rate of compliance by the public sector: see Hadjivasilis M. 2004, "40% of the Ombudsman's reports in the wastebasket", in *Phileleftheros*, 28.10.2004.

⁴⁹⁵ Law on equal treatment between men and women in access to and provision of goods and services N.18(I)/2008.

Following this development, in 2008 55 per cent of the complaints submitted to this body concerned gender discrimination.

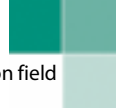
This extension of mandate was not accompanied by an increase in the members of staff and the report describes itself as “understaffed”.⁴⁹⁶ Another weakness is the fact that little or no measures have been taken in order to bring to the attention of vulnerable groups the new legal developments and the new complaint procedures open to them.

Although Turkish is one of the two official languages of the Cyprus Republic, none of the new laws (or indeed any of the old ones) were translated into Turkish, thus rendering it difficult for Turkish speakers to be informed about and utilise the new procedures available. As a result, very few complaints have been received by the Equality body’s office from Turkish-Cypriots, even though since the partial lifting of the restrictions in movements in April 2003, there are several thousands Turkish-Cypriots seeking employment and access to public services in the south. A third weakness is the fact that the level of awareness of the legal profession on the anti-discrimination acquis remains low and this is reflected in the fact that discrimination cases are taken to court without invoking the laws transposing the two Directives and in the fact that judges often seem unaware of the new rights, priorities and procedures created by Cyprus’ accession into the EU.

In addition to its duties as the specialised anti-discrimination body, the Ombudsman is vested with power to investigate complaints against the public service and its public officers, including the Police and the National Guard (the army) which expressly covers investigation into complaints that acts or omissions violate human rights, and thus examines complaints as to racial and other forms of discrimination. A Report⁴⁹⁷ prepared in relation to each particular case investigated, including cases of discrimination, is submitted by the Ombudsman to the authority that is responsible for the public service or public officer concerned, and a copy is sent to the complainant. In the event that the Ombudsman concludes in this Report that the complainant has suffered some injury or injustice, the Report also contains the Ombudsman’s suggestions or recommendations to the competent authority concerned for reparation of the injury or injustice, specifying at his/her discretion the time within which such reparation must take place. If the competent authority fails to give effect to a suggestion or recommendation for reparation, the Ombudsman may make reference to this, by a special report submitted to the House of Representatives and the Council of Ministers. The recommendations of the Ombudsman are persuasive, not binding, but the Ombudsman has proved to be the most effective body so far in dealing with questions of racial, gender and other grounds of discrimination.

⁴⁹⁶ In its third report on Cyprus, ECRI stresses the need for resources to be made available to the Ombudsman to enable her to respond to her tasks: Third ECRI Report on Cyprus, adopted on 16.12.2005, Strasbourg 16.05.2006, Council of Europe.

⁴⁹⁷ The Commissioner submits an annual Report (which is published) to the President of the Republic, containing observations and suggestions, a copy of which is also submitted to the Council of Ministers and the House of Representatives.



h) Does the body treat Roma and Travellers as a priority issue? If so, please summarise its approach relating to Roma and Travellers.

Although not a number one priority, the equality body is concerned with the situation of the Roma and has on two occasions in 2003 conducted self-initiated investigations into their housing conditions.

No measures have been taken to raise awareness amongst the Roma community of rights and procedures available to them under the new antidiscrimination legislation, presumably as a result of the restricted budget and limited resources of the equality body and the practical difficulties involved in accessing the Roma communities (language problem, illiteracy, Roma settlements in remote locations). The equality body has not taken an active role in promoting general public awareness about the Roma or in contributing to the efforts currently undertaken by the 18th Elementary School in Limassol, where there is a large Roma concentration, in promoting human rights education.

8. IMPLEMENTATION ISSUES

8.1 Dissemination of information, dialogue with NGOs and between social partners

Describe briefly the action taken by the Member State

- a) *to disseminate information about legal protection against discrimination (Article 10 Directive 2000/43 and Article 12 Directive 2000/78)*
 - (i). Initiatives of the Equality body
 - Awareness raising seminars covering the following subjects: “The implementation of the principle of equality in employment. The Employment Equality Directive (18.01.2005); Racism and Media (21.03. 2005); Racism and the challenge for Diversity (11.04.2005); Racism and Civilization (14.11.2005)
 - A Training Seminar in the Police Academy, concerning the importance of data collection, by the police, on racially motivated crime (Date: November 21st, 2005)
 - A Media campaign, which included (i) announcements in a Radio station and (ii) placement of announcements as well as awareness raising messages in local Newspapers
 - Publication of Information Leaflets informing the public about the anti discrimination legislation and the functions and the responsibilities of the Equality body. The leaflets were published in 3 languages, Greek, English and Turkish.
 - (ii) Governmental initiatives

In December 2004 a seminar on disability discrimination was organised by the non-governmental Pancyprian Organisation for the Blind and the Ministry of Labour under an EU funded project. Sign language translations were provided throughout and programs were issued in Braille.

Seminars are generally held in buildings which are accessible by wheelchairs. However, only the seminar of December 2004 mentioned above offered sign language translation and documents in Braille, probably reflecting the fact that it was a seminar dedicated to disability and organised by a disability organisation. Funding may also partly account for the fact that these features were made available in this event.

A number of other seminars had also been organised in 2003, including an awareness-raising Seminar on the two non-discrimination Directives, organized by the House of Representatives in which all key actors involved on the issue (Governmental and non-governmental sectors etc.) participated and had the opportunity within the framework of three workshops to express their views, to submit their suggestions and to identify needs for further activities/measures to be taken to prevent and combat racism at domestic level. A similar awareness-raising Seminar on the two Directives on non-discrimination, organised by the Ministry of Justice and Public Order and the European Commission, took place in 26 June 2003.⁴⁹⁸

On 14.12.2007 the Brussels-based Assistance Information Exchange Office – TAIEX, in co-operation with the Cypriot Ministry of Justice, the Attorney General's office, the Supreme Court and the Pancyprian Bar Association held a one-day seminar on developments in the anti-discrimination field and particularly on the transposition of Directives 2000/43 and 2000/78.

Discrimination on the ground of sexual orientation is one of the topics covered in seminars dealing with discrimination in general, although no particular support is offered to organisations working in this field nor have there been any activities targeting sexual orientation on its own. According to the president of AKOK, the national gay liberation movement, activities related to all grounds of discrimination without specifically targeting homosexuality do not bring results towards combating sexual orientation discrimination. Homosexuality continues to be a taboo subject in Cypriot society in spite of the fact that it has been decriminalised and homosexuals themselves are highly reluctant in revealing their sexual orientation to the public.

A number of anti-racist activities have been organised by the Youth Board of Cyprus with the financial support of the Government. These activities included a photographic exhibition, a camp for youth groups from Cyprus and abroad, anti-racism festivals on the occasion of the International Day of Tolerance, etc. Also, the Youth Board financed other Youth organizations anti-discrimination activities and the participation of young people to attend seminars abroad. Finally, the Youth Board finances an annual festival (Rainbow Festival) organised by the migrant support NGO KISA- Action for Equality, Support and Anti-racism (formerly ISAG), participated en mass by migrants.

b) *to encourage dialogue with NGOs with a view to promoting the principle of equal treatment (Article 12 Directive 2000/43 and Article 14 Directive 2000/78) and*

Generally speaking, on issues of policy making, consultation with NGOs is either poor or non-existing.

⁴⁹⁸ During this Seminar, three experts from EU countries were invited in order to explain/discuss the provisions of the two Council Directives as well as their implementation with all key actors involved in discrimination issues.

- c) *to promote dialogue between social partners to give effect to the principle of equal treatment within workplace practices, codes of practice, workforce monitoring (Article 11 Directive 2000/43 and Article 13 Directive 2000/78)*

Dialogue with social partners on issues of discrimination at the workplace is lacking; no code of conduct has been agreed upon nor is there any system for workforce monitoring.

- d) *to specifically address Roma and Travellers*

The government has not taken any measures to specifically target the Roma in terms of dissemination of information or dialogue.

8.2 Compliance (Article 14 Directive 2000/43, Article 16 Directive 2000/78)

- a) *Are there mechanisms to ensure that contracts, collective agreements, internal rules of undertakings and the rules governing independent occupations, professions, workers' associations or employers' associations do not conflict with the principle of equal treatment? These may include general principles of the national system, such as, for example, "lex specialis derogat legi generali (special rules prevail over general rules) and lex posteriori derogat legi priori (more recent rules prevail over less recent rules).*

The existing constitutional practice is such that any law or regulation contrary to the principle of equal treatment, as guaranteed by Article 28 of the Constitution, and the human rights sections of the constitution, is unconstitutional, as the principle underlies all relevant laws. Therefore, it is considered to be null and void and of no legal effect. However, in order to trigger this provision, an application must be filed in court by a person who has been wronged as a result of the implementation of a law which runs contrary to the Constitution, seeking to have the law declared unconstitutional. So far, no law has been declared unconstitutional by reason of non-compliance with the equality provision of the Constitution (article 28), except laws providing for positive action measures in favour of one vulnerable group.

The equality provisions contained in the international treaties, signed and ratified by the Republic, take precedence over any municipal law and therefore override any provisions that are contrary to the principle of equal treatment. Also, by virtue of a recent amendment of the Constitution, all EU Directives and regulations are deemed to take precedence over all domestic legislation including the Constitution itself.

The mechanism under national law by which provisions in agreements, contracts or rules relating to professional activity, workers and employers that are contrary to the principle of equal treatment can be declared null and void or amended is contained in the law setting out the mandate of the equality body (Law N. 42(I)/2004).



The procedure described in article 39 this law is for the equality body to refer to the Attorney General all laws, regulations and practices containing discrimination; the Attorney General is then obliged to advise the Minister concerned and prepare the necessary amendment in the discriminatory law or practice. The equality body's referrals to the Attorney General under article 39 are not always taken up and often laws and regulations containing discriminatory provisions remain unaltered as a result.

There is no procedure for a regular monitoring or screening of old or new laws, collective agreements, contracts or rules etc in order to ensure their compliance with the anti-discrimination laws.

Practice shows that the procedure for assessing compliance of a particular law, contract, practice etc with the anti-discrimination laws is triggered off only when a specific complaint is submitted on this matter.

b) Are any laws, regulations or rules that are contrary to the principle of equality still in force?

Yes there are some, most notably advertisements for jobs in the public service which carry an age limit and job descriptions which require "excellent knowledge of Greek" as a prerequisite. Also, the Termination of Employment laws provide that persons reaching pensionable age lose their right to compensation as a result of unlawful dismissal; the equality body's recommendation that this provision be revised was not taken up. There are also those cases where no complaint was submitted and thus no decision of the Equality body was issued for the need to repeal the discriminatory provisions.



9. CO-ORDINATION AT NATIONAL LEVEL

Which government department/ other authority is/ are responsible for dealing with or co-ordinating issues regarding anti-discrimination on the grounds covered by this report?

There is no single authority or Government department responsible for the overall coordination of the implementation measures under the newly enacted legislation. Several ministries are involved depending on the issue at stake: the Ministry of Labour and Social Insurance deals with issues such as employment and social insurance benefits; the Ministry of Justice and Public Order deals with issues of legislation drafting and interpretation; the Ministry of Education and the Ministry of the Interior with their respective competencies.



ANNEX

- 1. Table of key national anti-discrimination legislation**
- 2. Table of international instruments**

ANNEX 1: TABLE OF KEY NATIONAL ANTI-DISCRIMINATION LEGISLATION

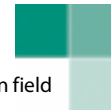
Name of Country: Cyprus

Date: 15 March 2010

Title of Legislation (including amending legislation)	In force from:	Grounds covered	Civil/Administrative/ Criminal Law	Material Scope	Principal content
This table concerns only key national legislation; please list the main anti-discrimination laws (which may be included as parts of laws with wider scope). Where the legislation is available electronically, provide the webpage address.	Please give month / year			e.g. public employment, private employment, access to goods or services (including housing), social protection, social advantages, education	e.g. prohibition of direct and indirect discrimination, harassment, instruction to discriminate or creation of a specialised body
Law on Persons with Disabilities 127(I)/2000 as amended	01.05. 2004	Disability	Civil	Public and private employment	Prohibition of direct and indirect discrimination, harassment, instruction to discriminate, as well as provision for some additional rights
The Cyprus Constitution	1960	Community; race; religion; language; sex; political or	Administrative	Mostly the public sector, although there is legal	Declaration of rights, structure of the state

Title of Legislation (including amending legislation)	In force from:	Grounds covered	Civil/Administrative/ Criminal Law	Material Scope	Principal content
		other conviction; national or social Descent; birth; colour; wealth; social class; or any ground whatsoever		authority establishing that Some constitutional rights can be actionable per se against individuals (Yiallourou v. Evgenios Nicolaou (2001), Supreme court case, Appeal No. 9331, 08.05.2001.	
The Equal Treatment in Employment and Occupation Law No. 58 (1)/2004	01.05. 2004	Racial and ethnic origin religion or belief, age, sexual orientation	Civil	Conditions of access to employment, access to vocational orientation and training, working conditions and terms of employment and membership to trade unions	Prohibition of direct and indirect discrimination, harassment, instruction to discriminate
The Equal Treatment (Racial or Ethnic Origin) Law No. 59(I) /2004	01.05. 2004	Racial and ethnic origin	Civil	Social protection, medical and medicinal care, social provisions,	Prohibition of direct and indirect discrimination, harassment,

Title of Legislation (including amending legislation)	In force from:	Grounds covered	Civil/Administrative/ Criminal Law	Material Scope	Principal content
				education, and access to goods and Services including housing	instruction to discriminate
The Combating of Racial and Some Other Forms of Discrimination (Commissioner) Law No. 42(1)/ 2004	19.3. 2004	Race, community, language, colour, religion, political or other beliefs, national or ethnic origin, special needs, age and sexual orientation.	Civil	Combating of racist discrimination and of discrimination forbidden by law; promotion of equality of the enjoyment of rights and freedoms safeguarded by the Constitution or by the Conventions ratified by Cyprus; and promote equality of opportunity in the areas of employment, access to vocational training, working conditions including pay, membership to trade unions or	Creation of specialized body



Title of Legislation (including amending legislation)	In force from:	Grounds covered	Civil/Administrative/ Criminal Law	Material Scope	Principal content
				other associations, social insurance and medical care, education and access to goods and services including housing.	

ANNEX 2: TABLE OF INTERNATIONAL INSTRUMENTS

Name of country: Cyprus

Date: 15 March 2010

Instrument	Signed (yes/no)	Ratified (yes/no)	Derogations/ reservations relevant to equality and non- discrimination	Right of individual petition accepted?	Can this instrument be directly relied upon in domestic courts by individuals?
European Convention on Human Rights (ECHR)	Yes	Yes	None	Yes	Yes
Protocol 12, ECHR	Yes	Yes	None	Yes	Yes
Revised European Social Charter	Yes	Yes	None	Ratified collective complaints protocol? Yes	Yes
International Covenant on Civil and Political Rights	Yes	Yes	None	Yes	Yes
Framework Convention for the Protection of National Minorities	Yes	Yes	None		Yes
International Convention on Economic, Social and Cultural Rights	Yes	Yes	None	Yes	Yes

Instrument	Signed (yes/no)	Ratified (yes/no)	Derogations/ reservations relevant to equality and non-discrimination	Right of individual petition accepted?	Can this instrument be directly relied upon in domestic courts by individuals?
Convention on the Elimination of All Forms of Racial Discrimination	Yes	Yes	None	Yes	Yes
Convention on the Elimination of Discrimination Against Women	Yes	Yes	None	Yes	Yes
ILO Convention No. 111 on Discrimination	Yes	Yes	None	Yes	Yes
Convention on the Rights of the Child	Yes	Yes	None	Yes	Yes
Convention on the Rights of Persons with Disabilities	Yes	No	None	The Convention's Protocol only provides for 'individual communications' and "inquiries". Cyprus has signed but not ratified this Protocol.	Once it is ratified, yes.