

**SERVICE NEEDS ANALYSIS
CORK CITY
LESBIAN, GAY & BISEXUAL
COMMUNITY**

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Glossary of Terms

ADM	Area Development Management
CCC	Cork City Council
CCCC	Cork City Childcare Committee
CCP	Cork City Partnership
CDB	City Development Board
CDSP	Community Development Support Programme
CE	Community Employment
CGMCD	Cork Gay Men's Community Development Company
CPA	Combat Poverty Agency
CRAGA	Department of Community, Rural & Gaeltacht Affairs
CSO	Central Statistics Office
DSFA	Department of Social & Family Affairs
EA	Equality Authority
ESA	Equal Status Act (2000)
GCN	Gay Community News
GLEN	Gay & Lesbian Equality Network
GMHP	Gay Men's Health Project
HEA	Higher Education Authority
LEA	Lesbian Education & Awareness
LGB	Lesbian, Gay, Bisexual
L.inc	Lesbians in Cork
LOT	Lesbians Organising Together
NESF	National Economic and Social Forum
RAPID	Revitalising Areas through Planning, Investment and Development
RSE	Relationships and Sexuality Education Programme
SEP	Social Economy Programme
SHB	Southern Health Board
SPHE	Social, Personal and Health Education Programme
VEC	Vocational Education Committee
OUT	"Out" is the term used when one acknowledges one's own sexual orientation as lesbian, gay or bisexual and in telling other people, friends, family, colleagues at work and society at large.
Equality Agenda	Ensuring that disadvantaged groups and individuals are facilitated to participate as fully as possible in Irish political, social, economic and cultural life.
Poverty	"Poverty cannot be seen as simply a problem for the social welfare system. Rather, it is a deep seated structural feature of the economy and society....education system ... training policies .. have crucial roles to play in bringing about the structural changes required to have any major impact on poverty".

SECTION ONE

1. Introduction

The Employment Equality Act 1998, and the Equal Status Act 2000, outlawed discrimination on nine grounds, one of which was that of sexual orientation. These Acts prohibit discrimination in employment and in the provision of goods, services, facilities, accommodation and education. The Equality Authority report: 'Implementing Equality for Lesbians, Gays and Bisexuals' (2002) defined an equality agenda based on the Equality Acts of 1998 and 2000 and proposed actions and approaches for agencies and organisations designed to result in the inclusion of Lesbian, Gay and Bisexual people in all sectors and at all levels of society, from service users to policy makers. Some years earlier, in 1995, the Combat Poverty Agency published a report by the Gay and Lesbian Equality Network and NEXUS research cooperative, which recognised that:

“although only the state has the power, authority and resources to put in place policies and programmes which can effectively combat prejudice, discrimination and disadvantage [...] such policies and programmes must be developed and implemented in partnership with the non-governmental sector. Community groups must be resourced and structures for participation established.” (C.P.A. 1995, p.92-3)

The Cork City Development Board accepts that Cork is home to approximately 12,000 lesbian, gay and bisexual people and in its ten-year strategy, 2002-2012, sets as an objective that Lesbian, Gay, Bisexual people will become more fully enabled “to participate in the social, cultural and economic life of the city”, including both its citizens and visitors. The Community and Enterprise department on behalf of the City Development Board and the RAPID programme agreed to explore the specific needs of the LGB community in terms of provision of, and access to services in Cork City. A city-wide meeting of the statutory, community and voluntary organisations engaged in work with the community, resulted in the formation of the Steering Group, who identified the resources required and highlighted the aims of this research.

This research aims to provide an analysis of the service provision to the Lesbian, Gay and Bisexual communities in Cork City. Specifically, its aims are:

- To carry out an audit of how the needs of Lesbian and Gay People are currently being met by service providers within the Cork City area
- To check this audit with service users and recommend how to improve current service provision to take account of the Lesbian and Gay community
- To develop recommendations to improve service provision for the Lesbian and Gay community, with a specific focus on what services Agencies are currently providing or could be supported to develop.

The importance of this work cannot be underestimated at both a local and national level. This report identifies the actual needs of a specific local Lesbian and Gay community in terms of existing research and prior recommendations, and highlights how service providers are responding to both strands of the social inclusion and equality agenda.

2. Executive Summary

2.1 Research Summary

The analysis of experiences and responses taken from this research, which includes feedback from the LGB community, indicates a range of levels of satisfaction with current service delivery from the key agencies in Cork City.

Good models of practice, for example operated by an Garda Síochána in Cork, demonstrate what can be achieved. The Garda model of working with the LGB community, shows that when policies are being developed they can be inclusive, consultative and informed. This model of working also demonstrates how close relations with the community bring about greater safety, higher levels of reporting (formal and informal) and a lower crime level. This type of service delivery is effective, targeted, and brings benefits to all in society¹.

On the other hand there are agencies whose concept of equality is underdeveloped and uninformed. At this basic level there is a need for broad-based equality training in addition to specific workshops on sexual orientation, homophobia and the LGB community setting. This minimum level of training and awareness raising is urgently needed because as long as the required sensitivity and understanding is absent, discrimination and inequality can flourish. Some agencies operating at these levels appear to think that “no discrimination exists” and that “they treat everyone equally”. These assumptions do not acknowledge the inequality that exists at the outset – prior to services being delivered. Another feature of this category of service delivery is lack of awareness of LGBs and their lives, and of the existence of LGBs as an organised community with a large body of national and international research defining LGB specific issues supporting their expressed needs.

In many cases in relation to service delivery, relationships with the LGB community were pro-active and constant. In the majority of cases this was as a result of agency community workers on the ground being sympathetic, open-minded, informed, and well trained around equality and social inclusion work. While this is a vital component in any working relationship, in many cases this positive culture of working with the LGB community unfortunately did not permeate the rest of the organisation, particularly at senior level where decisions and policies are often formulated.

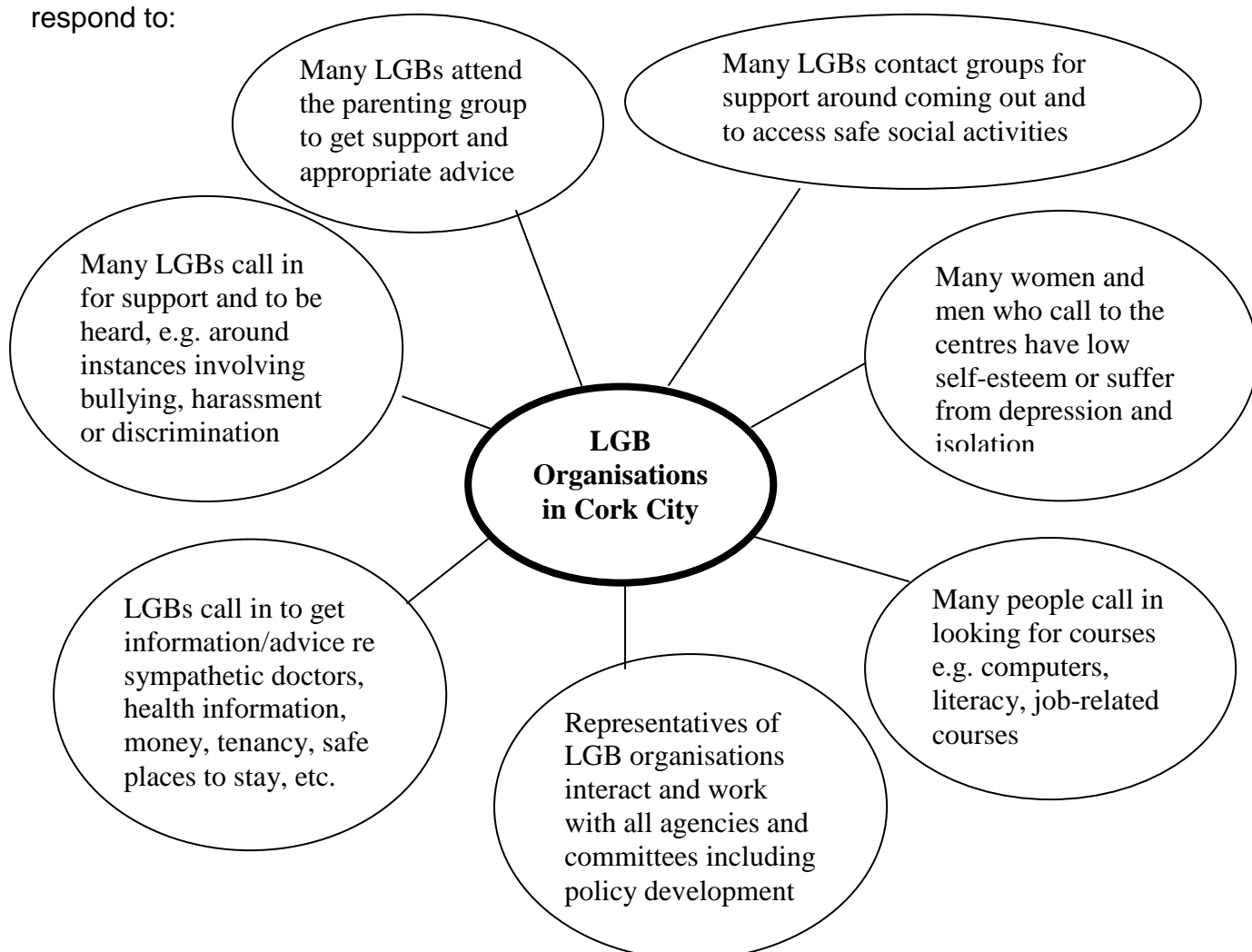
There is one particularly glaring infrastructural problem both for the LGB community and for agencies to deliver better services. The LGB community is under-resourced and while the LGB organisations are very open to working with all agencies, their capacity to do so is minimal and this in turn acts as an obstacle to better service delivery. L.inc (Lesbians in Cork) has one co-ordinator² and a part-time administrator responsible for all internal and external developments. CGMCDC (Cork Gay Men’s Community Development Company) has one co-ordinator and four staff funded by a FAS Social Economy Programme and two outreach workers co-ordinating the Southern Gay Men’s Health Project (SGMHP) funded by the Southern Health Board. This infrastructural issue needs to be addressed by all agencies in Cork City.

¹ Taken from the interview with An Garda Síochána

² Funding for this post ceases in 2004.

If the LGB community in Cork City were adequately resourced, much needed services could be effectively delivered to the community. These services could include programmes to: build self esteem and confidence; address issues such as depression, alcohol/drug abuse; develop strategies in relation to suicide; liaise with Cork City Council around housing issues and target homelessness among young lesbians and gays; provide literacy, adult education and targeted youth programmes; provide appropriate childcare and family supports, and overall support the strategic development of this community.

The development of the LGB infrastructure is essential, as it is L.inc and the CGMCDC that most lesbians and gay people in Cork will access when looking for services. Lesbian women and Gay men do this because these centres are safe, they feel they will be understood, they can be “out”, and there is a general understanding that the environment is supportive. Highlighted below are the range of issues that LGB organisations in Cork respond to:



There are many steps that can be taken towards moving forward and making progress by all agencies.

- At the top of the agenda there are community infrastructure issues to be solved by all. This will require strategising, resourcing and advocating on behalf of the LGB community.

- For all agencies, relationship-building with the LGB community must be proactively and positively developed. This will encourage a greater understanding of this community, the issues it faces and how best to deliver services to this community.
- At organisational level within agencies, training and awareness-raising must take place among all staff and this will enable a better understanding of the community, in addition to encouraging the better delivery of services from central locations, e.g. hospitals, local authority services, etc.
- Innovative and pilot projects (similar to the Garda Liaison work, which started in Dublin in 1998) should be undertaken by the various agencies. For example: Cork City Partnership and the RAPID programme could continue to prioritise the integration of services to the LGB community. This would require a specific strategy, action plan and dedicated resources to pilot certain actions and evaluate the model after an appropriate period of time. New local research into specific health concerns of the LGB community, e.g. level of alcohol and drug abuse, inclusion mechanisms for LGB's in the primary health care system could be commissioned by the Southern Health Board.
- Other good practices such as the proactive inclusion of LGBs in the development of equality policies and guidelines, similar to that of the Cork City Childcare Committee, should be reflected upon and consideration given to their adoption by other agencies in their practices.

Underpinning all approaches, there are three fundamentals required to ensure improved service delivery to the LGB community:

1. Understanding - All agencies need an awareness and proper understanding of the issues facing the LGB community: training around equality, sexual orientation and homophobia is essential.
2. Inclusion - At a minimum, LGBs must be considered and included in all aspects of service delivery and developments.
3. Positive Relationship - To facilitate the first two of these fundamental approaches, a proactive, positive relationship with the LGB community must be initiated, fostered and developed.

This report reflects on all the primary agencies in Cork city and general service provision to the LGB community. The LGB community actively responded to this analysis and recommendations are made in this report towards making progress by all agencies, using a developmental approach. Recommendations are also suggested for the LGB community.

Key findings from this research

Below is a summary of the key findings from this research. The findings are based on: an analysis of the questionnaires and interviews carried out with each agency (12 agencies) taking into account responses of the LGB community, a comparison of service provision between two different communities of interest and integrated with secondary research, which highlights the key gaps and issues outstanding.

A glossary of terms on page 3, and relevant appendices are given at the end of the document for reference purposes.

2.2 Assessment of provision

2.2.1 Questionnaires & Interviews responded to by Service Providers

- The level of service provision by agencies to the LGB community in Cork City varied considerably. On the one hand some agencies did not know or were not concerned if they were providing a service specifically to the LGB community and on the other hand the agencies who had proactive, close relations with the LGB community were very clear on the level of service provision, the response by the community to their service and the needs and gaps that still existed.
- In specific cases where service provision to the community was good, e.g. Gardaí, Cork City Childcare Committee, there was a high level of awareness of the issues, training had been provided to staff in these organisations and policies had been developed in consultation with the community.
- It must be acknowledged that it is funding provided by the Cork City Partnership,³ Cork City Council and RAPID that is allowing this analysis and report to take place.
- In cases where service provision to the community was not fully developed e.g. Southern Health Board, Department of Social and Family Affairs, the awareness of the community and understanding of the issues was good at an individual level, and there was also significant local support for the LGB organisations, but there was a lack of awareness of LGB needs at national policy level.
- Some state agencies, which deliver services according to legislation, see their services very much on an individual delivery basis regardless of whether one has a same-sex partner. For example, the Health Board, Social and Family Affairs, all quoted the fact that same-sex partnerships are not recognised under law, therefore they only dealt with LGBs on an individual basis. This applies in assessing all cases for adoption or making welfare payments. The exception to this is housing, where a lesbian or gay family may apply for housing similar to heterosexual families and individuals. The criteria used for housing assessment is the same for all applicants.
- In some cases there was a specific lack of understanding of the LGB community and its rights and needs. While several agencies stated that no discrimination existed and that “everyone was treated equally”, there was little understanding around the need for equality measures, positive interventions and existing differentials that existed in service provision. For example: several organisations have specific programmes, which target the Traveller community, however the analysis of why this might be the case was poor. In one instance, the reason given for the establishment of a Traveller programme and the provision of staff supports was that it was covered by legislation and therefore had to be delivered.
- Specifically in relation to the Department of Community, Rural and Gaeltacht Affairs (CRAGA), while there is a sub-group which provides advice in relation to LGB matters, there is no direct support to the community from this Department. This is despite numerous recommendations⁴, supports to other communities of interest, and currently applications by seven LGB groups awaiting response.
- In the majority of cases no specific training around sexual orientation had taken place, though many cited having received training in relation to the nine grounds of the Equal Status Act 2000. The training would appear to be in relation to the Act

³ CCP provided funding in 2001 to carry out research into LGB needs which was not completed.

⁴ Combat Poverty Agency 1995, Equality Authority Report 2002, NESF Report 2003

and the precautions staff need to take to ensure no negligence or liability. There were some very positive exceptions to this general level of training. The Gardaí are given specific training input both locally and in Templemore around sexual orientation as part of a modular based programme. Both the representatives from the City Childcare Committee and the Health Board, including the Health Promotion Unit, had also undergone training and were very aware of the issues and needs of the LGB community.

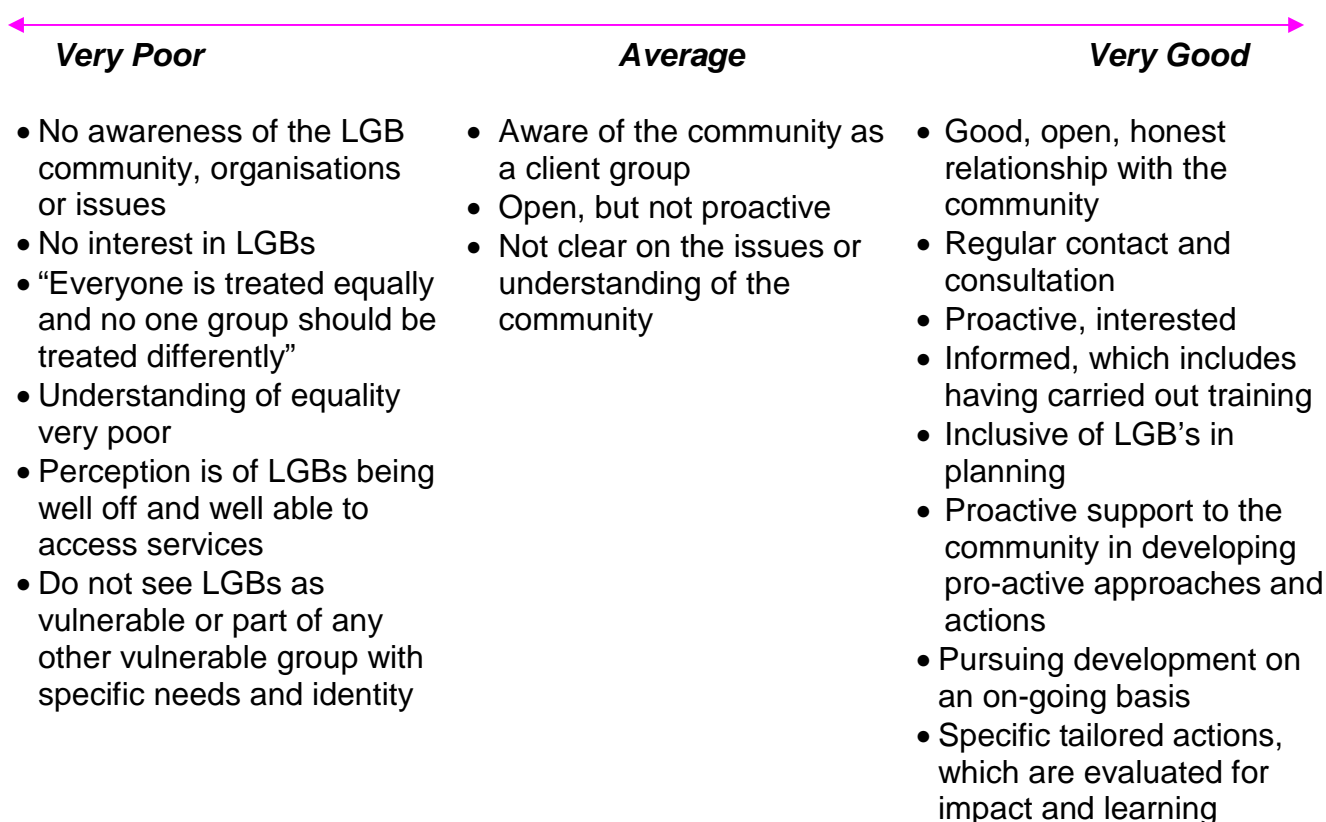
- While many agencies had not undertaken training in relation to sexual orientation, many of them, e.g. FAS, VEC, City Council, were open and interested in developing this training input.
- Most Corporate Plans/Strategies, which varied in time scale from 2000 to 2010, mentioned sexual orientation under equality strategies and work. However, when it came to discussing equality statements and policies, most just referred to the nine grounds under the ESA 2000, with little understanding of the implications of this legislation.
- In terms of providing services directly to the LGB community, the following agencies do: Health Board, FAS, DSFA, Gardaí, CCCC, VEC⁵, CCP: two of these provide services on a regular basis with funding/resource allocation, three provide services only and the remainder fund small one-off projects. The following agencies do not provide services directly to the LGB community even though they are all aware that they have LGB clients: Probation & Welfare, Prison Services, Cork City Council Housing Department, Department of Education & Science, CRAGA.
- No organisation gathered statistics or specific information in relation to the LGB community.
- In relation to mainstream services the following summarises the situation. In most cases no training around sexual orientation is provided to the various and relevant professionals within agency organisations. This is of serious concern as many lesbians and gays access public services and it can be crucial to the impact of services that such environments are safe for full disclosure of people's identity where this is relevant. The following are examples of daily situations where lesbians and gays are customers of general services: the public health nurse meeting new lesbian and gay parents; doctors/nurses and other medical staff in hospitals; social workers working with LGBs in relation to fostering/adoption and young vulnerable/disadvantaged LGBs; the Housing Department and the Department of Social and Family Affairs encountering new and different family forms; the front line staff of the Department of Social and Family Affairs making payments in local offices to people who have same sex partners; the VEC with an estimated 10% of its student population who are lesbian or gay, the Department of Education also with a core population of students who are lesbian or gay in their class rooms. These are all general situations where lesbians and gays interact everyday. In almost all of these situations there is an underlying assumption of heterosexuality.
- Information and analysis in relation to connecting to the lives and issues of LGBs is not accessed or implemented by agencies e.g. homelessness and young LGBs, levels of drug and alcohol abuse within this specific community, mental health including psychiatric services needing to be designed in consultation with the community and delivered appropriately. In many cases agencies/departments within these agencies, do not distinguish or consult with the LGB community at all.

⁵ This is currently under negotiation.

Therefore where there is a need for a service to be sensitive or client specific, this is not happening. Agencies need to be pro-active in developing their understanding of LGB community and its issues.

- Other agencies, e.g. FAS, Probation & Welfare, Prison Services, while acknowledging LGB clients exist, do not tailor programmes, supports or responses to this community, while they do tailor programmes for other minority communities e.g. Travellers, Asylum Seekers and Refugees. The exceptions to this was the Prison Service, which viewed it as a matter of safety for LGB prisoners not to be identified and FAS who fund a Social Economy Programme based at the CGMDC.
- Where service provision to the LGB community is pro-active, well planned and based on adequate consultation, services would appear to be more efficient and reach more of their target group than through a general service provision approach – Gay HIV actions and strategies are a good example of this. Services that do not take a focused approach are less effective, missing a proportion of their target group, and run the risk of becoming accessible only to those LGBs who are socio-economically and educationally privileged and who have the capacity to access services themselves, i.e. those who are least in need of the services.
- This research in itself helped to open up dialogue in relation to the LGB community's existence and its specific needs.

In summary there was a spectrum of service provision as follows:



2.2.2 Feedback from Focus Groups in the LGB Community

There are two main and very significant LGB community groups in Cork city. These are L.inc (Lesbians in Cork) and the CGMCDC (Cork Gay Men's Community Development Company). A brief description of each follows:

L.inc: Is a city-based organisation with a city-wide remit and has a current membership of approximately 400. The aim of the organisation is to service the lesbian/gay and bisexual women's community through the provision of information, education, access to a safe resource centre and the organising and facilitating of cultural events. One of the key objectives of L.inc is to lobby at both regional and national level to ensure that the needs of lesbian/bisexual women and their families are taken into consideration in relation to policy development and service provision.

CGMCDC: Is a city-based organisation with a city-wide remit and provides services to over 2,000 members of the gay/bisexual men's community on a regular basis. The centre has five rooms and provides space for groups such as youth, creative writing, theatre and hosts many workshops on topics such as sexual health, alcohol, drugs, film and art. Programmes are available on request. The Southern Gay Men's Health Project, funded by the Southern Health Board, is also located at South Main Street.

Both communities (lesbian/bisexual women and gay/bisexual men) were asked to consider the responses obtained from the agencies as part of this research. This was carried out at facilitated focus group meetings, which allowed time for general discussion on the feedback from agencies and an exploration on how progress could be made. The following is a summary of the general findings and where there were specific relevant requests from the LGB community, these are included in the chapter containing the recommendations:

- The overall response from the community is that there were good models of practice in existence, namely the Gardaí and the City Childcare Committee and that other agencies could learn from these models. It was suggested, that these models should be summarised and documented so that other agencies could reflect on good practices and consider the positive changes that could be made within their own organisation.
- There was a general sense that there was a need for greater co-ordination and strategising between services to ensure better service delivery to the LGB community. For example, there is a high incidence of homelessness (CPA report) amongst young LGBs. Links should be made by Probation & Welfare, Homeless organisations, City Council Homeless Unit and the LGB community, so that clear research and specific responses to these vulnerable members of the community could be designed and delivered.
- There is a strong need for all agencies to advocate for better services and inclusion of the LGB community. Agencies needed to take a proactive approach to the LGB community, rather than wait to be approached.
- While some agencies had good practices, some had very little experience or awareness of the community and its issues. For some agencies, this was due to a lack of training or proactive relationship-building, though it was welcomed by the LGB community that there was a positive openness to learning and improving the situation over the coming year.

1 in 10
LGB's
thrown
out of
home

- Everyone who attended the meetings felt that most services could be much more appropriate and inclusive of them and that they should feel safe enough to be “out”. Both lesbian and gay group members felt that mental health services, including psychiatric services, need to be improved and made available directly and in a manner suitable to the community.
- Lesbians in particular felt that much more needs to be done around supporting lesbian and gay families and children. Anti-bullying policies in schools need to be proactive, recognition of different family structures and images need to be included in the every day service delivery of services by all agencies.
- In general both groups requested greater research into the specific needs of the community e.g. alcohol, drug abuse and youth homelessness.
- There is still disbelief and frustration within the community at the lack of understanding of their lives by others, given all the publications and work by the LGB community over the past ten years. There is a sense that agencies do not try hard enough to understand the issues and read the material that is available. There is still a very strong sense of being excluded and not catered for within mainstream services.

2.3 Models of practice

2.3.1 LGB models of practice

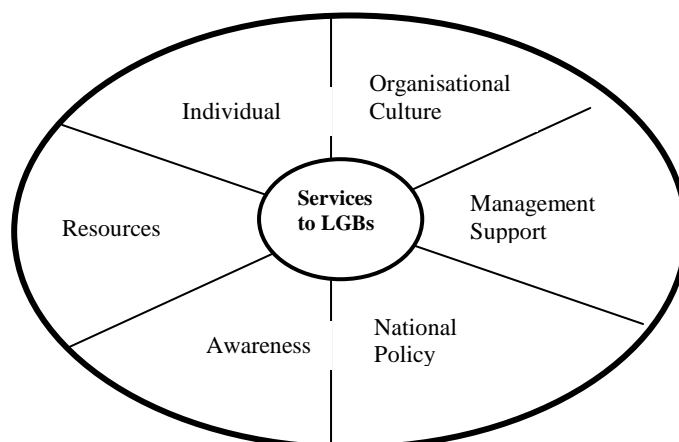
The LGB models of practice that exist around the country are detailed in Appendix E page 61. In summary, the existing models are fragmented, uncoordinated and not integrated in terms of service delivery to the LGB community. In addition, they are not driven by or located in any national policy agenda and therefore any practices that exist are at the discretion of the local agency⁶. In general, the services which are delivered in each location are specific to that locality and the level of service is heavily dependent on a particular agency in that area, rather than governed by policy at national level. The exception to this is Dublin where more service providers are engaged with the community, which on a population level is a far larger community. However, from all of the models of service delivery that exist, there were very good practices by some agencies. Good practices included:

- A proactive approach to the LGB community is taken by the agency
- Direct consultation takes place with the community on a regular basis on a wide range of issues related to service delivery
- Training is in place for all staff and related clients in relation to homophobia, sexual orientation and equality
- There are on-going joint projects and ongoing inclusion of the community
- There is an open attitude to learning about the LGB community and its issues
- There is a commitment to capacity building of the community and the wider community’s understanding of LGBs
- Generally, such agencies are very proactive on many equality and social inclusion issues.

⁶ An exception to this is the ADM memo, issued in 2003, advocating the inclusion of LGBs in Local Development Activities.

2.3.2 Influences on the Model of Practice

There are various key influences on the model of practice regardless of location around the country. These influences frequently determine the level of success and integration of service delivery and level of development of the LGB community.



By far the greatest influence on the model of service delivery to the LGB community was the individual in the key role in the service organisation. While this is true, and even a way of operating that is endemic for many services providers and communities in Ireland, it highlights even further the gap between policy and work on the ground. This is an aspect that requires a multi-agency response and strategy.

2.3.3 Comparative models of practice

Under the Equal Status Act, discrimination against nine named groups in the provision of goods and services is prohibited, however achieving equality for service users within each of these nine grounds depends not just on prohibitions but on positive discrimination and differential service provision to ensure equality outcomes. In relation to a number of these groups initiatives to address their specific needs have been devised; in terms of implementing equality strategies, the most advanced work in relation to communities of interest utilising differential programmes by all agencies was in relation to Travellers. Work around racism and work with people with a disability is also being progressed. All agencies worked specifically with Travellers or Traveller Representative organisations and there is generally a clear understanding of the need to implement equality actions with this group in mind. This is not the case or the analysis in relation to the LGB community. The Steering group believes it is important to note the existence of models of engaging with or delivering services to particular groups who experience discrimination; we in no way are suggesting that these models fully address or achieve equality outcomes for groups such as Travellers.

Before considering the models of practice required of agencies, let it be said at the outset that the Traveller community is a distinct community, which continues to experience high levels of social exclusion and disadvantage, and continually requires appropriate responses. The existing situation for Lesbians, Gays and Bisexuals is illustrated below and the model that services the Traveller Community is shown alongside it for information. The model outlined for Travellers is at a policy level, there is no judgement on how effective these models of service delivery are in this document. Both models are shown to highlight strategies being pursued by both communities of interest and to highlight what can be achieved when agencies and policy is focused on a particular community.

Service Provider	LGB Community	Traveller Community
Health Board	<ul style="list-style-type: none"> ▪ No specific Health Strategy⁷ ▪ One LGB project (SGMHP) core funded by the Health Board in addition to Health Promotion funding ▪ Small funding under Section 65 provided to L.inc ▪ HB Community Worker very supportive of L.inc 	<ul style="list-style-type: none"> ▪ There is the Traveller Primary Health Strategy, with an action plan for all Health Boards around the country. ▪ In most locations, notably Cork, there are 3 Traveller projects on the ground with whom the Health Board works directly
City Council	<ul style="list-style-type: none"> ▪ No particular strategies involving the community ▪ No direct work by Housing Department community workers with the LGB community ▪ Direct consultation has been undertaken by Community & Enterprise and RAPID 	<ul style="list-style-type: none"> ▪ There is the Traveller Accommodation Programme, which all Local Authorities are obliged to implement ▪ Cork City Council works directly with the Traveller Community
VEC	<ul style="list-style-type: none"> ▪ No direct supports 	<ul style="list-style-type: none"> ▪ The VEC funds and supports the Traveller Training Workshop in Blackpool.
FAS	<ul style="list-style-type: none"> ▪ Provision of a Social Economy Programme and CE places 	<ul style="list-style-type: none"> ▪ FAS works directly with the Traveller projects in Cork, particularly the training workshop
CRAGA	<ul style="list-style-type: none"> ▪ No core funded programmes 	<ul style="list-style-type: none"> ▪ CRAGA funds 20 Traveller projects in the Country (1 in Cork City).
DSFA	<ul style="list-style-type: none"> ▪ Provides small grants for social inclusion, family based programmes/activities ▪ Explores joint initiatives ▪ Provides information to the community 	<ul style="list-style-type: none"> ▪ Provides small grants for social inclusion, family based programmes/activities ▪ Explores joint initiatives
CCP	<ul style="list-style-type: none"> ▪ CCP provides support and contact with the LGB community through its resource worker ▪ Small grants have been provided and LGB's have been facilitated to input into workshops 	<ul style="list-style-type: none"> ▪ Funds the worker at the Traveller Visibility project and supports other activities ▪ Provide small grants for activities ▪ Provide on-going contact
Education	<ul style="list-style-type: none"> ▪ No direct services or programmes 	<ul style="list-style-type: none"> ▪ Many areas of the country have Resource Teachers who work on site with Traveller children and parents

⁷ Actions in relation to Gay Men are identified in the Primary Health Care Strategy

<p>An Garda Siochana</p>	<ul style="list-style-type: none"> ▪ Consults directly with the community, develops initiatives and training inputs based on these consultations ▪ Carries out specific research in relation to the LGB community and safety matters ▪ Community Gardaí liases directly with community on a regular basis 	<ul style="list-style-type: none"> ▪ Community Gardaí liase directly with the Traveller community and representative organisations e.g. TVG ▪ Training carried out in relation to Traveller issues
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2.4 Gaps & Issues

There was a range of issues surrounding service provision to the LGB community emerging from this research. They have been summarised under seven headings below:

2.4.1 Resourcing the LGB community to participate

It has been stated in many reports prior to this one, that without resourcing it is almost impossible for the LGB community to adequately respond to its own needs, never mind respond to requests by agencies, committees, national programmes, etc., for information, statistics, representation, participation and regular inputs on behalf of the LGB community.

Without resourcing it is very hard for the LGB community to develop an infrastructure that is developmental in nature for the community itself, whilst at the same time participating equally with other organisations in a variety of arenas. Other marginalised communities, such as the Traveller community, have acknowledged that without resources their infrastructure could not be built and progress could not have been made to the level they are at today⁸. If agencies are serious about delivering services based on individual needs and in turn meeting their own obligations, they must resource the LGB community to participate, increase their chances of getting heard and being understood, and foster the LGB community’s own sense of self and community development.

2.4.2 Understanding the issues

It would appear from this research that there is a very low level of understanding of the issues and difficult lives that some LGBs experience. In some instances, this lack of understanding came across as mistrust of the community and its motives, and a querying of whether any issues existed at all. In discussing the matter further it became clear that in some circumstances this was due to “fear of gays”, i.e. homophobia and in other circumstances it was a visibility issue, i.e. not seeing disadvantaged lesbians or gays, only those that were relatively middle class. Visibility of LGBs is an important issue and one that the community itself is very well aware of. However, in order for one’s sexuality to be visible, one needs confidence and a safe, tolerant and sensitive society in which to be “out”. This is not the general experience especially for those most vulnerable. There need to be mechanisms in place that inform LGBs when they are in a safe, open service. If places of service provision are not safe, then it is very difficult for LGBs to make their identity known.

⁸ Traveller Health: A National Strategy 2002-2005

2.4.3 Profile of the Community

Below are some of the common perceptions held by individuals within agencies. These perceptions and comments were taken from conversations as part of this research. Individuals and representatives from both LGB groups in Cork confirm being on the receiving end of these commonly held views on a regular basis.

Perceptions

- LGBs are not a poverty group
- LGBs are generally well off and can access services
- There is no need to tailor services or programmes to the specific needs of LGBs – “they are not that different”
- Why are they not coming to us for services and telling us their needs?
- Why are they not heard and seen if they are there?
- LGBs like some other people in society are considered weak people
- Don't know if we have any Lesbians or Gays in our organisation
- LGBs can use the general services like anyone else and are treated equally with everyone else
- Nobody cares if people are lesbian or gay anymore

Facts

- It has been well established that approximately 10% of a given population could be Gay or Lesbian

From the CPA Poverty report:

- 84% of respondents knew somebody who had been harassed, threatened or attacked because they were lesbian or gay
- 81% said the possibility of anti-gay harassment affected their behaviour
- 41% had been directly threatened with violence because they were lesbian or gay
- 59% had emigrated, with over half stating that their sexual orientation was a key factor in their decision to emigrate
- Housing – 11% reported discrimination on the basis of their sexuality when it came to accommodation, 40% believed they would be discriminated against if they revealed their sexuality
- Homelessness is a high risk factor, particularly for young lesbians and gays. 32% of people left home with no certainty of where they were going. In many cases young people are thrown out of home when they reveal their sexuality.

Other reports/research:

- Mental Health Issues from depression to self esteem are very real issues for many LGBs
- Bullying – Concerned Parents Against Bullying (CPAB) said that 100% of calls from boys included abuse on the grounds of sexuality, regardless of their sexual orientation
- Gay people are three times more likely to face violent crimes than the population as a whole (Examiner 4/9/03)
- Over a quarter of Irish people said they would not like to have a homosexual as a neighbour – one of the highest figures in the EU (European Values Survey)
- Secretary's Task Force on Youth Suicide (US Department of Health and Human Services) found that gay and lesbian young people comprise up to 30% of completed youth suicides - LGB youth are two to three times more likely to attempt suicide than any other young people
- LGBs are amongst all communities, including marginalised and vulnerable communities
- LGBs need specific responses, which take account of their lives, identities and needs.

It was interesting to note, that where agencies had a close relationship with the LGB group or where they had direct experience of knowing LGBs through work or family, this brought with it a greater understanding of the issues and of LGB lives. This in turn led to a greater level of respect and an understanding of the need for greater equality for LGBs and their community. LGBs said they also felt safer and more open to those agencies with which they had a close working relationship and familiarity.

Of the 12 agencies interviewed, only 3 had undertaken awareness training around sexual orientation and homophobia. This is very concerning when sexual orientation is one of the nine grounds under the Equal Status Act 2000 and all of the organisations stated that they have a commitment to equality and to being socially inclusive. In general, it was found that organisations had equality statements or were aware that they existed nationally, but very little pro-active planning was in place to address all nine grounds under the Equal Status Act, and implementing policy at practical organisational levels.

2.4.4 Resistance

Similar to many other socially excluded groups, LGBs face resistance by certain agencies to progress or to the provision of direct supports. Whether these decisions are politically motivated or simply based on historical ignorance, is not clear from this work. Irish society has changed enormously in the past ten years, and while some agencies have also made significant changes both in terms of work practices and training, some have been very reluctant to change. The process of change is difficult for many organisations, but particularly if there has been a long history of little change until recently, e.g. the new guidelines on “Better Local Government” are the first of their kind for City/County Councils. Some agencies in this research have been proactive in the types of training programmes undertaken in that they are progressive and elements are creative, e.g. workshops, allowing for maximum learning on an individual basis. Training is essential across all organisations and at all levels if greater tolerance and understanding is to be fostered and a culture of openness is to exist across the range of services from agencies.

For many organisations there is a gap between national policy/leadership and local agencies and officials delivering on the ground. In many cases, the relationship between individual staff at a local level with the LGB community is active and mutually positive. However, there is sometimes little support and at other times even antipathy towards work with the LGB community at national level i.e. at Government Department policy level. This is the direct experience of LGB organisations working with some agencies. This lack of leadership at national level can act as a barrier to improved relations and effective service delivery on the ground. This aspect requires a strategy by a multi-sectoral group such as the steering committee or the City Development Board.

2.4.5 Better targeting, initiating and advocacy

There is a general need across all agencies for better targeting of initiatives with the LGB community. Many agencies state that their services are there for everyone. However, when queried further, agencies also acknowledge that they work very closely on specific initiatives with the Traveller community because it is more effective and beneficial to do so. There is also a need to do this with the LGB community, e.g. – Health Services need to proactively include LGBs in primary health care services and other services e.g. next of kin policies, child-birth practices, etc.

Some agencies stated that they can work more effectively with the Traveller community because “they are well represented”, they have a structure to work with and “their needs have been articulated in many arenas”. Other agencies stated that they are mandated at

senior level to work with Travellers; this is of particular importance with the State agencies where plans and strategies are generally centrally driven and delivery is measured at a national level. These are national obstacles for the LGB community and these need national responses.

Ultimately, agencies are the ones with the resources (however limited) – budgets and workers - rather than the LGB community. Agencies therefore must initiate contact, improvements and progress within their organisations and the community, rather than waiting for the LGB community which is totally under-resourced, to approach them. Given the nature of the LGB community and its issues, all agencies should be advocating the rights of lesbians, gays and bisexuals. By raising the issues, consulting with the community on their needs, a greater level of safety is created, alliances are formed and this community will become better understood and supported.

2.4.6 Proofing

Some agencies have clear equality strategies and action plans. However, only one local agency had a proofing mechanism in place, to ensure decisions to deliver on actions in their organisation were proofed against the NAPS⁹ poverty criteria. Equality proofing would help to ensure that delivery of services and attention is given to those communities most marginalised. A suggested template, which includes LGB's is given in Appendix E, courtesy of ADM. Other equality proofing templates and guidelines are also available from the Equality Authority. Proofing is required at the stage of implementation and monitoring in addition to developing plans.

2.4.7 LGB Community

Since funding has been provided to the LGB community through L.inc and the CGMCCDC, a tremendous amount of work has been achieved. This has led to greater visibility of the LGB community at all levels of work with agencies. This increase in visibility must continue, as must the relationship-building with all agencies. In general, agencies appear to be very open to working with and improving services to the LGB community. To do this well, agencies will need assistance, specifically designed actions, advice and training. The LGB community needs to consider responding to these developments, but clearly they themselves need to be supported to provide these responses. Agencies need the LGB community to clarify the issues and needs, design appropriate responses and provide on-going training at various levels within organisations.

Ideally each agency needs to examine and assess its position in relation to all of the above seven gaps and subsequently set out an action plan to bring about improvements.

⁹ National Anti-Poverty Strategy

3. National Context & Models of Practice

3.1 The Role of Public Services

In June, 2003, the NESF published its report “*Equality Policies for Lesbian, Gay and Bisexual People: Implementation Issues*” in which it called on the Government to make a positive undertaking to implement equality for lesbians, gays and bisexuals. The NESF report was undertaken by the Forum in response to the commitment by the Social Partners under the *Programme for Prosperity and Fairness* to examine how the recommendations made in the 2002 Equality Authority Report could best be implemented.

A recent survey showed that less than half (48 per cent) of Public Sector organisations (excluding Government Departments) had made attempts to promote equality or avoid discrimination on the grounds of sexual orientation (Millward Brown IMS, 2002: 13).

The lack of visibility of lesbian, gay and bisexual people, together with the associated difficulties in collecting data has been cited as one of the main reasons why continuing discrimination in this area has not been adequately addressed. However the NESF report categorically states that “**lack of profile data and research...should not be a barrier to progress; action needs to be taken first by official bodies and the data will then follow**” (p.4).

Specifically, it recommended that the Government direct Departments and State Agencies to incorporate a more proactive commitment to achieving equality for all the nine groups covered by the Equality legislation, and ensure that sexual orientation should be more fully covered in equality proofing exercises. It highlighted the need for a greater awareness of, and responsiveness to, lesbians, gays and bisexuals as service users in the provision of public services and called for their greater visibility in the design and review of policy through greater representation and eligibility for funding. All research reports to date, from the Combat Poverty Report in 1995 to the NESF report in 2003, recommend that service providers proactively target their services and work more closely with the Lesbian, Gay & Bisexual (LGB)¹⁰ community.

3.2 Diversity and Inclusion in Irish Society

The Equality Authority, which was established in October 1999 was, and still is, unique in Europe in the range of equality issues it can address. The Employment Equality Act, 1998, and the Equal Status Act, 2000, outlaw discrimination in employment and the delivery of goods and services on nine grounds – gender, family status, marital status, age, disability, sexual orientation, religion, race and membership of the Travelling Community.

Irish society, particularly over the last ten years, has changed considerably. This has been due to many factors such as membership of the European Union bringing with it legislative directives, an opening up of economic markets allowing for the greater transfer of labour and in more recent times the advent of the Celtic Tiger, which brought a greater level of prosperity in Ireland. Alongside these changes is the predominance of a younger

aged population (just over 47% of the population is under 30 in Ireland)¹¹, and greater employment opportunities have facilitated significant growth in the number of non-nationals coming to live and work here. This climate has required all of Irish society to address new challenges in accommodating difference and equipping itself to be able to respond to change, reflected, for example, in the introduction of the Employment Equality Act, 1998 and the Equal Status Act, 2000. Lesbian, gay and bisexual people in Ireland still face considerable exclusion and marginalisation, in spite of the major social changes, the significant progress in equality legislation and public policy seen in Ireland in recent years. An example of this can be seen in the results of a recent European Values Survey¹², in which over a quarter of Irish people said they would not like to have a homosexual as a neighbour – one of the highest figures in the EU.

The 1995 Combat Poverty Agency report on the economic and social effects of LGB discrimination focused not just on adequacy of income, but also on how discrimination affects other areas of life such as access to housing and state benefits, education and training, employment, relationship with family and friends, health - particularly mental health - harassment and violence, migration and emigration. In spite of recent economic, social and legislative advances, the connections underlined between discrimination and social inclusion are still valid. Sexual orientation is cited in the NAPS Poverty Proofing Guidelines (issued to all Government Departments in 1997) as one of the “contexts” in which inequalities can arise that may lead to poverty. The Advisory Committee on Lesbian, Gay and Bisexual Issues was established in 1999 under Section 48 of the Employment Equality Act to examine issues relating to the promotion of equality on the grounds of sexual orientation and to inform policy-making on equality in this area, including recommending what role the Equality Authority should take.

The 2002 Equality Authority report “*Implementing Equality for Lesbians, Gays and Bisexuals*” examined the post-Equality legislation situation in Ireland and acknowledged the exclusion, prejudice and hostility still experienced by these groups. The NESF (2003) report highlights how current social policies reinforce some of these attitudes, for example by failing to give legal recognition to same-sex partnerships, neglecting the area of sexual orientation in anti-discrimination policies and practices and not sufficiently promoting diversity, as well as continuing to under-fund LGB groups and allow LGB under-representation (visibility) on policy-making fora.

The social impact of this kind of marginalisation has been well documented both nationally and internationally. Irish, UK and US research findings concur in showing high levels of bullying, harassment and violence against lesbians, gays and bisexuals and the US Report of the Secretary’s Task Force on Youth Suicide (US Department of Health and Human Services) found that gay and lesbian young people comprise up to 30% of completed youth suicides¹³. On a more positive note, another aspect of the statistics shows that, for example, a large gay population is a major indicator of high-technology success in a metropolitan area. The research conclusion is:

The basic message to city leaders and economic developers is clear. Talented people go to places that have thick labour markets, are open and tolerant, and offer a quality of life they desire. Places that attract people attract companies and generate new innovations, and this leads to a virtuous circle of economic growth.

¹¹ CSO 2002

¹² Halman (2001) in NESF (2003).

¹³ Quoted in Sheehan, B. (2003).

Cities must begin to combine their goal of providing a better business environment with strategies aimed at improving their diversity and tolerance (Florida and Gates, 2001: 7)¹⁴.

The Equality Authority report notes that “the number of employers with positive attitudes on sexual orientation may determine the scope for mobility and career advancement open to some LGB employees. Likewise, the absence of a positive response to LGB employees could deprive employers of a pool of skilled workers that might otherwise be available to them.” (EA 2002, p.61-2)

The NESF report states that not only would there *not* be substantial cost implications for the Exchequer in implementing many of the recommendations made in the Equality Authority’s 2002 report, but that there could be significant economic, social and public expenditure benefits if many of these changes were made. For example, in relation to bullying in the education system, the Forum stresses that failure to address bullying as a specific LGB issue could have significant implications for the educational system, in terms of costs both in efficiency and effectiveness (p. 31).

In today’s climate of social inclusion, where many organisations and agencies have dedicated social inclusion officers concerned with these issues, it would be expected that improvements for the Lesbian, Gay and Bisexual community would naturally follow. Unfortunately, as this research shows, this is not always the case. It has to be said, however, that the City Development Board’s commitment to social inclusion encouraged and facilitated this piece of research to take place. The Steering Committee made up of agencies and the community also have a clear commitment to social inclusion and in particular to the enhancement and development of better servicing of the LGB community.

3.3 National Context for the LGB Community

In contemporary Ireland, despite recent trends towards liberalisation both at the level of policy and in society as a whole, heterosexuality is visible, reinforced from cradle to grave, and actively promoted as “the only acceptable form of sexual/cultural expression.”¹⁵ As recently as the autumn of last year, 2003, the Pope made a damning and inflammatory statement about homosexual families, which, while the decline in influence of Catholicism in Ireland is evident, further reinforces negative stereotypes and prejudices in a still predominantly conservative society.

Homophobia, fear or hatred of homosexuals/homosexuality, can be extreme and overt, its effects seen in name-calling, bullying, harassment or physical attack; or it can be subtle and hidden, emerging for example, in an absence of provision, an ignoring or ignorance of presence, or as an unwillingness to acknowledge difference. An example of ‘ignoring’ can be seen in the delivery of the Relationships and Sexuality Education Programme (RSE) which operates in primary and secondary schools throughout Ireland. The RSE curriculum covers a range of issues on sexuality, including issues of homosexuality in the Senior cycle of the programme. A relatively recent study reports, however, that none of the schools had opted to cover the area that deals with homosexuality.¹⁶ The anti-bullying policies in most schools do not specifically address

¹⁴ Quoted in NESF (2003).

¹⁵ Lesbians Organising Together (1998).

¹⁶ O’Carroll & Szalacha, (2000) Quoted in WERRC (2003).

homophobic bullying, although anti-gay name-calling and harassment remain the most prevalent form of bullying in most school-yards. These facts, placed in the context of the statistics on teen suicide among lesbian and gay youths provided from the US (see footnote 11 for reference), provide a very alarming picture of neglect of some of our most vulnerable young people.

Lesbians face at least a double oppression of gender and sexual orientation, and many LGB people suffer multiple discriminations because of age, disability, marital status or any of the other grounds covered in the Equality legislation.

The decriminalisation of homosexuality in 1993 was based on the principle of equal citizenship for gay people, and in the context of the “Troubles”, the republic has long campaigned for equality of civil liberties for all citizens of Ireland. Marie Mulholland writes in *Lesbian and Gay Visions of Ireland* of how the women in the North are now “clearly making independent demands of the peace process, redefining the politicians’ clichéd remarks about ‘inclusion’ to embrace a much more fundamental concept of equality for *all* marginalised and minority groups, including lesbians and gays.”¹⁷

Against this political backdrop, the recent strides towards inclusiveness and equality in our structures and our legislation can better be understood. However, the economic imperative must also be understood if a real appreciation of the forces which propelled Ireland towards a more diverse society are to be grasped. In the context of a general Trade Union policy to protect workers’ rights, the ICTU 1982 Annual Delegate Conference adopted a resolution which called on affiliated Unions to resist discrimination against any of their members on the basis of their sexual orientation. This work was further developed and led to the inclusion of sexual orientation as a ground in the Employment Equality Act, 1998 and subsequently in the Equal Status Act, 2000.

The 1980’s had seen lesbians and gay men beginning to build on the activism which had started in the 1970’s, with the founding of the Irish Gay Rights Movement in 1974. Help lines, campaigns for law reform and the provision of basic health, community and social resources have since then, due to lack of financial support, largely been developed on a voluntary basis. The 1990’s saw significant progress in terms of community development with the establishment of many community projects across the country under various initiatives, which included a European-funded lesbian education project. However, these community projects were never mainstreamed and were not funded as part of any national strategy or policy and were all left to fend for themselves under the criteria of a variety of programmes.

The restrictions that this under-funding and lack of strategising imposes on growth and effectiveness in terms of capacity, are compounded by the problems of exposure faced by individuals who are called upon to represent their community groups in civic organisations or in the media. Add to this the economic, educational and social disadvantage (already outlined earlier in this report) of the group as a whole, and it becomes clear that the existing structural weaknesses in the LGB community need resources and state support – both financial and in the formulation of appropriate policies. Agencies are under as much of an obligation to tackle inequality directly or indirectly arising from sexual orientation, as from any other of the nine grounds.

¹⁷ O’Carroll & Collins (editors) 1995, (p.134).

The *White Paper on a “Framework for Supporting Voluntary Activity and for Developing the Relationship between the State and the Community and Voluntary Sector”*, 2000, acknowledges the special role of the Community and Voluntary sector in identifying the needs of “specific communities of interest” and in enabling community members to become actively involved in building and strengthening their communities (p. 12). The White Paper recommends a range of supports that the statutory sector can provide to the Voluntary and Community sector to capacity build and effect more extensive and productive cooperation and participation.

The report of the Equality Authority Advisory Committee on Lesbian, Gay and Bisexual Issues, 2002, emphasises the need for the LGB community to receive the kind of supports that have enabled other community groups to build their capacity to become involved in decisions and policy-making to improve their situation. It appears that many service providers do not see the LGB community as disadvantaged, while others are ignorant of LGB service users as a target group. Where agencies do respond to LGB concerns, it is often because one or more individuals in that agency are sympathetic to or have a connection with the LGB community. Rarely does the response come from the senior levels of management, where policy is often decided. Without this level of support, there is no imperative to drive better and more inclusive responses on the ground. The NESF in its 2003 report however did acknowledge, that “Cork City Development Board was unique in specifically naming LGB’s in their Strategic Plan. This action is to be highly commended as it facilitates greater dialogue and inclusion of the LGB community.

If the LGB community is not directly included in mechanisms to effect positive change for their communities, it is left to the groups themselves and individuals affiliated to them to search out opportunities to become involved in decision-making processes, and this has been an overwhelming pattern to date. Under-resourced, or completely voluntary, LGB groups and individuals compete with fully-staffed, core-funded organisations in fora where the invisibility of their community is again replicated.

In contrast to other community groups having access to resources on a scale unknown to the LGB community in their dealings with agencies, LGB groups find themselves marginalised or ignored. Agencies catering to other categories in the Equal Status Act, for example Travellers, have specific policies in place and many have targeted initiatives towards specific inclusion as part of their overall equality agenda. However, the vast majority of agencies include sexual orientation only in general terms under the ‘nine grounds’ and have no specific policies or initiatives to deal with LGB issues. Many agencies do not have proactive programmes, which will ensure that the agency is informed, a good analysis is in place and responses are designed to include LGBs and effect optimum responses. However, as will be seen later in this report, good practices exist and some agencies have taken the initiative, which in turn has benefited all concerned.

To summarise, LGBs remain disadvantaged despite all the above changes in the last 30 years. This community is particularly disadvantaged in relation to equality and rights. In addition, lesbians, gays and bisexuals are also part of and live in other communities – disadvantaged and otherwise, and therefore disadvantage can become compounded through lack of recognition and affirmation of complex identity issues. Lesbians, gays and bisexuals are part of communities which are employed and unemployed, claim social welfare benefits, have needs for housing and a good health service, and so on. LGBs would like to be able to be themselves, accepted for who they are and “out” in all their dealings with all agencies and services with whom they come into contact.

4. Conclusions and Recommendations

4.1 Conclusions

To summarise, the delivery of services to the LGB community is mixed and ranges from poor to proactive models of good practice. While it is acknowledged that the size and complexity of service organisation varied, good practices could be developed either on an organisation or departmental level where there is a will to do so. From this research the practices that make for good delivery appear to be:

- A proactive and positive working relationship with the LGB community
- A commitment to on-going training around homophobia/sexual orientation
- A demonstration of leadership which takes the initiative and actively supports the community's development, input and participation
- A proactive approach to understanding the lives and issues faced by LGBs
- Specific inclusion of LGBs in the delivery of all services

Good practices exist within several agencies and examples are:

- The Garda Síochána, who have Community Liaison Officers meet with the LGB community on a regular basis. Together they have worked on developing policies, devising training programmes, methods of consulting the community and obtaining better quality reporting. As a result in Cork, LGBs in general feel they can approach the Gardaí, safety has been increased and in the last couple of years no “hate” crime has been reported in the city. As part of the training for Community Liaison Officers, information on the legislation affecting the LGB community is provided in addition to designed training inputs. An outline is contained in Appendix H for reference.
- The Cork City Childcare Committee has worked with projects dealing directly with lesbian and gay parents and their children. They have supported parents' programmes, children's summer camp and are inclusive of LGBs in the development of their resource materials for use in childcare. They have also been pro-active in receiving training around LGB issues. As a result, LGBs and their children should be catered for appropriately across all childcare projects in the city.
- The Health Board through its community work department are active participants on the L.inc management committee in an advisory capacity with regard to the development of the L.inc project. The Health Board appears willing to explore options and possibilities for improving the services directly to this community, though given the size and structure of the Health Board, the challenges ahead should not be underestimated. This will be proactively explored in the coming months. It was suggested at the focus group meetings that the current role of the community worker in relation to the LGB community could be documented and offered as a model of work in other areas of the health services.

In general however, training levels and awareness of LGB lives and issues is very low. Many agencies do not appear to have the social analysis to understand the community, which in turn has led to a significant gap between agencies who deliver services and the community of need. This is compounded by an internal culture in organisations where at senior level there is sometimes very little awareness of the community and its issues or in some cases no clear policy of support for this specific community work, while at local

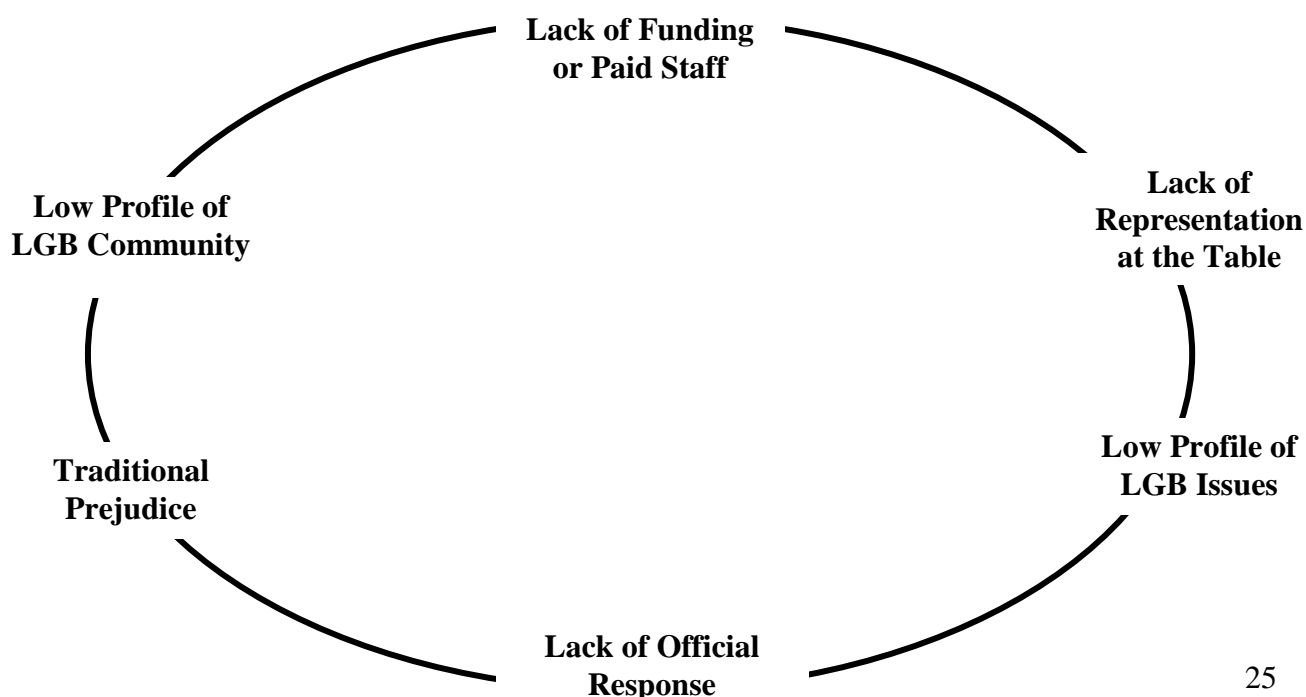
level (particularly at the personal work level of individual staff) there is a high degree of commitment.

It is also interesting to note from the Combat Poverty Research 1995, that while lesbians and gays found their lives improved when they “came out” particularly to family and friends, which suggested a growing tolerance, this was in contrast to the discrimination and harassment lesbians and gays were exposed to in other contexts. These contexts are very often workplace, school, hospitals, GP’s, and other public arenas. These negativities have a knock-on effect on health and well-being. Unfortunately, the NESF report of 2003, which considered the barriers to inclusion and improvements for LGBs, found continued lack of understanding of LGB lives, lack of inclusion of LGBs in decision-making and still no strategic development of this community.

The capacity of the LGB community to lobby is excellent, proven by the myriad of research reports compiled in recent years. While most of these reports identify the key needs of the community, many of these needs remain unmet, e.g. the issue of core funding of LGB communities to host community development projects, the development of appropriate mental health services for the community, e.g. suicide and homelessness rates among the community remain very high and yet there has not been one targeted intervention by the agencies.

As a direct result of lack of funding and investment in this socially excluded grouping, the capacity of the LGB community for long-term development is very poor, though much has been achieved by and for the community itself. Some agencies appear to lack commitment, although the lack of data and analysis in some arenas might be one of the underlying causes of this apathy. Other contributory factors include the lack of support at national policy level, and general ambivalence around LGB needs due to the misperceptions created by the visible face of homosexuality, e.g. middle-class, “out” LGBs, media images of the affluent gay male, politicians’ and interest groups’ representations of the “immoral minority”. All of these factors facilitate varying degrees of commitment and acknowledgement of the LGB community.

This cycle of under-development has been succinctly described in the NESF report No. 27. The cycle is depicted below and is maintained through lack of awareness, misperceptions and the focus of LGB equality by agencies lacking clarity and coherence.



Recommendations

The recommendations arising out of this research and findings are presented under several sections. Section 4.2 makes overall key recommendations to be considered by all agencies and interagency groupings. Section 4.3 recommends various models of practice and section 4.4 outlines actions required by each agency to achieve progress. Section 4.5 makes recommendations for the LGB community to consider in terms of facilitating better service delivery by agencies to the community.

4.2 Key Recommendations

1. The Steering Committee responsible for this research must take time to examine and explore how core resources will be secured in order to ensure the stabilisation of the existing LGB organisations in Cork, which in turn will ensure a commitment to the development of the LGB community. The Department of Community, Rural and Gaeltacht Affairs must be pursued to respond officially to all the applications currently with them for entry to the CDSP programme and other agencies must examine their budget lines and programmes to ensure that they are directly inclusive of LGBs.
2. Within all agencies all staff must undertake training around homophobia, sexual orientation and equality, as this is a prerequisite to ensuring appropriate service delivery by any agency to the LGB community.
3. Advocacy – all agencies must take a pro-active approach to service delivery and proactive communication of information, ensuring they are adequately informed and building a positive relationship with the LGB community. Cognisance should be taken of the good practices outlined in this document and an action plan drawn up for improved internal practices.
4. Further research is needed into specific areas, e.g. a repeat of the poverty research in relation to a localised area in Cork, should be undertaken to assess any changes and evaluate the reasons for such; the extent of suicide, mental health issues, drug and alcohol abuse in the community needs to be assessed, in addition to quantifying the levels of bullying and harassment that exist at local school level.
5. Proactive campaigns must be set up, piloted and developed by agencies. For example, poster campaigns internal to the organisation need to be developed to heighten awareness and provide indirect support to staff; the development of a positive logo¹⁸ in line with criteria to be developed in conjunction with the community should be initiated; funding should be made available to develop good, clear resource materials, posters and leaflets which could then be used by all agencies in their service locations and at points of delivery.
6. The Steering Committee and RAPID need to examine how to promote and link good models of practice to other providers and enhance the co-ordination and delivery of services to the community.

¹⁸ Similar to the Positive to Disability Project

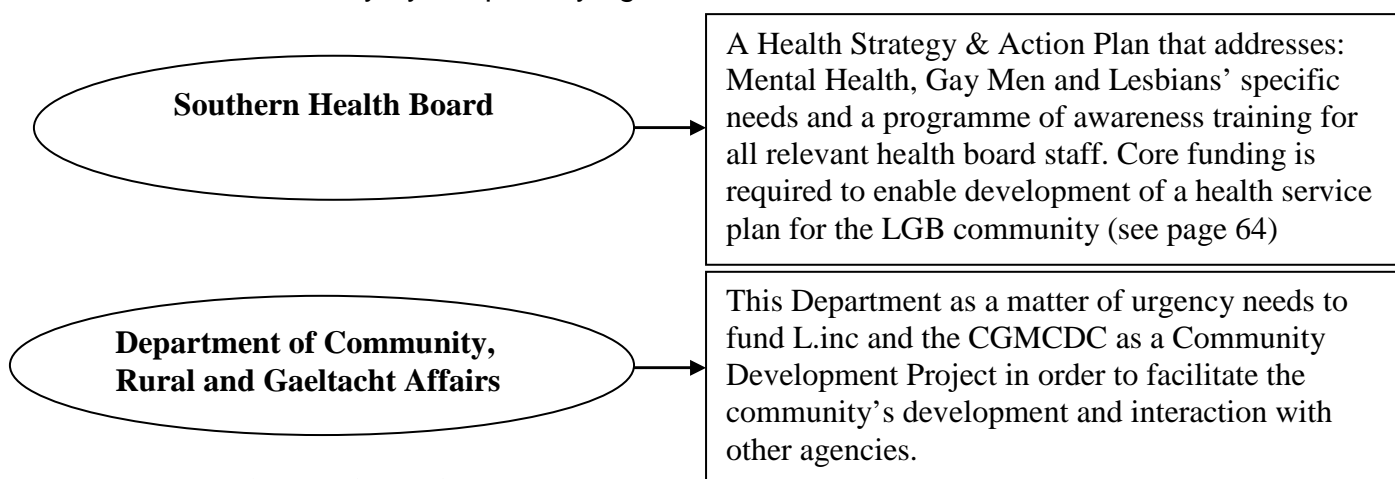
7. Further explorations are needed to examine gaps and linkages between work and good practice on the ground and practices at national policy level. This area is complex and requires leadership, but policy needs to change in order to ensure inclusion and ensure the support for inclusion across all agencies at national level.
8. All agencies must use an equality-proofing template, which specifically includes LGB's. Templates can be designed to suit each organisation or samples can be obtained from the Equality Authority. An example of a template recommended by ADM to its groups is contained in Appendix F, which can be adapted for use.
9. A letter should be circulated, requesting all agencies to adopt the recommendations in this report and including a request to receive feedback in relation to progress on a regular basis.
10. Clear agreement should be sought from the City Monitoring Committee that agencies will be monitored for inclusion of the LGB community.
11. LGB organisations in the city are currently facing a severe funding crisis. Lack of resources means that there is an immediate risk that these organisations will be unable to continue to provide the current range of services or may even be forced to close down. Funding needs to be made available to ensure the long term viability of these groups

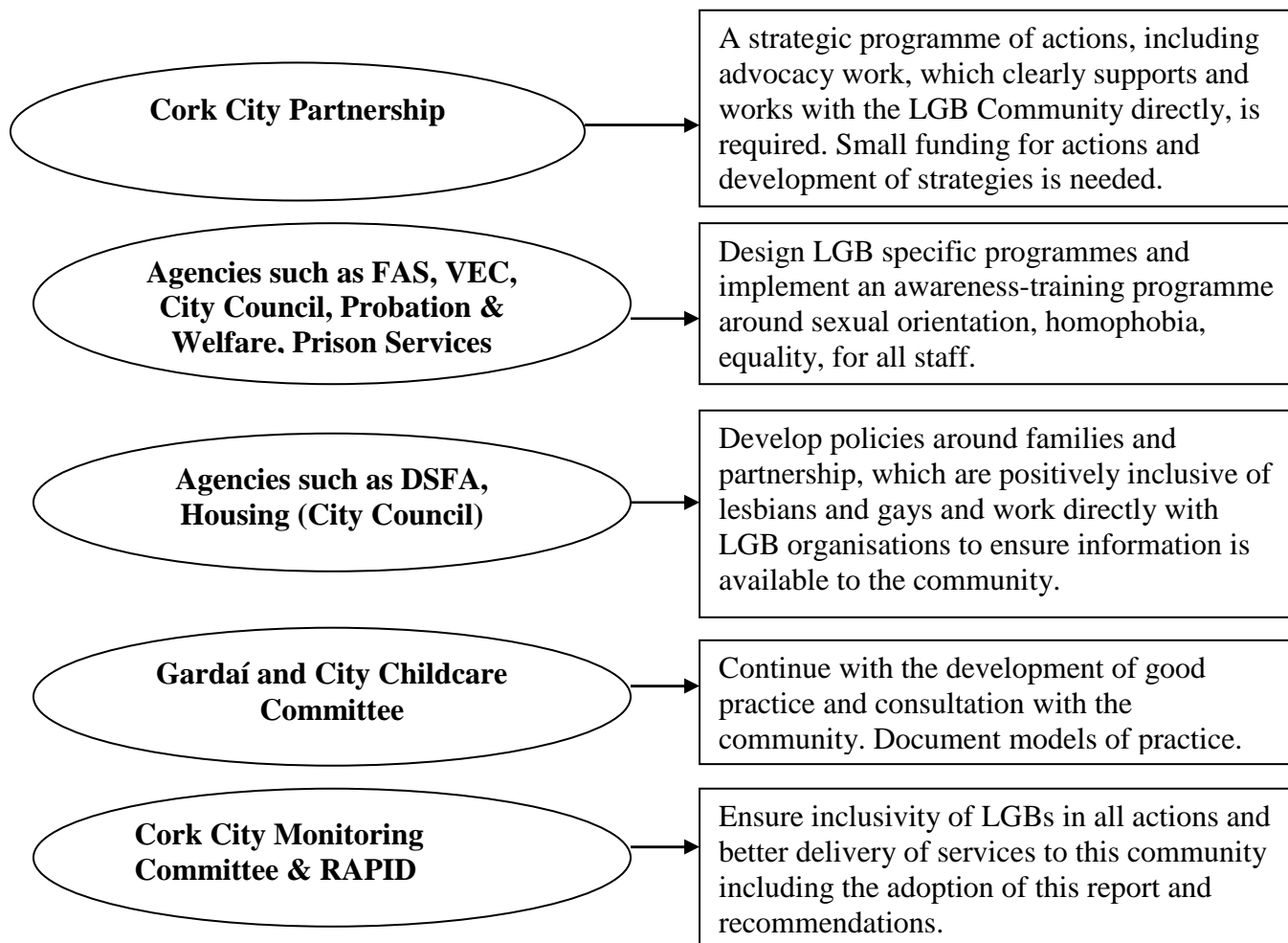
4.3 Recommended Models of Practice

There are two models of practice outlined below. The first outlines the best practice situation which should exist and which all agencies should be striving towards. The second outlines a developmental approach, which is progressive and if pursued on an on-going basis, should lead to the optimum model eventually. The second model is supported by recommendations that each agency can take on board for itself within its own relevant remit.

4.3.1 Model of Best Practice

Based on the summary of existing practices outlined in Appendix E, it would appear that services are being provided by different agencies in different locations. If the various services that are delivered around the country were to be consolidated, then a cohesive model of service delivery by the primary agencies would look like the one shown below.



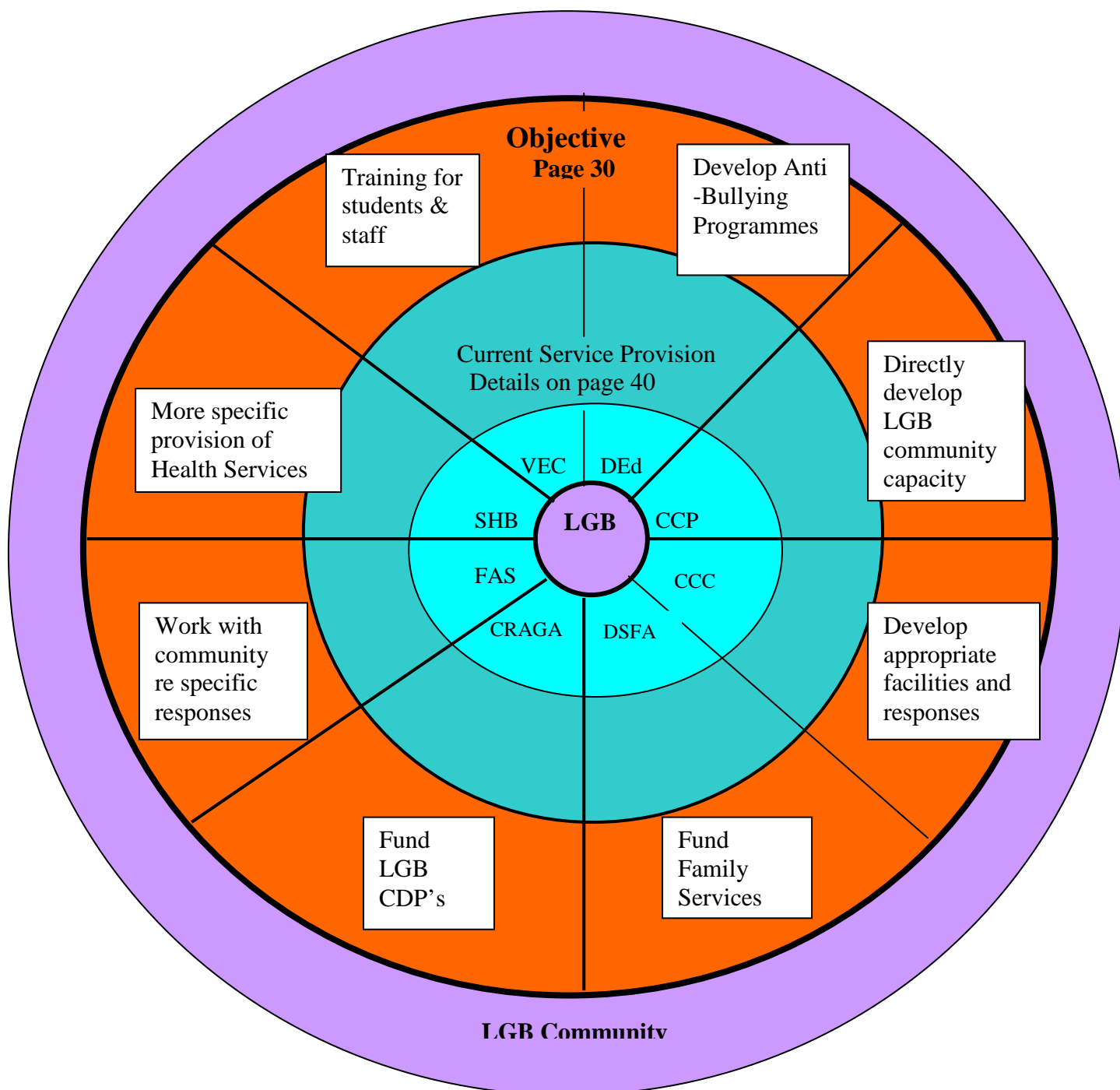


4.3.2 Developmental Model

Below is an outline of a suggested model of service delivery and support to the LGB Community. This model was discussed, debated and agreed upon through several focus group meetings with the LGB Community. The model described is a progression model aimed at increasing responses to the community within a specified time. This model allows for progress by all agencies towards improved delivery, impact and inclusion of the LGB community.

The wheel is a simple diagram, which highlights

- The overall objective(s) to be achieved which is the wider outer circle with the greatest impact for the LGB community
- The current situation in the inner narrow circle, which is detailed in Section Two, Chapter 6.
- The objectives to be achieved are outlined for each agency on page 30 to 32.



There are clear objectives for each Agency to work towards. The model is developmental therefore requires regular review and evaluation for progress. Agencies should fund and work with the community directly and take all the steps necessary, both external and internal in their own organisation, carry out regular assessments, and aim to make progress and achieve objectives over time.

4.4 Recommendations for Agencies

The recommendations made below are specific to each agency and take account of the feedback in this research. These recommendations, which are in addition to those made in section 4.2 and 4.3, are intended to be specific enough for each agency to be able to make progress.

Agency	Overview Of Status	Progress Required (Objectives)
Gardaí	Generally very good; relationship is on-going and developmental.	<ul style="list-style-type: none"> ➤ More enhanced awareness for all Gardaí and continued work and consultation with the community on all related issues ➤ Existing research and proposed evaluations should be made available to all agencies. Advocate for good practice with other agencies ➤ As with other issues, an environment for increased formal reporting needs to be developed
Cork City Childcare Committee	Generally very good, relationship is on-going and developmental.	<ul style="list-style-type: none"> ➤ Documentation of the process and engagement with the LGB community so that other agencies can learn from this model of good practice ➤ Development of appropriate resource materials and training should continue and be made available to all childcare providers and agencies. Advocate good practice and inclusion of LGBs
Southern Health Board	Relationship with the community work department is good, but is weak at primary health care service provision (see definition in appendix I).	<ul style="list-style-type: none"> ➤ Exploration with primary health care departments, GP unit and hospital system as to how actual improvements could be made across their specific services¹⁹ ➤ This should include greater in-house training for staff, in addition to exploring how each service within the Health Board can become more specifically inclusive ➤ The existing community work model should be documented so that it can be used by other Health Board Officials ➤ Research into the specific health needs of LGBs should be funded by the Health Board, i.e. mental health, drug/alcohol abuse, etc., ➤ Funding for the development of awareness materials should be allocated and utilised across all services
Cork City Partnership	The level of awareness and interaction with the LGB community is good at worker level in CCP. The level of support is poor in terms of the Partnership	<ul style="list-style-type: none"> ➤ Guidelines/programme should be developed using an advocacy approach to promoting the rights, entitlements and appropriate servicing required by the LGB community ➤ Direct support should be given to the LGB community to assist it to access resources to

¹⁹ Given the size and remit of the Health Board and Departments, this would require a separate focused piece of work.

	taking an advocacy type role, which is common for many development agencies to take.	<p>solve its current funding crisis</p> <ul style="list-style-type: none"> ➤ Good practices by other local development agencies/partnerships should be considered, e.g. Cork City Childcare Committee, Waterford Area Partnership²⁰. ➤ Advocacy work e.g. outreach, should be undertaken with other agencies to build links and increase awareness, e.g. with Probation, FÁS etc.
Prison Services	Awareness is generally good amongst senior and professional staff.	<ul style="list-style-type: none"> ➤ Ensure training around sexual orientation, homophobia for all staff and clients. ➤ Ensure the inclusion of sexual orientation in the delivery of pilot ant-racism programmes due in 2004.
Probation & Welfare Services	While equality policies, programmes and initiatives are being developed centrally, very little of this is being implemented or understood locally.	<ul style="list-style-type: none"> ➤ Training for all staff is critically needed. There are LGB clients in Probation and awareness of them and their lives is crucial to rehabilitation and support programmes. ➤ Links to the community, which in turn would link some of the issues, e.g. homelessness, drug abuse, would assist with gaining a greater understanding of particularly vulnerable LGBs.
DSFA	Understanding of LGB issues by key workers is good. However, the experience of individuals in the LGB community of receiving sensitive and appropriate service provision and information is minimal.	<ul style="list-style-type: none"> ➤ The specific needs of the LGB community and particularly the needs of vulnerable LGBs must to be understood. ➤ Awareness training is needed for all staff, particularly front-line customer service staff. ➤ If the agency is open to LGBs, it needs to promote awareness of this fact to the LGB community.
VEC	Open to doing work with the LGB community, but relationship and work is underdeveloped. This agency is very significant given the size of student population with which it works.	<ul style="list-style-type: none"> ➤ Awareness training needed for all staff, especially those in educational institutions. ➤ Relationship building between the Community Education Facilitators and the LGB community should be undertaken to progress responses. ➤ Initiatives such as poster campaigns, information leaflets, etc., should be developed and distributed to all its constituent bodies and organisations.

²⁰ Proactive work under the community development measure is taken directly with the LGB community in Waterford.

FÁS	This organisation is large and like many other State agencies, policy and senior decision-making is centrally controlled and driven. For example, equality policy and statements are prepared centrally.	<ul style="list-style-type: none"> ➤ Awareness training is required for all FÁS staff, but especially for supervisors of schemes where many LGB people are participants ➤ A greater level of understanding is needed particularly in relation to the barriers to employment for LGB people. This could be achieved by directly working with the community and commissioning research into this topic ➤ As suggested by FÁS, a poster campaign (similar to the anti-racism poster) would be welcomed, which promotes recognition and support for LGBs
Cork City Council	The main areas under consideration were delivering on an equality agenda and housing service provision. The feedback from Housing was an openness and sensitivity to LGBs and related issues. The equality agenda is focused mainly on being an equal opportunities employer, though there is a programme for equality.	<ul style="list-style-type: none"> ➤ There is a very definite need for training in homophobia/sexual orientation and general equality matters for all staff, but particularly for those who deal with the public, those who work directly with communities, e.g. social workers, outreach workers etc. and those in positions of responsibility around equality ➤ There are good models of practice operated by independent housing associations; this should be reviewed with a view to learning for the Council ➤ If there is an openness to LGBs e.g. lesbian families, then positive information should be put out into the public arena for LGBs to access ➤ A proactive relationship between Housing and the LGB community to enhance the service to LGBs would be a very positive and progressive step forward
Dept. of Community, Rural and Gaeltacht Affairs	Awareness level of the community and its needs is very high, but there is refusal to acknowledge the needs of the community in terms of poverty, disadvantage and social exclusion.	<ul style="list-style-type: none"> ➤ Must provide core funding²¹ under the Community Development Programme to the LGB community ➤ Must take responsibility for the lack of capacity building and development within the LGB community over the past ten years since applications have been submitted
Dept. of Education & Science	Some specific initiatives have been inclusive of LGB's at national level and there are plans to do much more work around equality.	<ul style="list-style-type: none"> ➤ Specifically design and implement anti-bullying programmes in relation to being lesbian/gay/bisexual. ➤ It is essential that the RSE programme is implemented in full. ➤ Inclusion of LGBs and implementation of appropriate training must be monitored.

²¹ Core funding is generally understood to mean funding under a specific programme contract (commonly three years) which provides sufficient funds to employ staff, cover overheads costs and initiate programmes.

Every agency needs to make an effort to collect statistics in relation to LGBs, even where this seems impossible. This will allow for better profiling or where the collection of statistics is not possible an examination of the barriers to visibility can be scrutinised more closely, with the aim of bringing about improvements.

4.5 Recommendations for the LGB Community

1. The LGB Community must continue to provide outreach and awareness training for the foreseeable future. It is clear from this research that there is a gap between agencies' understanding of the issues and the lived experiences of LGBs. This gap facilitates stagnation and a paralysis in terms of appropriate responses to needs. Obviously, providing these services from a community that is under-resourced in a very real problem. However, agencies and national networks must seek improvements in these areas if progress in service provision is to be gained.
2. The LGB community must keep on working, increasing visibility and telling their stories. Real lives and issues, especially those of the most vulnerable, must be documented and presented to agencies who are obliged to deliver services in an appropriate manner to those who need them.
3. LGB organisations must continue to build links and relationships with all agencies and pursue the joint development of programmes and policy.
4. The LGB Community collectively needs to lobby, develop strategies with allies and forcefully make their case to the Government for the core funding that is essential to this community's development, and the right of all LGBs to be treated equally.

SECTION TWO

5. Key Service Needs of the LGB Community

5.1 Needs identified through earlier pieces of research

Below are recommendations made through several pieces of research carried out over the last number of years specifically in relation to the Lesbian, Gay and Bisexual community. The first of these significant pieces of research being the Poverty report undertaken by the Combat Poverty Agency in 1995 and the latest being the NESF report examining implementation issues, which was published in June 2003. All reports are referenced on page 52.

In this research, the lesbian, gay and bisexual community, through focus group discussions reviewed and reaffirmed these needs. A summary of these needs taken from previous reports follows:

Service Area - Health

Key Findings

The main findings of the reports relating to the Lesbian, Gay and Bisexual community were that physical and psychological health is significantly affected by anti-gay discrimination and exacerbated by poverty. The main areas of concern highlighted were STDs, HIV/AIDS, male suicide, mental health issues. The lack of availability of assisted reproduction services to lesbians, and adoption and fostering also featured.

The potential for misinterpretation and misdiagnosis resulting from absent or withheld information was seen to be exacerbated by the attitudes of untrained medical personnel. However, ethical reasons were cited as a reason for not recording sexual orientation when delivering services, and this lack of information would have consequences at individual and policy level.

The Department of Health was commended on the model it adopted for HIV strategies and for its *Action Plan for People Management* whose LGB strategies for its own health service workers may provide models of good practice in this area. But the Department maintained that specific targeting was more effective than mainstreaming LGB needs into design, delivery and impact assessment of services.

Recommendations

The recommendations emerging from the reports concentrated on responding to the general health needs of lesbians & gays, including HIV/AIDS gay men's needs, and developing/improving programmes including training for relevant professionals. Recommendations also stated that LGB people's needs should be given specific attention in the development of a mental health strategy and the allocation of resources for the LGB community to provide support and social integration. The need for further research was also identified i.e. LGB health needs, including research and monitoring of the relationship between sexual orientation and suicide to be conducted by the National Suicide Review group, as was research work developing the knowledge base on equality and health provision, including equality legislation and its links.

It was strongly recommended that Health Boards should develop effective partnership with LGB groups, ensure that LGB people should be a named service user group and that LGB needs are mainstreamed and LGB interests represented in the design and implementation of service delivery. Facilities need to be developed to train health personnel, and to develop information materials for those working with the LGB community, young LGB people and youth workers.

It was felt to be important that in the area of lesbian health, Regional Women's Health Committees should have a lesbian representative and the Women's Health Advisory Council should liaise with lesbian groups to develop initiatives. The Commission on Assisted Human Reproduction should recommend non-discriminatory delivery of services in keeping with the Equal Status Act 2000.

Service Area – Education

Key Findings

The reports found that the majority of LGB people experience problems at school and college and many at training courses and that issues of sexual orientation in schools require attention and have not been addressed to date. Early school-leaving, and college and training drop-out linked to LGB issues such as bullying and harassment, the presupposition of heterosexuality of all who participate in education and the lack of positive LGB images in curriculum were seen to contribute to the educational disadvantage of the LGB community, with studies showing that homophobic bullying and harassment was higher among LGB youth than the general population and the older LGB population. LGB youth are at least two to three times more likely to attempt suicide than any other young people.

Equality legislation outlaws harassment of students and teachers based on sexual orientation. FÁS and the Department of Education & Science are currently undertaking equality-proofing exercises and the Department is committed to establishing an Intra-Departmental Working Group on the issue.

Recommendations

The key recommendations of the reports consulted were that the Department of Education & Science must develop an Equality Code of Practice and consider the issue of sexual orientation in education from primary to third level. Its own Equality Unit must address all nine grounds set out in the Equal Status Act 2000. Specifically, homophobic bullying must be urgently addressed in the context of overall anti-bullying strategy, and an anti-discrimination programme of action is necessary to tackle discrimination and under-achievement. Such a programme will provide training for management, teachers and counsellors in LGB issues. The Department needs to also include equality issues in the curriculum.

FÁS and the Department of Education & Science should specifically include sexual orientation as a relevant ground in the two equality-proofing exercises undertaken. A Working Group should be set up without delay and must consult with LGB groups and those implementing recommendations, for example, teachers and school board members. Issues to be looked at must include legislation and research findings.

Research and training were seen as important issues in combating educational disadvantage among the LGB community and it was strongly suggested that RSE, CSPE and SPHE programmes should monitor attitudinal changes toward sexual orientation and that sexual orientation should be included in future surveys, research and data collection

for early school-leaver initiatives. Training modules for teachers should include sexual orientation issues.

The role of the Higher Education Authority was seen to be crucial to implementing change in the University sector, where it was recommended that the Authority must designate sexual orientation as a measure and objective for progress in review of equity and access in higher and further education and should also support scholarship and research into LGB issues. All training for service providers should include diversity and equality issues including sexual orientation.

Service Area – Training/Employment

Key Findings

One of the reports (NESF) highlights the lack of attention previously given to sexual orientation as an equality ground for policy purposes and the need for a response to the LGB community.

The Employment Equality Act 1998 outlaws discrimination, harassment and sexual harassment. However, the reports found high rates of unemployment related to experiences of harassment and fear of harassment at work: some LGBs avoided or were forced to leave jobs because of sexual orientation. Actual discrimination at work was found to be low, but this was thought to be linked to the fact that many LGB people would not disclose their sexuality at work. Low educational attainment, poverty and long periods of unemployment were found to create barriers to employment. For lesbians, there is the added dimension of gender-based harassment and discrimination.

Less than half of Public Sector organisations have taken steps to promote equality/avoid discrimination in relation to sexual orientation. However the employer's group, IBEC, appears to be supportive of LGB employee rights and a scheme to resource Equality Reviews has been established.

The lack of recognition of same-sex partnerships contributes to inequality in the training and employment area for example, in claiming a dependent partner while taking part in a FAS course. As same-sex partnerships are not recognised in law, taxation and pensions, and to a lesser extent Social Welfare, discriminate in effect against same-sex partnerships. Foreign same-sex partners are not given equal rights of residency and work entitlements with married partners. And although the Working group on Parental Leave supported in principle extending this leave to other than natural or adoptive parents, this is currently not the case, preventing the second parent in a same-sex couple from availing of it.

FÁS commenced an Equality Proofing initiative in Nov 2002, which according to FAS will include LGB issues later in the year. The Equality Authority is a member of the Framework Committee which plans to develop Equal Opportunities at the Level of Enterprise.

Recommendations

In the area of training and employment a number of recommendations were made to government departments such as the Departments of Finance, Social & Family Affairs and the Department of Enterprise, Trade and Employment, statutory bodies, trades unions and employers, which focused on mainstreaming LGB needs from an employment

and service provision perspective and stringently implementing and promoting the provisions of the existing equality legislation.

The need for inclusion of the LGB community in anti-poverty programmes was expressed and the Community Development Programme of the Department of Community, Rural and Gaeltacht Affairs should include the LGB community within its overall programme and establish pilot programmes in Dublin, Cork and other locations to focus on LGB disadvantage.

LGB people need access to guidance and counselling services and it was recommended that employers are sympathetic to elements that support LGB workers such as the visible presence of other LGB workers, self-confidence and pride (affected by safety at work), the open support of other colleagues, as well as the employers' specific equality policies, and trade union support. Employers should endeavour to undertake a review of current situation, widening equality policies to actively include *all nine grounds*.

The Equality Authority should recommend the removal of Section 37(1) (which allows exemptions for schools and colleges operating under a religious ethos) when the Employment Equality Act is next reviewed.

FÁS should identify LGB-specific needs which include difficulties in accessing employment and blockages in career progression as well as developing ways of dealing with harassment, discrimination or bullying.

The Department of Finance should consider the Equality Legislation, the general law in the area of taxation and pensions, and might also note how the Social Welfare system is in some cases less bound by the current laws which prioritise married couples over cohabiting couples. This model could be extended to include same-sex couples while simultaneously ensuring consistency across penalties and benefits.

It was noted that employment and training services that ignore LGB needs are likely to be inefficient and costly in the long run.

Service Area – Safety

Key Findings

A Garda Síochána report in 1999 found that four-fifths of LGB respondents had been verbally or physically assaulted, with high levels of non-reporting. In other surveys, a quarter of LGB people reported having experienced physical violence, half in their own locality, more than two-fifths of LGBs had been threatened with violence, over four fifths knew someone who had been physically or verbally assaulted because they were assumed to be lesbian or gay, and four fifths said that the possibility of anti-gay harassment had affected their behaviour.

Findings from the Combat Poverty Report, and interviews with the LGB community in this research show that homelessness among LGB people is aggravated by fear of using the homeless services because of harassment. Hostels, prisons and other state institutions of confinement with sex segregation make LGB people more vulnerable to harassment, abuse and disdain.

The need for the development of support infrastructures for LGB people experiencing LGB related harassment or violence at all levels was expressed. The Victim Support organisation expressed interested in staff training in relation to sexual orientation, but the

Department of Justice, Equality & Law Reform has no plans to resource a separate service for people of specific sexual orientation. The Gardaí model of good practice in its liaison with LGB community was acknowledged.

The Broadcasting Commission of Ireland has recently appointed an officer responsible for broadcasting standards, including equality.

Recommendations

The Department of Justice, Equality & Law Reform must recognise the necessity for harassment to be made a criminal offence by introducing a new Hate Crimes Act. The establishment of a National Advisory Panel would go a long way towards developing and maintaining existing services such as publicity campaigns aimed at the LGB community to encourage reporting of crimes of violence and implementing further training and research. Other recommendations for the Department included ensuring lesbian interests are represented on the National Steering Committee on Violence Against Women, setting up a Garda team to combat crimes of violence against LGB people, continued training courses for Gardaí, the provision of awareness training for legal and judicial professionals, looking at models of good practice elsewhere which operate through partnership with community groups, including an LGB forum. The Department could use the Garda Liaison service as a model for other policy areas.

The role of Local Authorities was found to be important in combating discrimination and promoting the safety of the LGB community, in the inclusion of strategies to ensure safety of minority groups and the development of policies in relation to sexual and general harassment, currently underway. The Department of Environment & Local Government must support Local Authorities by declaring more openly that LGBs are part of the community which Local Authority staff serve, ensuring a customer friendly approach, as well as undertaking their own research on harassment, consulting with LGB groups and drawing out best practice.

It was recommended that RTÉ develop and/or commission programmes aimed at addressing prejudice against LGB people.

5.2 Focus Group Discussions

Meetings were held with L.inc and CGMCDC to feedback the research findings and obtain the community's response to these findings. The following is an overview of the community's perspective and experience of various services:

- The relationship with the Gardai is good and proactive. The Community feels that the training undertaken by Gardai and the regular contact with the community have gone a long way to improving the relationship and facilitated an environment of openness to explore issues and designing suitable responses to needs. There is still a desire to obtain a greater level of trust and safety so that all offences are formally reported.
- The Community found the relationship with DSFA to be supportive, though very limited. The Community agreed that understanding and commitment was very good on an individual basis, but that there was no commitment nationally and no policy that would enhance service delivery at all points of contact throughout this agency's services. The Community welcomed the knowledge that they would not be

discriminated against because of having a same sex partner due to the fact that they were not currently recognised by legislation.

- While the community welcomed the openness offered by FAS as part of this research, the community felt very little understanding from FAS and had a minimal relationship.
- The Community felt it had a very good proactive working relationship with the community work department of the Health Board. Overall however, members of the community were very dissatisfied with general service provision under the primary health care system. The dissatisfaction ranged from a lack of inclusion to a lack of suitable responses from psychiatric services, GP's, maternity, adoption and general mental health services.
- The community welcomed the openness offered by the VEC but would like proactive approaches to be taken by the VEC with the community.
- Both communities, but particularly the lesbian/bisexual community, reported having a very positive experience with the City Childcare Committee. The Community felt the relationship was good and open to further development. One area being requested for attention was the development of appropriate materials for use in childcare settings.
- The lack of contact and relationship with the Probation services was noted by all in attendance. Members at the meeting felt that Probation could be making better links with other agencies and the LGB community to target better responses to young LGBs.
- The perception by the Community towards City Council - Housing Department in particular was one of mistrust. This was largely due to a lack of relationship, lack of information around the processing criteria and policies operated and a general fear around housing and family issues where LGBs feel particularly vulnerable. The Community were very pleased to hear how open the housing department were to applications from LGB families and to any individual declaring their sexuality either in the form of making a complaint or requesting a service. It was agreed that the Council in general terms needed to develop training and policies for use by all departments under its equality remit.
- While it was acknowledged by the LGB community groups that there is some level of contact and mutual support with Cork City Partnership, the general membership in attendance expressed disappointment at CCP for not having a more proactive, development role with the LGB community. Given that the remit of CCP is a focused social inclusion programme, LGBs felt much more could be done.
- Both communities feel let down and disappointed with the lack of response from CRAGA despite numerous efforts and research outlining the needs of this particular community of interest. Besides continuing to develop a national strategy in relation to this department, the community would welcome support and the development of strategies by all agencies.
- Similarly, the community feels that much more proactive work could be undertaken by the Department of Education & Science, namely, ensuring the RSE programme is rolled out, ensuring classrooms and materials are inclusive, ensuring anti-bullying policies are active and focus on sexual orientation.
- In relation to the Prison Services the community felt overall there was a good sensitivity to the community and welcomed the planned introduction of anti-racism training which includes a module on sexual orientation.

6. Key Service Providers & Responses in Cork City

While there are many service providers in Cork city, the focus of this research was on Statutory Providers and not NGO's, through which many public services are now delivered. The Agencies targeted and agreed to participate in this work were:

- An Garda Síochána
- Southern Health Board
- VEC
- Cork City Partnership
- Cork City Council
- Cork City Childcare Committee
- FÁS
- Department of Community, Rural and Gaeltacht Affairs, which includes the Regional CDSP programme
- Department of Social and Family Affairs
- Department of Education & Science
- Prison Services
- Probation & Welfare Services

Each of the above agencies participated in this research and gave detailed responses to questionnaires, which were administered by the consultant through interview. Below is a summary of the agencies' responses to the questionnaire and a short commentary at the end of each summary.

6.1	An Garda Síochána
Equality, Policy & Service Plans	<ul style="list-style-type: none"> • The Equality Officer with An Garda Síochána in Cork is the Chief Superintendent, who reports to the Garda Commissioner. • There are internal equality policies, which are regulated through clear disciplinary procedures and code of regulations documents. • The Garda structures are organised to ensure responsiveness to many minority communities. • Training is provided in Templemore and Barrack Street, which includes inputs on a variety of equality issues, including LGB's. • On-going LGB research in Templemore which includes a review of existing national and international research, and an evaluation of current models of work to draw out best practice. • There is a National Advisory Committee, which meets a few times a year with a view to advising on policy and any other LGB related issue. The LGB community is represented on this committee. • There are two key documents namely "Strategic Plan 2002-2006" and "Ethical Values", both of which clearly name LGB as a community to be serviced.
Services	<ul style="list-style-type: none"> • There is a Garda Community Liaison Officer, who has daily contact with the LGB Community and relationships between the two would be described as very positive. • Most of the work involves support and advice to the community, as there is still a great fear of making formal complaints and reports. The main type of work falls under the category of sexual

	<p>harassment and assault – of which most is male related. To date, there has been no “hate crime” reported in Cork, either formally or informally.</p> <ul style="list-style-type: none"> • Very little information in relation to LGB statistics is kept. Information could be put on computer, but people generally do not want to formally report due to the subsequent need for court appearances and media reporting – the consequences of which can be extremely negative and far-reaching. • Policing Plan for 2004 includes eight new action points specific to the LGB community. Inclusion in national planning is very commendable and is in line with improving practice.
Funding	<ul style="list-style-type: none"> • No funding provided to the LGB Community.
Consultation	<ul style="list-style-type: none"> • There is regular contact between the Gardai and the LGB Community and informally consultation is on going. • In addition to receiving training, the Liaison Officer has given information inputs to the LGB community on occasion. • Between 2003 and 2004 new research into crime and victimisation in the LGB community will be undertaken in three phases and will involve direct consultation with the LGB community.
Awareness	<p>The Gardaí receive specific training in relation to the LGB community and issues. Whilst the work of Liaison Gardai has improved relations with the community significantly, not all Gardai in other roles would be aware and sensitive to the LGB Community.</p> <p>In 2004, a new crime prevention leaflet concerning safety issues for the LGB community will be made publicly available.</p>
Commentary	<p><i>The relationship between the Gardai and the LGB Community has improved enormously over the last number of years. This is in part due to the community liaison posts, greater emphasis on a human rights approach to the work, improved training being made available to Gardaí, improved tolerance in society, which in turn facilitates the LGB community to be more safe, open and OUT. It is important that all Gardaí are sensitive to the LGB community and not just the liaison officers within the organisation.</i></p>

6.2	SOUTHERN HEALTH BOARD
Equality, Policy & Service Plans	<p>The Southern Health Board operates to the Corporate Development Plan 2002 – 2005. In addition, each department within the Health Board has its own Service Plan.</p> <p>There is an Equality/Social Inclusion Unit working on the nine grounds of the ESA. Their intention is to cover training in relation to sexual orientation under this Unit’s programme of work.</p>
Services	<ul style="list-style-type: none"> • No specific mainstream services are delivered directly to the LGB community by the SHB. Services in relation to Gay Men’s Health are delivered by the Southern Gay Men’s Health Project, which is situated in the Cork Gay Community Development Centre. • Mainstream services are delivered to the LGB community as part of the general population. No particular statistics are kept in relation to the LGB Community, nor is training around sexual orientation provided for personnel across the board. • No research into the specific health needs of LGBs has been

	<p>undertaken. LGBs have very particular needs in relation to mental health, adoption, fostering, access to fertility services, maternity and birthing.</p> <ul style="list-style-type: none"> • Adoption is based on an individual application basis as there is no legislation covering couples/partnerships in Ireland. LGB singles and couples may apply to be assessed for Fostering. • There is no specific action plan or strategy for the LGB community, similar to other minority groupings. • However, department service plans such as the community work department, have clearly stated objectives which should include the LGB community, e.g. supporting communities to develop innovative programmes/responses to health and social issues, support women's groups in areas where need is identified by communities and disciplines.
Funding	<ul style="list-style-type: none"> • The CGMCDC is core funded by the Health Board under Section 65. This is three year funding, which ends in 2004. • Funding is also provided to the SGMHP to promote sexual health, offer training to other organisations and develop promotional leaflets, literature and posters. • Small annual funding is allocated to L.inc towards its set up and development, this is also under section 65. • Additional funding proposals are being developed in relation to lesbian health needs – not completed at this time.
Consultation	<ul style="list-style-type: none"> • One Community Worker from North Lee sits on the L.inc Steering Group in an advisory and support capacity. This allows for general informal consultation on a regular basis. • No specific health related consultations have taken place directly with the LGB community.
Awareness	<p>Staff training within certain sections, e.g. HPU, includes awareness of sexual orientation. However, it appears that this is not the case across all services. There are plans to include sexual orientation in future equality and diversity training as part of developing the equality and social inclusion agenda.</p>
Commentary	<p><i>From the interviews and questionnaires completed there would appear to be mixed standards of responding to the LGB community. Whilst the Community Work department has a direct relationship with the LGB community, other departments have little or no specific contact and the specific needs of this community are not taken into account by the Health Board. There is a general sense of openness to the LGB community, but very little targeting of primary health care initiatives through existing organisations is being carried out. There is little proactive or consultation work with the community taking place.</i></p>

6.3	Vocational Education Committee (VEC)
Equality, Policy & Service Plans	<p>Equality is implemented under guidelines from the Department of Education and Science and under any legislative requirements. The Department of Education & Science has an In-Career Development Unit and a Social Inclusion Unit. However, while guidelines in relation to the Traveller Education unit have been provided, there has been no activity in relation to Lesbian, Gay or Bisexual issues.</p>

	<p>Additionally, while there is regular in-service training, there are no modules on equality issues.</p> <p>There is an Education Equality Initiative funded by the Department of Education aimed at introducing initiatives and literature at schools level. It is not clear how the VEC will interact with this initiative.</p> <p>Service Plans are developed by each institution individually. The VEC will be developing a five year Service Plan in 2004 under the VEC Amendment Act 2001, and this should take cognisance of the ESA 2000.</p>
Services	<p>The VEC operates at three levels, i.e. primary schools, further education colleges and youth work, e.g. Youthreach, Ógra Corcaí, Foroige.</p> <p>There are no services provided by the VEC directly to the LGB community. There has been an application from L.inc for tutor hours to work with the LGB community. The VEC are very open to this application and this is being progressed at the time of writing.</p>
Funding	<p>No direct funding is provided to the LGB community, but there is an openness to tutor hours/programmes being provided.</p>
Consultation	<p>No direct consultation by the VEC or youth work organisations funded by the VEC. There is one community education facilitator and two adult education organisers who have not yet had the time to approach and consult the LGB community.</p>
Awareness	<p>No in-house staff training is carried out. Training is dependent on the Department of Education – In Career Development Unit.</p>
Commentary	<p><i>The VEC operates at several levels and primarily through other organisations/institutions. A couple of aspects to consider are: better linking of the community facilitators to the LGB community to ensure that needs are being identified; work with community organisations such as the Youthreach in the Old Deanery, Foroige and Ógra Chorcaí would assist these organisations targeting responses and programmes directly for young LGB's.</i></p>

6.4	Cork City Partnership
Equality, Policy & Service Plans	<p>Cork City Partnership is currently working to its 2000-2006 Strategy Document. Internally in the organisation, there is an Equality group working on developing equality policies based on the nine grounds of the ESA. Several themes have been addressed but sexual orientation has not been covered to date.</p>
Services	<p>The LGB community is a named target group of the CCP Action Plan 2000 – 2006. CCP has consulted and works with L.inc and the CGMCDC as part of its on-going work under the community development measure of its plan. LGB representatives participate in the Community Forum of CCP, which has over 200 groups affiliated.</p>
Funding	<p>Funding was awarded to the CGMCDC for research in 2001, other small funding has been granted and a young lesbian women's project is under consideration. Technical support by the Community Development Worker is also provided in the form of funding application assistance, conference promotion, etc.</p>
Consultation	<p>CCP is relatively well aware of the needs of the LGB community. This comes from close working relations with LGB organisations, in</p>

	addition to inputs to workshops provided by LGB representatives. The Community Development Section is very open to working closely with the LGB community on specific initiatives.
Awareness	Generally, there is greater visibility of the LGB community particularly since L.inc and the CGMDC have full time workers, which allows other organisations to engage with the community more easily. However, greater awareness of the community and its issues is needed across all levels in the organisation in CCP, including the Board of Directors.
Commentary	<i>CCP appear to understand the need to work with the LGB community particularly at pre-development stages. However, as Partnership type work is changing nationally, CCP also need to consider taking a more advocate type role around LGB issues and organisational capacity building for the community.</i>

6.5	Cork City Council
Equality, Policy & Service Plans	The City Council operates to its Corporate Plan 2001-2004. The City Council has an Equality Policy and Programme for Equality in place. The Recruitment officer in the Council is also the Equality Officer. While the Equality Policy references sexual orientation, the programme for equality 2003 does not provide for any training or awareness-raising for staff around sexual orientation. Proofing is carried out by seeking occasional feedback from staff and customers
Services	The LGB community is seen as the general public and can access services along with everyone else, including the information made available on the Council's awarding-winning Web site. In particular, policy and services in relation to Housing, Safety and Homelessness were reviewed. While there was no specific programmes in relation to the LGB community, unlike the Traveller Accommodation Programme, the Equality officer and Housing officer stated that there would be no discrimination against LGB couples in relation to tenancy, that complaints on the grounds of harassment would be taken very seriously and both officers would encourage the LGB community to be open with them about their circumstances. The Homeless Outreach worker who works directly with the homeless community is not necessarily aware of sexual orientation in relation to the incidence of homelessness. Similarly, the Council's Social Worker does not work directly with the LGB community. As regards applications for housing, it was stated that couples, including LGB's, may apply for a home similar to other heterosexual couples and would be assessed on the same basis.
Funding	No direct funding has been provided to the community.
Consultation	There has been no direct consultation, but the officers interviewed were open to developing a more proactive relationship with the LGB community. This would appear to be particularly necessary for those workers in the Council who currently work with communities and who are concerned with social inclusion issues.
Awareness	No staff training around sexual orientation has been carried out.
Commentary	<i>The staff promoted a sense that everyone was treated equally and</i>

	<p><i>there was no need for special or particular arrangements for minority groupings. Given the size and nature of City Council as a public service, there would appear to be significant scope for development and enhancement of services to the LGB community directly. In addition, it is important that equality training is built into the Equality Programme for 2004 and that a greater understanding of the need for equality measures be understood by key staff. The spirit of equality, in addition to written policies, is essential in the move towards real inclusion.</i></p>
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6.6	Cork City Childcare Committee
Equality, Policy & Service Plans	<p>Cork City Childcare Committee operates to its Strategic Plan 2000 – 2006. While the Committee does not have an Equality Policy as yet, it is being developed as part of work in progress with the 105 childcare projects currently in existence in Cork City.</p> <p>There is an Equality Group, which is responsible for overseeing the development of the equality policy and is also responsible for proofing actions, which are reviewed before approval is given by the management committee.</p> <p>Part of the underlying ethos of the CCCC is to ensure diversity in its work and accordingly actions are agreed to support this ethos.</p>
Services	<p>No services are provided directly to the LGB community, but certain childcare projects, which are positively inclusive of LGB's are supported. All childcare projects are encouraged to embrace different family structures and diversity. While there have been requests for resource materials in relation to same-sex couples, this is difficult to obtain in Ireland through the usual channels.</p>
Funding	<p>There is no funding of the LGB community, but the Committee is open to applications, which can be supported.</p>
Consultation	<p>There is a direct relationship between the CCCC and L.inc in relation to advertising training, obtaining LGB inputs, and gathering information in relation to LGB parents.</p>
Awareness	<p>Training around many equality issues, including sexual orientation, has been provided for the committee and made available to other City/County Childcare Committees.</p>
Commentary	<p><i>While the CCCC has only been in full operation one year, it has to be commended on its work around social inclusion and its commitment to equality. While certain aspects, e.g. the provision of culturally appropriate materials, requires further attention, the pursuit, development and implementation of its equality policy is welcomed. Its commitment to good consultation should be noted in terms of learning about good practices.</i></p>

6.7	FAS
Equality, Policy & Service Plans	<p>There are national and regional plans for the Cork & Kerry regions 2000 – 2006. Equality statements are in place in FAS and refer to the nine grounds under the Equal Status Act 2000.</p> <p>At local level there are no mechanisms in place for proofing</p>

	programmes or sponsors for equality. In relation to the Equality Proofing Initiative at National level, this is underway as a pilot project and will be rolled out having consideration to the nine grounds. Several grounds have been covered e.g. Travellers, Race, Disability, but not sexual orientation.
Services	The CGMCDC has been allocated a Social Economy Programme and has 5 Community Employment Places.
Funding	The SEP of the CGMCDC is funded by FÁS.
Consultation	There is a direct relationship between the community training officer and the CGMCDC. This relationship is primarily concerned with the FAS programmes, rather than wider consultation and responses to needs of the community. Additionally, while FAS programmes are open to everyone, no targeting of the LGB community through its resource centres or through the gay media has taken place.
Awareness	Staff training does not include awareness training on equality issues.
Commentary	<i>There is a clear need for an increased general awareness in relation to all equality issues, but in particular LGB issues and lives. This could be done through training workshops and running a poster campaign similar to the anti-racism week run recently. Better targeting of LGB's for programmes should also be considered with a view to FAS developing its relationship with the LGB community and ensuring information is made available to LGB resource centres and media.</i>

6.8	Department of Community Rural and Gaeltacht Affairs
Equality, Policy & Service Plans	Operates under the current Strategy Statement 2003-2005. Does not have an equality statement.
Services	While there is no official LGB CDSP ²² in the country, certain CDP's in the Southern region target and prioritise LGB issues. In particular Ballyphehane/Togher, Farranree, and Tralee work directly and specifically with the LGB communities in their areas. The Regional Forum of CDPs at a recent meeting (November 2003) ²³ all agreed that there was a specific need for an LGB CDP to (1) advise and support them as CDPs in relation to LGB issues and (2) LGB's who approach the local CDP tend to migrate and need their own community for appropriate supports and services. The Department states that it funds local community projects to work with and respond to target groups in their area. In addition, there is an Equality & Anti-Racism sub committee of the programme, which has highlighted the needs of the LGB community at programme level and has worked with local projects to address those needs.
Funding	No core funding is provided directly to the LGB community, though small grants have been provided over the years.
Consultation	The Department has not consulted the LGB community, though there have been many discussions, proposals, pieces of research

²² LGB community is the only community under the Equal Status Act not funded under the CDP programme.

²³ See letter to the Department in Appendix D.

	recommending the resourcing of the community by this Department. Currently there are six applications for CDP status awaiting an official response. The Department states “ the CDP is primarily an anti-poverty programme working with disadvantaged communities ... the community development needs of the LGB community on a general level are represented by the Equality and Anti-Racism sub committee of the programme. Targeting within the programme has been with regard to poverty and disadvantage”.
Awareness	All projects within the programme are expected to promote an inclusive agenda and work from an equality perspective. In some CDP projects equality is a high priority.
Commentary	<i>This Department sees overall Governmental responsibility for equality issues resting with the Department of Justice Equality and Law Reform. While the department funds other specialised communities covered by the Equal Status Act, e.g. disability, women, travellers, it insists that the LGB community, though it has very specific needs, must be responded to by local geographically-based CDPs - if the local CDP sees fit. It would also appear given the emphasis on anti-poverty work, that the Department does not see poverty as an issue in the LGB community at all. Given the definition of poverty and known statistics of the community (see CPA report) this is bewildering.</i>

6.9	Department of Social & Family Affairs
Equality, Policy & Service Plans	The governing plans of the Department are: Statement of Strategy 2003-2005 and Customer Action Plan 2001-2004. The Cork Department is governed by national policies and procedures and to this end several policies on diversity and gender exist, which name sexual orientation as grounds for the promotion of equality. There is an equality unit based in Dublin, which has overall responsibility for implementation of these policies. Equality resource packs developed internally and by the Equality Authority are used as reference documents by staff.
Services	There are no services delivered specifically to the LGB community. DSFA services, which revolve mostly around welfare payments (94%) are delivered though local offices. A Family Support Service is also managed through the Cork office, but focuses primarily on Cork City giving priority to people living in RAPID areas. The Family & Community Services Resource Centre Programme, funded by DSFA, is managed by the Family Support Agency in Dublin. In particular, statutory payments, e.g. unemployment assistance are exempt from the Equal Status legislation compared to non-statutory payments e.g. Free Travel. Same-sex couples are not recognised as a couple for payment purposes, therefore each individual is assessed on an individual basis.
Funding	Funding was awarded for the hosting of a conference in relation to LGB family issues which led to the co-ordination of a summer camp for children of LGB parents.
Consultation	The Department has a working relationship with the LGB community.

	It has funded small activities in the past and in recent times has been supportive of parent and children's initiatives.
Awareness	On an individual basis there appears to be a good level of awareness of LGB issues primarily gained from having an active relationship with the LGB community. At a training level, diversity training is provided to front line staff in particular. Diversity includes the nine grounds under the Equal Status Act 2000.
Commentary	<i>Policies (Social Inclusion and Equality policies) are primarily developed at national level and implementation at local level is not always clear or necessarily followed up for implementation. While diversity training is undertaken, no specific input on sexual orientation has ever been organised so awareness of the specific needs of the LGB community is underdeveloped. In particular the structure and role of families within the LGB community requires greater understanding.</i> <i>While some targeting of clients is carried out through community organisations in particular locations, it was agreed that this is also required via LGB organisations in order to reach those most vulnerable in the LGB community. The staff interviewed were very clear in their openness to work with and support the community, where this is feasible.</i>

6.10	Department of Education & Science
Equality, Policy & Service Plans	Department works under the Education Act 1998. Within the Department there is an Equality Unit (2001) & Committee to ensure that equality legislation is reflected in internal staff regulations, procedures and in Department publications and programmes. Each School has its own "School Development Plan". Recently, all schools have been issued with a booklet entitled "Schools and the Equal Status Act". The aim of this booklet is to encourage schools to be inclusive on all nine grounds in developing their plans.
Services	The Department confirmed that the Relationships and Sexuality Education programme (RSE), which includes sexual orientation, is being rolled out in schools. This was confirmed as being true for the Cork schools in particular. The Dept. of Education & Science recently published a book of resource materials to assist teachers in their work. One of the resource materials is based on "Accepting Sexual Orientations" and one of the specified outcomes is to "have deepened their (pupils) understanding of the need to value and respect difference". In relation to "Bullying", the publication being used is ten years old. The Dept. of Education Equality Committee intends revisiting these guidelines with a view to ensuring that they are in line with the Equal Status Act 2000 and a set of guidelines will be issued to all members of staff.
Funding	During phase one of the Education Equality Initiative 2000-2003, a course held at UCD in relation to lesbian and queer studies was set up, funded and evaluated under this programme.

	<p>The Dept. of Education recently agreed to fund a leading third level institution to carry out a study on “SPHE & HIV/Aids education, teachers, homophobia, Gay & Lesbian pupils in 2nd level schools”. An LGB Youth organisation, based in Dublin but concerned with youth issues across the country is funded by the Youth Affairs section of the Dept of Education & Science.</p>
Consultation	<p>At national level consultation takes place at the initiation of the LGB community. The Central Policy Unit recently met members of the LGB community to consider ways forward and a report on the findings is due out soon. The local office participating in this research was very open to dialogue and communication between the two groups.</p>
Awareness	<p>At one recent regional meeting, an inset course on sexual orientation was delivered to teacher trainers of the Social Personal and Health Education programme (SPHE). In general, training around the Equal Status Act, which includes sexual orientation, is part of the mainstream teacher training courses. The LGB community are due to make a presentation to the Equality Committee of the Department in the near future.</p>
Commentary	<p><i>It would appear from discussions and written feedback that some very positive progress has been made recently. This is due to an emphasis being placed on equality/social inclusion training being made available, awareness raising being prioritised and proofing mechanisms being developed.</i></p> <p><i>As with some other agencies, training around the Equal Status Act is very important, however the approach chosen is crucial to the impact of this training. That is to say, a legislative/preventative approach or an equality/rights based approach to the training will yield very different understandings at the end of the training.</i></p> <p><i>Regular review and monitoring is and will be a very important step in ensuring progress and better understanding of LGB's.</i></p>

6.11	Prison Services
Equality, Policy & Service Plans	<p>The Customer plan will run from 2004-2006, following on from the previous three years. The Prison services are governed by the Civil Service Equality Policies, though there is no local policy or implementation plan in place.</p> <p>There is no separate policy that recognises LGB prisoners. In relation to visitation rights – there is no specific exclusion of LGB partners.</p>
Services	<p>Services are provided to LGB clients generally as part of the prisoner population. While there are no direct supports to LGB prisoners, they are encouraged to work with the internal professional staff of the prison on a confidential basis, e.g. counsellor, probation & welfare staff, medical staff, senior prison staff. Outside support groups from the LGB community are not encouraged. It was stressed that because of the Prison culture, LGB's particularly suffer from harassment, bullying and intimidation. There is a backlash if it is known that prisoners are lesbian or gay and as a consequence they generally keep to themselves.</p>

Funding	No funding provided.
Consultation	No consultation has taken place with the LGB community in Cork city. There are examples where this has happened in the past in Dublin e.g. lesbian supports services working directly with lesbian prisoners.
Awareness	No training around sexual orientation or other equality issues has been undertaken. There is a project being developed on “racial policy” which was piloted in Dublin, and is currently being enhanced to roll out in Cork prison in 2004. This policy will include the provision of training, and sexual orientation will be included in this training. This training will be provided to staff and prisoners.
Commentary	<i>It was made clear from discussions that because of the prison culture “any weaker person” could be picked upon by other prisoners. The advice would be not to take an open approach and keeping quiet would be best in terms of personal safety. On the positive side, LGB prisoners are encouraged to use the internal professional services confidentially. It was agreed that awareness training around LGB’s and sexual orientation for all staff and prisoners would be beneficial.</i>

6.12	Probation & Welfare Services
Equality, Policy & Service Plans	Most policies are developed nationally and in relation to equality no particular written policy exists. However, verbally the Probation and Welfare Services are committed to equality and the provision of services without discrimination to anyone.
Services	Clients of the service may be lesbian/gay/bisexual, but no particular reference is made to this group. While contact with national LGB organisations exists in Dublin to avail of advice/support etc., this is not the case in Cork.
Funding	No funding provided
Consultation	No consultation undertaken with the LGB community
Awareness	Diversity issues under the ESA 2000 are covered in the induction training of new staff in the service.
Commentary	<i>In general, there was a low level of awareness of the existence of LGB organisations in Cork and no training for staff around sexual orientation had taken place. Similar to other organisations, there was a perception that everyone is treated equally and therefore there was no need for any particular attention to this specific grouping. However, the Probation & Welfare Services do work closely with other thematic organisations on particular issues e.g. homelessness. The LGB community in particular are a high-risk group within this category. This should be considered more closely.</i>

This concludes the data and findings of this piece of research.

The Steering Group, which was responsible for overseeing this research, comprised representatives from:

- Cork City Council/Cork City Development Board
- Cork City RAPID Programme
- Southern Health Board
- Cork City Council/Social Inclusion Unit
- Cork City Partnership
- Cork City Vocational Education Committee
- An Garda Síochána
- The Regional Forum of the Community Development Support Programme
- Gay Men's Development Project
- L.inc

The co-ordinator and support consultant for this piece of work were Maria Power and Angela O'Connell from Community Consultants Ltd.

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- All Agencies Corporate Plans/Strategies and supporting documents were reviewed as part of this work.

B. Background & Methodology of this research

The Cork City Development Board in 'Cork 2002 – 2012: Imagine Our Future', in its integrated strategy for Economic, Social and Cultural development, specifically and generally includes the gay, lesbian and bisexual communities in its objectives, recognising that Cork is made up of many communities, some based on geographical location, others based around specific issues (p.45). Objective 86 has as its aim that:

“The gay, lesbian and bisexual communities will be enabled to fully participate in the social, cultural and economic life of Cork city.” (p.79)

Under the terms of this objective, the Community and Enterprise Directorate of the City Council agreed to explore the specific needs of the LGB²⁴ community in terms of the provision of, and access to services in Cork City. The Cork City Gay, Lesbian, Bisexual service needs analysis steering group was formed after two principal Cork community and voluntary organisations, L.inc (Lesbians in Cork) and (CGMCDC) Cork Gay Men's Community Development Company Ltd., together approached the RAPID programme to request that a City-wide Service Needs Analysis of the Lesbian and Gay Community be carried out.

On November 28th 2002, a city-wide meeting of the statutory, community and voluntary organisations engaged in work with the community, resulted in the formation of the Steering Group, identified the resources required and highlighted the aims of the proposed research.. The Steering Group comprised representatives from community groups, agencies and service providers. Its brief was to identify priority tasks, seen as phases of development, the first of which is a Service Needs Analysis focusing on agencies across the statutory, voluntary and community sectors and, in particular, mainstream provision. It was envisaged that this research, together with its findings and recommendations, could be used as a “blueprint” for research in other identified 'exclusion' areas in Cork City.

Tenders were sought in June 2003 from suitably experienced research consultants and the successful candidate, Community Consultants Ltd., began work in October 2003. As the LGB community are so significantly under-resourced, the desire for this piece of research to respond to many needs was evident from initial meetings, but this work in its entirety was allocated 14 days – not enough to capture and evaluate all services and needs in detail.

The methodology (Framework Appendix C) employed for this research included desk research of relevant reports in relation to service providers, Equality legislation and policy, particularly in relation to the Lesbian, Gay and Bisexual communities. Primary research in the form of questionnaires (Appendix D) to service providers, designed to elicit general and specific information, were used in face-to-face and telephone interviews. The questions asked were compiled from an amalgam of the findings of the desk research and input from the Steering Committee. Subsequently, the findings from the questionnaires formed the basis of a review and evaluation with service users from the Lesbian, Gay, Bisexual communities to identify issues of concern and to provide an assessment of service provision at local level. Key findings and analyses from all aspects of this research are contained in Section 1, while Section 2 contains the research detail.

Co-operation and participation by all Agencies was very positive, dynamic and open to making improvements to ensure better servicing of the LGB Community.

²⁴ LGB will be used throughout the document to refer to the Lesbian, Gay & Bisexual community

C. Framework for Service Needs Analysis Cork City Lesbian, Gay and Bisexual Community

- 1. Service Providers included in this research are:**
Department of Social and Family Affairs, Southern Health Board, Vocational Education Committee, Garda, Cork City Council, FAS, Cork City Partnership, Department of Education & Science, Department of Social & Family Affairs, Department of Community, Rural & Gaeltacht Affairs, Probation & Welfare, Prison Services and Cork City Childcare Committee
- 2. Aspects to be covered as part of this research:**
Examination of each service provider's equality statement and service plan for inclusion of the LGB community.
- 3. Questionnaire (carried out by interview?) to Service Providers**
To include questions from the Equality Authority's report on Implementing Equality for Lesbians, Gays and Bisexuals, the Equality Proofing Template for City and County Development Boards and Equality/Diversity Aspects of Quality Customer Service for the Civil and Public Services.
(Questionnaire to be agreed by representatives of the Steering Committee to include SP and members of the LGB community)
- 4. Facilitated meetings with the LGB community and representatives**
To identify and agree their needs in relation to the service providers who are part of this research. Assessment of those needs being met and the gaps in provision.
- 5. Examination of other models of practice (identify, agree contacts)**
Cork, Dublin, Waterford, Dundalk
- 6. Review of the following reports:**
 - Implementing Equality for Lesbians, Gays and Bisexuals – Equality Authority
 - Equality Policies for Lesbian, Gay and Bisexual People: Implementation Issues – NESF
 - Equality in a diverse Ireland Strategic Plan 2003 – 2005
 - The Equality Proofing Template for City and County Development Boards
 - Support pack on the Equality/Diversity Aspects of Quality Customer Service for the Civil and Public Services
 - General documents on the need and context of social inclusion and equality in Ireland
- 7. Analysis and discussion based on the above information**
- 8. Writing and agreement of the research report**

D. QUESTIONNAIRE TO SERVICE PROVIDERS

**SERVICE NEEDS ANALYSIS:
CORK CITY LESBIAN/GAY/BISEXUAL COMMUNITY**

Name of Organisation		
Contact person		
1. General		
1.1 Service Plan	<p>Do you have a Service Plan in place – time span?</p> <p>Does it reference services to the LGB Community? Get relevant copy Was the LGB community directly consulted?</p> <p>Do you have an equality statement? How was it developed? Are LGB people specifically included? Get Copy</p>	
1.2 Services	<p>Do you provide services specifically to the LGB community? (Be specific)</p>	
	<p>Are services to the LGB community mainstreamed into other programmes (How do you know this?) What positive steps have you taken to ensure access?</p>	
Services cont.	<p>Do you gather information/statistics in relation to LGB clients? (Be specific and obtain copy) Do you have a working relationship with the LGB C.</p>	
1.3 Funding	<p>Do you fund the LGB community directly and if so to do what?</p>	
1.4 Equality	<p>How do you implement your commitments to equality? (LGB/Traveller community?)</p> <p>How do you proof services for equality?</p> <p>Do you use the Equality Authority’s Support Pack?²⁵</p> <p>Do you have an Equal Status Policy & Plan? (Copy?)</p>	

²⁵ Equality Authority’s Support Pack on the Equality/Diversity Aspects of Quality Customer Service for the Civil and Public Service.

2. Specific to each agency	
a. Health Board	
2.1 Do you know what the needs of the LGB community are in relation to health issues? No - why not Yes - How do you know?	
2.2 Do you work in partnership with the LGB community – how do you do this? Detail	
2.3 Have you consulted with any segment of the LGB community on any aspect of health? Detail	
2.4 Is sexual orientation included in staff training modules? and in the development of information materials? (HPU)	
2.5 Are there any plans to design/provide responses around mental health/ suicide/participation of lesbian women on RWHC ²⁶ .	
2.6 Does the PHN provide services directly to lesbian and gay parents, which affirms their role as parents?	
2.7 What is the status of Adoption/Fostering/next of kin rights of same sex couples?	
2.7 Gaps – how can these be met/progressed by the SHB?	

2. Specific to each agency	
b. FAS	
2.1 Do you support the LGB community directly through any programmes? (Have there been applications that have failed- why?)	
2.2 Do you ensure/monitor equality by organisations sponsoring schemes/places	
2.3 Is sexual orientation included in staff training modules? and in the development of materials/programmes?	
2.4 Have you ever consulted the LGB community re specific training needs?	
2.5 What was the outcome of the Equality Proofing Initiative (which included LGB people)?	
2.6 Gaps – how can these be met/progressed by FAS?	

²⁶ Regional Women’s Health Committees

2. Specific to each agency	
c. Gardaí	
2.1 Do you have a lesbian/gay liaison officer? Describe the quality of the relationship? What work is involved mostly.	
2.2 Has the Garda Liaison service been evaluated? Any progress on this matter?	
2.3 Have you consulted with any segment of the LGB community in relation to safety? Detail consultation and responses.	
2.4 Is sexual orientation included in staff training modules? and in the development of materials?	
2.5 Immigration – what is the policy in relation to same sex couples?	
2.6 Gaps – how can these be met/progressed by the Gardaí?	

2. Specific to each agency	
d. City Council	
2.1 Is sexual orientation included in staff training modules? and in the development of materials?	
2.2 Do you work directly with the LGB community? Detail	
2.3 Do you know the needs of the LGB community in relation to housing/tenancy? What is the policy in relation to same sex couples?	
2.4 In relation to anti-social behaviour – what is the policy around sexual orientation and supports for tenants?	
2.5 What are the CC policies in relation to homelessness and being LGB.	
2.6 NESF recommends a more open mindset and declaration that LGB's are part of the community – what is the progress on this issue?	
2.7 Gaps – how can these be met/progressed by CC?	

2. Specific to each agency	
e. VEC	
2.1 Do you provide services directly to the LGB community? Detail How are the LGB community supported to access services?	

2.2 Is sexual orientation included in staff training modules? and in the development of materials/programmes?		
2.3 Have you ever consulted with the LGB community around their specific needs?		
2.4 How have you responded to the Equality Authorities recommendations re Youth Work page 12-13		
2.5 Gaps – how can these be met/progressed by the VEC?		

2. Specific to each agency

f. Social & Family Affairs

2.1 Is sexual orientation included in staff training modules? and in the development of materials/programmes?		
2.2 Do you work directly with the LGB community? Has there been any targeting of the community e.g. FRC's? Detail		
2.3 What is the policy around same sex couples in relation to maintenance, means testing, welfare payments, supplementary allowances? Family Support from staff?		
2.4 Gaps – how can these be met/progressed by the DSFA?		

2. Specific to each agency

g. Cork City Partnership

2.1 Do you provide services/supports/programmes specifically to the LGB Community? Detail		
2.2 Is sexual orientation included in staff training modules? and in the development of materials/programmes?		
2.3 Have you ever consulted with the LGB community around their specific needs?		
2.4 Gaps – how can these be met/progressed by CCP?		

2. Specific to each agency

h. RAPID

2.1 Were the LGB community consulted as part of the development of the RAPID programme?		
2.2 How do you intend to include the LGB community in RAPID areas?		

2.3 What are the gaps as you see them i.e. as co-ordinator?		
2.4 What are the responses to these gaps?		

2. Specific to each agency		
i. Prison Services		
2.1 Do you have a policy that positively recognises the identity of LGB prisoners and possible safety issues?		
2.2 Does the visitation policy include same sex partners? Is this implemented equally?		
2.3 Is sexual orientation included in staff training modules? and in the development of programmes/materials?		
2.4 Gaps – how can these be met/progressed by the PS?		
2.5 PROBATION - Are programmes appropriately designed and provided to LGB clients?		

2. Specific to each agency		
j. City Childcare Committee		
2.1 Did you consult with the LGB community in the development of your plan?		
2.2 Are same sex couples rights to culturally appropriate childcare acknowledged?		
2.3 Is the LGB community targeted for training opportunities and courses?		
2.4 Do you promote the use of positive LGB resource materials and images in childcare services?		
2.5 Do you promote sexual orientation training for childcare workers?		
2.6 Gaps – how can these be met/progressed by CCCC?		

2. Specific to each agency		
k. Dept. of Education		
2.1 Is the RSE programme and positive inclusion of LGB's being implemented? How do you know? Specifics.		
2.2 Have programmes/ initiatives in relation to sexual orientation and diversity been developed? Are you confident that the materials recommended are being used in the schools in Cork?		
2.3 Are there policies which positively identify and support LGB families and children?		

2.4 Are there clear policy guidelines for dealing with bullying on the grounds of sexual orientation?		
2.4 Is sexual orientation included in staff training modules? and in the development of materials?		
2.5 Gaps – how can these be met/progressed by DEd?		

2. Specific to each agency

I. Craggy

2.1 Do you know the needs of the LGB community in relation to Community Development? How do you know? If not why not?		
2.2 CDSP – does it provide supports directly to the LGB community? Has there been any targeting? Recommended in all reports since 1995.		
2.3 Does the CDSP directly support other groups named under the ESA?		
2.4 In relation to the current review of the programme – are there any guidelines in relation to the inclusion of the LGB C.		
2.5 Regional Forum of CDP's – do they take proactive measures towards the inclusion of LGB's?		
2.6 Are there other programmes that would benefit the LGB community?		

E. Models of Practice around the country

Location	Funding	Specific Services
Cork	<ul style="list-style-type: none"> • L.inc a community based organisation is funded directly under the Equality for Women Measure (DJELR). • CGMCDC is funded by FAS through a social economy programme. The CGMCDC is a community-based organisation. • SGMHP is funded by the Southern Health Board under section 65. • Cork City Partnership, Department of Social & Family Affairs, Health Board have all provided small grants in the past. • Help-lines are self-financing. 	<ul style="list-style-type: none"> • Garda Siochána has a liaison officer who works specifically with the LGB Community. • Other services are provided through L.inc in collaboration with other agencies, i.e. education modules with the VEC, children’s summer camp supported by the Department of Social & Family Affairs and the City Childcare Committee. • The LGB Community in Cork are a clear focus and objective of the Cork City Economic, Social and Culture Strategy 2002-2012 overseen by Cork City Development Board. • A steering committee was set up to oversee this research in relation to the LGB community. • Both L.inc and the CGMCDC provide a home for and support many other LGB groups to operate and organise a range of activities e.g. parents groups, youth, social space etc.
Dublin	<ul style="list-style-type: none"> • Outhouse is home to the LGB community and is funded by the Eastern Authority Health Board. Health Board staff are seconded to this latter project. • FÁS through its Social Economy Programme supports the GCN Newspaper. The core funder of the paper is a private sponsor. • Eve, a lesbian project, is funded by DSFA under core funding to Women’s Groups. This is the successor to previous lesbian projects core funded by DSCFA and European funds, (LOT & LEA). • From time to time over the past number of years, all of the above groups have received small grants from DSCFA, FAS, CAIT and a number of 	<ul style="list-style-type: none"> • Garda Siochána has liaison officers who works specifically with the LGB Community. • The LGB community has close working relationships with UCD, Trinity College and other third level institutions. • There is regular liaison and work with schools and youth projects. • The Health Boards work closely with the LGB community and services are sometimes delivered directly through the LGB projects. • The lesbian community also works closely with Women’s Aid and the Prison Service. • Gay HIV Strategies has a working relationship with DJELR, DS&FA, CRAGA and other authorities such as the Equality Authority, the NESF and ADM. • GLEN is a voluntary organisation

	<p>private/trust funds.</p> <ul style="list-style-type: none"> • Gay HIV Strategies is core funded by the Department of Health. • Dublin Aids Alliance is also funded by the DOH and includes LGB's. • Help-lines for both lesbian and gay communities are self-financing. 	<p>and has been proactive in bringing about legislative changes.</p>
Waterford	<ul style="list-style-type: none"> • The Lesbian & Gay Resource Centre is funded by Waterford Area Partnership (funds go towards a part-time worker and programmes). 	<ul style="list-style-type: none"> • LGB community are clearly named in the Strategic plan of Waterford Area Partnership and the ten-year City Development Strategy. • Framework (CDSP) has worked closely with the community with a view to supporting and enhancing its capacity.
Dundalk	<ul style="list-style-type: none"> • Outcomers (LGB) group was core funded under the Peace & Reconciliation Programme, which ceased in 2000. Currently, they only receive small activity grants from the Lottery and the Partnership Company. 	<ul style="list-style-type: none"> • Centre acts a drop-in centre daily with an up-to-date telephone information line. • Activities and groups are organised and meet in the Centre six nights a week. • There is one LGB management committee for the Centre.
Limerick	<ul style="list-style-type: none"> • The Rainbow Project is the main LGB group in Limerick. It does not receive any core funding but funds a part-time worker (20 hrs) from its own fundraising. • Small grants for training were received from the PAUL Partnership in Limerick. A part-time worker was also funded by them in 2002 under social capital funds. • The Rainbow project has close links with the Red Ribbon Project (Health Board) which funds a worker one day a week to do outreach work. 	<ul style="list-style-type: none"> • Rainbow Project also works with the Garda Liaison Officer, who has recently agreed a programme of activity with the community. • Rainbow has also been requested to work with the Health Board's After Care Social Team and the Hostel for Homelessness.

<p>Galway, Sligo Mid-West Wexford Donegal Kerry.</p>	<ul style="list-style-type: none"> • These groups occasionally receive very small grants and are almost totally reliant on their own fund raising efforts. • The services, which are provided totally on a voluntary basis are: the regular provision of help line support, facilitated support groups and the organisation of social events.
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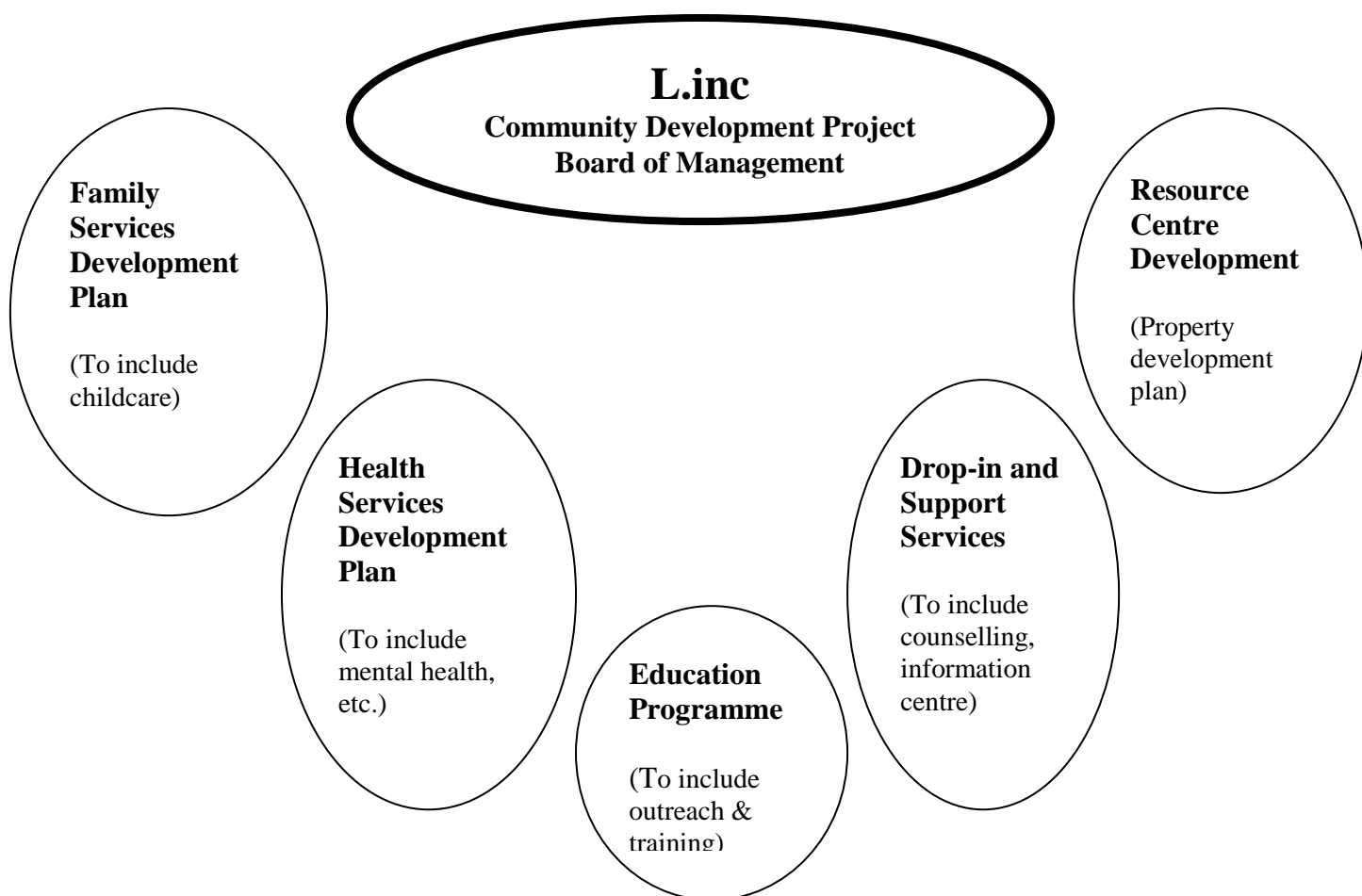
<p>Summary</p>	<p>Nine LGB groups are core funded by agencies responsible for co-ordinating national programmes. Many of these are supported by the Health Boards in relation to Gay Men’s Health issues. The remainder are funded under one-off programmes e.g. Equality for Women Measure and by Local Development Partnerships e.g. Waterford Area Partnership and are generally under-funded in terms of being able to adequately employ staff. This situation makes it very difficult for the LGB community to build capacity, deliver services appropriately and have proactive relationships with all agencies.</p> <p>However, core funding is provided under three different Government Departments, implying that LGB work can be integrated in service plans and budgets when there is a desire and commitment to do so.</p>	<p>Sixteen agencies work closely with the LGB community to either provide services via the LGB organisation or to tap into customers for agency programmes. This aspect of service delivery could be explored and developed to ensure much more comprehensive targeting of programmes and services to the community.</p> <p>As suggested by the NESF report, the model of working between the Garda Síochána and the LGB community (which was commended) should be evaluated and considered by other agencies as a methodology and approach to working with the LGB community. A Garda national advisory committee has been established to consider policy development, further research and further consultation with the LGB community.</p> <p>The ADM advisory committee on Equality and Community Development is now including representatives from the LGB community.</p>
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All the following agencies have a relationship with the LGB community, though the quality of that relationship varies from location to location:

Health Boards, Department of Social & Family Affairs, Partnership Companies, Gardaí, City Childcare Committee, CDSP, VEC, ADM, Equality Authority, NESF, Prison Services (in Dublin only). The obvious gaps and lack of development are with Department of Education, Community Rural & Gaeltacht Affairs and the Probation & Welfare Service.

While there are many positive relationships, they are not consistent and not underpinned by policy and/or commitment at national level to widespread integration throughout an agency’s brief and service plan.

F. L.INC COMMUNITY DEVELOPMENT OVERVIEW



Summary

1. L.inc Community Development Project (current membership 400) needs to be a core-funded organisation with administrative and development support in addition to the existing manager/co-ordinator.
2. Resource Centre needs to be enhanced in order to ensure adequate facilities to meet the growing needs and demands of the community. This requires, ideally owning a premises, which has approximately x square metres.
3. Given the number of parents and children currently using L.inc (30 parents and approximately 40 children) the Family Services Plan requires its own regular space including a daily childcare facility and services, which are delivered directly to the community. This requires a full-time family co-ordinator, a childcare manager, and workers on the establishment of a crèche.
4. There are so many health issues particularly mental health issues to be addressed, that a full-time community health worker is needed to work specifically with the community.
5. The drop-in and support services need to be developed to ensure safety on first point of call for any vulnerable lesbian or bisexual woman. In addition links to all other agencies and relevant services can be made at this point so that all services to the community can be improved.
6. Education programmes would include the provision of trainers to deliver training to agencies and schools.

G. ADM Proofing Template



THE PROOFING PROCESS

This handout is one part of an overall LDSIP planning support pack, and sets out ADM's core expectations for Partnerships, Community Groups and Employment Pacts in relation to proofing. In preparing plans, proofing can be used to great effect in deepening a company's analysis of the local situation and in enhancing a group's strategy design. Whilst a range of more detailed guidelines and publications on the topic of proofing have been produced by ADM, this handout is intended to provide one overall practical proofing check-list to complement these guidelines.

There are a number of principles and practices which should be considered in your proofing process, with a fundamental principle being that the **participation of target groups** is built into all levels of proofing. Furthermore, proofing should involve a diagnosis of all areas of activity, and should not be confined purely to the strategies and actions carried out by groups. It is essential that accountability for proofing be held at senior levels, with this requiring clear political. Senior level responsibility should also facilitate the apportionment of additional resources as necessary. Finally, proofing forms one part of a comprehensive approach to policy; it therefore should not be reduced purely to check-lists, nor should it be considered to replace the need for targeted policies and programmes.

6 DIMENSIONS OF PROOFING

A rigorous proofing process will comprise of **six dimensions**, which ideally, groups will undertake over a period of time. Whilst the focus of this handout is on integrating proofing into your plan, information is also provided on the five other complementary dimensions to the proofing process.

1) INTEGRATING PROOFING INTO YOUR PLAN

- In agreeing your strategies, have you consulted with the relevant communities (e.g., groups of disabled people, women, rural target groups) and has data been collected on each theme (poverty, inequality, rural⁽¹⁾, sustainable development)?
- Do your socio-economic & demographic analysis and your objectives explicitly take each theme into account?
- Have the following questions been considered for each of your strategies?
 - ✓ How will this strategy contribute to reducing/preventing poverty?
 - ✓ How will this strategy promote equality generally for groups in your area who experience inequality, in terms of access, participation and outcomes (e.g., disabled people)?
 - ✓ How will this strategy promote equality between men and women?
 - ✓ How will this strategy promote equality between urban and rural areas AND
 - ✓
 - ✓
 - ✓

- ✓
- ✓ Has equal consideration been given to the needs and circumstances of target groups living in all rural areas, from the most isolated rural areas to large rural towns?
- ✓
- How will this strategy contribute to sustainable development⁽²⁾?

- Have you devised and described your mechanism for proofing all actions in relation to each theme (see 4) below?
- Have you identified priority action areas and set proofing targets for these actions?

- Have you shown how target groups, women and men and (where relevant) rural communities are/will be represented on your board and working groups?

- Are positive actions in place to encourage the participation of target groups, women and men and (where relevant) rural communities?

- Have you developed proofing guidelines for staff / committee members?
- Have you incorporated proofing guidelines into your third-party contracts?

2) DEVELOPING AN AWARENESS OF PROOFING THEMES

Have awareness-raising sessions been held on each theme (poverty, equality, gender equality, rural, environment/sustainable development) with:-

- ❖ Board members?

- ❖ Sub-committees / Working Groups?

- ❖ Staff?

3) PRODUCING CLEAR PROOFING STATEMENTS

Have proofing statements been produced for each theme, and do these contain the following components:-

- A recognition that the issue (e.g., gender inequality) exists in your area?
- A definition of the issue and how it affects your area?
- A statement of commitment to a proofing process, including underlying principles?
- A vision of an inclusive society within context of issue?
- What the organisation will do about proofing within theme (how proofing is/will be built into your plan)?

- An indication as to how the statement was produced?

4) IMPLEMENTING A SYSTEM FOR PROOFING ACTIONS (PROOFING YOUR PROGRAMME OF ACTIVITIES)

- Have you a structured system in place for proofing and, if necessary modifying **each action** within your Programme of Activities in relation to each of the themes? (detailed guidelines and samples are available from ADM for gender proofing and rural proofing your Programme of Activities).
- Does this system enable you to meaningfully answer the question asked for each action in the annual Programme of Activities: *“Detail any measures within this action which demonstrate your group’s proofing strategies”*.

5) APPLYING A SYSTEM OF MONITORING & EVALUATION

- Do you monitor and evaluate your proofing targets as part of your annual review?
- Do you report on your progress with regard to proofing as part of your annual report?

- Have you a system in place for adjusting structures based on your annual review?

- Have you a systems in place for modifying strategies and actions based on your annual review?

- Have you considered the possibility of independent monitoring & evaluation of your proofing system?
- Do you have a working group or designated staff charged with overseeing the proofing function?

6) PUBLICISING THE ISSUE

- Do you have policies in place for raising awareness of each of the themes and their effects:
 - on individuals and groups?
 - on the broader community?
 -
- Do you publicise the work being undertaken in relation to each of the themes?

¹ In the instance of rural proofing, a structured method for collecting this information is suggested in the form of a ‘rural proofing matrix’ (available from ADM).

1 “Development that meets the needs of the present without compromising the ability of future generations to meet their needs... Eradicating poverty and reducing disparities in living standards in different parts of the world are essential to sustainable development and the needs of the majority of people. The full participation of women is essential to achieve sustainable development. The creativity, ideals and courage of youth and the knowledge of indigenous people are needed too. Nations should recognise and support the identity, culture and interests of indigenous people.” Agenda for Change – a plain language version of Agenda 21 and other Rio agreements. UN publications.

H. OUTLINE OF AWARENESS AND SENSITIVITY TRAINING FOR GARDA LIAISON OFFICERS

An Garda Síochána is to appoint a number of Liaison Officers to the LGBT community around Ireland. It is important that they develop an understanding of the nature of the LGBT community and the nature of crimes carried out against them so that An Garda Síochána can respond effectively with understanding and sensitivity. To this end the training programme aims:

- to resource the Liaison Officers to the LGBT community in their role as key contacts with LGBT people, and build their capacity to respond to the policing needs of LGBT people.

- to introduce LGBT community services, and explore steps towards developing relationships with local LGBT organisations
- to develop a basic understanding of homosexuality, lesbianism, bisexuality and transgender identity and challenge any misinformation and myths the prospective Liaison Officers may have about the LGBT Community
- to develop understanding of the critical issues that impede the successful policing needs of the LGBT community as a whole
- to provide the Liaison Officers with appropriate language to communicate effectively with members of the LGBT Community
- to evaluate and report on the success or otherwise of the training programme as a basis to inform further developments of Garda Policing for the LGBT community.

I. Definition of Primary Health Care

Primary Care is an approach to, that includes a range of services designed to keep people well, from promotion of health and screening for disease to assessment, diagnosis, treatment and rehabilitation as well as personal social services. The services provide first-level contact that is fully accessible by self-referral and have a strong emphasis on working with communities and individuals to improve their health and social well being, page 15 Primary Care, A new Direction, Quality and Fairness - A Health System for you. Health Strategy, Department of Health and Children.