Welcome to 'Human Rights ImpAct'.

Until recently this booklet was available in print form but due to continued demand we have now made it available here in pdf format.

PLEASE NOTE:

This booklet was written before the Human Rights Act 1998 came into force in October 2000.

It does not reflect developments since then.

Best viewed at 150%.

The Human Rights Act is a milestone in the legal and political history of the United Kingdom. In times to come it may well be mentioned in the same breath as Magna Carta and the Bill of Rights. Although the **European Convention on Human** Rights has been a source of protection of the entitlements of citizens for nearly 50 years, the **Human Rights Act enshrines them** at the heart of our legal system.

In future, all public authorities, including all levels of government, will have to think hard about how any new law, rule or regulation fits with the fundamental rights given to citizens under the Human Rights Act.

In addition, all existing laws will have to be construed and measured against its provisions. It will affect everyone politicians, civil servants and police no less than all of us. The courts and the Judges will have to give consideration to it in everything they decide.

This booklet is designed to explain the background to and provisions of the Human Rights Act to so-called ordinary citizens, and I commend it to you.



This booklet has been written by Martin Wainwright based on material prepared by Aisling Reidy of The **Constitution Unit,** School of Public Policy.

University College, London and produced by the Citizenship Foundation, with support from the Joseph **Rowntree Charitable Trust. The Citizenship** Foundation is an independent educational charity which aims to help people become more effective citizens through a better understanding of law and society.

The Citizenship Foundation wishes to acknowledge the FOUNDATION assistance of James Fergusson

and the continuous help of a monitoring group which included Jonathan Cooper (Justice), Francesca Klug (King's College, London) and Rabinder Singh (Barrister).

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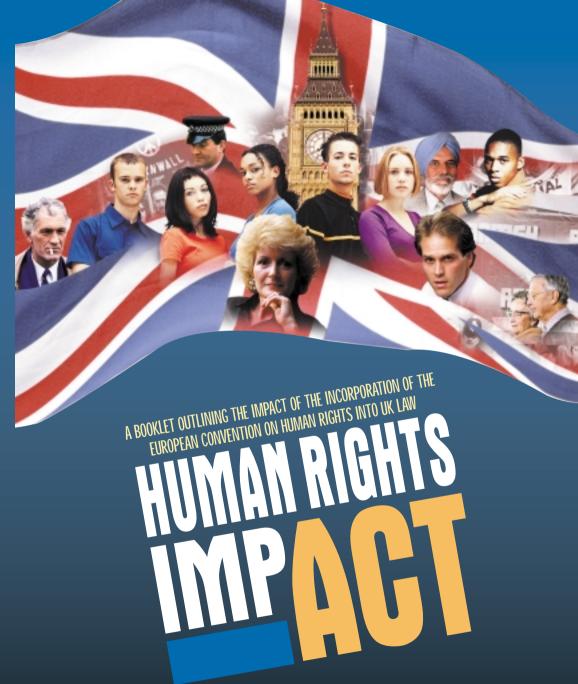
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HUMAN RIGHTS Imilian

The Human Rights Act 1998: An Introduction

On 2 October 2000 there is going to be a major change in our laws - and in our approach to the freedoms and duties which we know as Human Rights.

On that day, the Human Rights Act passed by Parliament in 1998 becomes enforceable and makes the European Convention on Human Rights (ECHR) part of UK law. The relationship between you, your fellow citizens and your Government will be different from then on. A human rights culture for all of us will be introduced.

The changes are positive and welcome. For the first time considering every citizen's human rights will become a central part of our law. Specific rights belonging to all of us must be respected, protected and promoted by government and others. These rights include what you may say, what you believe in, how you are educated, how you lead your private life and even your mental and physical health. And, crucially, you will now be able to go to a UK court to enforce these rights if necessary.

The old system has always been very much vaguer. We pride ourselves on our long history as a 'free country' with a robust belief in civil liberty - that we can do what we want so long as there is no law against it. But this tradition of 'unwritten rights' did not stop government or other authorities imposing their will, eroding freedom of expression and limiting other liberties when it suited them. And our courts have had little power to hear an ordinary citizen's case if she or he felt that their Human Rights had been violated by government or any public authority.

The new Act also brings us into line with almost every other European state and many other countries worldwide, by having our fundamental rights defined and guaranteed in writing and by law. This is part of modern democracy's concept of Citizenship. The government is keen that we, the citizens, develop a sense of human rights and the balance they provide between the interests of each individual and the common good of society.

Ms. Sally McLeod was separated from her husband, and as part of the separation agreement her husband was entitled to some of the furniture in their former home where Ms. McLeod was living. In court Sally McLeod and her husband had agreed on a date when Ms. McLeod would deliver the furniture to her husband. However a few days before the agreed date, her husband, with his solicitor, arrived at her home to collect the furniture. Ms.

McLeod was away and only her elderly mother was at home. Mr. McLeod's solicitor had brought two policemen with him in case there was trouble. The policemen did not check to see whether the court order allowed Mr. McLeod and his solicitor to remove the furniture from the house. However they supervised her husband and his solicitor enter the house, but did not help to remove the furniture. When Ms. McLeod returned home to find her husband and the police in her home she was very upset, as was her mother who had to be taken to hospital later that night. Ms.

McLeod could take her husband and his solicitor to court for trespassing; however, under English law Ms. McLeod could not obtain any remedy against the police for allowing the incident to occur. When Ms. McLeod went to the Court of Human Rights, they said that her rights had been interfered with. Although the police were entitled to ensure that there was no disturbance of the peace, when it was clear that Ms. McLeod was not present, the police officers should not have entered the house, as this was an unlawful infringement of Ms. McLeod's rights.

Awareness of human rights has another virtue: it encourages us to participate in our democratic society, to debate and discuss the way that government "for the people" should be going. And because the new law ensures that our rights are considered before decisions are made, we can have more confidence in the quality of those decisions and the reasoning of those who make them. The Human Rights Act should help the citizen and the government get on better together. **This booklet explains why.**

HUMAN RIGHTS

How does the Human Rights Act affect me as a citizen?

What is the European Convention on Human Rights?

The ECHR is one of the earliest and most important treaties passed by the Council of Europe, a gathering of nations forged in 1949 following the Second World War. Invited by Sir Winston Churchill, the countries came together to stop such a catastrophe happening again. The Council of Europe is separate from the European Union (EU) and the Convention is distinct from the general code of EU law. Its statement of rights was inspired by one of the basic documents of the United Nations, the Universal Declaration of Human Rights which was signed on 10 December, 1948.

The Council of Europe also set up the European Court of Human Rights to judge cases brought under the Convention by citizens of the Council's member-states. All British citizens can go to the court if they feel that their Human Rights have been violated, but the judges sit in Strasbourg, France, and the procedure is costly and time-consuming. The Court itself soon took the view that it would be better and more efficient for each country to make the Convention on Human Rights part of its own, domestic law. This is what the Human Rights Act now does for the UK from 2 October 2000.

There are 15 fundamental rights in the Convention which will become part of our law. They are explained in Part 2 of this brochure.

Does the Human Rights Act change my rights under the European Convention?

No. The rights guaranteed in the Act are not new ones. Because they are in the ECHR and because Britain is a member of the Council of Europe, you have been entitled to use the European Court of Human Rights to establish or defend your rights. What the Act does, is make this procedure very much quicker and easier. And instead of having to go to Strasbourg, you can now bring a case here in the UK.

2 So how does that affect the behaviour of government and public bodies towards me?

The Act places your rights at the centre of public authorities' daily business - and that includes not only all central and local government but agencies like the police, Inland Revenue, National Health Service and the courts themselves. The Act will also apply to some of the public functions of non-governmental bodies which affect our daily lives, from companies like Group 4

or British Telecom to your local nursing home.

Those in authority will now have to consider the impact their actions may have on human rights, and to make sure that in advancing the common good they do not ride roughshod over individual rights. They will have to be careful and thoughtful about the balance they are striking and consider how they can cause the minimum of harm to any rights.

The local council wants to locate a waste site on council land which is close to a housing estate. The waste site however might pose a health risk to neighbouring families, and the site could also pollute the air and soil of neighbouring property. Under the Human Rights Act and Article 8 of the Convention, the council will have to take steps to respect family and home life and to ensure that residents can enjoy their property. They will therefore have to ensure that existence of the waste site does not affect the quality of life of those on the estate, and if necessary the council will have to locate their site elsewhere, even if it is not as economically convenient.



A woman suffering from breast cancer wants a particular drug. The regional health authority has a policy of not supplying the drugs on ground of cost. However, the same drug is available on the NHS in other parts of the country. The regional health authority will have to show that its policy not to supply the drug does not violate the obligation to protect the right to life in a manner which discriminates just because the patient lives in one area of the country. In principle, under the Human Rights Act the quality of life saving treatment should not depend on where you live.





How does the Human Rights Act affect me as a citizen?

Can I use the Act against another private individual who infringes my rights?

Not directly. You cannot sue, or be sued by, another individual for actions which break any of the Convention rights. But you will benefit indirectly, because the Act will affect all laws and the ways that courts enforce them. Many laws help to govern our relations with other individuals, and the Act may require some of them to be improved or more vigorously implemented. For example: the European Court has said that Governments must provide laws which protect children from violent discipline by their parents; ensure that the police protect you from crime by others which would put you in real or immediate danger; and require that businesses do not pollute private property.

> But what about responsibilities? Are my rights under the Act unlimited?

> > They are not. Most of the rights in the Human Rights Act may need to be limited to prevent them unfairly

affecting the rights of other citizens. The right to privacy from the media, for example, often needs to be balanced with the right to freedom of expression. Because everyone in a democratic society has rights, a human rights culture is not only about asserting your own rights but also about respecting those of others. A balance must be struck, and so, for example, your right to freedom of expression will not extend to saying or publishing things which incite religious or racial violence.

The right to demonstrate may be limited in the same way by the need to prevent violence or public disorder. Marches may be required to follow certain routes to avoid trouble.

But some rights are considered absolute under the new law. Under no circumstances may anyone be subject to torture and inhuman treatment, forced labour, retroactive criminal penalties or arbitrary execution.

Will the Human Rights Act really make an impact?

Potentially yes. This sort of law has never been seen as simply a dry set of rules. It embraces a code of values and principles intended to be central to the whole culture of our country and the way British democracy works. Respect for rights and achieving a balance between the need of the community and individual should

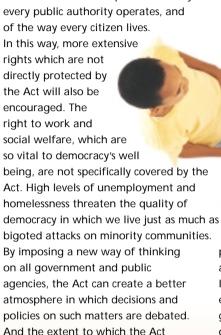
become an instinctive part of the way And the extent to which the Act improves the quality of life for all in the UK also depends on how far we, the citizens, embrace it.

What does the Act mean for democracy?

The values and principles at the heart of a democratic society - tolerance, respect for diversity and broad mindedness - are central to the convention. The Court of Human Rights has ruled that democracy is the only political model contemplated by the Convention. The Act is designed to promote these values in the work of

public authorities It will also encourage transparency and openness in government and increase the participation of individuals and groups of citizens in the decision-making process. It will not please everyone. There will be

controversy over some decisions and clashes between competing rights. But decisions have to be made and we cannot all be satisfied on issues such as genetics and euthanasia, gay and lesbian rights, measures against violent crime, criminals' and victims' rights and anti-terrorist laws. The Human Rights Act will affect decisions on all these issues and some people will still feel that the wrong answer is reached. But, the Act will encourage thorough and open debate of such issues and it will ensure that fundamental rights are fully respected in the process.





What does the Human Rights Act mean for the courts and judges?

They will have real power to protect individuals from decisions by public authorities which disregard a citizen's human rights. They will be able to scrutinise authorities' decisions and processes more closely and to require 'proportionality' - in other words to see that the public authority

does not use a

sledgehammer

to crack a nut.

safeguarding

individuals, they

will be able to

check that the

rights of a wider

community are

not harmed by

an authority's

The courts will

also be able to

give relief to an

whose privacy,

property or

right to a fair

hearing has

been challenged.

decision.

As well as

When he was a child, Mr. Gaskin had been under the care of local authorities. Later, as an adult, he wanted to have access to some of the council's files in which there was personal information about him. The council refused, and the UK courts would not order the council to provide Mr. Gaskin with the information. Mr. Gaskin had to go to the European Court of Human Rights in order to be granted access to files. Now the UK courts may have to consider whether decisions like that of the council and their own decisions properly respect individual rights.



observe the Act's requirements themselves.



Does this mean that the courts will be able to interfere with Parliament's power to pass any laws it wants?

No. The Act preserves the supremacy of parliament. In some countries, the courts are allowed to overturn legislation if it violates the constitution or written Bill of Rights. That will not be the case in the UK. Although the Act requires the courts to ensure that laws are applied in a way which respects the Convention, judges cannot refuse to implement an Act of Parliament even if it violates these rights.

But the Act gives the courts the important new power of making a 'Declaration of Incompatibility'. They will be able to state publicly that the Act contravenes the ECHR and to indicate to Parliament that it should take action. Parliament will then have to decide what to do. So, without usurping the elected Parliament's supremacy, the Act gives the courts the power to review legislation.

Although unlikely to happen often, this should lead to a healthy dialogue between courts and Parliament on how best to protect and promote human rights.

How does the Human Rights Act affect me as a citizen?

Is the Human Rights Act therefore likely to have most impact in the courts?

No. Of course, courts will play a large and, no doubt, high profile role in resolving some clashes between competing rights, for example a battle between a celebrity seeking privacy and laws governing the media's freedom to publish information. But the introduction of a human rights culture is potentially much more significant. The Act reinforces the priority which public authorities must give to human rights by placing them before administrative convenience. This should encourage a fundamentally positive approach to citizens' concerns and have a lasting impact.

Will the courts be allowed to substitute their opinions for those of public authorities?

Yes. The Human Rights Act allows courts to overturn decisions of public bodies which are found to violate the Act. But if such authorities provide substantiated reasons for their decisions, the courts are unlikely to second-guess that judgment. They will acknowledge, for example, that a health authority is likely to be betterinformed on health matters than the court is, and they will not lightly ignore the professional opinion of a social worker on what course of action would be in the best interests of a child.

The courts must consider what



A member of the Gypsy community looks for planning permission to keep a caravan on a plot of land that she owns. When the local council are considering her planning application they will have to make sure that they are observing the applicant's right to home and family life. If the council refuses the planning permission, the applicant may be able to challenge the decision in court. The court will have to decide whether the council has given proper respect to the applicant's right to her lifestyle. In a similar case in the European Court, the majority of the judges thought that the council had respected the Convention. Under the Human Rights Act a UK court could reach a different decision from the European Court. A UK court could consider that a proper balance between the applicant's right to live on her land, and the council's objections, means that planning permission should be granted, unless there is strong evidence to show that having the caravan on the land would be harmful to others.

the European Court of Human Rights may have said previously on a similar matter. But they will not automatically follow European rulings and may decide that there is a better way to resolve an issue in the domestic UK context.



Will the Human Rights Act mean that more people take legal action?

Not in the long run. Going to court is always a last resort. The Act will help to clarify human rights law in Britain and public authorities will soon learn how the courts are likely to interpret the law, and to adapt their actions accordingly. In the early days, however, there may be a lot of cases as people test the Act to see where and how far it applies.

Police investigations and evidence-collecting methods may attract challenges and there may be a number of cases disputing whether trials or disciplinary hearings were fairly conducted. Arguments about Convention Rights may also figure in cases brought under different laws; for example, planning application decisions

which can already be challenged under

planning law may include a human rights element.

How will the Human Rights Act affect the Government & Parliament?

It puts Government in the forefront. Ministers presenting new laws already have to assure Parliament that their Bill conforms with the Act - or, in rare cases, to explain why it does not. Government will not want the embarrassment of a Declaration of Incompatibility from a UK court or the possibility of a citizen pursuing the issue to the European Court of Human Rights, whose judgements will remain effective along with its power



How does the Human Rights Act affect me as a citizen?

to order Council of Europe member governments to pay compensation in cases which they lose.

The requirement on Government to put human rights concerns at the heart of their decision-making will also prompt wider consultation over proposed new laws, particularly those where a balance needs to be found between competing rights. The Government has already made it clear how seriously it will take this duty; a new Human Rights Committee of MPs will promote a 'human rights culture' at Westminster and will scrutinise all proposed legislation to ensure that ministers' claims of compliance are correct.

Is the constitutional position the same in the devolved parts of the UK?

No. The assemblies in Wales,
Northern Ireland and the Parliament in
Scotland do not share Westminster's
supremacy. If they pass laws which
the courts consider to have violated
Convention rights, the courts will
overrule them.

But doesn't UK law already comply with the ECHR?

Unfortunately not. UK governments have in the past lost more than 50 cases at the European Court of Human Rights

and have violated 11 of the 15 rights now enshrined in the Human Rights Act The record shows that there are several areas of UK law which cause repeated problems, and that some of the ways in which public authorities enforce the law also need reform.

Aspects of the anti-terrorist laws and the laws against discrimination between the sexes and against people of different sexual orientation may have to be reviewed. The Human Rights Act will enable any shortcomings to be faced head-on.

The UK also fails to offer its citizens adequate protection against some other threats to human rights. As there is no guarantee of privacy in UK law, the manner in which surveillance equipment is used or modern e-mail communications are intercepted and read may have to be reviewed. Except in Northern Ireland, there is no legal protection against religious discrimination. And some public authorities are exempt from many of the laws against racial discrimination.

The Human Rights Act will tackle these issues, offer a thorough audit of our laws for compliance with Convention rights and provide a means of improving them when they are found wanting. The rights which all existing UK laws must now respect follow in the next section of this booklet.



Your Convention Rights: The main points explained

In legal terms, the Human Rights Act incorporates the rights and freedoms of the ECHR into UK law, confirms the abolition of the death penalty and empowers UK courts to award damages and provide other remedies to those whose rights have been violated.

It also embraces limitations on rights which the ECHR included to cover unusual circumstances such as war or a public emergency. Known legally as 'derogating' from the overall standard of protection, this applied in Northern Ireland where the exceptional level of violence led to limits on legal rights, such as allowing police to detain a terrorist suspect for five days before they see a judge, instead of the usual 24 hours.

ARTICLE 2

(Article 1 is introductory)

Everyone's right to life shall be protected by law

Designed to prevent arbitrary killing by public authorities, this article limits the use of lethal force to situations where it is absolutely necessary. It will:

- prevent police from using methods of restraint on prisoners which have been shown to risk death;
- require the authorities to investigate rigorously suspicious deaths, especially those in custody. It may also reopen controversial questions about abortion, euthanasia and life-saving health treatment. It will not, however, apply automatically to all situations where life is lost such as major accidents and it will not guarantee a right in a medical context to a particular quality of life.

ARTICLE 3

No one shall be subjected to torture or to inhuman or degrading treatment or punishment

This will usually apply to the treatment of those in custody and will enable challenges to punitive restraint practices, such as keeping women prisoners in handcuffs during childbirth and the use of punitive restraint techniques. It may also lead to new laws against corporal punishment, physical punishment of children by parents or quardians and other domestic violence. It is also relevant to the treatment of refugees facing deportation to countries where they might suffer torture. If that threat exists, the Convention

forbids deportation to that country.

ARTICLE 4

No one shall be held in slavery or servitude or be required to perform forced or compulsory labour



Adopted in the shocked aftermath of the Second World War, when horrific regimes of forced labour were fresh in people's minds, this is an absolute right which may not be limited even in a national emergency. One of the four articles which the UK has never breached, it does not apply to civic responsibilities like compulsory jury service, nor to work related to prison or community service sentences.

It might be invoked by anyone required by law to carry out hard work

for no extra pay or by those who feel that their hours are really excessive. But few lawyers foresee a successful action in the UK on such grounds.

9 780340 7

Everyone has the right to liberty and security of person

This article is aimed at preventing arbitrary detention and will ensure the regular monitoring and sentence review of those imprisoned for criminal activity or detained on grounds of mental health. It safeguards rights relating to arrest such as prompt appearance before a judge, seeing a solicitor and challenging detention. Some consider that it may affect the Home Secretary's powers to interfere in the length of sentence served, and could further limit police powers of stop-and-search.

ARTICLE 6

Everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law

This is designed to ensure a fair and effective system of justice, by guaranteeing essentials such as:

- the right of access to courts in civil and criminal matters:
- the right to an independent judge or tribunal; and

- the right for both sides in a dispute to an equal hearing.
 It also forbids unnecessary delay in the legal system. Defendants in criminal trials will be guaranteed rights including:
- the presumption of innocence;
- the right to adequate time to prepare their case;
- the right to challenge evidence against them properly; and
- Legal Aid in cases where justice and a fair hearing demand it.

ARTICLE 7

No one shall be subject to retroactive penalties or law

This forbids the conviction of anyone for an action which was not a crime when they carried it out, and is designed to focus the law and avoid broad or vague categories of offences. It requires laws to be clear and precise so that citizens are in no doubt about what they may or may not do.

ARTICLE 8

Everyone has the right to respect for their private and family life, home and correspondence

This guards against intrusion by public authorities and in some circumstances imposes a duty on them to promote respect for privacy. This is an entirely new element in the laws of the UK, whose governments have lost many cases on the issue at the European Court of Human Rights. As a result UK governments have changed their policy on matters such as:

- prison authorities' interference with inmates' private mail;
- prohibition on adult homosexual relations in Northern Ireland;
- police tapping of telephones without legal authority:
- parents being barred from contact with their children; and
- aspects of immigration law which interfered with family life.
 Surveillance equipment, deportation orders and child care proceedings are areas where there may be test cases under this article.

Along with Articles 9, 10 and 11, the rights in this article may be restricted by law in special circumstances, involving matters such as national security, but such limits must be provided for by UK law and the reasons for them must be convincing.

ARTICLE 9

Everyone has the right to freedom of thought, conscience and religion

In spite of the UK's long history of protest and reform, this is another entirely new addition to our laws. It applies to individuals and religious bodies and covers a very wide range of beliefs. The European Court of Human Rights has never found against the UK on this issue, but, for example, the restriction of our blasphemy law to protecting only Christianity may be challenged under the Act.

Your Convention Rights: The main points explained



Everyone has the right to freedom of expression

This is a keystone of democratic freedom which must protect not only journalism, political, commercial and artistic comments but also unpopular or disturbing views. Exercising the right may be limited, however, to protect national security and the rights or reputation of others and to prevent incitement to racial or religious violence. The Act instructs judges to pay special attention to the fundamental value of this right when they are asked to impose any curbs on it.

ARTICLE 31 780340 7807

Everyone has the right to freedom of peaceful assembly and to freedom of association with others, including the right to form and join trade unions for the protection of their interests

guarantee for unions or other societies and protects informal meetings held to exchange information and ideas. It also protects the right to peaceful protest, including occasions when one group of demonstrators might face a threat from a larger or violent one, as in public confrontations between anti-racist and extreme nationalist groups. The right to join a trade union is balanced by the right not to join one, and the article outlaws the 'closed shop' where union membership is required to keep a

ARTICLE 12

Men and women of marriageable age have the right to marry and found a family

Like Article 4, this reflects the terrible legacy of the Second World War and the violation of such rights in Nazi Germany. It could perhaps be used to raise the question of recognising commitments in same-sex relationships and the choice of reproduction techniques as well providing a right of access to artificial insemination and infertility treatments or alternatives.

ARTICLE 1 OF PROTOCOL 1

(a later addition to the convention)

Everybody is entitled to the peaceful enjoyment of his possessions

This is the fundamental right to enjoy your property - not only your house and goods but other interests which you may have, including social security rights. While protecting against arbitrary interference by authority, it allows such rights to be limited in the interest of the common good, as in the compulsory purchase of property for justifiable improvement schemes.

ARTICLE 2 OF PROTOCOL 1

No person shall be denied the right to education

This goes beyond guaranteeing the basic right of an education. by protecting the possibility of diversity in education which, in the opinion of the European Court of Human Rights, is essential to preserve democratic society. The Court's position does not give citizens the right to any particular kind of education, but is intended to avoid indoctrination through a monolithic or controlled education system. It could lead to test cases where education is felt to be inadequate for particular sections of the population (as happened in Belgium, where different ease of access to schools for French and Dutch-speaking children was found to be in breach of the article). It may also lead to the possibility of challenges against the exclusion of pupils where 'proportionality' has not been observed. Some years ago the UK lost a major case at

the European Court of Human Rights brought by parents morally opposed to corporal punishment. They argued that this limited their access to schools. Corporal punishment was subsequently banned in our state schools.

ARTICLE 3 OF PROTOCOL 1

There shall be free elections at reasonable intervals by secret ballot, under conditions which ensure the free expression of the opinion of the people in the choice of the legislature

This is central to the maintenance of our democracy which depends on free elections at regular intervals. It extends to the most detailed aspects of voting, such as failure to provide access to polling stations for disabled people. It may in future be used to promote more accessible voting, including use of computers and the Internet, subject to security. The UK lost a case at the European Court of Human Rights under this article,

when it failed to provide for residents of Gibraltar to take part in European elections.

PROTOCOL6

Abolition of the death penalty

This forbids the death penalty except in wartime when states are permitted exceptional temporary legislation.

ARTICIF 14 9 780340 7

The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground

This guarantees the equal rights of all citizens to the guaranteed rights set out in the ECHR. A commitment against discrimination runs through the Convention as strongly as the guarantees of freedom and there are plans to adopt a wider and more far-reaching ban on discrimination as a fundamental right.

Further reading on the Human Rights Act

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Keir Starmer, European Human Rights Law: The Human Rights Act 1998 and the European Convention on Human Rights, (Legal Action Group, 1999) Acting on Rights: A guide to the Human Rights Act 1998 (Local Government Association and Rowe and Maw, 1999)

Scottish Office, Human rights in Scotland: the European Convention on Human Rights, the Scotland Act and the Human Rights Act (Stationery Office, 1999) On the Convention: Donna Gomien, Short guide to the European Convention on Human Rights (2nd ed.), (Council of Europe Publishing, 1998)

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