

CHALLENGING PREJUDICE: CHANGING ATTITUDES TOWARDS LESBIAN, GAY, BISEXUAL AND TRANSGENDER PEOPLE IN SCOTLAND

Recommendations of the LGBT Hearts and Minds Agenda Group



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scotland
SCOTTISH GOVERNMENT

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ISBN 978-0-7559-5671-5

The Scottish Government
St Andrew's House
Edinburgh
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Produced for the Scottish Government by RR Donnelley B54746 02/08

Published by the Scottish Government, February, 2008

Further copies are available from
Blackwell's Bookshop
53 South Bridge
Edinburgh
EH1 1YS

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“LGBT people are estimated to make up around 5% of the population of Scotland, around 250,000 people across all parts of society. We are young and old, we are parents, we are single, in relationships, married or in civil partnerships, we are disabled people, we are school and college students, we are workers, we are religious and non-religious, we are of all ethnicities. Like everyone else, we contribute to Scotland’s wealth, culture, society and future.” (Page 14)



EXECUTIVE SUMMARY

In January 2006, the then Scottish Executive asked lesbian, gay, bisexual and transgender (LGBT) community representatives to establish a working group to look at ways to tackle negative and discriminatory attitudes towards LGBT people in Scotland.

‘The LGBT Hearts and Minds Agenda Group’, as it became known, identified a set of five key areas for discussion: workplaces and public services; religion and belief; education and family; media and leadership; and citizenship and social capital. The responsibility for equality and therefore to reflect positive attitudes is shared across multiple aspects of Scottish society.

Five subgroups were established, one to consider each of these themes. The subgroups met a number of times, in some cases hearing evidence from other sources, and drew up draft recommendations which were then considered by the whole group. This report sets out recommendations identified for each of the five themes, and a number of cross-cutting recommendations. These are summarised below, with more detail given in the main body of this report.

Workplaces and public services

The following priorities were identified: encouraging competition for achieving best equality practice; going further with public duties on equality; promoting good practice; and better support for LGBT staff.

- **Encouraging competition**

It is recommended that the Scottish Government: help raise the profile of the Stonewall Workplace Equality Index amongst employers; provide a minister (preferably with responsibility for Enterprise matters) to deliver a keynote speech to Stonewall Scotland’s Scottish Workplace Conference; sponsor future awards, e.g. for Best Scottish Employer for LGB people; highlight to public sector employers the benefits of joining the Diversity Champions Scotland programme; and support the development of workplace good practice on transgender issues with a view to introducing a Transgender Workplace Equality Index in the next three years.


- **Going further with public duties**

Scotland is perhaps uniquely placed within the UK to take a lead and develop an expectation that all public bodies take similar steps on sexual orientation and transgender issues as are required by law for disability, race and gender. It is recommended that the Scottish Government: convey a firm expectation to the bodies it funds that they should promote sexual orientation and gender identity equality alongside their other statutory equality duties; work in partnership with the Equality and Human Rights Commission and the LGBT sector (including transgender organisations) to seek appropriate guidance and good practice examples from public bodies who have made clear commitments to promoting LGBT equality alongside existing public duties. It is also recommended that the Scottish Government sets a target of full compliance from public bodies in time for the introduction of the expected statutory duty which will cover all equality strands; this should be achievable and is in itself an important leadership signal by the Scottish Government.

The Scottish Government may also wish to consider promoting an expectation that public bodies fulfil a full six strand equality duty; that is, including age and religion and belief equality, as the Scottish Government itself does.

- **Promoting good practice in equality and diversity**

It is recommended that the Scottish Government: develop a high-quality, central web-based resource, bringing together information and advice from all the major LGBT funded projects that can assist public services and other employers on LGBT equality matters, and use this resource to promote leadership on LGBT equality; develop practical information and guidance on including sexual orientation and gender identity in equality impact assessment activities; and promote a public duty on sexual orientation and gender identity, as recommended above. This work should be completed within three years.



The Scottish Government in conjunction with the Equality and Human Rights Commission may wish to consider if such a resource should be developed across – or linked to similar resources in – all six strands.

- **Sharing best practice**

It is recommended that the Scottish Government should: continue to support the development of LGBT good practice work, and should consider supporting some specific local authority activity; highlight the achievements of flagship public bodies for LGBT equality; ensure that transgender inclusion is fully addressed in good practice; begin this work within the next year and develop a strategy for the next ten years, to maintain progress.

- **Better support for LGBT staff**

It is recommended that the Scottish Government should work in partnership with public sector employers to actively encourage and promote the development of LGBT staff networks. The Scottish Government should support an event developed by LGBT organisations and employers to bring staff networks together to share good practice, including learning from other staff networks, e.g. disabled people, women, and BME employees.

Religion and belief

The following priorities were identified: good relations between LGBT and faith communities; relations between LGBT people of faith and other people of faith; supportive spaces for LGBT people of faith; reflecting the range of views of faith communities and others; reducing false impressions of conflict; and identifying what kind of Scotland we all want to share.

- **Good relations between LGBT and faith communities**

It is recommended that national and local LGBT organisations should: reach out to faith organisations as part of their work around LGBT History Month, Holocaust Memorial Day and similar initiatives; and seek opportunities for joint work with faith organisations around common issues of discrimination and equality.

The Scottish Government and the Equality and Human Rights Commission, should support this work through resourcing and through promoting opportunities for joint work on common issues.

- **Relations between LGBT people of faith and other people of faith**

It is recommended that: national LGBT organisations should work with people of faith, and faith or inter-faith organisations, to seek to arrange initial and on-going discussion meetings between LGBT people and other people within faiths. The Scottish Government and the Equality and Human Rights Commission should support this dialogue by resourcing and by encouraging participation.

- **Supportive spaces for LGBT people of faith**

It is recommended that national LGBT organisations, working where appropriate in partnership with faith, inter-faith and LGBT faith organisations, should: provide web-based networking facilities for LGBT people of faith; facilitate a regular inter-faith gathering for LGBT people of faith; and support the self-organisation of groups for LGBT people within faiths. The Scottish Government and the Equality and Human Rights Commission should support this work, as part of their equality and good relations remit.

- **Reflecting the views of faith communities and others**

It is recommended that national LGBT organisations should: raise the profile of LGBT-affirmative faith and belief viewpoints; signpost supportive groupings within faiths; offer media training for LGBT people of faith; and provide accurate public information on issues relating to LGBT people of faith.

The Scottish Government, Equality and Human Rights Commission, and other organisations that commission research into attitudes, should ensure that research design recognises the wide range of views about LGBT issues within and outwith faiths.

The Scottish Government and Equality and Human Rights Commission should support this work by direct resourcing and encouragement, as part of their equality and good relations remit.

- **Reducing false impressions of conflict**

It is recommended that the UK Government, Equality and Human Rights Commission, Scottish Government and Scottish Commission for Human Rights should develop guidance about, and seek to clarify, the requirements of equality and human rights law in areas that inter-relate sexual orientation and gender identity and religion and belief.

The Scottish Government, Equality and Human Rights Commission, and national LGBT organisations should seek opportunities for joint work with faith and belief organisations to promote the common requirements of equality law.

- **What kind of Scotland do we all want to share?**

It is recommended that the Scottish Government and the Equality and Human Rights Commission should facilitate a series of discussion meetings for LGBT organisations, religious and non-religious belief organisations about an appropriate framework for people to live alongside one another free from discrimination.

These discussions could form part of wider discussions on Scotland's future.

Education and family

The following priorities were identified: LGBT inclusion in the curriculum; encouraging LGBT equality through school inspections; pastoral care of LGBT young people; adult learning; teacher training; leadership from Scottish Government and education authorities; and further research.

- **LGBT inclusion in the curriculum**

It is recommended that Learning and Teaching Scotland develop practical guidance and materials to help schools to promote the inclusion of LGBT people and their families. The Equality and Human Rights Commission should develop clear guidance for local authorities and schools on their legal responsibilities for LGBT equality. NHS Health Scotland should mainstream the needs and experiences of LGBT young people through the roll-out of lessons from Healthy Respect, the National Health Demonstration Project in Lothian.



- **School inspections**

It is recommended that: HMIE develop a good practice framework for schools on addressing the needs of LGBT young people and promoting a positive ethos; inspectors are trained and aware of the issues surrounding LGBT inclusion in education; and the General Teaching Council for Scotland includes a section on LGBT equality within their information for teachers on professional conduct.

- **Pastoral care of LGBT young people**

It is recommended that the Scottish Government and Learning and Teaching Scotland include the pastoral care needs of LGBT young people through the Happy, Safe and Achieving their Potential standards for personal support in schools and related initiatives. It is also recommended that education authorities take account of the needs of LGBT young people, including through 'coming out' in their work on pastoral care.

- **Adult learning**

It is recommended that Scotland's Learning Partnership, Learn Direct, Careers Scotland and other relevant providers work with LGBT organisations to develop and provide LGBT awareness training for adult learning professionals. Adult learning providers should target adult learning opportunities at LGBT communities directly.

- **Teacher training**

It is recommended that education authorities: include LGBT awareness training in their ongoing programme of Continuing Professional Development; commit to training on anti-homophobia, transphobia and LGBT equality in school development planning. Providers of teacher training should mainstream

LGBT equality in education and in the Initial Teacher Education curriculum through equal opportunities, Sex and Relationships Education (SRE), citizenship education and anti-bullying work.

It is recommended that young people should have some direct involvement in organising a conference for teachers on including LGBT young people in SRE.

- **Leadership**

The Scottish Government and Scottish education authorities have an excellent opportunity to further support and lead anti-homophobia work in Scottish schools. It is recommended that the Scottish Government and COSLA actively promote the Scottish Government funded *Equal Opportunities in Education: Guidance on Dealing with Homophobic Incidents* project to education authorities and schools. The Scottish Government should take every opportunity to make further positive leadership statements on challenging prejudiced attitudes towards LGBT people in schools.

It is recommended that the Scottish Parliament's Equal Opportunities and Education Committees should hold an inquiry into bullying, including bullying on the grounds of sexual orientation and gender (including transgender); it is also recommended that COSLA coordinate and host a conference on LGBT equality in schools.

- **Further research**

It is recommended that research is conducted in the following areas: the needs and experiences of transgender young people in education, in partnership with Scottish transgender organisations; and the needs and experiences of children of LGBT parents.

Media and leadership

The following priorities were identified: proactive political leadership; equipping the media; reducing homophobia and transphobia in the media and in public life; and gathering and analysing information to support best practice in the media.

- **Proactive political leadership**

We welcome the fact that the Scottish Government seeks to promote LGBT inclusion. We would, however, like to see Scottish Ministers and other political leaders being more proud and proactive about their commitment to LGBT equality. Detailed recommendations can be found in the main text of the Media and Leadership recommendations.

It is particularly important that Scottish Ministers and other political leaders consistently challenge homophobia and transphobia.

- **Leadership from local authorities and publicly funded bodies**

It is recommended that: all publicly funded bodies develop an explicit strategy for LGBT inclusion within their communication and promotional activities; the Scottish Government issues guidance to public bodies detailing their expectations and obligations with regards to coverage of LGBT issues, and dealing with homophobia and transphobia.

- **Equipping the media**

We wish to learn from successful initiatives such as Stonewall Cymru's 'Look Out' media project and the 'see me' media volunteer campaign. National LGBT organisations should: develop a toolkit for use by media professionals that contains information, guidance and examples of best practice for LGBT inclusive reporting; develop training on the toolkit and general LGBT awareness for journalists and other media professionals; and establish a media volunteer scheme in partnership with local LGBT communities and media organisations, with case studies developed as an outcome.

- **Reducing homophobia and transphobia in the press and in public life**

It is recommended that the Press Complaints Commission and the Standards Commission for Scotland should demonstrate that they take homophobic and transphobic coverage and conduct seriously, and should produce clear statements that explicitly detail how seriously they view homophobic and transphobic coverage and the actions they will take if it occurs.

- **Supporting LGBT best practice in the media**

It is recommended that national LGBT organisations, in partnership with the Scottish Government, commission a media analysis project to monitor trends in LGBT coverage across a range of Scottish media.



Citizenship and social capital

The following priorities were identified: strengthening community capacity and encouraging community engagement; evolving a cultural calendar; targeting specific work with hard to reach groups and improving communication and networking between national LGBT organisations, local LGBT groups and others.

- **Strengthening community capacity and encouraging community engagement**

It is recommended that the Scottish Government: supports a review of current best practice in capacity building work in the LGBT and other sectors; provides resources to roll out a National Community Capacity Building Project in partnership with local authorities and the LGBT community; and establishes a small grants scheme for LGBT organisations to support new work with LGBT communities.

- **Evolving a cultural calendar**

It is recommended that the Scottish Government continue to fund the development and delivery of LGBT History Month in Scotland in order to support local events and the further development of local community capacity. It is recommended that local and national LGBT organisations work closely together with mainstream agencies and in partnership with others involved in LGBT History Month, International Day Against Homophobia (IDAHO), Pride and Glasgay! to develop activity as part of a year-round LGBT cultural calendar.

- **Targeting specific work with hard to reach groups**

It is recommended that the Scottish Government should, through the National Capacity Building Programme: support local youth work opportunities and encourage active participation by young people in community action by building on existing mentoring activity; support existing work with LGBT young people across Scotland and the development of volunteers; continue to fund the development of work to support Scotland's transgender communities; and develop a volunteer exchange scheme.

It is recommended that national LGBT organisations, working with transgender organisations and the Scottish Government, explore possibilities for developing a scholarship fund for two postgraduate students to undertake transgender research and study human rights law.

- **Improving communication**

It is recommended that the Scottish Government and Equality and Human Rights Commission support national LGBT organisations to work together and in partnership with local LGBT communities to develop a national LGBT community website and an annual networking and training conference for LGBT community groups and organisations.

Cross-cutting recommendations

A number of cross-cutting recommendations, which apply across the five themes, emerged from our work. They included: commissioning research; establishing that equality and respect for all are a cornerstone of a modern, successful country; and taking the work forward in a strategic way.

- **Commissioning research**

It is recommended that the Scottish Government and the Equality and Human Rights Commission continue to purchase a module on discrimination within the Scottish Social Attitudes Survey, on a four-year cycle. It should include questions on attitudes towards LGB and T people. National LGBT organisations, the Equality and Human Rights Commission and the Scottish Government should consider more focused research to examine people's understanding of, and attitudes towards, LGBT people and their lives, and the factors that underlie these.

- **Establishing equality as a cornerstone of a successful society**

LGBT people and organisations must engage in the national debate on Scotland's future, to create a Scotland in which they are truly respected and included as equals. The Scottish Government and Parliament should ensure that all the diverse voices of Scotland's people are heard in the debate.

- **Taking the work forward in a strategic way**

It is recommended that the national LGBT organisations work together with the Scottish Government, the Equality and Human Rights Commission and others to provide strategic leadership for the work identified in this report, including: encouraging the participation of LGBT communities; identifying, and encouraging the participation of, potential partners; making the most of opportunities that arise, including identifying available resources; recognising and building on success; prioritisation of work and regular review.

The discussions of the different subgroups all reflected the importance of engaging with people, working in partnership and learning from best practice across the equalities sector. Increasing visibility helps to dispel myths and misunderstanding and encouraging more people to become involved in LGBT initiatives results in shared ownership of LGBT issues.

There was also a sense that working together includes presenting a united, integrated front in the virtual world, through centralised and complementary websites which enable easy access to comprehensive information, advice and experience.



INTRODUCTION

In February 2006, the then Scottish Executive hosted a seminar for LGBT organisations in Scotland. The seminar focused on what needed to be done to tackle negative and discriminatory attitudes towards LGBT people. At the seminar, the then Minister for Communities, Malcolm Chisholm, asked LGBT community representatives to establish a working group to look closely at the issues and to make specific recommendations.



Representatives from different kinds of LGBT organisations around Scotland were invited to join what became known as the ‘LGBT Hearts and Minds Agenda Group’, which met for the first time for a focus day in June 2006. The event was hosted by the Scottish Government’s Equality Unit, which has continued to support the agenda group throughout the life of the project.

Participants agreed that the group needed to: set priorities for changing attitudes towards LGBT people; identify who had to do what, when and where to achieve action; engage with policy and opinion makers and provide opportunities for interchange of ideas.

The second meeting of the group, in August 2006, identified a set of five key themes for consideration:

- Workplaces and public services;
- Religion and belief;
- Education and family;
- Media and leadership;
- Citizenship and social capital.

Five subgroups were established, one to consider each of these themes.

The subgroups met a number of times, in some cases hearing evidence from other sources. They reported back to the whole group on a quarterly basis. Recommendations were drawn up by each sub-group and submitted for inclusion in this report, together with a description of background evidence and thinking.

The final report was agreed by the whole group in January 2008.

LGBT Hearts and Minds Agenda Group

Equality Network
LGBT Youth Scotland
Stonewall Scotland
Metropolitan Community Churches – MCC Edinburgh
Communities Scotland
Centre for Education for Racial Equality in Scotland,
University of Edinburgh
Gay Police Association
Parents Enquiry Scotland
Dumfries and Galloway Council
Queen Margaret University College, Edinburgh
LGBT Centre for Health and Wellbeing, Edinburgh
Granite Sisters
Highland LGBT Forum
NHS LGBT Inclusion Project
Glasgow Women’s Library
Glasgay!
Scottish Transgender Alliance
Reach Out Highland
Glasgow LGBT Centre
Communities Scotland
Equal Opportunities Commission
NUS Scotland



THE CASE FOR LGBT EQUALITY

The LGBT Hearts and Minds Agenda Group believe that the large majority of people in Scotland favour an equal society – one in which people are able to flourish without discrimination and prejudice. The goal of this report is to identify ways of reducing discriminatory attitudes and therefore prejudice about lesbian, gay, bisexual and transgender¹ (LGBT) people.



The Scottish Government is committed to equality for all the people of Scotland, including for LGBT people. Changes in legislation over the past eight years have removed much of the historical discrimination on grounds of sexual orientation and gender identity from the law of Scotland, but the experience of many LGBT people is that discrimination and prejudice continue.

LGBT people are estimated to make up around 5% of the population of Scotland, around 250,000 people across all parts of society. We are young and old, we are parents, we are single, in relationships, married or in civil partnerships, we are disabled people, we are school and college students, we are workers, we are religious and non-religious, we are of all ethnicities. Like everyone else, we contribute to Scotland's wealth, culture, society and future.

Attitudes towards LGBT people

This report focuses on attitudes: primarily attitudes of the general public towards LGBT people, but also attitudes of LGBT people towards ourselves. The Scottish Social Attitudes Survey 2006² found that a significant minority of people in Scotland still hold discriminatory attitudes towards lesbian, gay and transsexual people (the survey did not examine attitudes towards bisexual or other transgender people.)

For example, the survey found that 33% would be unhappy if a close relative formed a long-term same-sex relationship, while 50% would be unhappy if a close relative formed a long-term relationship with a transsexual person. In comparison, 37% would be unhappy if a close relative formed a long-term relationship with an asylum seeker or with a Gypsy/Traveller, 16% if it was with

someone with a learning disability and 11% if it was with a black or Asian person.

More generally, 65% said that Scotland should do all it can to get rid of all kinds of prejudice, while 29% said that sometimes there is good reason to be prejudiced.

Effects of discriminatory attitudes

The types of discriminatory attitudes highlighted above have a real effect on the day-to-day experiences of LGBT people:

- in 2007, a survey by Press for Change³ found that 29% of transgender people in Britain had been harassed at work because of their gender identity;
- the NHS Inclusion Project found in 2003⁴ that 25% of LGBT people in Scotland had experienced inappropriate health advice or treatment due to their sexual orientation or gender identity;
- in 2002 Beyond Barriers' *First Out* survey⁵ found that 23% of LGBT people in Scotland had been physically assaulted because of their sexual orientation or gender identity;
- there are very few openly LGBT public figures in Scotland.

Issues like these compound the stigma and isolation which are felt to a varying extent by many LGBT people in Scotland. This can have a devastating effect on self esteem, leading to mental and physical ill-health. A health needs assessment of young LGB people in Glasgow⁶ found rates of self harm of 29% among men and 65% among women; other research has found self harm rates of around 10% among the general population.⁷

¹ See the Glossary for an explanation of terms.

² *Public Attitudes to Discrimination in Scotland: 2006*. C Bromley, J Curtice and L Given, Scottish Government Social Research, 2007.

³ *Engendered Penalties: Transgender and Transsexual People's Experiences of Inequality and Discrimination*. S Whittle, L Turner and M Al-Alami, The Equalities Review, 2007.

⁴ *Towards a Healthier LGBT Scotland*. NHS Inclusion Project, 2003.

⁵ *First Out*. Beyond Barriers, 2002.

⁶ "Something to tell you." N Coia *et al*, 2002.

⁷ There are no comparable national figures for self-harm rates among young people; 2003 data from The Samaritans found that one in ten young people under 16 in the UK have deliberately harmed themselves, with females 4 times more likely to have self-harmed than males.

Is change possible?

That attitudes can change, and change quickly, is clear. The figures below⁸ show how attitudes towards

same-sex sexual relations have changed in Britain and in Scotland in recent years.

Figure 1: Attitudes to same-sex sexual relations, 1983-2006, Great Britain

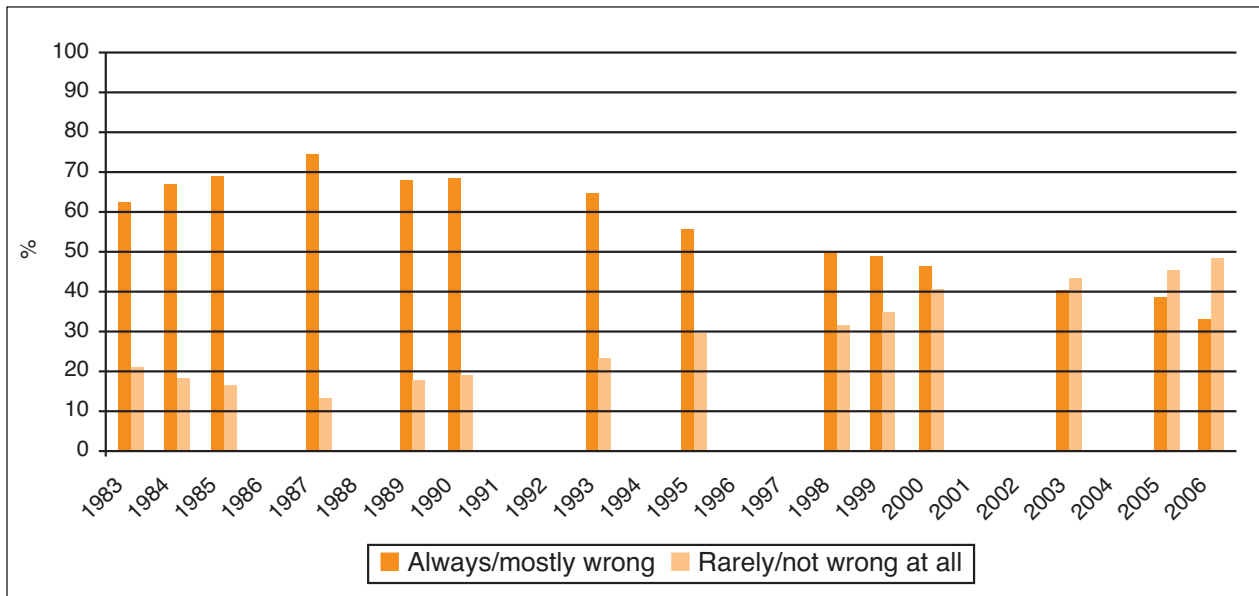



Figure 2: Trends in discriminatory attitudes towards gay men and lesbians, 2002-2006, Scotland

% saying 'always' or 'mostly' wrong:	2002	2006	Change
Sex between two men	41	30	-11
Sex between two women	40	29	-11
<i>Sample size</i>	<i>1,665</i>	<i>1,594</i>	
% disagree gay and lesbian couples should have right to marry	29	21	-8
% say a gay man or lesbian unsuitable as primary school teacher	27	21	-7
<i>Sample size</i>	<i>1,518</i>	<i>1,423</i>	

⁸ Public Attitudes to Discrimination in Scotland: 2006. C Bromley, J Curtice and L Given, Scottish Government Social Research, 2007.



The Scottish Social Attitudes Survey found that discriminatory attitudes towards lesbians and gay men were correlated with greater age, not having experienced further or higher education and with active religious belief. The survey also found that people who know lesbian or gay people are less likely to hold negative attitudes. People with discriminatory attitudes towards lesbians and gay men were more likely to be prejudiced towards other groups such as ethnic minorities as well.

A Stonewall study of prejudice across Britain⁹ found that those who felt less positive towards lesbian and gay people identified the media, their parents, religious belief, and their friends as the top four influences on those feelings.

Some of these factors suggest possible ways of influencing attitudes in a positive direction.

The aim of this report is to identify practical ways in which LGBT organisations, the Scottish Government and others can act to encourage these changes to continue, so that we make further progress towards a Scotland in which true equality for all becomes a reality.

Promoting LGBT equality

Changing attitudes will help to eliminate the discrimination and prejudice that LGBT people continue to experience. But other action is needed to address that discrimination and prejudice directly.

The law still discriminates directly against LGBT people in a number of areas, including sexual offences law, the law on fostering of children, and the law governing fertility treatment (which is reserved to Westminster). In addition, while civil partnership provides same-sex couples a virtually identical legal framework to marriage, it is not marriage, and many LGBT people feel that that difference is itself explicitly discriminatory.¹⁰

Many LGBT people are still affected directly by discrimination or harassment at work, or in the provision of goods and services, including public services. Such discrimination is now unlawful but it has not yet been eliminated. More needs to be done to publicise the law and the remedies available and to promote good practice.

Homophobic and transphobic hate crime remain too common. The introduction of a statutory aggravation,¹¹ to address these incidents in the same way as racist and sectarian crime, is a priority for many LGBT people.

Young LGBT people can have a particularly difficult time. Action is critical to address bullying, to provide an LGBT inclusive education and to ensure that appropriate information, support services and sexual health services are available to LGBT young people.

The recommendations in this report are intended to complement direct action to challenge these inequalities, and to ensure that changes in legislation and policy have real effect on the ground and in the long term.

⁹ *Profiles of Prejudice*. Stonewall, 2001.

¹⁰ In the Equality Network's 2006 consultation with LGBT people in Scotland, on their equality priorities for 2007-10, the four most frequently raised issues were inclusive education, same-sex marriage, changing public attitudes and hate crime.

¹¹ Introducing a statutory aggravation would mean that if any criminal offence was motivated by, or accompanied by an expression of, malice and ill-will on grounds of sexual orientation or gender identity, then that factor must be taken into account by the judge when sentence is being considered.

GOVERNMENT OBJECTIVES

In November 2007 the Scottish Government announced that it had a single, overarching purpose:

“To focus Government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth.”¹²

The Scottish Government’s five strategic objectives are to make Scotland wealthier and fairer, smarter, healthier, safer and stronger, and greener.

The Government has recognised that: *“Unlocking the social, educational and economic potential of every person in Scotland will lift society as a whole, making Scotland smarter, safer and stronger, healthier and, ultimately, wealthier and fairer.”*

Hearts and minds need to change towards LGBT people if this vision is to be achieved. For a confident Scotland at ease with its diversity and attractive as a place to visit, live and work, the experience and contribution of LGBT people must be recognised and celebrated.

Wealthier and fairer

The Employers’ Forum on Age says that age discrimination costs the UK £31 billion per year.¹³ Research is needed to find out how much inequality and discrimination towards LGBT people cost the nation – but there can be no doubt that they cost Scotland money by undermining ambition, productivity, enterprise and health.

In 2005, 52% of members responding to a UNISON survey had experienced harassment or other discrimination because of their sexual orientation.¹⁴ This included: not being appointed to jobs; verbal and physical abuse and threats from co-workers, managers or service users; unfair work allocation or over-supervision; prejudiced and discriminatory attitudes about their suitability to work with children and other vulnerable groups; false allegations; not being considered for training or promotion; non-recognition of families and denial of benefits available to other workers.

UNISON said, *“Nearly one in ten of the members experiencing this discrimination decided that the only way to stop it was to leave their job. Persistent harassment commonly leads to poor work performance and attendance, which in turn may lead to dismissal, with the root cause – homophobia – never being acknowledged.”*

US writer Richard Florida notes, *“Talented people seek an environment open to differences. For many highly creative people, regardless of ethnic background or sexual orientation ... when they are sizing up a new company and community, acceptance of diversity and of gays in particular is a sign that reads ‘non-standard people welcome here’”*.¹⁵

¹² *Scottish Budget Spending Review*, 2007.

¹³ *Ageism: Too Costly to Ignore*. Employers Forum on Age, 2001.

¹⁴ *Bargaining for lesbian, gay and bisexual workers rights*. UNISON factsheet, April 2007.

¹⁵ *The Rise of the Creative Class: Why Cities without Gays and Rock Bands are Losing the Economic Development Race*. Richard Florida, *Washington Monthly*, May 2002.

Barriers must be dismantled if LGBT people are to make their full contribution. Key issues which must be addressed include homophobia in the workplace and discrimination in further and higher education.

Smarter

Education is a key tool to help influence attitudes towards LGBT people. Not all education takes place in a formal setting but as well as being a focus for learning, schools, colleges and universities are places in which many young people come out for the first time.

LGBT Youth Scotland's online forums allow LGBT young people from across Scotland to discuss the issues that are important to them. The following forum comment demonstrates well the difficulties LGBT young people may experience at school:

"I still have one year left of school, but homosexuality has been mentioned. In S3, in RMPS (Religious, Moral and Philosophical Studies), everyone had to give a talk, and a couple of people spoke on homosexuality. The talks were fairly common sense and politically correct. One person asked the speaker, 'How would you feel if (your best friend) was gay?' and he replied, 'Fine, so long as he didn't come on to me.'

"Anyway, flash forward a couple of years. In S4 or 5 PSE, the guidance teacher is going over sex ed for the last time, plus the usual talks. Contraception and stuff. Back to the issue at hand, however, he brought up homosexuality. His advice was brief. If you are gay, don't come out at school.

"In some ways I can see where he was coming from – at that point in time I agreed with him, but since then I've wanted to come out more, with a much more 'screw you' attitude at any potentially homophobic staff."

LGBT pupils need to feel safe to make the most of their education. A 1999 study revealed that 29% of lesbian and gay survey respondents said that their levels of education were negatively affected by their own feelings, or the attitudes of others, towards their sexual orientation.¹⁶

Healthier

Stonewall's report, *Towards a Healthier LGBT Scotland*,¹⁷ found that: "Low self-esteem, anxiety and depression are common experiences for many LGBT people. These in turn can be linked to other health concerns including higher than average rates of suicide and self-harm, and homelessness, often associated with prostitution, and academic underachievement is also linked."

The report finds that "problems associated with homophobia and transphobia in early life, such as bullying and low self-esteem, can continue into adulthood and have serious, long-term negative health and social consequences for individuals affected".


The report highlighted work undertaken in Canada¹⁸ on the cost of homophobia, which indicated the human and health costs as: suicide = \$695 million to \$823 million; smoking = \$281 million to \$623 million; alcohol abuse = \$0.29 billion to \$4.1 billion; illicit drug use = \$119 million to \$221 million; depression = \$0.54 billion to \$2.3 billion.

There is no doubt that LGBT people are more likely than the general population to experience mental health problems as a result of discrimination. They are also at greater risk from poorer sexual health as they fear 'coming out' and lack appropriate and inclusive education. It is also well documented that LGBT people are more likely to drink, smoke and use illegal substances than the general population.

¹⁶ *Poverty and social exclusion of lesbians and gay men in Glasgow*. Glasgow Women's Library, 1999.

¹⁷ *Towards a Healthier LGBT Scotland*. NHS Inclusion Project, 2003.

¹⁸ *The Cost of Homophobia. Literature Review of the Economic Impact of Homophobia on Canada*. C Banks, 2001.



The NHS and its partners have a vital role to play in addressing the public health needs of the general population, and improving the treatment of LGBT patients and staff.

Safer and stronger

The LGBT population is subjected to bullying, harassment and violence, which is often motivated by discriminatory and prejudiced attitudes.

Beyond Barriers carried out a national survey of LGBT people. Over 920 responded, and in 2003 the findings were published in a report, *First Out*.¹⁹ The survey found that:

- 68% of survey respondents had been verbally abused or threatened at some time in their lives by someone who had assumed they were LGBT. 35% had experienced this in the past year, mainly in the street;
- 23% of respondents had experienced a physical assault because someone had assumed they were LGBT; 5% had experienced an assault in the past 12 months;
- very few respondents (17%) had reported the attack to the police. Of those who had, 43% felt that the complaint had been handled well; 56% did not;
- the places where LGBT people felt least safe were: on the street (61%), in or near a non-gay pub or venue (47%) or on public transport (45%);
- one in ten respondents were involved in a community safety initiative of some sort.

LGBT people want to live in a Scotland where it is safe to be openly LGBT in their community, no matter whether it is rural or urban, prosperous or disadvantaged.

Community Planning Partnerships and the Police can play a vital part in ensuring that LGBT people are visible and involved in their communities while still being safe.

Greener

For many LGBT people, leaving the home often seems the only way in which they can be themselves, make friends with other LGBT people and others who accept and welcome them, access appropriate and inclusive services and be active citizens.

Discussions which the National Centre for Social Research (NatCen) held with a variety of LGBT organisations in Glasgow, Edinburgh, Dundee, Aberdeen and Inverness, at the end of 2001, found that: “Fundamentally, the experience of LGBT people outside of the central belt (essentially Glasgow and Edinburgh) was felt to be qualitatively different and significantly more difficult. It was argued that greater invisibility (especially in the Highlands and Islands), greater perceived homophobia within rural communities and the power of the church in rural areas made life more problematic for LGBT people, and made it difficult for any sort of community development or capacity building to occur.”²⁰


Impacting positively on the hearts and minds of people in Scotland and their attitudes towards LGBT people will prevent the unnecessary migration of young and/or skilled LGBT people out of rural areas and out of Scotland altogether.

For LGBT people to be a part of “a vibrant rural economy and vibrant rural communities”²¹ services must be welcoming and inclusive to LGBT people, and meet their needs appropriately. Only the mainstreaming of LGBT equality in rural areas will ensure that.

¹⁹ *First Out*. Beyond Barriers, 2002.

²⁰ *Sexual Orientation Research Phase 2: The Future of LGBT Research – Perspectives of Community Organisations*. Scottish Executive Social Research, 2003.

²¹ *Manifesto 2007*. Scottish National Party, 2007 p. 67.



LGBT HEARTS AND MINDS AGENDA GROUP



REMIT

The LGBT Hearts and Minds Agenda Group was set up to identify ways to change attitudes towards LGBT people in Scotland. Its remit was to:

- provide focus and priorities for the hearts and minds agenda and be a driver for change, offering 'ideas leadership' where appropriate;
- identify who has to do what, when and where – working with and through other agencies where their agendas coincide, and considering how to achieve and resource actions directly where necessary;
- create engagement with policy and opinion makers in order to shape the agenda and ensure multiple voices are heard;
- provide opportunities for interchange and space to generate ideas and actions reflecting different perspectives.

KEY THEMES

It was agreed that the overall outcomes of the process – recommendations – should be SMART, i.e. Specific, Measurable, Achievable, Relevant and Timed.

Recommendations would be primarily to the Scottish Government and public sector bodies in Scotland, with some applying to a wide range of other organisations, including LGBT organisations themselves, and they would be developed by five dedicated subgroups of the core LGBT Hearts and Minds Agenda Group, one for each of the five key themes. The rationale behind these themes is described below.

When all the recommendations were considered as a whole, a number of cross-cutting recommendations were identified, which spanned all five themes.


Rationale behind the key themes

Five key themes emerged very early in the discussions of the group. These themes both informed the ongoing working of the group, with the setting up of five corresponding sub-groups to explore issues in depth, and provided the structure for developing this report and our recommendations.

Workplaces and public services: The workplace and delivery of public services were identified as a key setting for changing hearts and minds, and an essential tool to promote positive public attitudes. Mainstreaming equality is not only a valuable goal in and of itself, but profoundly embodies and promotes an ethos and vision of an LGBT inclusive society. If LGBT people are truly valued as colleagues, employees and service users then they are inevitably valued as people – which is, after all, the ultimate goal of this group.

Religion and belief: The group recognised that the roots of homophobia and transphobia were complex and multiple, and that no single, underlying source for prejudice could be identified. However, the group could not fail to acknowledge that public opposition to LGBT equality and rights in Scotland are frequently articulated from a religious perspective and that religious opposition to LGBT inclusion has to be addressed. It was also recognised that too often LGBT people of faith feel themselves to be fully supported neither by religious nor LGBT communities and that combining an LGBT and a faith identity can be a difficult experience. The role of religion and belief in affecting personal and public attitudes was therefore identified as a key theme.

Education and family: The group affirmed their belief that prejudice and discrimination are not inherent qualities, but are learned behaviours that are open to challenge and deconstruction, and therefore to positive change. Education was seen as both a central tool and a key setting for the promotion of positive attitudes towards LGBT equality and inclusion. It was also



acknowledged that LGBT young people are often the group who face homophobia and transphobia in their starkest form and are most vulnerable to their harmful effects. The group agreed therefore that LGBT affirmative education is essential to promote positive attitudes, reduce bullying and other forms of discrimination experienced by LGBT young people, and enable the development of self-valuing and proud LGBT identities.

Media and leadership: It was agreed that political and civic leadership is essential to affirm a national vision of Scottish society and culture which is inclusive of LGBT people and supportive of LGBT equality. The group felt strongly that although there has been a programme of genuine reform this has not been accompanied by a public standing up for LGBT equality from the Scottish Government and other political actors, and that this represents a wasted opportunity to promote positive social attitudes. It was also recognised, however, that political leadership would generally only become known to the general public through media reporting, and would be received in the context of media representations of LGBT people and issues. The issues of leadership and media were therefore identified as being central and intrinsically linked.

Citizenship and social capital: Although the responsibility to promote LGBT supportive attitudes does not fall solely on the LGBT communities, it was affirmed by the group that the best ambassadors for LGBT equality and inclusion are most often LGBT people themselves. Knowing LGBT people in your personal life is a key indicator for developing LGBT affirmative attitudes, and it is from each other that LGBT people most commonly develop a positive self identity. However, there needs to be a strong and stable community sector if LGBT people are to be empowered to promote inclusive attitudes and challenge prejudice at a national and community level. Citizenship and social capital – in effect the role and capacity of LGBT people and groups to promote inclusion – were therefore identified as a key theme.

Underlying principles

As well as these five key themes, two underlying principles were identified by the group at an early stage.

Firstly, any approach to promoting positive attitudes towards LGBT inclusion should reflect and celebrate the diversity of LGBT identities and communities. In addition to the general prejudice against LGBT people there are differing prejudicial narratives and stereotypes that have been assigned to lesbians, to gay men, to bisexuals and to transgender people and these may require specific action in order to challenge and refute them.

Furthermore, there may be very specific forms of prejudice experienced by particular groups of LGBT people, such as black and minority ethnic (BME) LGBT people or disabled LGBT people and again, targeted action may be necessary to challenge this.

The second principle was based on the idea that, just as LGBT inclusion is good for all of Scotland, so the responsibility to promote positive attitudes is shared across Scottish society. We look to the Scottish Government to provide leadership on eliminating discrimination and, as already mentioned, we recognise that LGBT people and groups ourselves have a particular role to play in challenging prejudice. Many of our recommendations, therefore, are specific to central government or the LGBT sector. This does not mean, however, that we believe other organisations do not have a vital role to play.

It is our hope that the recommendations presented here can be adapted by a wide range of organisations and groups to promote positive attitudes within their locality, sector or community.



RECOMMENDATIONS OF SUB-GROUPS



WORKPLACES AND PUBLIC SERVICES

The following priorities were identified:

- encouraging competition for achieving best equality practice
- going further with public duties on equality
- promoting good practice
- better support for LGBT staff.

Recommendations within these areas are detailed below.

Introduction

We spend eight hours a day or more at work and every single one of us uses public services. How we are treated at work and when using public services has a major impact on our lives. The attitude of an employer and the people we work with directly and the attitude of those at the front line of public services has a considerable impact on hearts and minds.

Yet the LGBT experience of employment and public services is still inadequate and some cases unacceptable. Much needs to be done.

A recent Stonewall Scotland online survey sourced experiences of LGBT people in using public services:

“People always assume I’m heterosexual, I suppose because of the way I look which is really frustrating. When talking to services, I’m constantly outing myself and constantly met by ‘but you don’t look like a lesbian ...’ ”

“With the social service my partner and I were attending the adoption course run by the council.

They didn’t acknowledge our sexuality, no books, stats or case studies. Inappropriate joke with the word ‘dyke’ was shared. Parents were referred to as mummy and daddy throughout the three days. We had to challenge their behaviour.”

A further survey of LGBT experiences amongst 257 people, published by the LGBT Centre for Health and Wellbeing in September 2007, found that:

- 40% of LGBT people in Edinburgh are not fully ‘out’ (openly LGBT) at work;
- 21.6% aren’t comfortable with being out to health services;
- 58% of those who reported a bad experience of using a health service said that that affected whether or not they continued to use the service.²²

The proposals of this group therefore focused on what tools can be used to lead, encourage and engage people, to improve attitudes towards LGBT people and make better workplaces and public services. They range through greater leadership from government, public services and employers to what the LGBT community could do with greater support and recognition.

²² LGBT Community Needs Assessment Report. S Aitken, S Kealey and R Adamson, LGBT Centre for Health and Wellbeing, 2007.

Role of Government

Clearly, the Scottish Government and local government have a major role in funding and providing public services. Scottish Government ministers are responsible for allocating public funding and setting overall policy with regard to the delivery of public services. The public sector is a major employer in Scotland and is subject to the statutory public duties on equality (see below). Legislation outlawing discrimination in the provision of goods, facilities and services on grounds of sexual orientation came into effect in April 2007 and similar legislation on grounds of gender reassignment will come into effect in early 2008. The legislative drivers are significant but more is required.

Encouraging competition

One of the most effective ways to encourage leadership on LGBT workplace equality is to introduce an element of competition. Already the Stonewall Workplace Equality Index attracts major employers across the UK with a combined workforce of two million people. The index benchmarks the performance of employers on LGBT matters based on 20 questions ranging through their policy and practice. Topics include: equal benefits for same sex partners, diversity training including sexual orientation and sensitive workforce monitoring including sexual orientation.

The index is already fiercely competitive but more Scottish employers need to take part. The Scottish Government could assist with raising the profile of the index, encouraging employers in Scotland to take a lead and improve their performance year on year. In so doing the Scottish Government would be well placed to convey the message that leadership on LGBT equality is good for enterprise supporting the 'wealthier' objective of the Government.

This is important for hearts and minds because those employers that take part are sending a message to the users of their services/customers, employees, potential employees and to society as a whole. The message is that they are prepared to stand up for LGB equality, change their policy and practice to deliver it and take pride in their performance, encouraging other employers to do the same. It can deliver real benefits in terms of staff retention and broadening recruitment to include skilled LGB people.

RECOMMENDATIONS

It is recommended that the Scottish Government:

- help raise the profile of the Stonewall Workplace Equality Index amongst employers, e.g. by writing to public sector bodies, encouraging them to take part in the 2009 index (which is free);
- provide a minister (preferably with responsibility for Enterprise matters) to deliver a keynote speech to Stonewall Scotland's Scottish Workplace Conference;
- sponsor future awards for: Best Scottish employer for LGB people, Most improved Scottish employer for LGB people and Best Scottish staff LGB/LGBT network – and provide a suitable minister to present them;
- highlight to public sector employers the benefits of joining the Diversity Champions Scotland programme which helps employers to develop good practice on LGBT matters in the workplace and therefore perform better in the Workplace Equality Index;
- support the development of workplace good practice on transgender issues with a view to introducing a Transgender Workplace Equality Index, to complement the LGB Index, within the next three years.

Going further with public duties

The existence of three statutory duties on the public sector to promote equality has created something of an equalities hierarchy. The Scottish Government's 2006 Stocktake of LGBT equality in local authorities found that they ranked sexual orientation as the lowest priority of the six equality strands (age, disability, gender/gender identity, race, religion and belief, and sexual orientation).²³

The Stocktake found that although a number of councils have taken steps to engage with LGBT people and to acknowledge diversity within their communities, *"The majority of councils have not taken steps to develop or promote a corporate strategy which clearly defines how LGBT equality will be progressed. Without these clearly stated objectives, councils have not developed a structured approach to training, consultation and communication or service planning. Progress on equality development has been most rapid and well supported where legislation or external auditing is in place."*

Many LGBT people still find public services lacking. Experiences of outright discrimination – as well as of councils simply not recognising LGBT needs – are still too commonplace.

However, many public services including the Scottish Government itself have shown leadership by working towards a six strand duty on equalities.²⁴

Scotland is perhaps uniquely placed within the UK to show a lead and develop an expectation that all public bodies take similar steps for sexual orientation and transgender issues as required by law for disability, race and gender.

Through public encouragement of equality, devolved in the Scotland Act, the Scottish Government has the opportunity to send a strong message on LGBT equality which would catalyse leadership from public services on LGBT issues.

A statutory public sector duty which covers all equality strands is expected in the near future. Prior to a statutory duty on sexual orientation being in place, 'showing a lead' in this area would have an important effect on hearts and minds.

RECOMMENDATIONS

It is recommended that the Scottish Government:

- convey a firm expectation to the bodies it funds that they should promote sexual orientation and gender identity equality alongside their other statutory equality duties;
- work in partnership with the EHRC and LGBT sector (including transgender organisations) and seek appropriate guidance and good practice examples from public bodies who have made clear commitments to promoting LGBT equality alongside existing public duties;
- sets a target of full compliance from public bodies in time for the introduction of the statutory duty covering all equality strands: this should be achievable and is in itself an important leadership signal by the Scottish Government.

The Scottish Government may also wish to consider promoting an expectation that public bodies fulfil a full six strand equality duty; that is, including age and religion and belief equality, as the Scottish Government itself does.

²³ *Sexual Orientation research phase three – a stocktake of local authority policy and practice*. Scottish Executive Social Research, 2006.

²⁴ Six strands includes "gender and gender identity".

Promoting good practice in equality and diversity

At present the Scottish Government provides some funding to different LGBT organisations and to the Health Service to produce advice and information for employers and public services on LGBT issues. Added to this are independently funded activities, e.g. the Equality and Human Rights Commission and Stonewall Scotland.

Bringing all this information and advice together could achieve two things. Firstly, a central resource would provide ease of access to basic information in plain language, with signposting to relevant projects and work underway.

Secondly, such a resource could be designed specifically to catalyse leadership on LGBT equality amongst employers and public services, providing them with a 'one-stop-shop' for all the information, advice and signposting they might need.

As an in-house resource, accompanied by sufficient ongoing promotion, it would showcase the Scottish Government's leadership on LGBT equality.

RECOMMENDATIONS

It is recommended that the Scottish Government:

- develop a high-quality, central web-based resource, bringing together information and advice from all the major LGBT funded projects that can assist public services and other employers on LGBT matters;²⁵
- use this resource to promote leadership on LGBT equality, profiling case studies of employers and services that have improved their equality performance;
- develop practical information and guidance on including sexual orientation and gender identity in equality impact assessment activities;
- promote a public duty on sexual orientation and gender identity, as recommended above;
- aim to complete this work in three years, to ensure quality and allow for further progress on LGBT good practice, with a focus on transgender issues where there is currently a significant gap.

The Scottish Government in conjunction with the Equality and Human Rights Commission may wish to consider if such a resource should be developed across – or linked to similar resources in – all six strands.

²⁵ See 'Religion and Belief' and 'Citizenship and Social Capital' sections for details of other recommended web-based resources.

Sharing best practice

Work to encourage and support LGBT equality in public services and beyond is led by three national LGBT organisations and by some smaller LGBT groups working with local service providers. This experience could be shared more effectively.

The national organisations are ideally placed to lead this activity. They have expertise and experience of working with public bodies and the concept of winning hearts and minds underwrites all of their activity, e.g. LGBT Youth Scotland's LGBT Charter of Rights has proved a useful way to help employers to benchmark progress towards equality.²⁶

Stonewall Scotland's Good Practice Project was initiated to help public sector organisations develop and implement good practice with regard to serving LGBT people and to tackle discrimination in public services.

An initial phase of gathering information on current public sector activity, existing LGBT work, and ideas for good practice is already under way. This information will be used to develop guidance and tools to help public services change their policy and practice.

With increasing awareness of LGBT issues and changing legislation, there is a continuing demand from public services for advice and information. Advice and expertise is most useful when it is relevant and applicable to the public service in question.

The development of good practice for different sectors, such as policing, health, and education can help energise leadership on LGBT equality as the public service provider can 'see a way forward'. Mainstreaming LGBT equality becomes less onerous, and at the same time advice and expertise can be tailored specifically to build confidence so that service providers can themselves show a lead on LGBT equality.

²⁶ See Appendix 1.

²⁷ *Lavender Road to Success*. Kirk Snyder, 2003.

RECOMMENDATIONS


It is recommended that the Scottish Government:

- provide ongoing support to projects which aim to encourage good practice on LGBT inclusion in public services and to consider developing a particular focus on local authority activity;
- highlight the achievements of flagship public bodies which have developed and promoted LGBT equality, incorporating a specific 'hearts and minds' focus;
- ensure that transgender specific partners continue to be involved in developing good practice so that transgender inclusion is fully addressed;
- begin this work within the next year and develop a strategy for the next 10 years, to maintain progress.

Better support for LGBT staff

Stonewall Scotland reports one in three LGB staff conceals their sexual orientation at work, even though 'out' employees in safe environments earn 50% more than their closeted peers.²⁷

The LGBT experience of work can be difficult. Many LGBT people do not feel that they perform at their best because they have to continually 'edit' their life experiences and withdraw from much of the social validation that work provides. It therefore benefits both individuals and their employers if LGBT employers are able to be 'out' at work.



At the same time, many still experience explicit discrimination in the workplace. Homophobic workplace banter is still commonplace. At least 55% of LGB employees facing workplace discrimination report that this had had a direct negative impact on their work. 20% of gay employees facing workplace discrimination consider suicide.²⁸

LGBT staff networks offer a simple mechanism which can both benefit LGBT people in the workplace and help change hearts and minds amongst the wider workforce. Where networks are well supported and active, they serve to help employers develop better working environments for LGBT people. Where employers embrace and promote them actively, they signal to the whole workforce that their employer supports its LGBT staff and will pursue policies accordingly.

The Scottish Government's LGBT network is recognised as a model of good practice. Stonewall Scotland's Diversity Champions programme can help employers to develop networks.

RECOMMENDATIONS

It is recommended that the Scottish Government:

- work with public sector employers to actively encourage and promote the development of LGBT staff networks;
- support an event to bring staff networks together to share learning and good practice;
- work in partnership with LGBT organisations and employers, learning from and linking with good practice in other staff networks – i.e. networks of disabled people, women, or BME employees. Many successful organisations have developed joint staff network meetings to share good practice and break down barriers.

²⁸ *The Pink Ceiling is Too Low*. Jude Irwin, Australian Centre for Lesbian and Gay Research, University of Sydney, 1999.

RELIGION AND BELIEF

The following priorities were identified:

- good relations between LGBT and faith communities
- relations between LGBT people of faith and other people of faith
- supportive spaces for LGBT people of faith
- reflecting the range of views of faith communities and others
- reducing false impressions of conflict
- identifying what kind of Scotland we want to share.

Recommendations within these areas are detailed below.

Introduction

The proportion of Scotland's people who have a religious faith, and the proportion who do not, are both significant. This is as true of LGBT people as of others.

The group chose to look specifically at issues relating to religion and belief, because the evidence indicates that religion can have a significant influence on attitudes towards sexual orientation and gender identity. In line with the scope of the religion and belief anti-discrimination laws, the group considered issues around religion and around non-religious beliefs.

The 2006 Scottish Social Attitudes Survey²⁹ found a strong correlation between religious belief and attitudes towards lesbian and gay people. While 21% of people overall believed that same-sex couples should not be allowed to marry, the figures were 15% for people who have no religion or who seldom attend religious meetings and 43% for people who attend religious meetings at least once a week.


Conversely, amongst those who attend religious meetings at least once a week, 32% agreed that same-sex couples should be allowed to marry. This illustrates the range of attitudes amongst people of faith. This is further demonstrated by a Stonewall survey of attitudes towards lesbian and gay people across Britain,³⁰ which found that 64% of people with a religious belief would be comfortable if their local religious representative was gay.

The attitudes of many people of faith towards LGBT people do not necessarily therefore correspond to the positions taken by some faith leaders. Nor is the majority view of people within a faith, on LGBT issues, necessarily the view that is widely reported as representative of that faith.

The media reporting of negative religious views on LGBT issues can have a significant effect on LGBT people's attitudes towards themselves. Stonewall Scotland studied the effect on LGBT people of the campaign against the repeal of section 28/2A, in 2000 – a campaign in which some religious organisations were portrayed in the media as playing a leading role. This quote exemplifies the effects of the media coverage:

²⁹ *Attitudes to Discrimination in Scotland: 2006*. Scottish Government Social Research, 2007.

³⁰ *Living together – British attitudes to lesbian and gay people*. Stonewall, 2007.



“Each morning I was awoken by the alarm clock and was instantly sick with apprehension as almost every day there seemed to be another hate-filled comment from the ‘Keep the Clause’ media machine to kick off my morning. Every helpful comment from the Scottish Executive or from our own campaigning groups seemed almost lifesaving and helped calm the feelings of depression and nausea I felt daily.”³¹

In general, media coverage tends to highlight religious opposition to LGBT equality initiatives, in preference to reporting the more supportive views of religious organisations and people of faith which also exist.

Insensitive remarks made by some LGBT people about people of faith and faith communities can be equally damaging to good relations and can harden attitudes against LGBT people.

The portrayal of an atmosphere of conflict between religious belief and an LGBT identity is intensified by some of the reporting around developments in equality and human rights law. The law rightly protects people from discrimination on grounds both of sexual orientation and gender identity, and of religion and belief. It is often suggested that there is a conflict between equality for LGBT people and for people of faith. However, experience with joint projects³² working on both strands of equality shows that there is also much in common.

Last but not least, LGBT people of faith can face particular difficulties. It can be very difficult for LGBT people to reconcile their sexual orientation/gender identity with their religious faith. This is not helped by insensitive reactions from either a faith or LGBT perspective. However, it is also clear that for some LGBT people of faith this presents much less of a problem. Difficulties in this area can have a big effect on spiritual and emotional well-being, especially for young people.

Aims

It is not the intention of these recommendations to seek a change in the moral beliefs of Scotland’s religions. There is a diversity of such beliefs, and people have a right to hold them and manifest them. Rather, the recommendations are aimed at creating better dialogue and understanding. They consider the broader question of what kind of society Scotland aspires to be, how that society would welcome and include people of different religions, beliefs and of different sexual orientations and gender identities.

One of the issues that the group identified in developing these recommendations is the particular difficulties faced by LGBT people of those faiths which have fewer members in Scotland. There are a number of reasons for this, including the lack of minority faith presence within LGBT organisations and the relatively small numbers of people involved.

The group believes that it is very important that steps are taken to overcome these barriers, though dialogue. Working on a multi-faith basis will mean recognising the diversity of Scotland’s faiths, requiring different approaches.

The issues identified apply to transgender as well as to LGB people. However, the pattern of attitudes towards transgender people is significantly different than towards LGB people. Issues for transgender people of faith can be different. There are fewer transgender people than LGB people. In addition, the law covers transgender and LGB people differently. All these factors mean that the recommendations below will need to be implemented with a clear understanding that differences in approach may be needed for transgender and LGB issues.

LGBT organisations, faith and inter-faith organisations all need support if they are to make progress on these issues. Progress will not be possible without the support of those who are responsible overall for promoting good

³¹ *Caused by the Clause*. Stonewall Scotland, November 2000.

³² e.g. the Stonewall Scotland/Scottish Inter Faith Council project promoting the Employment Equality Regulations.

relations between communities in Scotland: in particular the Scottish Government and the Equality and Human Rights Commission.

Good relations between communities

The group believes that barriers between LGBT communities and faith communities could be reduced through dialogue and, where appropriate, through joint working.

The group identified two specific opportunities. One involves the activities around which LGBT communities are already reaching out to people more widely, such as LGBT History Month and Holocaust Memorial Day. The other involves potential joint work on equality and discrimination issues that are common to LGBT and religion and belief communities. A successful example of such work is the recent Scottish Inter Faith Council and Stonewall Scotland project to raise awareness of the Employment Equality Regulations.

RECOMMENDATIONS

It is recommended that:

- national and local LGBT organisations should reach out to faith organisations as part of their work around LGBT History Month, Holocaust Memorial Day and similar initiatives. This should begin within one year;
- national and local LGBT organisations should seek further opportunities for joint work with faith organisations around common issues of discrimination and equality. The aim should be for some activities to begin within three years.

The Scottish Government and the Equality and Human Rights Commission should support this work as part of their good relations remit, through resourcing and through promoting opportunities for joint work on common issues.

Relations between LGBT people of faith and other people of faith

There are LGBT people within all faiths. Experience shows that dialogue between LGBT people and other people within faiths can foster understanding and reduce conflict. A good example is found in the work of the Church of Scotland Working Group on issues in human sexuality; work that was reported to the General Assembly by the Mission and Discipleship Council in May 2007.

RECOMMENDATIONS

It is recommended that:

- national LGBT organisations should work with people of faith, and faith or inter-faith organisations, to seek to arrange initial and on-going discussion meetings between LGBT people and other people within faiths. These could be single-faith or multi-faith meetings as appropriate;
- the Equality and Human Rights Commission and the Scottish Government should support this dialogue by resourcing and by encouraging participation, as part of its good relations remit.

The group recognises that this dialogue will develop in different ways, within different faiths. The group hopes that significant progress can be made within three years.

Supportive spaces for LGBT people of faith

LGBT people of faith can feel very isolated and find life very difficult. This recommendation is aimed at assisting the development of mutually supportive spaces for LGBT people of faith. These could be single-faith and/or cross-faith.

LGBT people are diverse, as are people of faith and faith communities, so the group is not recommending a one-size-fits-all approach.

RECOMMENDATIONS

It is recommended that:

- national LGBT organisations, working where appropriate in partnership with faith organisations, LGBT faith organisations and inter-faith organisations, should:
 - provide web-based networking facilities for LGBT people of faith to use;
 - work together with LGBT people of faith to facilitate a regular inter-faith gathering for LGBT people of faith;
 - support the self-organisation of groups for LGBT people within faiths.
- the Equality and Human Rights Commission, along with the Scottish Government, should support this work as part of its equality and good relations remit.

Networking opportunities will be taken up by different groups over different timescales, but should initially be made available for those wishing to use them within a year.

Reflecting the range of views of faith communities and others

This recommendation is aimed at encouraging wider understanding of the range of views on sexual orientation and gender identity issues, that exist within and outwith faith communities.

RECOMMENDATIONS

It is recommended that:

- national LGBT organisations should:
 - raise the profile of LGBT affirmative faith and belief viewpoints by providing information on those views;
 - signpost media and others to supportive groupings within faiths;
 - offer media training for LGBT people of faith who want it;
 - provide accurate public information on LGBT issues and about LGBT people, including LGBT people of faith;³³
- the Scottish Government, Equality and Human Rights Commission, and other organisations that commission research into attitudes, should ensure that research design recognises the wide range of views about LGBT issues within and outwith faiths, and that the reporting of research reflects this;
- the Scottish Government and Equality and Human Rights Commission should support this work by direct resourcing and encouragement, as part of its equality and good relations remit.

The group believes that significant progress could be made on these recommendations within one year.

³³ See 'Workplaces and Public Services' and 'Citizenship and Social Capital' sections for details of other recommended web-based resources.

Reducing false impressions of conflict

It is sometimes suggested that equality for LGBT people and equality and freedom of belief for people of faith are necessarily in direct conflict. The group believes that this is not the case. To correct this perception, greater clarity is needed about the relevant requirements of equality and human rights law.

Greater emphasis is also needed on the commonalities of equality law, on sexual orientation and gender identity, and on religion and belief, and on the opportunities for working together across these strands for equality for all.

RECOMMENDATIONS

It is recommended that:

- the UK Government, Equality and Human Rights Commission and Scottish Commission for Human Rights should develop guidance about the requirements of equality and human rights law in areas that inter-relate sexual orientation and gender identity and religion and belief;
- the Equality and Human Rights Commission and Scottish Commission for Human Rights should seek to clarify the requirements of equality and human rights law in areas that inter-relate sexual orientation and gender identity, and religion and belief, by issuing up to date information on case law, and supporting test cases that can clarify areas of uncertainty;
- the Scottish Government, Equality and Human Rights Commission and national LGBT organisations should seek opportunities for joint work with relevant faith organisations and non-religious belief organisations, to promote the common requirements of the law for equality and non-discrimination on grounds of sexual orientation and gender identity, religion and belief.

Work on this should begin immediately, with the aim of preparing initial guidance within one year.

What kind of Scotland do we all want to share?

Ultimately, the question of how we all live and work together successfully – despite differences of religion and belief and of sexual orientation and gender identity – is a fundamental one for us all to address. Unless we resolve it, Scotland will never be a country at ease with itself.

The group believes that key to this is dialogue between faith organisations, non-religious belief organisations, LGBT organisations and also more widely. That dialogue could be part of wider discussions on Scotland's future. The aim should include identification of an appropriate framework to enable people with different views and beliefs to live alongside one another, free from discrimination on grounds of sexual orientation, gender identity, religion and belief, as they should be on grounds of age, race, or disability.

RECOMMENDATION

It is recommended that:

- It is recommended that the Scottish Government and the Equality and Human Rights Commission should facilitate a series of discussion meetings for LGBT organisations, religious and non-religious belief organisations, and for other organisations more widely, to consider an appropriate framework for people to live alongside one another free from discrimination on grounds of sexual orientation, gender identity, religion and belief.

These discussions should make progress over the next one to three years, and could form part of wider discussions on Scotland's future. Care should be taken to enable the voices of all Scotland's faith communities and people without religious belief to be heard, as well as diverse parts of the LGBT communities.

EDUCATION AND FAMILY

The following priorities were identified:

- LGBT inclusion in the curriculum
- encouraging LGBT equality through school inspections
- pastoral care of LGBT young people
- adult learning
- teacher training
- leadership from Scottish Government and education authorities
- filling research gaps.

Recommendations within these areas are detailed below.

Introduction

Education is more often than not the political ‘hot potato’ when it comes to changing hearts and minds about LGBT people. Education represents the cornerstone of many political manifestos but often the priorities for education ignore the needs of LGBT young people.


In September 2005, 77 young people from 15 local authority areas responded to an online survey organised by LGBT Youth Scotland. Most (82%) were aged 11-19. The majority (36%) identified as gay, 25% as heterosexual, 13% as lesbian, 16% as bisexual and 9% as questioning or unsure. The majority (84%) were aware of homophobic bullying in their schools. Over half (52%) of respondents were being or had been homophobically bullied at school.³⁴

Some people deny that there are any young people ‘coming out’ as LGBT in Scotland’s schools or struggling with their sexual orientation or gender identity. Some have denied that LGBT women and men provide nurturing and happy homes for children or that (often courageous) LGBT people teach in Scotland’s schools.³⁵ The recent debate over the changes in adoption law in Scotland, which included provision for same-sex couples to adopt jointly, is an example of the struggle for recognition of the realities of LGBT people’s lives.

Scottish education is still recovering from the challenges thrown up by Section 28, repealed in Scotland in 2000. Section 28 removed LGBT people from the face of education. Although repealed, the legacy of this divisive piece of legislation lives on in the continued absence of LGBT people from the Scottish curriculum and the treatment of LGBT young people and staff in Scottish schools.

³⁴ *Promoting Equal Opportunities in Education – Project Two: Guidance On Dealing With Homophobic Incidents: Phase 1 Report and Recommendations.* LGBT Youth Scotland research report for the Scottish Executive Education Department, June 2006.

³⁵ Examples can be found on the Anti-Bullying Network website at <http://www.antibullying.net/homophobic2.htm>



It is in this context that the Hearts and Minds Agenda Group formed a sub-group to examine education more closely and recommend what can be done to influence people's values and attitudes about LGBT families and LGBT people in education in Scotland.

The need for work to be done in education on LGBT equality is recognised and called for on an international stage, e.g. the Declaration of Montreal, 2006³⁶ and principle 16 of the Yogyakarta Principles on the Application of International Human Rights Law in relation to Sexual Orientation and Gender Identity.³⁷

These ideas are not new and Scotland has made some progress towards implementing them. The repeal of Section 28 (Section 2A) meant that Scotland led the way in the UK on LGBT issues in education. Some of that momentum has since been lost but recent legislation is beginning to make schools look again at their equality practice.

The introduction of protection against discrimination on the grounds of sexual orientation and gender identity in the provision of goods and services and the introduction of a positive duty on public authorities on gender equality, including transgender equality, are moves in the right direction.

Further development of equality legislation in the form of a single equality duty on public authorities, including a duty on sexual orientation, would encourage further progress.

There is still a long way to go before LGBT young people and teachers can be themselves with confidence in all Scottish schools and LGBT families can feel sure that they will not face prejudice and discrimination in wider society.

Recommendations

The group supports the development of guidance on dealing with homophobic incidents in schools, currently being developed by LGBT Youth Scotland in partnership with the Scottish Government and Learning and Teaching Scotland (LTS).

The group recognises the need for political leadership to encourage and support local authorities to consider and adopt that guidance into their own practice. The group also notes the recent attention that Her Majesty's Inspectorate of Education (HMIE) has given to LGBT issues as a positive move towards ensuring that policy and rhetoric is turned into action.

Most of the work to date in schools in Scotland on LGBT equality has focused on sexual orientation and homophobia. The group recognised that there is very little research about the needs and experiences of transgender young people in schools and recommends that this is an area that needs attention.

There remains much to be done to translate policy into practice. The following recommendations aim to support the Scottish Government, local authorities and HMIE in the continuation of that journey.

³⁶ <http://www.declarationofmontreal.org>

³⁷ http://www.yogyakartaprinciples.org/principles_en.htm

RECOMMENDATIONS

LGBT inclusion in the curriculum

Schools should be offered clear and practical guidance and materials to address the inclusion of LGBT people in the curriculum and meet their professional and legislative obligations to LGBT young people.

It is recommended that:

- Learning and Teaching Scotland develop practical guidance and materials to help schools to promote the inclusion of LGBT people and their families through citizenship and inclusive education;
- the Equality and Human Rights Commission develop clear guidance for local authorities and schools on their legal responsibilities on LGBT equality;
- NHS Health Scotland mainstreams the needs and experiences of LGBT young people through the roll-out of lessons from Healthy Respect, the National Health Demonstration Project aimed at improving the sexual health of young people in Lothian.

The group believes this can be achieved within three years.

(Continued)

School inspections

It is explicitly stated within HMIE's 'How Good is our School?' that sexual orientation should not be a barrier to participation for pupils. Schools should be inspected on how they are meeting the needs of LGBT young people and creating a school ethos that challenges discrimination towards LGBT young people.

It is recommended that:

- HMIE develop a good practice framework for schools on addressing the needs of LGBT young people and promoting a positive ethos;
- Inspectors are trained and aware of the issues surrounding LGBT inclusion in education.

The group believes this can be achieved within three years.

- the General Teaching Council for Scotland includes a section on LGBT equality within their information for teachers on professional conduct.

The group believes this can be achieved within one year.

Pastoral care of LGBT young people

LGBT young people should be safe, happy and able to achieve their potential in Scottish schools.

It is recommended that:

- the Scottish Government and Learning and Teaching Scotland include the pastoral care needs of LGBT young people through the Happy, Safe and Achieving their Potential standards for personal support in schools and related initiatives;
- Education Authorities take account of the needs of LGBT young people, including through 'coming out' in their work on pastoral care.

(Continued)

Adult learning

For LGBT people, school can often be an unpleasant experience; those who are affected by bullying and discrimination often prefer to leave education as soon as they are able, which can have an effect on learning throughout the rest of an individual's life. There is a need to raise awareness amongst providers of adult learning of the needs and experiences of LGBT people, therefore raising the expectations and confidence of LGBT people to access opportunities and achieve the potential that was not attained at school.

It is recommended that:

- Scotland's Learning Partnership, Learn Direct, Careers Scotland and other relevant providers should work with LGBT organisations to develop and provide LGBT awareness training for adult learning professionals;
- adult learning providers should target adult learning opportunities at LGBT communities directly.

The group believes this can be achieved within three years.

(Continued)

Teacher training

LGBT equality training needs to be mainstreamed within (a) Continuing Professional Development for teachers, (b) Initial Teacher Education for teachers in training, (c) training for probationary teachers, and in (d) wider training on equalities for teachers.

It is recommended that:

- education authorities include LGBT training in their ongoing programme of Continuing Professional Development;
- education authorities commit to training on anti-homophobia, transphobia and LGBT equality in school development planning;
- providers of teacher training should mainstream LGBT equality in education and in the Initial Teacher Education curriculum through equal opportunities, sex and relationships education (SRE), citizenship education and anti-bullying work;
- Young people should have some direct involvement in organising a conference for teachers on including LGBT young people in SRE.

The group believes this can be achieved within three years.

(Continued)

Leadership

Leadership is an essential component in changing hearts and minds. Scottish Government and education authorities have an excellent opportunity to show leadership for LGBT equality and anti-homophobia work in Scottish schools.

It is recommended that:

- the Scottish Government and COSLA actively promote the Scottish Government funded *Equal Opportunities In Education: Guidance on Dealing with Homophobic Incidents* project³⁸ to education authorities and schools;
- The Scottish Government should take every opportunity to make further positive leadership statements on challenging prejudiced attitudes towards LGBT people in schools;
- the Scottish Parliament Equal Opportunities and Education Committees hold an inquiry into bullying, including bullying on the grounds of sexual orientation and gender (including transgender);
- COSLA coordinate and host a conference on LGBT equality in schools for local education authorities.

The group believes this can be achieved within three years.

(Continued)

Further research

Education and families were examined together by this group as it was recognised that the two areas were related. However, the majority of recommendations here focus on education alone. The group found that accessing the views of LGBT parents, the parents of LGBT pupils and LGBT teachers' views on their experiences of schools was somewhat difficult. This fact alone emphasises the limitations of approaches to changing hearts and minds if it is difficult to find ways of hearing these voices. In addition, the group concluded that the topic of education and family was so large that it could not be covered in full during the lifetime of the agenda group.

The group recognised a lack of knowledge in two main areas: the needs and experiences of transgender young people in education and those of LGBT families.

It is recommended that:

- research is conducted into the needs and experiences of transgender young people in partnership with Scottish transgender organisations;
- research is conducted into the experiences of children of LGBT parents.

³⁸ Phase 1 research report – <http://www.scotland.gov.uk/Publications/2006/05/25091604/0>

MEDIA AND LEADERSHIP

The following priorities were identified:

- proactive political leadership
- equipping the media
- reducing homophobia and transphobia in the media and in public life
- gathering and analysing information to support best practice in the media.

Recommendations within these areas are detailed below.

Introduction

Political leadership and media representation have a vital role to play in promoting positive attitudes towards diversity and equality and can foster self-esteem and inclusion amongst minority communities. In Scotland, recent programmes, such as ‘see me’ (on mental health)³⁹ and ‘Zero Tolerance’ (on domestic abuse)⁴⁰ have shown that political leadership combined with a concerted approach to improving media reporting can have a marked and demonstrable success in changing public attitudes.

The group contends that neither Scotland’s political leaders nor the media are realising their potential to promote positive attitudes towards LGBT inclusion and challenge homophobia and transphobia. We also contend that there is an apparent caution in addressing LGBT issues which contrasts poorly with the strong stance that has been taken on other forms of discrimination such as racism and sectarianism.

If Scotland’s LGBT population is to realise its full potential and be part of a successful Scotland, the reticence around LGBT issues will have to go. These recommendations seek to build confidence, provide

information, and assist and encourage those who have a voice to use it in favour of LGBT equality.

The recommendations focus on two broad areas:

- the need for Ministers and other political leaders in Scotland to show proactive support for LGBT equality, rights and inclusion.
- the need for the Scottish media to develop the skills and commitment to report on and represent LGBT issues appropriately and in a non-discriminatory manner.

Proactive political leadership

The Scottish Government and other political leaders are in a unique position to publicly affirm Scotland’s commitment to LGBT equality, rights and inclusion – and to convey the message that homophobic and transphobic prejudice and discrimination are unacceptable in a modern society. In so doing they can promote positive attitudes both towards and within LGBT communities.

This can be achieved through:

- demonstrating leadership on promoting equality and challenging discrimination;
- leadership by publicly funded bodies;

³⁹ <http://www.seemescotland.org.uk>

⁴⁰ <http://www.zerotolerance.org.uk>

- proactively supporting LGBT community events and initiatives;
- mainstreaming LGBT inclusion across a wide range of issues and areas;
- consistently challenging homophobia and transphobia.

We welcome the fact that the Scottish Government seeks to promote LGBT inclusion through legislative reform, its own policies and strategies and through funding of LGBT community programmes. We would, however, like to see Scottish Ministers and other political leaders being more confident, proud and proactive about their commitment to LGBT equality and the values that underpin this.

The First Minister, other Ministers and political leaders can convey positive messages of support both to the LGBT communities and to wider society by attending or providing statements of support for LGBT related events across Scotland, such as Pride, Glasgay! and LGBT History Month.

The Scottish Government's support for LGBT issues is part of a wider vision for equality, diversity and rights within a safer and fairer Scotland. It is also important that the diversity of LGBT communities and identities is reflected and celebrated. Therefore it is important that leadership on LGBT inclusion is not only made on LGBT specific issues but is mainstreamed through a wide variety of equality and other policy areas. This may present an opportunity for the Scottish Government press office to develop a coherent strategy on dealing with all equalities issues.

Promoting supportive public attitudes cannot be achieved solely through an emphasis on the positive; there must also be a parallel approach where homophobia and transphobia are rejected as no longer acceptable in a modern Scotland, wherever they occur.

The group recognise that insufficient leadership on LGBT issues can be related to a lack of information, awareness or confidence. Guidance for press offices will help to establish best practice in this area and equip Scottish Ministers and political leaders with the knowledge and skills required to deal appropriately and positively with LGBT issues.

RECOMMENDATIONS

It is recommended that:

- the Scottish Government proactively seeks opportunities to make positive leadership statements about activities already undertaken;
- when introducing LGBT inclusive policies, projects and initiatives, the Scottish Government should make statements that celebrate their impact on LGBT equality;
- LGBT national organisations ask the Equality Unit to inform and alert the First Minister and other Ministers about opportunities for supportive statements about work being done in the LGBT sector and that where possible, Ministers avail themselves of these opportunities;
- the Scottish Government takes the opportunity to make LGBT inclusive statements at other relevant events and initiatives;
- Scottish Ministers and other political leaders consistently challenge homophobia and transphobia;
- national LGBT organisations work together to develop LGBT inclusion guidance for Scottish Government press offices, to aid the development of a consistently proactive approach to positively reporting LGBT issues and challenging homophobia and transphobia.

Leadership from local authorities and publicly funded bodies

Local authorities and other publicly funded bodies can also lead in promoting positive attitudes towards LGBT equality and inclusion. Local authorities and publicly funded bodies should behave as if a duty were in place to promote good relations in the areas of sexual orientation and gender identity. This would entail regularly demonstrating support and leadership for LGBT equality and the development of a proactive approach to positively covering LGBT issues.

Publicly funded bodies generate significant amounts of imagery as part of their publicity and promotional activities, creating an overall picture of the communities they serve. Mainstreaming the representation of LGBT people, families and communities across all their communication and promotional activities would send a strong message that LGBT people are an integral and valued part of the local community.

The Scottish Government's expectations of public bodies in addressing LGBT issues and challenging homophobia and transphobia have never been stated explicitly. A clear statement of expectations would provide guidance for public bodies in terms of positive representations of LGBT communities and the ways in which homophobic and transphobic attitudes, statements and actions should be tackled. A clear awareness of such expectations would encourage public bodies to consistently challenge homophobia and transphobia and increase proactive positive coverage, representation and leadership.

RECOMMENDATIONS

It is recommended that:

- publicly funded bodies should develop an explicit strategy for LGBT inclusion within their communication and promotional activities;
- the Scottish Government issues guidance to public bodies detailing their expectations and obligations with regards to coverage of LGBT issues, homophobia and transphobia.

Equipping media outlets to deal with LGBT issues appropriately

There are varying approaches to the coverage of LGBT issues and LGBT people in the media, ranging from positive and supportive representations to the negative and prejudicial. Inclusive media portrayals can have a profound impact on public attitudes towards LGBT people and create a human face for LGBT equality. The 'see me' campaign demonstrated that with support and guidance, improvements in the media reporting of mental health issues could have a direct and positive impact on public attitudes and the reduction of prejudice.

It is therefore important that both local and national media outlets and individuals working in these organisations are made aware of LGBT issues and the importance of respecting and promoting equality and diversity.

We wish to learn from successful initiatives such as Stonewall Cymru's 'Look Out'⁴¹ media project and the 'see me' media volunteer campaign⁴² to develop partnership working between the LGBT sector and the media, to enhance media support and develop their skills. This can be done through the provision of:

- news stories backed by case studies about LGBT people;
- awareness raising tools and training and partnership between the LGBT sector and media outlets.

Improving media reporting is only one half of the story. In order to facilitate contact between journalists and LGBT people, it is vital that ordinary LGBT people are enabled to engage with the media. A media volunteer scheme for LGBT people would develop the capacity of the LGBT sector and benefit both volunteers and the media, increasing knowledge on both sides and establishing a contact network to aid the flow of news stories.

In order to reflect the diversity of LGBT communities, recruitment for the media volunteer placements should encourage and facilitate applications from currently underrepresented groups of LGBT people, e.g. black and minority ethnic LGBT people or older LGBT people.

An introductory media awareness programme, organised by the national LGBT organisations and involving experienced press officers, would provide a valuable induction for the volunteer placement scheme.

RECOMMENDATIONS

It is recommended that national LGBT organisations:

- develop a toolkit for use by media professionals across Scotland that contains information, guidance and examples of best practice for LGBT inclusive reporting;
- develop training on the toolkit and on general LGBT awareness for journalists and other media professionals;
- establish a media volunteer scheme in partnership with local LGBT communities and media organisations, with case studies developed as an outcome.

Reducing homophobia and transphobia in the press and in public life

The above recommendations are all, in some ways, concerned with promoting positive representations of LGBT people as a valued and vital part of a modern Scotland. Increasing positive portrayals and mainstreaming LGBT representation across all media and public leadership will affect public attitudes and promote the self-esteem of LGBT people – but there must also be a parallel approach which challenges and reduces the negative. Our vision is that public and press homophobia and transphobia are seen as unacceptable and contrary to the principles of fairness and equal rights on which Scotland is based.

⁴¹ http://www.stonewallcymru.org.uk/cymru/english/Look_Out/

⁴² <http://www.seemescotland.org.uk>

In the Equalities Review 2007, 25% of people surveyed felt that media coverage of lesbian and gay people was mostly negative.⁴³ LGBT issues and LGBT people are portrayed in a negative and discriminatory manner in the press and in public life. On 23 January 2007, for example, the Sun carried a story with the following headline: 'Cop: I'm a law-dee! Sarge to return from leave in a skirt'.⁴⁴

Councillors have a responsibility to represent the whole community and should not be responsible for stirring up prejudice against LGBT people. Although governed by the Standards Commission for Scotland, it does not seem that these standards are applied consistently with regards to discriminatory statements. In 2005, the press reported that the following comments had been made by local councillors in Scotland, about their councils' duties to provide civil partnership registrations:

- *“ they undermine marriage by making it legally equivalent to homosexual liaisons. Marriage is not morally equivalent to such lifestyles;”*⁴⁵
- *“wrong-doers will not inherit the kingdom of God. . . . If these people want a formal commitment, why don't they go to a lawyer and get them to sign a formal legal document? Why do these queers have to parade about in public?”*⁴⁶

Elected representatives and people appointed as members of public bodies have a responsibility to avoid and to challenge bigotry and prejudice. Respectively, the Press Complaints Commission and the Standards Commission for Scotland exist to deal with complaints about coverage in the media and complaints about conduct by councillors or those appointed to devolved

public bodies. The continuation of this type of coverage and conduct suggests a lack of consequence for these actions and that the bodies established to deal with complaints do not always deal with them satisfactorily. Lack of enforcement and consequence allow discriminatory media coverage and statements by public figures to continue unchallenged – and wrongly suggest that homophobia and transphobia are an acceptable form of prejudice.

Taking a strong stance on complaints involving homophobia and transphobia, and dealing rigorously with these complaints is essential. It conveys a powerful message to the media, to councillors, to those appointed to public bodies and to society as a whole that prejudice and discrimination against LGBT people are serious and unacceptable.

Homophobic and transphobic coverage and conduct are part of wider discrimination which is evident in the press and in public life. It may be useful for the Press Complaints Commission and the Standards Commission for Scotland to address these recommendations around LGBT issues within a wider framework of how they deal with complaints around all equalities areas, including disability, race, religion and belief, gender, and age. All such complaints should be addressed in a consistent and rigorous manner.

⁴³ *Fairness and freedom: the final report of the Equalities Review*. The Equalities Review, 2007.

(This report explored attitudes towards lesbian and gay equality alone, rather than lesbian, gay, bisexual and transgender equality.)

⁴⁴ 'Cop: I'm a law-dee! Sarge to return from leave in a skirt', Sun, 23 January 2007.

⁴⁵ *Largs and Millport Weekly News*, 19 August 2005.

⁴⁶ *Edinburgh Evening News*, 5 October 2005.

RECOMMENDATIONS

It is recommended that:

- the Press Complaints Commission and the Standards Commission for Scotland demonstrate that they take homophobic and transphobic coverage and conduct seriously;
- the Press Complaints Commission and the Standards Commission for Scotland produce clear statements, within one year, that explicitly detail how they view homophobic and transphobic coverage and conduct and the actions they will take if it occurs.

This work should begin within one year.

Gathering and analysing information to support LGBT best practice in the media

It is recognised that there are positive⁴⁷ as well as negative approaches to coverage of LGBT issues in the media.

It is important that best practice in LGBT coverage is identified and celebrated as an exemplar for others. Ongoing analysis of media coverage would identify different approaches in reporting on LGBT issues – good and bad – and facilitate the celebration and dissemination of best practice. This would encourage a rise in positive representation and a decline in homophobic and transphobic coverage and so help to challenge prejudice and discrimination in wider society.

The negative treatment of LGBT issues in the media is often inseparable from other types of discriminatory coverage.⁴⁸ Although the media analysis will focus on LGBT issues it should also take time to reflect the links between different types of discrimination, including discrimination on the grounds of disability, race, religion and belief, gender, and age.

RECOMMENDATIONS

It is recommended that:

- national LGBT organisations, in partnership with the Scottish Government, commission a media analysis project to look at coverage of LGBT issues in a range of media e.g. newspapers, magazines, radio, television and online, provide regular reports on trends in coverage and carry out the widespread dissemination and celebration of best practice examples to media outlets.

⁴⁷ e.g. 'Sexual health services may drive away embarrassed teenagers', *Scotsman*, 9 August 2006; 'Rights on the agenda for LGBT workers', *Scotsman*, 30 June 2006; 'Gay murder: teenager jailed for hate attack', *Herald*, 12 November 2007.

⁴⁸ e.g. 'Lesbo rage', *Sun*, 13 April 2007; 'Anger over Executive's £15m funding for gays and gypsies', *Daily Mail*, 5 March 2007.

CITIZENSHIP AND SOCIAL CAPITAL

The following priorities were identified:

- strengthening community capacity and encouraging community engagement
- evolving a cultural calendar
- targeting specific work with hard to reach groups
- improving communication.

Recommendations within these areas are detailed below.

Introduction


In the battle to win the hearts and minds of the Scottish people in pursuit of a fairer, safer and stronger society for our LGBT communities, we cannot underestimate the role of LGBT people themselves – as representatives, activists, participants, contributors and citizens, as well as beneficiaries.

The current capacity of the LGBT community infrastructure is weaker and less developed than that of other equality strands, with relatively few local voluntary and community groups, under-developed communications and networks and a poor funding profile. Often, those groups which do exist are not linked into local planning or support structures, impacting on their sustainability and strategic influence.

If we are to progress towards more confident and visible LGBT communities, we need to invest in volunteers and organisations which will, in partnership with local community planning structures, catalyse community development. Initially, programmes which support community capacity-building activities will be necessary to provide the basis for local development. Involvement from local partners can ensure that LGBT communities themselves are supported to take responsibility for community development in the longer term.

National programmes to support local developments in building social capital are required. These programmes can provide a network for LGBT groups; support community based volunteering; represent LGBT individuals and communities to government and wider society and provide leadership and direction.

Over time and with effort, a wider cohort of openly LGBT people will play an increasing role in their communities in increasingly significant roles. Whether as volunteers, community activists, local or national representatives or as productive and respected citizens – these roles will foster greater community cohesion, as well as resilience amongst LGBT individuals.



Strong and resilient communities have loud voices which speak up for those members less able to speak out on their own behalf. It is these voices which will demand parity of esteem, which will challenge stereotypes and which will contribute to changing social attitudes. LGBT people must move out of the shadows to win hearts and minds and to develop the citizenship potential of LGBT communities themselves. Investing in the potential of Scotland's LGBT communities means a significant investment in Scotland's future.

Recommendations

There are around 100 LGBT community organisations in Scotland today, the majority of which are self-managing voluntary groups. This compares poorly with other communities, e.g. BME or disability groups.

In 2005 Reid-Howie Associates were commissioned to research the funding and capacity-building needs of the LGBT sector. They concluded that the LGBT community needed:

- to grow local and regional solutions to capacity building, to close gaps between areas of Scotland and to link this to local planning structures;
- a national network for LGBT people and organisations to monitor activity and provide support; including a seed fund for LGBT organisations;
- to review how LGBT communities are funded through mainstream channels and report on how this can be improved to provide best value.

Since this report, the national LGBT organisations and the Scottish Government have worked together to support local communities by, for example, developing practice examples for community planning, LGBT History Month, the LGBT Thematic Seminar and the resultant Hearts and Minds Agenda Group.

The recommendations of the subgroup on citizenship and social capital are all founded on the pillars of community development and engagement. These recommendations collectively support community capacity building, the fruit of which is a confident, motivated and mutually supporting base of active citizenship and involvement.

Strengthening community capacity and encouraging community engagement

There are differing levels of LGBT community capacity and engagement with LGBT people across Scotland and, outwith the central belt cities, there are numerous examples of community capacity-building activities which have come and gone with the first and only wave of volunteers or funding. As a result, there exists a postcode lottery in terms of service provision, partnership working and support for LGBT organisations, individuals and communities.

If we are to change social attitudes then we need to have a strong and vibrant LGBT community in every area of Scotland, made up of empowered and confident individuals and supported by a foundation of community activity which is sustainable, strategic and resilient. As well as this, we need a network of individuals and organisations who can act as allies and champions of LGBT equality, helping to strengthen and support LGBT communities and, ultimately, helping to win hearts and minds.

The Black and Ethnic Minorities Infrastructure in Scotland (BEMIS) was established in 2001, and similarly, the Council of Ethnic Minority Voluntary Sector Organisations (CEMVO) was set up in Scotland in 2003 to build the capacity of the country's minority ethnic voluntary and community sector. Their wide-ranging work includes life-long learning, community participation/volunteering and organisational development.

Drawing a parallel to the work of CEMVO, we recommend the creation of a **National Community Capacity Building Project**, which will deliver a rolling programme of activities across specific areas. These activities will be designed to reach and engage with LGBT people of all ages, build community infrastructure, and empower individuals to better engage within their own and wider communities, both locally and across Scotland.


Building on good practice examples, and using an 'evidence into practice' approach, the National Community Capacity Building Project will employ local development workers to manage the provision of a range of needs-led opportunities such as outreach and detached work, dedicated information and advice services, the formation of groups and the development of other engagement and participation opportunities such as community volunteering and activism.

In addition, by employing a community learning and development approach, and by applying the principles of the National Standards for Community Engagement, the Project will develop the knowledge, skills and confidence of LGBT community members and the LGBT sector, building social capital, and enabling fuller participation in the social, civic and democratic life of the local area. Examples of such work may include:

- linking local groups to training opportunities in their area in partnerships with local authorities and the network of Councils for Voluntary Service (CVS);
- establishing a training programme for LGBT groups to meet their basic needs;
- developing mentoring for group organisers and activists relevant to their needs, including shadowing and short term placements where appropriate;
- organising small exchange visits, e.g. between new volunteers and those in established and effective groups, here and in other countries.

There is a need for more people to take ownership of LGBT issues, and all possible partnerships should be harnessed to the best of possibilities. With this in mind, as well as ensuring that LGBT issues are well integrated into existing local and national structures (e.g. Community Planning), we need to further encourage the development of a shared agenda with LGBT people, organisations, allies and other individuals that are explicitly prepared to take on LGBT issues. These networks of allies and champions should be managed as open, transparent and progressive channels to developing the capacity of the community and striving towards changing hearts and minds.

These networks and individuals should be acknowledged as allies and champions. Acknowledging their commitment will help to ensure that it is ongoing. Such networks (e.g. the Scottish Borders LGBT Equality Forum) exist in all of the areas of Scotland in which LGBT communities have developed capacity. We propose that the National Capacity Building Project be tasked with identifying these networks as part of its scoping work and supporting their facilitation and communication where appropriate.



Finally, in order to inject resources and capacity at a grass roots level, the establishment of a small grants fund would encourage and nurture the growth of community groups and activities in new areas. It would also support skills development and assistance to link groups to local and national networks and other avenues to sustainability.

RECOMMENDATIONS

It is recommended that the Scottish Government:

- supports a review of current best practice in capacity building work in the LGBT and other sectors;
- provides resources to roll out a National Community Capacity Building Project in partnership with local authorities and the LGBT community which will include funding for development staff to implement the work at a local level, and to develop community capacity through volunteering;
- establishes a small grants scheme for LGBT organisations to support new work with LGBT communities.

Evolving a cultural calendar

One of the most powerful and persuasive mechanisms to win hearts and minds is to provide the opportunity for people to engage with LGBT communities through an evolving cultural calendar of events and activities. Increased visibility and interaction promotes understanding and reduces misconceptions and stereotypes surrounding LGBT communities.

Events such as LGBT History Month, Pride Scotia, International Day Against Homophobia (IDAHO) and Glasgow! provide important focal points for bringing about partnerships between LGBT communities and mainstream organisations. These events also build the confidence of LGBT groups and individuals to play an active role in the civic, cultural, political and economic life of Scotland.

The success of LGBT History Month in Scotland in recent years manifested itself in 2007 with over 150 dedicated events and activities arranged and run by a wide range of partner agencies, community organisations and businesses across Scotland. Due in the main to the investment of the Scottish Government, a small project team was able to inspire and support a vast community effort, one which ultimately resulted in a cost-effective and varied programme of locally-run events.

Similarly, Scotland's Pride march and festival has taken place since the mid 1990s, alternating each year between Edinburgh and Glasgow. Organised by volunteers in each city, the event is another key date in the LGBT communities' calendar – a day which involves groups, networks, employers, families, individuals and the general population.

RECOMMENDATIONS

It is recommended that the Scottish Government:

- continue to fund the development and delivery of LGBT History Month in Scotland in order to support local events and the further development of local community capacity.

It is recommended that LGBT organisations both local and national, and in particular the National Community Capacity Building Project:

- work closely together, with mainstream agencies, and in partnership with the various partners involved in LGBT History Month, IDAHO, Glasgay! and Pride to develop activity around a year-round LGBT cultural calendar.

Targeting specific work with harder to reach groups

As within all communities, there are groups within the LGBT communities which require specific actions to reach them. Both young people and transgender people are harder to reach and often face the greatest barriers to accessing support or information.

In developing a strong, confident and resilient LGBT community into the future, we must involve and support LGBT young people from the start. The network of LGBT youth groups only covers a third of Scotland, as a result of a lack of development funding to work with local authorities and local volunteers. The National Community Capacity Building Project must be closely allied to existing work with LGBT young people across Scotland, supporting the development of volunteers who can support local youth work opportunities and expanding

the mentoring programme for LGBT young people across Scotland to encourage active participation by young people in community action.

In addition, we recommend that specific investment is needed to support the transgender community. Recent surveys indicate that the transgender community has above the national average level of educational achievement, but a low income. The Engendered Penalties survey⁴⁹ in 2007 found that 44% of UK transgender people had either a degree or a higher degree against a UK national average of 27%.⁵⁰ A similar recent Scottish Transgender Alliance survey⁵¹ of 71 transgender people living in Scotland found that 55% of the transgender respondents had a HND/Degree or Postgraduate Degree – but only 30% had a gross annual income of over £20,000 and almost half (48%) had a gross annual income of under £10,001. 37% of the transgender respondents were unemployed.

In order to reduce this underemployment and marginalisation of transgender people, hearts and minds across Scottish society need to be opened to transgender inclusion and transgender human rights. However in order for this to happen, first the LGBT community itself needs to develop its own knowledge of these issues.

A scholarship programme is required, to encourage increased research into the transgender community, and the application of human rights law. Such a scholarship fund would enable the creation of two postgraduate scholarships – e.g. one in academic research on transgender experiences and one in transgender human rights law, to equip the Scottish transgender community with a range of skilled, knowledgeable and confident equalities activists.

⁴⁹ *Engendered Penalties: Transgender and Transsexual People's Experiences of Inequality and Discrimination*. S Whittle, L Turner and M Al-Alami. Crown Copyright 2007.

⁵⁰ Office for National Statistics, 2005.

⁵¹ *Transgender Experiences in Scotland*. Scottish Transgender Alliance research report summary published November 2007. (Full research report to be published in March 2008).

RECOMMENDATIONS

It is recommended that the Scottish Government should, as part of the National Community Capacity Building Programme:

- support local youth work opportunities and encourage active participation by young people in community action, through building on existing mentoring programmes;
- support existing work with LGBT young people across Scotland, as well as supporting the development of volunteers;
- continue to fund the development of work to support Scotland's transgender communities;
- develop a volunteer exchange scheme.

It is recommended that national LGBT organisations, working together with transgender organisations and the Scottish Government, should:

- explore possibilities for developing a scholarship fund for two postgraduate students to undertake transgender research and study relevant human rights law.

Improving communication

Information about LGBT events, issues and communities in Scotland is currently provided by a number of different sources and there is currently little opportunity for LGBT organisations and individuals to meet and share experiences or resources outwith their local geographic area. To raise awareness of LGBT issues and to create community capacity and cohesion across Scotland, there is a need for collaboration and information-sharing between the various groups.

A national website for LGBT communities, individuals and supporters would provide opportunities for more LGBT people and supporters to become involved in community projects and events. As a 'one-stop site' providing a range of information, it would nurture greater interest in LGBT individuals and communities to participate and, through advice, information, signposting and shared experience (about volunteering, organising events, etc) it would enable them to play a more active role. Although not replacing other key websites on more specific issues, it would be intrinsically linked and act as a central portal to allow ease of access to relevant information.

In addition, an annual national conference for local LGBT groups and organisations would allow peer support, peer education, cross pollination of ideas and a 'community planning' process to promote working together to deliver better services and opportunities which make a real difference to LGBT people's lives.

RECOMMENDATIONS

It is recommended that the Scottish Government and Equality and Human Rights Commission should support:

- the national LGBT organisations to work together and with local LGBT communities to develop a national LGBT community website;⁵²
- an annual national networking and training conference for local LGBT community groups and organisations.

The group believes that this work can begin within a year.

⁵² See 'Religion and Belief' and 'Workplaces and Public Services' sections for details of other recommended web-based resources.

CROSS-CUTTING RECOMMENDATIONS

A number of cross-cutting recommendations, which apply across the five themes, emerged from our work. They included:

- commissioning more research
- recognising the importance of equality and establishing that equality and respect for all are a cornerstone of a modern, successful country
- taking a strategic approach – this is vital to achieve change.

In addition, we identified a number of ways of working that emerged from across the five themes. The discussions and recommendations of the different subgroups all reflect the importance of engaging with people, working in partnership and learning from best practice across the equalities sector.


Increasing visibility helps to dispel myths and misunderstanding. Encouraging more people to become involved results in shared ownership of the issues.

There is also a growing sense that working together includes presenting a united, integrated front in the virtual world, through centralised and complementary websites which enable easy access to comprehensive information, advice and experience.

Research

Recent research has examined attitudes towards LGBT people. In particular, the module on discrimination which was included in the 2002 and 2006 Scottish Social Attitudes Surveys has been very useful in identifying the extent of negative attitudes. It also indicates, to some degree, how attitudes vary between different sections of the population and shows that there has been a significant change in attitudes over four years.

Some recent UK-wide research has aimed to identify factors that influence attitudes towards LGBT people but there is no Scotland-specific work in this area. Research within LGBT communities in Scotland has focused on people's experiences of discrimination, rather than on the underlying attitudes which lead to discrimination.



The successful ‘see me’ mental health campaign⁵³ was firmly based on research into people’s understanding of, and attitudes towards, mental ill health. We believe that a similar grounding is needed for the work proposed in this report. In addition, research will be needed to track changes in attitudes over time, so that we know whether or not the work is succeeding.

RECOMMENDATIONS

It is recommended that:

- the Scottish Government and the Equality and Human Rights Commission continue to purchase a module on discrimination within the Scottish Social Attitudes Survey, on a four-year cycle. This should include questions on attitudes towards LGB and T people, allowing attitudes to be tracked over time;
- national LGBT organisations, the Equality and Human Rights Commission and the Scottish Government consider more focused research to examine people’s understanding of, and attitudes towards, LGBT people and their lives, and the factors that underlie these.

Scotland and equality

Over the past decade or so, the advent of devolution has provided an impetus for a re-examination of Scotland’s core values. This is likely to continue, as the debate continues on the future of the constitutional arrangements for Scotland and the UK.

One of the approaches taken in recent years by LGBT equality organisations in the Republic of Ireland has been to highlight the links between respect for LGBT equality and Ireland’s development as a modern, economically successful European country.

As the people of Scotland continue to imagine and create Scotland’s future, we hope that mutual respect for all will be a cornerstone of that future.

RECOMMENDATIONS

It is recommended that:

- LGBT people and organisations engage in the national debate on Scotland’s future, with a view to creating a Scotland in which LGBT people are truly respected and included as equals;
- the Scottish Government and Parliament ensure that all the diverse voices of Scotland’s people are heard in that debate.

⁵³ <http://www.seemescotland.org.uk>

Taking the work forward in a strategic way

Effective and sustained progress on the issues identified in this report will require a strategic approach. Leadership will be vital. Regular review will be needed, together with the flexibility to adjust the work in the light of that review.

RECOMMENDATION

It is recommended that:

- the national LGBT organisations should work together with the Scottish Government, the Equality and Human Rights Commission and others to provide strategic leadership for the work identified in this report, including:
 - encouraging the participation of LGBT communities;
 - identifying, and encouraging the participation of, potential partners;
 - making the most of opportunities that arise, including identifying available resources;
 - recognising and building on success;
 - prioritisation of work;
 - regular review.

An initial plan should be in place within six months, and reviewed annually thereafter.



APPENDIX 1

Mainstreaming equalities

Case Study: the LGBT Charter of Rights at Stevenson College, Edinburgh

Stevenson College in Edinburgh was the first to be awarded their LGBT Charter mark. The college became interested in the LGBT Charter mark as the ten step charter process offered a simple and structured way of examining and clearly identifying what they did well in terms of including LGBT people and what things they needed to do better.

They formed a small working group consisting of their Equality Officer, Staff Development Officer, Library Manager and LGBT Student Representative and began to work through the Charter process, discovering that they needed to make LGBT young people more visible to ensure that LGBT people felt included in their college.

The college displayed an extensive range of books, leaflets and other resources in the college library, had positive images of LGBT people in the form of posters around the college, arranged awareness talks for all staff and students and set out to devise a buddy system for LGBT students.

Stevenson College felt that working through the ten steps of the Charter not only helped to get them on track with including LGBT young people but the process actually sparked off other initiatives such as continuing to build up resources and the buddy scheme.

Staff felt that they had benefited from the training that LGBT Youth Scotland had delivered and found LGBT Youth Scotland staff supportive especially when their presence was apparent at Fresher's Fayres, Open Days and during LGBT History Month.

Stevenson College's experience of working through the LGBT Charter of Rights process has been positive as it has allowed staff to work towards and promote better practice and to make LGBT young people more visible and included in their college.

Visit the Charter section of LGBT Youth Scotland's website at: www.lgbtyouth.org.uk



GLOSSARY OF TERMS

Bisexual

This is the term used to describe people who are emotionally and physically attracted to both sexes.

Gay

This is the term used to describe men who have an emotional and physical attraction to the same sex. Some women also prefer to identify as gay.

Heterosexual/straight

These are the main terms used to describe people who are emotionally and physically attracted to the opposite sex.

Lesbian

This is the term used to describe women who have an emotional and physical attraction to the same sex. Some women may prefer the term “gay”.

Transgender People or Trans People

These are umbrella terms used to describe a range of people whose gender identity or gender expression differ in some way from the gender assumptions made about them when they were born.

Gender Identity

This is an individual’s internal self-perception of their own gender. A person may identify as a man, as a woman or as androgyne/polygender.

Gender Expression

This is an individual’s external gender-related appearance (including clothing) and behaviour (including interests and mannerisms). A person may have masculine, feminine or androgynous aspects of their appearance or behaviour.

Biological Sex

A person’s biological sex includes all aspects of their gender-related biological structure: not only their genitals but also their internal reproductive system, their chromosomes and their secondary sexual characteristics such as breasts, facial and body hair, voice, and body shape. Most people’s biological sex will be clearly and consistently female or male. However, a small but significant number of people have bodies which are not completely male or female. People born with these kinds of physical variations are referred to as intersex people. A person may also have a biological sex which is not completely clearly male or female if they have undergone some hormonal or surgical intervention as part of a process of gender reassignment.

Gender Dysphoria

This is a recognised medical issue for which gender reassignment treatment is available on the National Health Service in Scotland. Gender dysphoria is distress, unhappiness and discomfort experienced by someone about their biological sex not fully matching their gender identity. Transsexual people usually experience intense gender dysphoria which is significantly reduced by transitioning to live as their self-identified gender, perhaps taking hormones and/or getting surgery to make their physical bodies match their gender identity better. Other types of transgender people may also experience various degrees of gender dysphoria, especially when unable to fully express their gender identity.



Transsexual People

This is a term used to describe people who consistently self-identify as the opposite gender from the gender they were labelled at birth based on their physical body. Depending on the range of options and information available to them during their life, most transsexual people try to find a way to transition to live fully in the gender that they self-identify as. Transitioning is also known as gender reassignment. Many, but not all, transsexual people take hormones and some also have surgery to make their physical bodies match their gender identity better.

A female-to-male (FTM) **transsexual man** (trans man) is someone who was labelled female at birth but has a male gender identity and therefore is currently seeking to transition, or has already transitioned, to live permanently as a man. A male-to-female (MTF) **transsexual woman** (trans woman) is someone who was labelled male at birth but has a female gender identity and therefore is currently seeking to transition, or has already transitioned, to live permanently as a woman.

Intersex People

This is a term used to describe people born with external genitals, internal reproductive systems or chromosomes that are in-between what is considered clearly male or female. There are many different intersex conditions. When an intersex baby has ambiguous genitals, medical staff often make an educated guess about which gender to assign to the baby. Sometimes the person's gender identity matches their assigned gender, but sometimes the guess made by the medical staff turns out not to match the intersex person's own gender identity. In many cases, an intersex people will simply identify as a man or as a woman. However, in some cases, an intersex person may identify as being neither a man nor a woman.

Cross-dressing People

This is a term used to describe people who dress, either occasionally or more regularly, in clothes associated with the opposite gender, as defined by socially accepted norms. Cross-dressing people are generally happy with the gender they were labelled at birth and do not want to permanently alter the physical characteristics of their bodies or change their legal gender. They may dress as the opposite gender for emotional satisfaction, erotic pleasure, or just because they feel more comfortable doing so. Cross-dressing men are sometimes referred to as transvestite men; however this is becoming an increasingly outdated term and may cause offence.

Androgyne People or Polygender People

These are terms used to describe people who find they do not feel comfortable thinking of themselves as simply either men or women. Instead they feel that their gender identity is more complicated to describe. Some may identify their gender as being a form of combination between a man and a woman, or alternatively as being neither. Like transsexual people, androgyne people and polygender people can experience gender dysphoria (sometimes as intensely as transsexual people do) and may sometimes at least partially transition socially and may take hormones or occasionally have some surgery done.

Acquired Gender

This is a term used in the Gender Recognition Act 2004 to mean the gender role that a person has transitioned to live their life in and which matches their self-perceived gender identity. Therefore, the acquired gender of a Male-to-Female Trans Woman is female. The acquired gender of a Female-to-Male Trans Man is male.

LGBT

This is the acronym most commonly used in Scotland to talk about lesbian, gay, bisexual and transgender communities, such as the LGBT sector (organisations involved in this area of equality and diversity), LGBT societies and LGBT rights.

Sexual orientation

This term is used to describe which gender(s) a person is emotionally and physically attracted to. For example, a person who is attracted to the opposite sex might describe their sexual orientation as straight.

Prejudice

This describes when people make their minds up about other people or a group of people on an irrational basis, without getting to know them or finding out about them first. It can mean someone who dislikes or hates a whole group of people.

Discrimination

This occurs when an individual is treated in a certain way because they belong, or are perceived to belong, to a particular group, rather than being treated as an individual. This might involve being treated more or less favourably than another group. Discrimination related to employment or to the provision of goods, facilities and services, on grounds of sexual orientation or gender reassignment, is unlawful in the UK. There are a number of different types of discrimination:

Direct discrimination

If a person is turned down for promotion because their boss doesn't like the fact that they are a lesbian, that is an example of direct discrimination.

Indirect discrimination

If an organisation placed a job advert only in a gay magazine, then this could constitute indirect discrimination as it is limiting opportunities for non-LGB people to apply.

Harassment

Harassment is unwanted conduct, related to sexual orientation or gender reassignment, which violates a person's dignity, or creates an intimidating, hostile, degrading, humiliating or offensive environment for them. An example is homophobic or transphobic verbal abuse in the workplace.

Victimisation

Victimisation occurs when a person complains about discrimination or harassment and is subsequently treated differently or badly due to having made the complaint.

Homophobia and **transphobia** can be used as umbrella terms to describe all the forms of prejudice and discrimination that are faced by LGBT people and it is this definition that is used in this report. However, discrimination can occur on a number of different levels:⁵⁴

Personal Discrimination

Homophobia and transphobia are defined as the fear and hatred of lesbians, gay men, and bisexual people, and transgender people, respectively. Homophobia and transphobia are widespread in society, resulting in such discriminatory behaviour as verbal and physical abuse, bullying in schools, and harassment at work or in the community.

⁵⁴ Definitions of personal, cultural and structural discrimination are adapted from N. Thompson (1998) *Promoting Equality: Challenging Discrimination and Oppression in the Human Services* London: MacMillan.



Cultural Discrimination

Heterocentrism and **heteronormativity** are terms that describe the range of cultural beliefs, assumptions and habitual ways of thinking and acting which devalue and marginalise LGBT people and their experiences. Heterocentrism can include: the assumption that all people are or should be heterosexual: the belief that heterosexual relationships are automatically superior and more desirable than same-sex relationships: and stereotypes and myths which denigrate LGBT people.

Structural discrimination

Heterosexism is a system of discrimination which denies rights and freedoms to LGBT people, and which enshrines the superiority of heterosexuality in law and public policy. This can include unequal ages of consent or indeed the illegality of homosexuality in some countries and states, limited or denied partnership rights for same sex couples, and laws which specifically prohibit the freedoms of LGBT people.

CONTACTS

The members of the LGBT Hearts and Minds Agenda Group are listed on page 9. Further information about national work on LGBT equality in Scotland can be obtained from the following organisations:

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ACKNOWLEDGEMENTS

The LGBT Hearts and Minds Agenda Group would like to thank everyone who contributed to meetings and to the production of this report.

Guest speaker: Linda Dunion, Campaign Director for 'see me'

Focus day facilitator: Creative Exchange www.creativeexchange.co.uk

Report design and print: RR Donnelley

Editorial services: Heather Walker

Secretariat: LGBT Youth Scotland



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RR Donnelley B54746 02/08

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Edinburgh
EH1 1YS

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ISBN 978-0-7559-5671-5



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