

GLEN

**Mid-Term Evaluation of Completing the
Task Programme**

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Executive Summary

Context

The Gay and Lesbian Equality Network (GLEN) is a policy and advocacy body established in 1988 to secure reform to bring about equality for lesbian, gay and bisexual (LGB) people in Ireland. In recognition of the fact that many issues faced by lesbian, gay and bisexual people also impact on transgender people, over time GLEN has sought to bring transgender people into different aspects of its work.

This report provides an external mid-term evaluation of GLEN's work under its *Completing the Task* programme. This aimed to build on GLEN's platform of achievement to effect further change.

In November 2013 GLEN commissioned an independent external mid-term evaluation of its work. The overall purpose of the evaluation was to:

- review the progress made in achieving the objectives set out in *Completing the Task* programme;
- identify the most effective strategies and working methods in delivering on the progress made;
- derive from this analysis, strategic pointers to inform the future work of GLEN; and
- identify strategies or approaches to securing the resources necessary to continue GLEN's work.

Conclusions

1.

GLEN is a credible, professional, highly effective advocacy organisation which is well net-worked and which has demonstrated an ability to exert substantive influence in those sectors in which it works.

2.

Over the evaluation period, the landscape around recognition of and respect for same-sex couples has changed dramatically following on from the enactment of legislation on civil partnerships. By the end of 2013 the government had committed to further legislative reform around civil partnerships and a referendum on same-sex marriage.

GLEN's specific contribution to the growing momentum for LGB access to marriage has been in building political will and consensus in support of this through its diligent engagement across the political sphere. It has also made a significant contribution in influencing the public discourse around civil partnerships and LGB access to marriage on the basis of equality through its media profile and positive messaging.

3.

In the area education, GLEN has made a strong contribution to building ownership of the need for more inclusive schools through: leveraging the strategic alliances and relationships it has built over a long period of time with a range of key education bodies; and through its involvement together with BeLonG2 in a working group established by the Department of Education and Skills to develop an action plan to address bullying including identity based bullying in schools. The latter represents a comprehensive package of measures to support an inclusive school environment and provides an important mechanism to change the culture in schools.

4.

GLEN is a respected contributor in the health field where it has made good progress in increasing awareness of the need for more inclusive practices and services across a range of professional bodies and service providers. It has also played a valuable role in building an evidence base on the social barriers which impact on the full participation of older LGBT people. There are, however, real challenges for GLEN in identifying how it can maximise its impact in this sector.

5.

The development of GLEN's Diversity Champions programme and the recruitment of ten corporate members to date represents a significant achievement in the development of more inclusive workplaces. The challenge for GLEN is now building on success to date to grow the programme to the next level and build a critical mass of employers who are committed to addressing LGBT inclusion in the workplace.

6.

GLEN's work in the education, health and employment spheres including its support for LGBT networks, has contributed strongly to its vision of the greater inclusion of LGBT people in all areas of public life.

7.

GLEN's success is rooted in a well-honed working model underpinned by:
a clearly articulated core advocacy strategy and theory of change; an approach which is pragmatic, professional and evidenced-based; and effective partnership working.

8.

While the strengths of GLEN's current approach in the political and

policy arenas is clear, there was evidence that this is perceived by some as having distanced GLEN somewhat from the LGBT activist sector.

9.

The report has identified a range of proposals for consideration intended to maximise GLEN's impact in its existing programme areas over the remainder of its current strategic plan. It concludes with a range of strategic pointers for the future including approaches to securing the resources necessary to continue GLEN's work.

1.Introduction

The Gay and Lesbian Equality Network (GLEN) was established in 1988 as a policy and advocacy body focussed on securing reform to bring about equality for lesbian, gay and bisexual people in Ireland¹. GLEN began work as a voluntary association and over its first decade of operation played a pivotal role in campaigning which brought about major reforms in criminal, social and employment legislation.

In response to a GLEN report *HIV Prevention Strategies and the Gay Community* the Department of Health and Children provided funding to enable GLEN to recruit its first member of staff in 1997 who worked on the Gay HIV Strategies initiative.² This aimed to address the determinants of better sexual health for gay and bisexual men.

Seed funding from the Atlantic Philanthropies in 2004 represented the beginning of a step change for GLEN enabling it to develop a strategic plan and to begin to resource the organisation. Subsequent funding from Atlantic Philanthropies in 2005 to support its five year vision set out in GLEN's *Building Sustainable Change* (BSC) strategy enabled GLEN to build its organisational capacity to deliver an ambitious programme of change to achieve equality for LGBT people.

1.1BSC Programme

The focus of the BSC strategy was on implementing a programme of work intended to deliver greater equality and participation for LGBT people in Irish society. This set out a compelling and ambitious strategic vision for the organisation.

The goal of the programme is not about managing our marginalisation, but abolishing it, and therefore making GLEN redundant in the shortest possible time. The Building Sustainable Change programme is ambitious for Ireland and ambitious for our communities. It aims towards a society where being gay is unremarkable; where people can aspire to be openly gay as Taoiseach, CEO, teacher, nurse, construction worker or any occupation they choose. It works towards a society where a young gay or lesbian person can come to terms with their sexuality, confident of support from their family, friends, school and society at large. It seeks to ensure that LGB people can form their own relationships and families and have these recognised on an equal basis with others³.

GLEN intended to deliver on this vision through advocating for change in four main areas. These were:

- reforming legislation and policy with the dominant focus on legal recognition of relationships and families on the basis of equality;
- making public services more responsive to the needs of LGBT people particularly in relation to the education and health sectors;
- promoting equality in the workplace; and
- strengthening the capacity of LGBT organisations.

An independent, external evaluation completed in autumn 2010 identified areas of progress across all of these priorities over the five years of the operation of the BSC programme and of GLEN's substantive contribution in each. In particular the report highlighted the advances in the legal framework through the Civil Partnership Bill and

that GLEN had ‘*played a critical role in shaping and advancing the legislation*’ (legislation enabling Civil Partnerships subsequently took effect in January 2011). Other areas highlighted included: GLEN’s contribution to identifiable progress in education; in providing an evidence base on the specific issues faced by LGBT people in relation to mental health services; in stimulating and facilitating an Atlantic Philanthropies funded programme focussed on building the capacity of LGBT organisations; and GLEN’s Code of Practice for employers on LGBT issues.

1.2 Completing the Task Programme

In 2011 GLEN secured further core support from Atlantic Philanthropies to support the implementation of the next stage of its strategic vision over 2011 to 2015. *Completing the Task* (CTT) aimed to build on GLEN’s platform of achievement and employ the methods of working and approaches developed and refined by GLEN over the previous five years to effect further change. The overall focus of CTT is to ‘*deliver on the remaining critical progress necessary to establish an enduring and sustainable environment for equality and full participation of LGBT people in Ireland*’. While most of GLEN’s priorities remain in areas of work pursued during its previous BSC strategy, there was some refocusing. In particular, the focus on building the capacity of LGBT groups a strategic priority of the BSC programme was discontinued and a new strand on full participation in social, cultural and political life was incorporated into the CTT programme.⁴

GLEN now has five strategic priorities:

- ***Relationships and Family:*** same-sex couples have the opportunity to share their lives together openly and have a family. This requires equal relationship recognition, including legal recognition of children being parented by same sex-couples.
- ***Inclusive, Safe and Supportive Education:*** young LGBT people can feel safe, supported and included in schools and achieve their full potential.

- ***Health, Safety and Wellbeing:*** families and communities are supportive of LGBT people, LGBT people have access to a broad range of services critical to well-being including health and mental health services and there is effective policing to ensure LGBT people feel safe and secure on the street and in the places they live.
- ***Employment, Career and Full Participation in Economic Life:*** LGBT people have the opportunity to support themselves and their families through full, equal and open participation in employment, training and education. A person's sexual orientation or gender identity is not a barrier to entry or advancement in any area of employment.
- ***Full Participation in Society:*** LGBT people have the real opportunity to participate at any level of society and being lesbian and gay is of no hindrance to advancement in any aspect of public life, including political life in the country.

Across these areas GLEN employs a range of inter-related mechanisms to achieve change:

- advocacy engagement with policy makers and legislators to bring about legislative and policy change;
- developing an evidence base for change through commissioned research, information, submissions and briefings;
- raising awareness of the need for change through media work and events;

- changing service delivery and practice through the production of guidance materials and training for professionals; and
- developing and implementing programmes to address specific issues: a LGBT Diversity programme to support the development of LGBT organisational capacity on a regional and national basis; and a Diversity Champions workplace programme focussed on the inclusion of LGBT employees.

As part of the strategic planning process undertaken, GLEN reflected on and articulated its overall approach within a theory of change which draws on the work of the US LGBT Movement Advancement Project. This posits that advancing equality requires change in three inter-related areas:

Change the Rules: by focusing on legislative and policy reform in areas of symbolic and practical importance to LGBT people including relationship recognition, employment protection, protections against discrimination in services and measures to promote safety and which address homophobic violence.

Change the Culture: by focussing on engagement with the ‘moveable middle’, that proportion of the public, political representatives and public and professional bodies which might not yet support or understand LGBT equality but who might be persuaded.

Change the Lived Experience: ensuring that legal and cultural change actually translates into positive advances in the lived experience of LGBT people.

While GLEN has sought to address all three change areas, in the main its priority focus has been on changing rules and culture. This has brought about changes in the lived experience of LGBT people which has in turn driven further changes in rules and culture. As part of this GLEN has sought to achieve sustainable progress across its priority areas by building majorities for change among stakeholders. Stakeholders

include: politicians, policy makers, statutory and non-statutory bodies, the private sector, civil society organisations and other key actors including the public.

1.2.1 Purpose and approach of evaluation

In November 2013, GLEN commissioned an external mid-term evaluation of its work under its current CTT programme. The four aims of the evaluation are set out in Table 1 below which also includes an overview of the methodology used.⁵

The measurement of the impact of advocacy and campaigning focussed on policy change presents a wide range of challenges. Demonstrating the relationship between the actions of a specific advocacy organisation and policy change is difficult since this typically occurs over the long term and is stimulated by a range of factors and actors.⁶ In this context, the approach taken in this evaluation has been to assess GLEN's contribution to observed changes as one of many actors. Rather than an exhaustive overview of activities undertaken, the focus of the evaluation and this report has been to chart key developments and progress to date at this mid-term point in the CTT programme in GLEN's five priority areas and to identify GLEN's specific contribution to identified change.

Table 1 Overview of evaluation aims and methodology

<p>To review the progress made in achieving the objectives set out in Completing the Task</p>	<p>Reviewing a range of documentation including:</p> <ul style="list-style-type: none"> Internal reports and documents including strategic plans, reports to Atlantic Philanthropies, board minutes and papers, financial reports GLEN published reports and guidance documents Media releases and coverage Other relevant documentation including Ministerial statements, Programme for Government
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<p>To identify the most effective strategies and working methods in delivering on the progress made</p>	<p>Individual consultation meetings with GLEN staff and Board members and consultation with a sample of external stakeholders including:</p> <ul style="list-style-type: none"> • Department officials • Politicians/political advisors • Employers • NGOs including LGBT organisations
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<p>To derive from this analysis strategic pointers to inform the future work of GLEN</p>	<p>Reviewing the evidence from the first two phases and presenting preliminary findings at a workshop for staff and board members to support critical reflection on:</p> <ul style="list-style-type: none"> • GLEN's contribution to progress achieved over 2011 - 2013 • Strengths and limitations of GLEN's approach • Strategic pointers to inform the future work of GLEN including securing resources for GLEN's work <p>Synthesising the preliminary findings informed by the workshop discussions to inform conclusions</p>
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1.3 Structure of Report

Sections 2 to 6 of the report outline progress achieved to date in each of GLEN's priority areas at this midway point in GLEN's CTT programme. In each case the report sets out what GLEN wanted to achieve, what has been achieved to date, GLEN's specific contribution and issues for consideration. Section 7, provides an overview of the effectiveness of GLEN's model of working. A final section sets out the overall conclusions from the evaluation process together with strategic pointers to inform GLEN's future operations.

2. Relationships and Family

2.1 What GLEN Wanted to Achieve

Issues around family and relationship recognition have continued to be a primary area of GLEN's work over 2011 to 2013. Access to civil partnerships and civil marriage has

been seen by GLEN as a key mechanism by which the status and visibility of LGB people could be promoted in all areas of life. The focus of GLEN's planned work over this period was to build on the historic enactment of legislation providing for civil partnerships to create further momentum for securing access to civil marriage as the final step in relationship recognition. While GLEN has always sought civil marriage for LGB people it focussed on securing recognition of civil partnerships as a first step on the journey to equality.

In 2010 after a long campaign by GLEN and others, the Civil Partnership Bill was passed in the Dáil without a vote and the Civil Partnership Act subsequently took effect in January 2011. The Act provides for civil partnership closely based on marriage and offers most of the rights and obligations that flow from civil marriage. It provides for equal treatment for same-sex couples across a range of areas including pension rights, taxation, maintenance, inheritance, social welfare and immigration.

The achievement of civil partnerships represented a significant achievement in terms of the lived experience of same sex couples. It provided for the protection of rights and status on the basis of equality and importantly acknowledged the legitimacy of LGB relationships. However, significant gaps remain as the Act did not address the issue of legal recognition of children being parented by same-sex couples. In addition to continued inequality between same-sex and opposite-sex relationships, lack of legal recognition has practical ramifications for children living in families headed by same-sex couples relative to those headed by opposite-sex couples. Key issues not addressed by the Act include:

- civil partners are not eligible to jointly adopt a child nor are there any other means through which the non-biological parent can acquire guardianship rights except where guardianship is specifically willed by their partner in the event of their death; and
- children living with civil partners are not able to claim against the partner who is not their biological parent for maintenance in the event of

dissolution or any claim against their non-biological parent's estate on the death of that partner.

In this context, GLEN sought to achieve the outcomes summarised in Table 2 below.

Table 2 Overview of planned outcomes

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graph LR
    Objectives --> Short_term_outcomes[Short term outcomes]
    Short_term_outcomes --> Long_term_outcomes[Long term outcomes]
    Long_term_outcomes --> Change_Area[Change Area]
  
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Rules	Achieve legal recognition of LGB parenting of children and LGB people	Legislation enacted providing equal recognition of same-sex couples in new legal framework	Radical transformation of status of LGB people and LGB relationships in society
	Advance access to civil marriage	Legislation enacted extending legal guardianship of children to non- biological parents, both opposite sex and same-sex	LGB couples have the same protections as married couples and as cohabiting opposite sex couples and their children
Culture and Lived Experience	Maximise the benefits of civil partnership across society	Civil Partnership Act amended to provide protections for children being parented by civil partners	LGB couples will be able to effectively form a family and have this family recognised under Irish law

	<p>Civil Partnership accessible to LGB people including the most vulnerable couples</p> <p>LGB relationships normalised as a result of civil partnership across all areas of Irish society</p> <p>Progress made on building political support and developing most effective and least risk means for opening out civil marriage to same- sex couples</p>
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In terms of changing the rules, it was intended to focus on advocating for legal recognition of LGB parenting of children and continuing to make progress towards civil marriage for same-sex couples. However, when the plan was drafted in mid 2010 it was not entirely clear how best to advance progress towards civil marriage. This was

due to a range of external factors. Over the course of the debates around civil partnership, a consensus had emerged across the political parties that civil marriage would require a change to the Irish Constitution and as such would require a referendum. At this stage, however, this issue was being tested in the courts (the Zappone/Gilligan case) as a result of an action brought by a same-sex couple to have their Canadian marriage recognised by the Irish state. The initial High Court action failed but was being appealed to the Supreme Court. This appeal was subsequently dropped and a new case initiated.

GLEN's assessment was that the outcome of the case could have significant implications for access to civil marriage and for its own strategic approach to the issue. GLEN carefully thought through the potential outcomes of the judgement and prepared a programme of action based on the different scenarios. In the event that the Supreme Court upheld the High Court judgement but found no barrier to the Oireachtas enacting marriage GLEN would seek to engage all political parties to support marriage. The focus would be on seeking manifesto commitments from all of the main parties and work towards building a consensus among civil society bodies. In the event of the Supreme Court finding that the constitutional definition of marriage is solely a union between a man and a woman GLEN would campaign for a referendum on the family that would allow marriage for same-sex couples and build institutional support for this.

In terms of the overall culture and lived experience of LGB people, GLEN planned to use the new civil partnership arrangements to promote the status of LGB people in Irish society and to work to ensure that the status of civil partnership is recognised across society.

2.2What Has Been Achieved to Date

Over 2011 to 2013 the landscape in relation to relationship status and respect for and recognition of same-sex couples has changed dramatically. This has impacted on the culture and specifically societal response to the question of loving and committed relationships between LGB people. It has also impacted on the lived experience of same-sex couples who now have access to the rights provided by civil partnership arrangements.

Following on from the Civil Partnership Act coming into force a range of legislative reform measures took place to provide for equal treatment of same-sex couples. The number of civil partnerships celebrated in towns and villages across every county in Ireland has also grown apace with the number of civil partnerships estimated to be 1500 by the end of 2013.

Over the period momentum around LGB access to civil marriage on the basis of equality has grown substantially culminating in government accepting the recommendations of the Constitutional Convention and committing to a referendum on civil marriage for same sex couples in 2015 with both the Taoiseach and Tánaiste publicly stating their support for civil marriage.⁷

There has also been progress in relation to reform of family law with the Justice Minister expected to publish the heads of a new Children and Family Relations Bill shortly which will provide legal recognition and protection for families headed by same-sex couples. This has been a long standing priority for GLEN. Resolving the outstanding issues in relation to children living in families headed by same-sex couples is the last piece of the reform necessary to provide civil partners equal legal rights with opposite sex relationships and families. GLEN views the enactment of legislation in this area critical for paving the way for a yes vote in the referendum on same-sex civil marriage in 2015 since all issues around children, which polls have shown can be a sticking point for some people in terms of their support for the concept, will have been resolved. Table 3 charts the main milestones over the period and progress to November 2013.

Table 3 Milestones for Relationship Status, Respect and Recognition Equal to Others

2011

2012

2013

<div>Civil</div> <div>Partnership Act comes into force on 1 January 2011</div>	<div>A</div> <div>total of nearly 1,000 Civil Partnerships take place by end of</div> <div>year</div>	<div>Minister</div> <div>for Justice and Equality announces plan to bring forward Bill</div> <div>on family recognition legislation in 2013</div>
<div>Immigration</div> <div>regulations revised to treat same- sex couples the same as and</div>	<div>Further</div>	<div>Intensive</div> <div>political engagement across all</div>

<div>opposite sex couples for immigration purposes</div>	<div>change in taxation to address outstanding technical issues</div>	<div>parties in advance of Constitutional Convention and in response to Convention report</div>
<div>Over 550 civil partnerships take place across Ireland</div>	<div>Political support for marriage and constitutional equality increases</div>	<div>Constitutional Convention recommends Constitution be changed to allow for civil marriage for same-sex couples and enactment of laws in relation to</div>

Changes
to Social
Welfare code to
provide for equal
treatment of same-
sex couples
come into effect

Intense
political
engagement with all
parties prior to
election

Establishment
of
Constitutional
Convention

GLEN
Op Ed on first
anniversary of Civil
Partnerships on civil
marriage

children of same sex
couples

Intensive
political
engagement across all
parties in advance of
government
response to Convention
report

Election

manifestos
of all parties commit
to further progress for
LGB

people

Minister

for Justice
outlines framework
for family recognition

legislation

Cabinet

accepts
recommendations of
Constitutional
Convention and

commits to
referendum on civil
marriage for same- sex
couples

in 2015

Taoiseach

announces
his strong support for
civil marriage and that

<div>Programme</div> <div>for Government commits to completing tax aspects of Civil</div> <div>Partnersh ips and addressing omissions in relation to children</div> <div>and addressing marriage through Constitutional Convention</div>	<div>Chief</div> <div>Justice of Ireland launches GLEN/ICCL Guide on the rights and</div> <div>obligation s of Civil Partnership</div> <div>Chair</div>	<div>he</div> <div>will campaign for a yes vote in the referendum</div> <div>Nearly</div> <div>1200 civil partnerships have taken place by June 2013 with a</div> <div>further 250 expected throughout year</div>
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<div data-bbox="203 493 394 1402"><p data-bbox="215 812 324 835">Citizenship</p><p data-bbox="215 1012 376 1119">legisla tion amended to provide for equal treatment</p></div>	<div data-bbox="604 205 795 1207"><p data-bbox="617 279 781 415">of Fine Gael Parliamentary Party launches Atlantic</p><p data-bbox="617 562 781 699">Philant hropies commissioned case study on GLEN's work on</p><p data-bbox="617 875 756 928">Civil Partnership</p></div> <div data-bbox="604 1575 769 1875"></div>	
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<p>Provisions</p> <p>for equal treatment between same-sex and married couples for</p> <p>tax purposes enacted</p>	<p>Tánaiste</p> <p>reit erates support for civil marriage at ILGA Europe</p> <p>conf erence in Dublin</p>	
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There was on-going political engagement by GLEN throughout the period with regular meetings with political advisors, TDs and Senators including senior party members and officials, briefings for politicians including the Fine Gael Parliamentary Party and Justice Committee, Sinn Féin Parliamentary Group and the Labour Parliamentary Party and engagement with local councils and council members. In addition, three periods of intense engagement took place: in the run up to the general election called in February 2011 and during the development of the Fine Gael/Labour coalition government's Programme for Government; in advance of and during the Constitutional Convention consideration of civil marriage; and in advance of the government response to the Constitutional Convention report.

During the run up to the general election, GLEN engaged with all of the parties to secure manifesto commitments including to civil marriage. By this point there had been no movement on the Zappone/Gilligan case so GLEN's engagement with the parties was in terms of implementing the recommendations of the Colley working group⁸ and addressing the gaps in civil partnership legislation. In the event, the manifestos of all of the main parties contained commitments to introducing tax elements of civil partnership. Labour, the Green Party, Sinn Féin and the United Left committed to supporting civil marriage for same-sex couples with Labour including a commitment to hold a referendum. In addition Labour, Fine Gael and the Green Party committed to bring forward changes in family law provisions.

Following on from the election, GLEN engaged intensively with the two coalition partners to secure Programme for Government commitments. In the area of relationship recognition, GLEN sought to secure commitments in relation to:

- the implementation of the tax elements of civil partnerships;
- the implementation of the proposals of the Law Reform Commission to extend legal guardianship to civil partners;
- addressing the gaps in civil partnership in particular in relation to children; and

- including same-sex headed families in broader reforms of family law and LGB people in proposals to regulate Assisted Human Reproduction.

GLEN also sought a commitment from government that it take account of the recommendations of the Colley group and the outcome of the Supreme Court appeal in Zappone/Gilligan to address the issue of civil marriage for same-sex couples in provisions for wider constitutional and family law reform. The Programme for Government included commitments on most of the critical issues raised by GLEN. In the area of relationship recognition, it contained commitments in relation to amending tax and social welfare law in respect of civil partnerships, addressing anomalies or omissions of the civil partnership legislation including those relating to children and addressing the issue of same-sex marriage in the context of the Constitutional Convention.

The Constitutional Convention subsequently considered the issue of same-sex marriage and arrangements in relation to children in April 2013. In advance of the hearing, GLEN sought to gain support for making a presentation to the Convention and then worked collaboratively with Marriage Equality and the Irish Council for Civil Liberties (ICCL) to develop and deliver a joint presentation. There was also intense engagement with TD members of the Convention with meetings with all of the political parties and individual members from those parties as well as independent TDs and Senators to make the case for equal access to civil marriage. The Convention subsequently voted by a large majority to recommend that the Irish people be asked in a referendum to change the Constitution to provide for civil marriage for same-sex couples. They also recommended reform to provide legal recognition and protection for same-sex headed families.

Following on from the Convention recommendations, a further period of intensive political engagement across all parties was undertaken by GLEN in advance of the government announcement of its response to the Convention report. There were differences in view among activists around whether to press government for a referendum as soon as possible or prioritise the progress of the reforms likely under a proposed Family Relationships Bill. Those pressing for a referendum as soon as possible were motivated by a concern that unless government agreed to move forward on a referendum in 2014 there was a real danger that it could slip down the agenda

and even not take place within the life of the current government. GLEN's analysis was that it would be vital that the reforms under the Family Relationships Bill be implemented in advance of any referendum on civil marriage and that in this context a 2014 time line was less important than ensuring the ground was prepared for a yes vote within the lifetime of the current government. This was viewed as critical to ensure that the yes campaign is not derailed by the opposition fuelling public concern about children being raised by same-sex couples. In the event, there was confirmation of the publication of heads of bill before Christmas 2013 and a 2015 date for the referendum enabling activists to come together to welcome the government proposals for the timeline for the referendum.⁹

The positive change in recent years in relation to public attitudes to civil partnerships and to LGB issues more generally was noted by the majority of stakeholders. For some the pace at which change has taken place is nothing short of '*remarkable*', '*extraordinary*' and even '*semi-revolutionary*' with Ireland assessed as having moved from being one of the last countries to decriminalise homosexuality in Europe to being at the forefront of LGB issues. The embedding of this new status in statute was seen as ensuring that the protection of same-sex couples will be sustained over the longer term.

2.3 GLEN's Contribution and Impact

The contribution of GLEN to the more positive political and social environment for LGB equality was clearly evident in the responses of stakeholders interviewed. While for some changes in social attitudes to issues like civil partnership and same-sex marriage were seen as likely to have happened anyway as part of broader social change in Ireland, GLEN was perceived as having contributed to progress towards civil marriage or as having forced the pace of change.

GLEN's contribution to developments in relation to civil partnership and progress towards civil marriage was the area most frequently mentioned as its biggest achievement by stakeholders. GLEN's specific contribution has been in:

- **Building political will and consensus** - GLEN's well-honed advocacy skills and ability to engage effectively in the political sphere was

mentioned by most stakeholders as an important achievement. Political engagement was seen as an organisational strength and an area in which GLEN excels. GLEN's political engagement was seen by some stakeholders as having contributed to the enormous change in political attitudes to and consensus around civil marriage. A common theme was GLEN's perceived adeptness at incrementally moving the stance of political parties towards consensus through diligent engagement across the political sphere. In this regard, GLEN has taken great care to build and then maintain a wide network of political relationships at all levels in the main parties. GLEN was able to draw on these relationships to build support for its messaging during the Programme for Government negotiations and for the implementation of the recommendations of the Constitutional Convention. A key element in GLEN's effectiveness has been the reputation it has established as a credible source of information, support and expertise including in the area of relationship recognition. A number of stakeholders reported GLEN as a 'go to' organisation in terms of information needs. In particular, GLEN's ability to deliver high quality information and advice in a timely manner was seen as valuable.

The ownership and support for GLEN's position at a political level also enabled it to draw on political support at decisive points to inform its approach and how it should pitch its messaging and engagement. A number of those consulted reflected on the debate within the LGBT community prior to the enactment of civil partnership legislation and the criticism of GLEN's stance in supporting this legislation rather than holding out for civil marriage. The announcement in November 2013 of a referendum on civil marriage in 2015 was seen by some as vindicating GLEN's approach with civil partnerships seen as an essential first step in providing the context for increased societal acceptance of civil marriage.

- **Supporting the full implementation of the provisions of civil partnership Act** - The Civil Partnership Act came into force in January 2011. Following on from this GLEN worked effectively with a wide range of government departments and state agencies to ensure that the provisions of the legislation were reflected in a range of associated policies, procedures, administrative arrangements and legislation within a short time span.

This included focussed work with the Revenue Commissioners in the preparation of the Finance Bill provisions to give effect to civil partnerships; work with the Registrar General and the Superintendent Registrar in Dublin which lead to the development of an information booklet on civil partnerships and a model ceremony; engagement with the Irish Naturalisation and Immigration Service on new procedures to recognise same-sex couples and partnerships which lead to the publication of a guide on immigration; intensive engagement with the Department of Social Protection and its implementation team to ensure the Social Welfare Code, forms and booklets were updated; and on-going engagement with the Department of Justice on foreign same-sex legal relationships required to be recognised in Ireland.

- **Influencing the public discourse around civil partnerships and civil marriage** - While GLEN records media coverage of its work, its total output annually or over the period of the evaluation is not routinely summarised so it is not possible to comment on the extent of coverage or of how this has changed over time. However, a number of stakeholders mentioned GLEN's media profile and output as having played an important role in raising awareness and visibility of civil partnerships and that its messaging has played a positive role in influencing the public discourse around civil partnerships and civil marriage. Coverage of real people talking about their relationships and commitment was mentioned as changing 'hearts and minds'. GLEN actively sought opportunities to promote positive media coverage including the message that within Irish society civil partnerships have become interchangeable with the term marriage. It has been able to use its network of political contacts to deliver high profile speakers at events or to launch reports and documents which has increased media interest. For example, the Minister for Justice Alan Shatter TD launched a progress report in 2013 which focussed heavily on progress towards civil marriage.¹⁰

In addition to regular press releases, GLEN has actively sought opportunities to contribute to national and local radio and to televised debates highlighting the

evolving public and political support for civil marriage and that the love and commitment of LGB couples is regarded by the public as the same as that of other couples. GLEN has also been adept at informing and managing the public discourse through media briefings for journalists and commentators on its analysis. It has also had a number of opinion pieces published in the Irish Times celebrating the success of civil partnerships and calling for civil marriage.

- **Engaging in effective partnership working** - Over 2013 GLEN engaged in effective partnership working with Marriage Equality and ICCL initially around the Constitutional Convention. The partners made a joint presentation to the Convention and continued to work together on the issue up to and including the government announcement of its acceptance of the recommendations issuing a joint press statement on the outcome. In addition, it has been agreed to continue to work in collaboration to support a yes vote in the referendum. As part of this GLEN, Marriage Equality and ICCL have recently begun formal engagement with the LGBT sector to inform the development of a strategy on how all of the interested parties will work together.

2.4 GLEN's Relationship with the LGBT Activist Sector

In the course of the consultation, a range of issues were reported relevant to GLEN's relationship with the LGBT activist sector and GLEN's future role which are summarised below.

Around a third of stakeholders made reference to tensions within the LGBT activist sector which emerged during the progress of legislation on civil partnerships due to differences in tactics and strategy between GLEN and other LGBT groups.¹¹ It was clear from some responses that while GLEN's approach is viewed as having been highly effective in the policy and political arenas, GLEN continues to have an image problem underpinned by how it is perceived as engaging with the LGBT sector. Thus while a number of stakeholders from the LGBT activist community mentioned the important role GLEN has played in supporting their organisations through the provision of expertise and practical advice, for some GLEN is perceived as having a 'top down' focus and as not engaging with the LGBT community to ensure views are considered in

GLEN's decision making, approach and strategies. It was reported that this creates the impression of GLEN as slightly arrogant, elitist and not representing the views of the wider LGBT community. In addition, some reservations were expressed about the utility of GLEN's 'public affairs' approach to all of the issues it is seeking to address. For these participants, GLEN's approach which focuses on engagement with political and policy leaders is only one of the many mechanisms needed to bring about social change with a broader range of tools or approaches required in particular in relation to the forthcoming referendum. It was also reported that at times GLEN has been perceived as being 'Dublin centric' (although it was pointed out that GLEN is not alone in this with many national NGOs viewed in this way) or as having claimed credit for change that has in fact been the result of the combined efforts of a range of organisations and factors. It was also suggested that GLEN needs to develop better routine channels of communication with local groups to keep them informed of developments.

While mindful of these tensions, for some stakeholders criticism of GLEN was seen as unfair particularly given its demonstrable achievements and success in influencing change. Even among those critical of GLEN's approach there was acknowledgement that relations within the sector have improved and that the forthcoming referendum provides an opportunity for a range of groups to come together and use this as a launch pad for on-going co-operation. None the less, a strong message from the consultation is that GLEN needs to think about engaging with the LGBT sector differently. It was suggested by a number of stakeholders that there would be merit in GLEN incorporating a 'bottom up' approach to ensure the views of the LGBT sector and community more broadly informs its work in addition to its tried and tested 'top down' approach which has been so effective in creating political buy in and ownership.

A final issue raised by stakeholders relates to GLEN's role after the referendum. While stakeholders identified significant progress in education, mental health and employment, for most there is a clear need for further work by GLEN to mainstream LGBT equality, protect rights that have been won and to address emerging issues. The latter not detailed elsewhere in this report include: engaging with and protecting the rights of LGBT people in ethnic minority communities; promoting LGBT equality in sporting organisations; and strategic litigation to clarify rights. Mindful that GLEN will be entering a period of intense activity around the Family Relationships Bill and the referendum, a number of stakeholders suggested that there would be value in GLEN

giving consideration to its future role and priorities at this point. It was also suggested that as part of this, consideration might be given to whether GLEN might fulfil a broader community support or networking role or develop itself as a representative body and the voice for the LGBT sector.

2.5 Issues for Consideration

Based on the feedback from the consultation process, it is clear that issues reported in the last evaluation report around how GLEN engages with the LGBT activist sector and how GLEN is perceived by some activists is still in evidence. While there is acknowledgement of the effectiveness of GLEN's political engagement, there is also a clear desire for GLEN to change how it engages with the sector. In particular, that GLEN incorporates a 'bottom up' approach of engagement and dialogue with the LGBT activist community to inform its thinking and priorities. There is an immediate dimension to this in terms of how the sector responds to the challenges of the forthcoming referendum and a longer term dimension which is bound up with how GLEN views its future post 2015.

This suggests a number of issues for consideration:

- **GLEN's relationship with the LGBT activist sector and the LGBT community more broadly:** What has emerged from this evaluation process has been a call from the LGBT activist sector for GLEN to change its approach to engagement with the sector and the LGBT community more broadly and in particular to begin a process of dialogue with the sector to inform its thinking and priorities. This merits serious consideration from GLEN. Key questions for GLEN are:
- What would be the benefits/risks of incorporating a 'bottom up' approach to engagement and dialogue with the LGBT activist community and LGBT community more broadly to inform GLEN's thinking and priorities?

- How might this engagement be resourced and managed?
- Is this a feasible approach for GLEN at this time?
- Would such an approach assist GLEN achieve its current goals?
- Are there other options/more feasible/more effective approaches which might enable GLEN to reach out to the LGBT sector and broader LGBT community?
- **Planning for the future post 2015:** Engagement to bring both the Family Relationships legislation and the referendum over the line will invariably take up much of GLEN's energies and resources over the remaining two years of its funding support from Atlantic Philanthropies. GLEN has benefited from substantial and long term support from Atlantic Philanthropies which enabled it to scale up its operation and develop its highly successful advocacy approach. This funding will finish by the end of 2015 shortly after the expected date of the referendum. GLEN will be entering a period of intense activity in the run up to the referendum. There is a danger that unless time is made in the short term to develop a vision for the organisation and realistic plans as to how this might be resourced, GLEN may find that it does not have the capacity or time to fully prepare for the post Atlantic funding support/post referendum environment. There are a range of issues for consideration by GLEN here.

- While GLEN has engaged successfully in a range of policy areas the focus of its work has been on advancing civil marriage and an answer on this will be delivered by the Irish people in 2015. It is clear that there is a need for further work to mainstream LGBT equality post 2015 though it does not follow that this work necessarily needs to be driven by GLEN. This raises the question of what role GLEN sees for itself after the referendum and what key issues it will focus on.
- The stakeholder consultation has suggested that further work is required to mainstream LGBT equality in GLEN's areas of interest. The limited stakeholder consultation undertaken in this evaluation process has also highlighted a range of other issues in these areas requiring focus and opportunities in other fields. This raises questions about how GLEN might identify need to inform any future programme. In particular:
- What would be the benefits/risks of incorporating a 'bottom up' approach of engagement and dialogue with the LGBT activist community and LGBT community more broadly to identify need and inform GLEN's thinking about its future role and priorities?
- How might this engagement be resourced and managed?

- Is this a feasible approach for GLEN at this time?

- Are there other options/more feasible/more effective approaches which might enable GLEN to reach out to the LGBT sector and broader LGBT community?

- GLEN is a highly successful outcome focussed advocacy organisation. In the post referendum world, there is at least a question around whether GLEN's current model of working will be applicable to addressing all needs identified and whether it will need to consider additional approaches. One option suggested by the evaluation process is whether GLEN might transform into a representative body for LGBT interests. This might, though not necessarily, have implications for its future structure and governance. This would, however, certainly entail changes in how it engages with the LGBT activist sector and the broader LGBT community and would require significant input of resources and time. In this context there are questions around:
 - Is there evidence to support the need for a body which could represent the LGBT sector and broader LGBT community and if not how might potential need be assessed?

 - What role might such a body play?

- Is it realistic/feasible for GLEN to take on such a role?
- Whether GLEN continues as an advocacy organisation, develops as a more representative body or becomes something in between there are clear resourcing issues to address in the not too distant future. It is difficult to quantify the precise resource requirements at this stage in the absence of a clear post CTT vision for GLEN's future role and remit. However, meeting these will be a significant challenge and will require a careful balance being struck between dedicating sufficient resource to secure the future of the organisation and delivering GLEN's planned core work over the next two years.

2.6 Conclusions

The political, social and cultural momentum for civil marriage in Ireland has progressed at a rapid pace since the introduction of legislation providing for civil partnerships culminating in the announcement in late 2013 of a referendum for constitutional change to provide for civil marriage for LGB people on the basis of equality. In the interim single-sex couples have benefited from significant new protections of their rights and while more remains to be done in terms of legal recognition and protection for families headed by same-sex couples, the prospects for the final resolution of these issues look positive.

GLEN's previous work to secure civil partnership legislation (which it assessed to be the best possible deal given the political constraints at the time) as a stepping stone to equality was a good calculation and one which has paved the way for the potential for civil marriage. It is clear that GLEN has played a critical and influential role in developments to date through a well considered approach based on a finely tuned sense of the political environment.

The evaluation has also highlighted two issues for GLEN to consider at this point:

- How it engages with the LGBT activist sector and the LGBT community more broadly.
- Planning for its future post 2015 in the context of a forthcoming intense period of work around bringing the Family Relationships Bill and the referendum over the line.

3. Inclusive, Safe and Supportive Education

3.1 What GLEN Wanted to Achieve

GLEN's CTT programme set out a very ambitious programme of activity aimed at ensuring schools provide an inclusive, safe and supportive environment for LGBT students. This aimed to build on GLEN's success in creating strong partnerships and strategic alliances over the preceding period. This had resulted in the publication of Guidance for Principals and School Leaders in post primary schools on LGBT students which was published jointly by the Department of Education and Science and GLEN and endorsed by seven education bodies¹². The focus of GLEN's work subsequently has been to seek to mainstream sexual orientation issues and support for LGBT students. A summary of what GLEN wanted to achieve is outlined in Table 4.

Table 4 Overview of planned outcomes

Objectives	Short outcomes	term	Long term outcomes
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Change

Area

Rules

Mainstream sexual orientation issues and support of LGBT students across all DoES areas

DoES strategy on recognition, support and safety for LGBT people in all areas of education established

Sexual orientation issues and supports mainstreamed across all areas of DoES leading to:

Remove barrier of section 37 and barriers to other protections by teachers

Strategy based on partnership with GLEN/LGBT groups and all education partners

- all schools being safe learning environment for LGBT students

Culture					- all students learn recognition and respect for LGBT people and relationships
	Teacher training strategy to fully incorporate LGBT issues	Barrier of section 37 and other barriers to protection removed for LGBT teachers			
	School management bodies strategy on inclusion of LGBT people in schools	Inclusion of LGBT issues in departmental evaluation of schools, curriculum and disadvantage			Specifically funded role within DoES on LGBT issues or ongoing funded role for GLEN
	Mainstream LGBT issues with all education partners	Teacher training strategy to fully incorporate LGBT issues into teacher training and professional development			More teachers open about their sexual orientation in schools and more role models for young people
					Teachers professionally equipped to deal with LGBT issues
		Trustee, school management bodies and education partners' strategies on			

<p>Lived experience</p>	<p>Regular data collection to monitor and inform progress</p> <p>inclusion of LGBT people in schools</p> <p>Trustee bodies, school management bodies and other education partners</p> <p>Regular data collection to monitor and inform progress on LGBT students</p> <p>proactive on LGBT issues in schools</p>
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In terms of changing the rules, GLEN sought to begin a process of mainstreaming sexual orientation issues and much of its focus over the period was in support of the development and implementation of anti-bullying procedures within schools. This was one of the areas on which GLEN had actively sought manifesto commitments prior to the election subsequently referenced in the Programme for Government.

GLEN also hoped to make progress in relation to the section 37 provisions of the Employment Equality Act 1998. Discrimination on the basis of sexual orientation is unlawful under the Act. However, Section 37 of the Act provides exemptions for religious, medical or educational institutions run or directed by religious bodies. This allows them to give favourable treatment to people on religious grounds or to permit actions to prevent an employee or prospective employees from undermining the religious ethos of the institution. The precise scope of Section 37 has not yet been tested in case law and it is unclear whether discrimination against an LGBT person could be construed as a reasonable and lawful action to protect the religious ethos of a school. The position is further complicated by the provisions of the Unfair Dismissals Act which has no exemptions relating to religious ethos.

Regardless of this lack of clarity, Section 37 has been identified by all of the teacher unions as contributing to a fear of discrimination as schools are predominantly controlled by religious institutions. GLEN’s view is that Section 37 acts as a barrier to teachers having the confidence to ‘come out’ in the school environment and that fear of discrimination creates a negative climate for both LGBT teachers and students and a ‘chilling effect’ in general on sexual orientation and gender identity issues. While recognising the very negative implications of Section 37, GLEN took the strategic decision to focus on the needs of LGBT students by working in partnership with the full range of education bodies rather than take a lead role in seeking to reform the provisions of the Act (which would have brought it into conflict with some of these bodies). Rather, GLEN envisaged working in collaboration with other bodies to minimise its effects through for example clarifying the scope of Section 37, possibly through litigation.

In terms of the overall culture and lived experience of LGBT students, GLEN hoped to develop further partnerships to ensure that LGBT issues are addressed in teacher training, that LGBT students and issues feature in the thinking of school management bodies and that evidence is regularly collected and analysed to assess and inform progress.

3.2What Has Been Achieved to Date

As part of its engagement with political parties around the 2011 election GLEN sought to secure commitments from all of the main parties to bring forward proposals to tackle homophobic bullying in schools and addressing issues arising from Section 37 of the Employment Equality Act. These were reflected in the Programme for Government.

Table 5 Milestones for Inclusive, Safe and Supportive Schools

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2011

2012

2013

<div>PfG</div> <div>commitments on homophobic bullying in schools and to address</div> <div>Section 37.1 of the Employment Education Act</div>	<div>Senator</div> <div>Power Bill to amend section 37 of EEA defeated</div> <div></div>	<div>Comprehensive</div> <div>anti-bullying procedures in primary and post primary schools</div> <div>launched by Minister Quinn. All schools must now address</div> <div>homophobic and transphobic bullying.</div>
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<div>GLEN/DES</div> <div>/NAPDP</div> <div>Guidelines for Principals launched by Minister Quinn</div>	<div>DES</div> <div>Working Group on combating bullying established and draft</div> <div>action plan agreed</div>	<div>Pre-consultation</div> <div>process on section 37 initiated by EA</div>
<div>Working Group to progress issues of safety and inclusion announced by</div>	<div>Ministers for Education and Children hold anti-bullying forum on IDAHO Day</div>	<div>Funding from DES approved for GLEN to support the implementation of the Action Plan on bullying, supporting GLEN's work with DES and agencies of the Department to</div>

<div>Minister Quinn</div> <div>of</div> <div>GLEN/ASTI</div> <div>/TUI</div> <div>resource on the role of teachers in supporting LGBT students</div>	<div>Publication</div> <div>of</div> <div>teaching resource on LGBT issues for each year of second</div> <div>level</div> <div>education. Ongoing training provided by the DES for</div> <div>teachers to deliver the course.</div>	<div>mainstream LGBT and support</div> <div>building the capacity of education partners to implement</div> <div>action plan</div>
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GLEN/NCGE

Guidelines
for Guidance
Counsellors

GLEN/BeLonGTo/

NAPDP/EA

whole
school training model

on LGBT issues piloted		
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A very significant milestone which occurred shortly after the formation of the new government was GLEN's success in securing, for the first time, the direct and very positive engagement of the Minister for Education on the issue of homophobic bullying in schools. This began after the Minister accepted an invitation to launch a joint GLEN, Department of Education and Skills (DES) and National Association of Principals and Deputy Principals Guidance for Principals publication. At the launch the Minister made strong statements in support of the elimination of homophobic bullying and his commitment to a working group to advance this. His ongoing commitment to this issue is viewed by GLEN as having been instrumental in the very positive developments from 2011 to date.

One such important development was the publication by the DES of a twelve point action plan to address bullying including identity based bullying, in all primary and post primary schools. This action plan produced by a working group including representation from GLEN and BeLonGTo (the national organisation for LGBT young people aged between 14 and 23) established within the DES was tasked with developing a plan to identify the priorities that need to be addressed to combat bullying in schools. In particular, the group was specifically tasked with identifying priority actions that would '*encourage schools to develop anti bullying policies and in particular strategies to combat homophobic bullying to support students*'.¹³ Issues around identity based bullying including homophobic bullying feature strongly and are fully integrated into the action plan. The action plan produced represents a comprehensive package of measures to support an inclusive school environment.

Following on from the publication of the action plan in January 2013, DES issued comprehensive anti-bullying procedures which are required to be implemented by all primary and post primary schools. These procedures set out a detailed set of new policy and reporting requirements for schools and detail the role the DES's Inspectorate will play in assessing the actions schools take to create a positive school culture and to prevent and tackle bullying. This will include a thematic inspection on the issue and the modification of existing models for school inspection.

GLEN's participation in and contribution to the working group represented a core element of its work in this area over 2012 and 2013. Following on from the conclusion of the process a funding package was agreed by DES for GLEN which will support the delivery of three elements of the action plan. This will include: updating four existing

GLEN/DES publications; the preparation of guidelines for boards of management; and building the capacity of DES staff on LGBT issues. The remaining action points are being taken forward by a range of partners and GLEN understands that progress is being made in all areas to implement the action points.

Over the period GLEN also worked with education partners to jointly publish a range of guidance materials intended as a resource for school leaders and teachers. The involvement of the education partners was a strategic approach to aid the implementation of the guidelines in all schools.

While the Programme for Government contained a commitment to ensure that LGBT people and those of non-faith or minority religious backgrounds should not be deterred from taking up training or employment as teachers in schools, progress has been slow. A private members bill from Senator Averil Power in 2011 was defeated though a commitment was given by Minister Shatter to ask the new Irish Human Rights and Equality Commissioners to examine the issue. A further Bill by Senator Ivana Bacik and other Labour TDs and Senators was brought forward in 2012. A call for submissions was issued by the Equality Authority (EA) in November 2013.

3.3 GLEN's Contribution and Impact

Stakeholders familiar with GLEN's work in the education field were very positive about the contribution it is making to engage what for some is still a '*very conservative field*'. Most referenced the anti-bullying action plan and new school procedures as being very positive with one stakeholder viewing the procedures as providing some measure of sustainability and providing a process which will change the culture in schools. The majority, however, were clear that fully mainstreaming LGBT issues will require an on-going effort by GLEN and others over the longer term. Asked about specific issues GLEN might focus on in the future, as regards the anti-bullying initiative, it was suggested that the working group tried to cover a lot of ground in a short period of time and that more thought and focus could usefully be given by GLEN to a range of issues. These include: teacher education; supporting school management boards; addressing stereotyping in school text books; and the linkages between schools and the youth sector. The need for the sector to be more inclusive of LGBT staff and to create a more positive environment was also mentioned as a possible area for GLEN to progress.

GLEN's specific contribution has been in:

- **Identifying workable solutions based on LGBT expertise and an in-depth understanding of the education sector and the levers for change** - GLEN is perceived as having a thorough understanding of the education sector including structures, the existing requirements that schools have to meet, as having developed positive relationships with the range of education bodies and having a good understanding of how schools actually work in practice. The fact that this area of work is lead by a former teaching professional has given GLEN's involvement additional credibility and impact. This together with its expertise on LGBT issues was reported as placing GLEN in a unique position of being able to identify what options are most likely to meet with success and where the sticking points might be.
- **Developing and maintaining strategic alliances with education bodies as a mechanism to create ownership of LGBT inclusion** - GLEN has skilfully leveraged the strategic alliances and relationships it has built with a range of education bodies over a long period of time to create ownership of LGBT inclusion. Over 2011 to 2013 it has worked in partnership with trade unions and professional bodies to produce four practical resources for teaching professionals. Importantly these have been jointly published by GLEN and the relevant professional bodies giving these greater weight and profile. GLEN's success in negotiating a funding package with DES to take forward three areas of the anti-bullying action plan and in particular the on-going support and capacity building it will provide to DES staff places it in a strong position to influence further progress.

3.4 Issues For Consideration

In its CTT programme GLEN set out a very challenging change programme for the education sector. The anti-bullying action plan and new procedures for schools

provides represents a major milestone. In some other areas less progress has been made. In particular, GLEN has simply not had the capacity to give attention to encouraging the development of a teacher training strategy inclusive of LGBT issues. Progress has, however, been made in relation to professional development courses for teachers incorporating LGBT issues through the anti-bullying action plan. It has also struggled to gain endorsement of a draft strategy for trustee and school management boards on the inclusion of LGBT people in schools. The development of DES detailed procedures for addressing bullying in the school environment now places specific obligations on school boards of management. In this context GLEN is working with DES with a view to publishing joint GLEN/DES guidance for boards of management on how they should approach this issue. While GLEN will still seek to obtain the endorsement from the Trustee and Patron bodies, the latter may decide to produce their own guidance for boards of management. GLEN's view is that it is still important to produce the joint GLEN/DES guidance to ensure that schools do not take a 'tick box' or minimalist approach to the issue.

Based on this review a number of issues would merit consideration at this point:

- **Identifying where and how GLEN can have most impact** - GLEN's current aspirations for change in the education sector are ambitious and wide ranging particularly in view of the conservative environment it is operating in. In this context, there may be merit in reviewing current priorities and focussing GLEN's limited resources on those areas which offer the best prospects for success. The agenda set by the anti-bullying action plan would be a useful starting point
- **Building an inclusive environment for professionals in schools** - GLEN has been clear that the focus of its work should be on young people in schools though it recognises that the fear of discrimination as a result of the lack of clarity around section 37 of the Employment Equality Act creates a negative climate for both LGBT teachers and students. At the same time, GLEN has begun to implement a Diversity Champions programme its workplace programme focussed on the inclusion of LGBT employees. The

recruitment of at least one of the education partners to the Diversity Champions programme could send out a strong message to the sector particularly if DES were secured.

3.5 Overview of Main Findings

The pace of progress within education may at times have felt extremely slow for GLEN. Much time was spent under its previous BSC programme to develop relationships and networks with all the education partners as a foundation for creating the conditions for change within the sector culminating in the guidance for principals and school leaders published jointly by GLEN and DES. Over 2011 to 2013 GLEN has skilfully leveraged these relationships to begin to build ownership of LGBT issues and of the need for a more inclusive school environment. The anti-bullying action plan and new procedures for schools represents a major step forward as these provide a mechanism to change the culture in schools and the lived experience of all young people and of LGBT young people in particular.

The action plan and new procedures represent the beginning of a journey albeit one with enormous potential to create real change on the ground. The scale of the challenge should not, however, be under-estimated with over 3,000 schools affected which will have very different levels of awareness and capacity to progress this issue. Against this, GLEN has made a strong contribution to building ownership of the need for more inclusive schools across the sector and its ongoing role with the DES offers the potential for further influence.

4. Health, Safety and Wellbeing

4.1 What GLEN Wanted to Achieve

The primary aim of GLEN's planned programme in the area of health, safety and wellbeing was to seek to mainstream LGBT issues across the Health Service Executive (HSE), professional bodies and other organisations addressing health and well-being. GLEN's approach has been underpinned by the concept of minority stress and how this can have negative mental health consequences for members of minority groups including LGBT people and of the need for services to recognise the specific needs of

LGBT people and to change practice to meet these more fully. Minority stress refers to how the experiences of stigmatisation, discrimination, social exclusion and harassment can have negative health consequences which place minority groups at higher risk of developing mental health problems.

The main thrust of GLEN's work in this area has been to build on the outcomes of a major piece of research *Supporting LGBT Lives* commissioned by GLEN and BeLonGTo and funded by NOSP.¹⁴ This highlighted the potential impact of minority stress and set out a range of recommendations designed to provide a comprehensive approach to LGBT mental health promotion and suicide prevention. Drawing on this research, GLEN's focus has been on changing policies and practices that impact negatively on the mental health and well being of LGBT people. In addition, GLEN has sought to tackle the social barriers that exist which impede the full participation of LGBT people and which also have potential to impact on their mental health and well being.

A significant element of GLEN's work in this area has been supported by funding from the National Office of Suicide Prevention (NOSP) and the HSE Health Promotion Unit which covers the majority of the costs of a Director of Mental Health Policy role which leads in this area. Under the terms of the funding, GLEN acts as a resource for NOSP and HSE on LGBT issues which includes developing resources and guidance materials for professional staff, providing training on LGBT issues and supporting NOSP to implement its Reach Out Strategy, the national strategy for action on suicide prevention.

In addition, GLEN's programme gave an increased focus to its on-going work with the Garda Síochána intended to improve the personal safety of LGBT people. A summary of what GLEN wanted to achieve is outlined in Table 6.

Table 6 Overview of planned outcomes

Objectives

Change Area	Short term outcomes	Long term outcomes
Rules	HSE develops a comprehensive LGBT strategy across life cycle	Health and social care in Ireland will be fully inclusive of LGBT people
	LGBT inclusive practice in all health and social care professional bodies	LGBT people will experience health services as accessible and appropriate to their needs
	Adequate legal protections from hate crimes for LGBT people	All suicide prevention and mental health promotion agencies comprehensively and proactively address the needs of LGBT people and have adopted work in Ireland will be fully

Culture		practice model	and LGBT inclusive	inclusive of LGBT people by naming them as a target group and implementing targeted LGBT programmes
	Comprehensive implementation of HSE strategy across whole HSE	LGBT and mental health issues fully integrated in professional bodies	health	Professional and regulatory bodies will be champions of LGBT - inclusive practice in health and social services in Ireland will safeguard the highest standards of healthcare for LGBT people
	Suicide prevention and mental health promotion agencies fully inclusive	Improved health service used by lesbian women at risk of poor mental health	mental	
	Establish inter-professional forum to mainstream LGBT health			Specifically funded role within DoHC or HSE on LGBT health or ongoing funded strategic role for GLEN
	Garda	fully integrate	Targeted	LGBT mental health

	protection of LGBT people in all areas	programmes will have contributed to better LGBT health outcomes
Lived experience	Implement strategies to promote LGBT people's use of Health Services	

The main thrust of GLEN’s planned work set out in its strategy is in the areas of health and wellbeing reflecting its previous involvement in the area and relationships developed. In terms of changing the rules GLEN’s stated focus was on the development of an HSE comprehensive LGBT strategy across the life cycle and the integration of inclusive practice across all health care bodies which would impact both on the culture of service delivery and the lived experience of LGBT people accessing services. In practice, much of GLEN’s work has been on responding to the recommendations contained in the Supporting LGBT Lives report which in effect superseded the CTT aims.

GLEN’s ambition for its work around safety focussed on changing the culture within the Garda Síochána to ensure the protection of LGBT people is integrated into all areas of its work. GLEN planned to seek to improve legal protections in relation to hate crime, improve data collection and monitoring of homophobic crimes and build confidence in the LGBT community to report homophobic crimes.

4.2What Has Been Achieved to Date

Table 7 Milestones for Health, Safety and Well-being

2011	2012	2013

GLEN/College

of
Psychiatry Guidance for
mental health staff

GLEN/IASW

Guide to
good practice for social
workers launched at
IASW

Visible

Lives
research report on
experience of older
LGBT people

launched by
Minister Lynch

Second

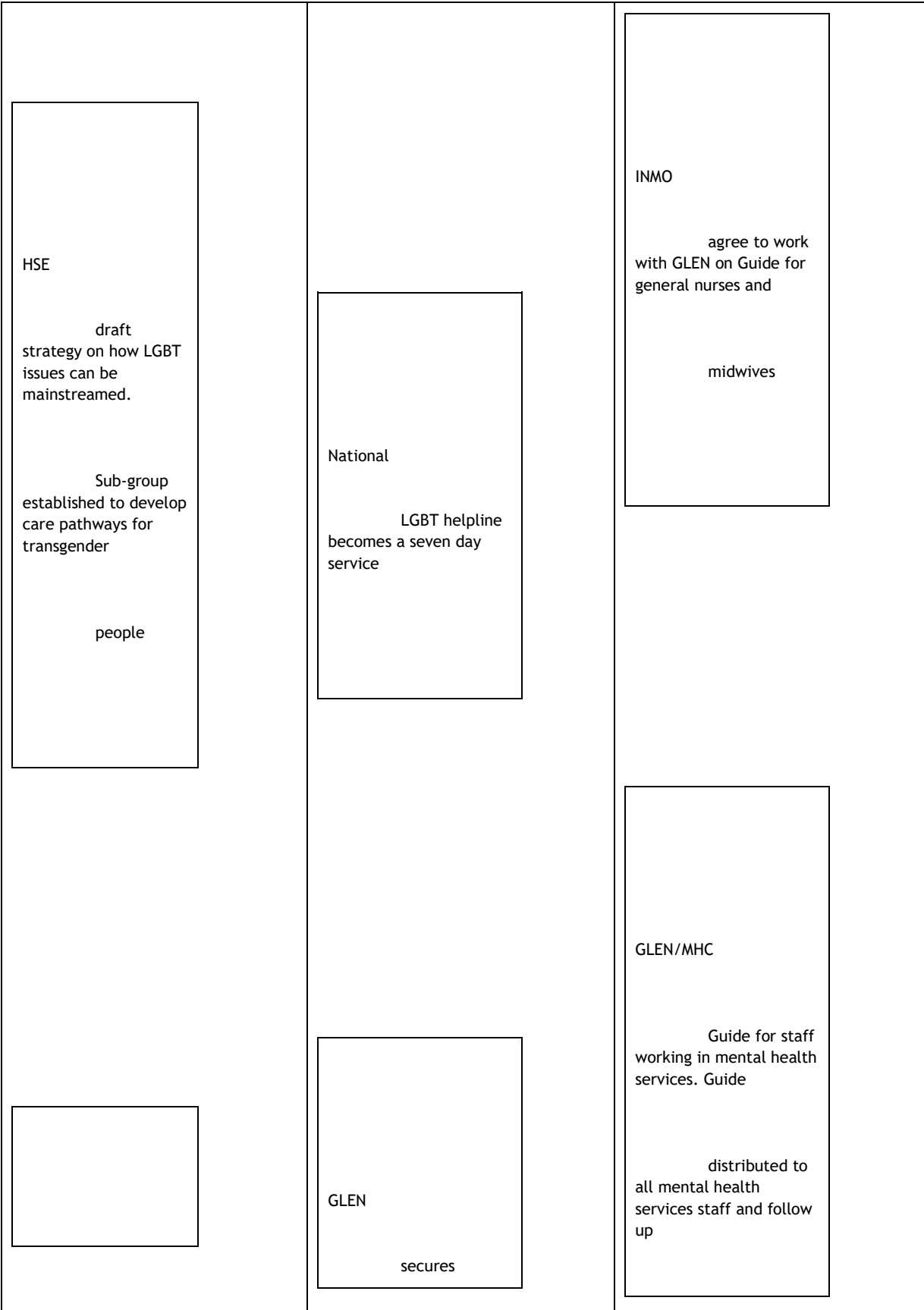
Second

edition of
GLEN/ICGP Guide for
general practitioners

GLEN/MACRA

mental health
guide for people in
rural areas launched by

<div>annual conference</div>	<div>edition of GLEN/Irish Hospice Foundation Coping with the death</div> <div>of your same sex partner</div>	<div>Minister for Agriculture</div>
<div>GLEN/Irish Hospice Foundation/ Irish Cancer Society Guide for oncology</div> <div>and palliative care services</div>	<div>GLEN</div> <div>joins NOSP National Implementation Group to evaluate national</div> <div>suicide prevention strategy and plan for new strategy</div>	<div>Funding</div> <div>from NOSP confirmed for research on LGBT mental health and on</div> <div>factors underlying anti LGBT bias</div>



<p>National</p> <p>LGBT helpline launched</p>	<p>funding from NOSP for Helpline Coordinator</p>	<p>training offered</p>
<p>Garda</p> <p>Diversity Strategy increases liaison to LGBT community through</p> <p>creation of new roles of Ethnic Liaison/LGBT Liaison Officers</p>		<p>GLEN/BeLonGTo</p> <p>Youth Service LGBT mental health website launched</p>

Agreed

GLEN
programme of work
with Garda
including training
for

Diversity
Officers

GLEN

presents
at College of
Psychiatrists of
Ireland Annual

Conferenc
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In the area of health and well-being, GLEN has sought to implement a strategy focussed primarily on two strands: building understanding of the concept of minority stress within the health professions and increasing understanding and awareness of the need to ensure that general and mental health service delivery is inclusive and supportive of the needs of LGBT people; and working towards the development and implementation of an HSE comprehensive LGBT strategy across the life cycle. GLEN made a strategic decision to prioritise its work with health professionals to create the context and support for change at a policy level. Over 2011 to 2013, GLEN worked in partnership with a wide range of professional bodies to develop good practice guides to raise awareness of LGBT issues among health professionals and to ensure that general and mental health service delivery is inclusive and supportive of the needs of LGBT people. A significant development was the guidance produced jointly by GLEN and the Mental Health Commission (MHC) for staff working in mental health services which was circulated to all registered mental health units across Ireland. This is potentially very significant given the MHC's remit for the regulation of the mental health sector and its role in the inspection of mental health services. The report was accompanied by a covering letter offering support from GLEN. This generated interest from a number of service providers and follow up training has been organised for 2014. GLEN is also planning a 'training for trainers' event for LGBT groups in 2014 to extend the regional reach of training on LGBT issues in the mental health sector. GLEN has worked with a range of national NGO mental health providers to develop LGBT inclusive policies and good practice guides for staff and volunteers. GLEN has also provided regular LGBT mental health training programmes to a range of HSE health and social service staff and other support agencies.

An important objective for GLEN was the development of an HSE comprehensive LGBT strategy across the life cycle. Over 2011 GLEN participated as a member of an HSE working group to develop a draft strategy on LGBT health issues which aimed to impact on practice and services across the HSE. As part of this a sub-group was established to develop care pathways for transgender people within the HSE in view of the particular issues experienced by transgender people. GLEN is a member of this sub-group. In the event, it became clear that the resources would simply not be available within the HSE to implement the draft strategy on LGBT health issues. In this context a decision was made to continue work on transgender issues and this is still on-going.

More generally, a hugely successful initiative was the development of a booklet designed to promote positive mental health for LGBT people in rural areas published jointly by GLEN and Macra na Feirme, an organisation for young people under 35 in rural areas. The booklet was launched at the National Ploughing Championships in 2013 one of the biggest outside events in Ireland which attracts 200,000 visitors annually. The booklet was launched by the Minister for Agriculture and President of Macra Na Feirme. The event generated significant media coverage and a very positive response from visitors attending the Championships.

Building on the success of previous research, GLEN has also sought to develop an evidence base on the social barriers which impact on the full participation of LGBT people. With funding support from Age and Opportunity and the HSE it commissioned the first study of older LGBT people in Ireland. The report was launched by the Secretary General of the Department of Justice and Equality.¹⁵ This included a range of recommendations and priority actions. It had been hoped that as a result of the research funding would be secured to enable GLEN to recruit a staff member to support the implementation of the recommendations. In the event this was not forthcoming from the HSE and the age sector did not have sufficient resources to support this. In the absence of funding to implement a programme of work in this area there has been no real progress on addressing the issues raised in the report. However, more recently GLEN has secured funding from the Community Foundation for Ireland which GLEN hopes to use to leverage match funding to support a post within GLEN to take this forward.

In 2013, GLEN and BelongTo commissioned a follow up study to the *Supporting LGBT Lives* research to chart change in the intervening period in terms of the mental health of LGBT people and to explore the extent of homophobic and transphobic attitudes and behaviours among the Irish population. The research will inform the development of recommendations for suicide prevention and health promotion of LGBT people.

GLEN's engagement in the area of safety has been more limited over 2011 - 2013 and has focussed largely on training for Diversity Liaison Officers who are the main link to LGBT people and communities across Ireland. In addition work has been undertaken to develop a good practice guide for Diversity Liaison Officers which GLEN hopes will be endorsed by the Garda Síochána and jointly published. Work has also been undertaken in relation to developing an on-line third party reporting system to record incidents of

homophobic crime and to produce a publication on available evidence on the incidence of homophobic crime.

4.3 GLEN's Contribution and Impact

Stakeholders familiar with GLEN's work in the area of mental health were very positive about its contribution while being clear about the scale of the challenge within mental health and the health sector generally. These include: the complexity of the health system; what were reported by some stakeholders as the core problems within the mental health sector that lead to less than optimal outcomes for service users overall; and funding constraints which are impacting on the sector's ability to implement change. Some evidence of change was reported. For example one stakeholder reported that media coverage around civil partnerships and other issues has led to LGBT issues being perceived as no longer '*so taboo*' and that there is increased awareness among some people within the sector. There was also, however, a clear acknowledgement that creating real change in the system will require on-going, long term work to change attitudes and behaviour and to mainstream the needs of LGBT people into service delivery and professional practice.

In this context, the task for GLEN was seen as continuing its focus on mental health though perhaps developing and implementing more creative approaches to engaging with health sector staff and professional bodies that are more attuned to the constraints of the current funding environment. For example, in the current environment it was reported that employees are finding it more difficult to be released for training because of staffing shortages and a lack of resources for training. In this context it was suggested that GLEN might consider developing on-line e-learning tools or advocating for the inclusion of LGBT awareness elements into required training such as employee induction. A further suggestion was that GLEN might consider carrying out an assessment of the support needs of all of the professional bodies and developing a training or engagement plan around this. For one stakeholder, the very challenging funding position in health was mentioned as having possible implications for GLEN's future funding from the sector with an even tighter environment seen as inevitable.

GLEN's specific contribution in the area of health and well-being has been in:

- Raising awareness of how to meet the needs of LGBT people in professional practice** - GLEN has used a range of mechanisms to raise awareness of how practice and service delivery needs to change to ensure this meets the needs of LGBT people. These have included a range of guidance materials for professional bodies and staff working in the health sector, on-going training of health sector and NGO staff and research to identify need and how this should be addressed by service providers. More generally, the work carried out around the launch of the booklet on positive mental health for LGBT people in rural areas, was significant in raising wider public awareness of LGBT mental health and providing greater visibility to the needs of LGBT people in rural areas.
- Developing and maintaining strategic alliances with health partners as a mechanism to create ownership of LGBT inclusion** - As in the education area, GLEN has leveraged the alliances and relationships built over a long period of time to create ownership around the need for policy and practice change. GLEN has employed a similar strategy of working in partnership with professional bodies and publishing guidance materials jointly giving these greater weight and visibility. A particular achievement was the publication of joint GLEN/MHC guidance for staff working in mental health services which was circulated widely within the sector. As in the area of education, this area of GLEN's work is lead by a former professional from the health sector. This has enabled GLEN to bring an in-depth understanding of the mental health landscape and contacts across the sector which has enabled GLEN to understand how to position issues in a way that increases the likelihood of positive engagement by stakeholders.

GLEN's ambitions for a programme of work around safety have been hampered by a range of factors. These include: a lack of internal capacity within GLEN to progress work in this area; difficulties experienced in finding an entry point to engage the Garda Síochána or a champion at senior level to support GLEN's priorities; and under-reporting of homophobic crime on the Garda Síochána's internal reporting system so that there is a lack of evidence to support the need for action. In summer 2013, GLEN

appointed a member of staff to lead work in this area and plans are in place to progress work over the next year. It is hoped to finalise the guidance materials for Diversity Liaison Officers and to gain endorsement of these. In addition, GLEN intends to publish at the same time material relating to the incidence of violence and harassment of LGBT people and their reporting of this in Ireland from a recent EU wide study of the experiences of LGBT people by the Fundamental Rights Agency.¹⁶ This shows high levels of harassment of and violence against LGBT people and low levels of reporting. Work is also progressing to develop an on-line third party reporting system to provide further evidence of the extent of homophobic crimes.

4.4 Issues for Consideration

The health sector is a complex system involving huge numbers of staff, services and professions. Like most public services, the sector is having to cope with managing a significant reduction in resources. There have been exceptions to this, however. For example, NOSP has recently seen a significant increase in its budget. None the less, this is a challenging context in which to be trying to bring about the policy and culture reform necessary to bring about changes in the lived experience of LGBT people. Much of GLEN's work in the area has been concerned with working directly with professional bodies to produce guidance materials and through training mental health staff. It is difficult to assess the impact of these activities on practice in the sector though the forthcoming NOSP funded follow up research on *Supporting LGBT Lives* may provide some pointers. What is not yet in place is a comprehensive framework for mainstreaming LGBT issues across services within the HSE.

This suggests a number of issues for consideration:

- GLEN has worked effectively with a range of bodies and individuals in the health sector to raise awareness of LGBT issues and to create a range of well placed 'champions' across the sector committed to mainstreaming the needs of LGBT people into service delivery and professional practice. In addition, a working group has been established within the HSE on developing care pathways for transgender people. It remains the case, however, that there is currently no comprehensive framework for mainstreaming LGBT issues across the HSE. In the absence of such a framework within the HSE setting out a commitment to inclusive policies

and practices and to achieving specified targets, there is a danger that systemic change will not be achieved. A draft strategy has been prepared by the HSE established for that purpose which has been shelved for the moment due to lack of resources. In this context, the merits of GLEN advocating for a revisiting of the strategy with a view to identifying elements which might provide some level of momentum or which could lead to progress in one or two areas which might provide a model of good practice across the HSE may merit consideration as a way forward.

- The guidance document prepared in partnership with the MHC is significant in view of the MHC's inspection remit and visibility within the mental health sector. It was developed with a view to assisting the MHC promote and encourage good practices in the delivery of mental health services to LGBT people. Currently, however, the extent to which services are provided in an inclusive way to LGBT service users as well as their partners and families does not feature as one of the indicators used in inspections. There may be merit in exploring the scope for including the extent to which services are LGBT inclusive as an indicator in MHC inspections.
- In the context of on-going cost pressures within the health system which are impacting on the ability of staff to attend training courses, there may be merit in exploring the feasibility of developing e-learning tools to support LGBT inclusion in service delivery. These would also potentially provide GLEN with broader reach across the health and mental health sector particularly if these are administered centrally, through for example the HSE learning and development section. It might also be useful to explore the scope for integrating aspects of GLEN's training into core training requirements for professionals in the health field.

GLEN's work in the area of safety is relatively under-developed though it now has resources in place to focus on this at least until mid 2014. Despite its best efforts, to date GLEN has found it difficult to build ownership for change within the Garda Síochána at a senior level and there would appear little prospect of an appetite for institutional commitment to address LGBT issues over the short term. In this context there would be merit in GLEN reflecting on the following at this point:

- GLEN's overall approach to influencing change in the education and health sectors has been built on developing respectful relationships with and securing the support of key leaders and champions for or endorsers of policy or practice change. Currently there would appear to be little scope for the successful implementation of this approach within the Garda Síochána over the short term. Given the current position, there would be merit in GLEN re-considering this approach particularly if it wants to make progress in this area by the end of the funding support from Atlantic Philanthropies in 2015. For example, another option might be to build relationships at a local level and leverage these to support change on the ground.

4.5 Overview of Main Findings

GLEN is a respected contributor in the health field and has made good progress in building strategic alliances among professional bodies in the sector which has delivered a range of endorsed guidance materials for professionals to promote more inclusive practices and services. It has with key partners also played a valuable role in building an evidence base on the social barriers which impact on the full participation of older LGBT people and what practical steps are required to address these. There are, however, real challenges for GLEN in identifying how it, as a small NGO, can maximise its impact in this critical sector.

Work in the area of safety is relatively under-developed though there are plans in place to make progress across a range of areas by mid 2014. There would, however, appear to be real challenges in GLEN's approach delivering progress over the short term and there would be merit in giving consideration to developing other approaches

to make progress in this area particularly if this is sought in the short to medium term.

5. Employment, Career and Participation in Economic Life

5.1 What GLEN Wanted to Achieve

The need to address the position of LGBT people in the workplace emerged during GLEN’s previous BSC programme and its thinking on how it might engage on this issue was further developed in its current strategy. Following on from this, a decision was taken to include a focus on transgender issues through working in close collaboration with TENI. GLEN’s work has been informed by its overall vision for full, equal and open participation of LGBT people in employment, training and education so that sexual orientation or gender identity is not a barrier to entry or advancement in any area of employment.

The majority of its planned activities in this area were focussed on changing organisational cultures and hence the lived experience of LGBT employees. GLEN also hoped to make progress on minimising the impact of section 37 of the Employment Equality Act. (The scope of its ambitions and contribution to this latter area has been reported in section 3 of this report since this area is also included in the Inclusive, Safe and Supportive Education section of GLEN’s current strategic plan).

Table 8 Overview of planned outcomes

Area	Objectives	Short outcomes	term	Long	term outcomes
	Change				

Rules	<p>Minimise impact of section 37 of EEA</p>	<p>Clarity for teachers and other workers affected on limitations of S 37 and mitigating legislation</p>	<p>Repeal of S 37</p>
Culture	<p>Implement Diversity Champions Programme</p> <p>Use workplace implementation of Civil Partnership to promote</p>	<p>Diversity Champions Programme becomes self sustaining and contributes to overall GLEN income</p> <p>Employers move beyond compliance with equality legislation to being proactive in LGBT inclusion</p>	<p>Teachers and other workers affected by S 37 feel fully protected by equality legislation in the workplace</p> <p>Openly LGBT people visible at all levels of employment across all sectors</p>

	<p>profile of LGBT people</p> <p>Workplaces across all sectors inclusive of LGBT people</p> <p>Significantly increased status of LGBT people in the workplace as a result of the implementation of the civil partnership act</p>
<p>Lived experience</p>	<p>Promote the development of employee and professional networks</p> <p>Support in place for workers across workplace, professions and occupations</p> <p>networks</p>

The main focus of GLEN’s work in this area has been the development and implementation of a Diversity Champions programme modelled on successful workplace programmes with employers developed by Stonewall the main LGBT group in the United Kingdom, Pride at Work in Canada and Pride in Diversity in Australia. These programmes seek to establish and drive a strong business case for LGBT equality, diversity and inclusion.

The Diversity Champions programme was a significant departure for GLEN as it required it take on a service delivery role to fee paying companies. It was envisaged that corporate members would be provided with support, information on good practice and networking opportunities.

The Stonewall programme benefited from the public sector equality duty which came into force in April 2011. This places a requirement on public bodies to consider all individuals when carrying out their day to day work in relation to shaping policy, in delivering services and in relation to their own employees. It requires all public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and to foster good relations between different people when carrying out their activities.

While there was no such positive duty for public sector employers to develop proactive policies in the Irish context, it was GLEN's view that there was potential for a programme particularly given the impact of civil partnership reform on the profile of LGBT people in employment and the demand by employers for information on their legal obligations under the legislation. Subsequently the Irish government has set out proposals for the remit of a new Irish Human Rights and Equality Commission which will place a duty on public bodies to have due regard to human rights and equality.¹⁷ While this falls short of the requirements on public sector employers in a British and Northern Ireland context, the formal obligation on all public sector bodies to consider human rights and equality issues relevant to their work and to report on these in their Annual Reports may provide real opportunities for the Diversity Champions programme.

GLEN also sought to promote the profile of LGBT people in the workplace and promote the development of employee and professional networks though in practice much of this has been delivered under the umbrella of the Diversity Champions programme.

5.2 What Has Been Achieved to Date

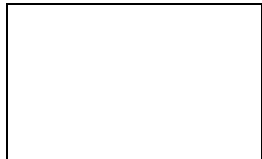
Important outputs in 2011 were two initiatives designed to develop and promote the economic case for workplace diversity and inclusion in the Irish context. The first was a seminar in partnership with Dublin City Council on *Globalisation, Diversity and*

Economic Renewal following on from a GLEN report on the economic case for diversity.¹⁸ In partnership with the Irish Congress of Trade Unions, GLEN also produced a guide for LGBT people at work launched by the Minister for Disability, Equality, Mental Health and Older People.¹⁹

Table 9 Milestones for Employment, Career and Participation

Publication of
report on links
between Equality,
Diversity and Economic
Competitiveness

GLEN's Excellence in
Diversity on-line toolkit
launched by Ernst and
Young and
Lord Mayor of Dublin



Publication of
Graduate Careers
Directory profiling
Diversity Champions

GCN publishes
first 'Out at Work'
edition

<div>Publication of ICTU/GLEN guide for LGBT people at work</div>	<div>Launch of GLEN/ICTU Guide for LGBT people and Trade Unions</div> <div>GLEN Diversity Champions Programme commenced</div>	<div></div> <div>First edition of the Diversity Champion electronic newsletter viewed by 1000+ recipients</div>
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	<div>5</div> <div>corporate members of Diversity Champions Programme including</div> <div>UCD, Accenture, IBM, Microsoft</div>	<div>Diversity Champions website launched</div> <div>Wide range of Diversity Champions programme events including executive leadership seminars and networking events</div>
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		<div>10</div> <div>corporate members of Diversity Champions programme</div>
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The commencement of the Diversity Champions programme and the recruitment of 10 corporate members in its first year of operation has been GLEN’s flag ship achievement in this area. Its current membership includes the local operations of high profile multi national companies, two universities and the Irish Prison Service.²⁰ As of November 2013 GLEN was in the final stages of negotiation with a further three

organisations. For a fixed annual membership fee of €2,500, members are provided with: a free training session per annum (with any additional training required delivered at a cost); regular support to identify appropriate action to ensure their organisations are inclusive; access to information and support on good practice including a regular newsletter; access to quarterly networking events and branding opportunities to be recognised as a Diversity Champion. As part of the work of the programme a graduate careers directory has been prepared which profiles programme members as a resource for LGBT graduates, students and job-seekers who want to choose an LGBT inclusive workplace. Over 2013, the Diversity Champions programme and its corporate members took part in the October Gradireland recruitment fair.

Over 2012, GLEN has also developed its Excellence in Diversity on-line tool kit supported by EU ESF funding, through the Equality Authority. The toolkit enables organisations to benchmark their effectiveness in supporting LGBT diversity in the workplace and to set targets based on this. The tool is promoted through a stand alone website and access to the toolkit is free. It is hoped that the tool will lead some users to further engagement with the Diversity Champions programme.

GLEN has also been active through the Diversity Champions programme in providing support to members in establishing and developing support networks for staff within its member organisations and providing opportunities for broader networking across its membership through quarterly networking evenings and in promoting LGBT diversity and inclusion in workplaces in the media. GLEN also engages with and provides support to LGBT networks in a range of organisations including the Garda Síochána Trade Unions and networks in political parties.

5.3 GLEN's Contribution and Impact

GLEN's key contribution to this priority area has been the establishment of its Diversity Champions programme which has been designed to promote more inclusive workplaces. Through a careful process of relationship building which requires a long lead in time, it has recruited 10 high profile organisations as diversity champions and has begun to leverage these relationships to promote LGBT inclusion in companies and of the programme. In addition to membership from the local operations of a range of high visibility multi-national companies, noteworthy members are the Irish Prison Service and CRH in the construction sector which sends a strong message that inclusion is a key issue for all employment sectors.

Those stakeholders familiar with GLEN's work in this area were extremely positive about and supportive of its workplace focus. While for some equality legislation was seen as having contributed to more inclusive workplaces, for others LGBT issues continue to be perceived as difficult for corporate culture to address particularly in some sectors. The very practical impact of the Diversity Champions programme and the way in which it has already made a contribution to the lives of LGBT employees in member organisations was highlighted by a number of stakeholders. For example, the programme is seen as providing a constructive and positive framework for addressing the concerns of LGBT employees which might otherwise not be raised or addressed. The change in attitudes of those who had participated on a Diversity Champions training programme was remarked upon by one stakeholder with another highlighting the contribution of the programme in giving LGBT employees confidence to 'come out'. The networking opportunities provided by the programme were also highlighted providing social benefits, particularly to LGBT people in organisations which have a low number of employees in their in-house LGBT networks, and the potential to explore business opportunities and issues.

A number of stakeholders made suggestions on how the programme might be developed further. At a very practical level, it was suggested that the programme might usefully provide members with a menu of possible training options to enable them to select training most appropriate to their needs. This was seen as particularly important for members who are starting from a low base and are uncertain what they need. (A number of training options are set out on the programme website. However, it may be that additional options are required and that hard copies of information on these need to be made available). At a more strategic level, it was suggested that the programme needs to make a stronger case for the business benefits of membership of the programme to grow a larger membership to create critical mass. For larger multi-national organisations this might include: detailing the specific business case for addressing LGBT issues in Ireland based on local contextual information using research and other statistical evidence; providing tailored solutions to organisations which link to the local context and set out local benefits; providing a service which meets member research needs on LGBT issues; and a high profile annual conference or lecture.

In addition, for one stakeholder there exists a lack of clarity from GLEN on how it wishes to position the programme. Specifically, whether the programme is primarily

focussed on providing one to one business support to create more inclusive workplaces (which it was reported it is addressing well) versus an approach which wants to achieve change on the ground and develop a business voice as a force for change on LGBT issues and inclusion more generally. In this context, what would be useful is a clear articulation of programme goals and benefits to business of becoming involved.

5.4 Issues for Consideration

Over 2012 and 2013, GLEN has demonstrated that there is demand among larger private sector and semi-state bodies at least for its Diversity Champions programme. The challenge is now building on success to date to grow the programme to the next level and build a critical mass of employers who are committed to addressing LGBT inclusion in the workplace. A critical issue going forward is growing the programme sufficiently to enable it to be at least self-sustaining and at best offering the potential for income generation to support the core functions of GLEN.

On the face of it the extent of the challenge is significant. Currently, the resource requirements of the programme are largely funded through the package provided by Atlantic Philanthropies. Based on its current resource model which is based on members paying a fixed fee of €2,500 per annum GLEN has set itself a challenging income target of €75,000 for 2014 (which would require the recruitment of an additional 20 employers) and €175,000 for 2015 (which would require a cumulative total of 60 additional employers)²¹. Experience to date indicates that significant time is required to recruit individual members. In this context these targets appear particularly ambitious.

Based on the evidence reviewed, it is suggested that there is a need for GLEN to give further consideration to how best it can grow the Diversity Champions programme and to identify and appraise the options for growth. In this regard, it is suggested the following would merit consideration:

- While GLEN has demonstrated demand for its current model, there are a range of possible options for supporting the growth of the programme. In addition to the current model which is based on income generation through a fixed fee membership system, other options identified by GLEN to date

include: developing a tiered membership system which incorporates a principal patron element with patrons providing additional financial and/or in kind support (this has been employed successfully by Pride and Diversity in Australia); and income generation through for example an annual awards system based on benchmarking through the Excellence in Diversity toolkit and sponsorship for publications and events. In addition, there would be merit at this stage in considering the potential of a strand of work supporting public sector employers in view of the forthcoming obligations on the public sector to have due regard to human rights and equality. Identifying the best growth options will require research on the market for the programme, the development of options for growth, a formal option appraisal of these and a formal business and marketing plan to implement growth including the development of an appropriate social enterprise structure to take this forward. At this stage, GLEN would benefit from business planning and marketing support to assist in the development of its Diversity Champions programme.

- Currently the programme has a small but high profile membership which GLEN will wish to retain over future years. In addition the programme has only been running for a short time. In the course of this evaluation a number of very interesting proposals emerged on how the programme might develop. In view of this, there would be merit in GLEN formally consulting with all of its members on the extent to which it is meeting their needs and what further support they would value. This could provide a useful context for the business planning process.
- Following on from the development of the business plan, it is suggested that consideration be given to a formal high profile launch of the Diversity Champions programme at which the clear vision for the programme could be articulated, the benefits for business could be reported by existing members and successes celebrated.

5.5 Overview of Main Findings

The Diversity Champions programme offers huge potential to impact on the lived experience of LGBT people at work. It also provides the potential for developing a strong business voice as a force for change on LGBT inclusion and equality. GLEN has demonstrated that there is employer demand for its Diversity Champions programme and has succeeded in recruiting a small number of high profile employers. The challenge is now to build on this success and for GLEN to take some strategic decisions about how to take the programme to the next level to enable the creation of a critical mass of employers who are committed to workplace inclusion.

6. Full Participation in Society

6.1 What GLEN Wanted to Achieve

GLEN’s overall ambition in this area was to support the participation of openly LGBT people in key political, social and cultural institutions across society. It is the case that all of GLEN’s work makes a strong contribution to the achievement of full participation. However, in its CTT programme, GLEN set additional specific objectives and associated outcomes covering a wide range of areas focussed on the mainstreaming of LGBT issues across all areas of Irish life. As part of this GLEN also sought to engage with government both on the full participation of LGBT people in Ireland but also internationally. The latter was informed, at least in part, by the findings of the evaluation report of GLEN’s previous BSC programme which highlighted the potential for GLEN to engage more proactively in an international context to both learn from and contribute to international experience on LGBT issues.

Table 10 Overview of planned outcomes

Objectives	Short outcomes	term	Long term outcomes
Change			

Area			
Rules	Government wide strategy on full participation of LGBT people	Cross-departmental strategy for LGBT inclusion established and overseen by new Minister for Equality	LGBT issues are mainstreamed across all Government departments
	Mainstream LGBT participation at every level of political system	All Government departments represented in National Strategy and active implementation in its	Openly LGBT people participating at all levels of the political system including within political parties
	Mainstream inclusion of LGBT people in key civic and cultural institutions	All political parties have developed strategies for making their party open to LGBT people and supporting their equal participation in	Openly LGBT people participating at all levels of Irish society and

Culture	life	political	included in key civic and cultural institutions
Lived experience	<p>Maximise the opportunities to deliver national gains at local and national level through supporting LGBT Diversity Programme</p>	<p>Key civil and cultural institutions (including GAA, IRFU, IFA, ICA, Irish Library Services) have developed strategies for implementation of LGBT inclusive policies</p> <p>LGBT Diversity Programme implemented fully and effectively and sustained in the future</p>	<p>LGBT community organisations are adequately resourced and fully connected to local and regional community and political structures</p>

In terms of changing the rules GLEN planned to advance the development of a national LGBT strategy through engagement with the Department of Justice and Equality. In terms of overall culture it was envisaged that GLEN would work to ensure the mainstreaming of LGBT people in political parties and engage with major social and cultural organisations to encourage these to develop LGBT inclusive policies. GLEN also envisaged the Atlantic funded LGBT Diversity Programme would provide the opportunity for LGBT groups to make links with institutions at local, regional and

national levels and advance the participation of LGBT people. The LGBT Diversity programme was a three year initiative established in 2009 to support the development of LGBT organisational capacity on a regional and national basis. The programme which ran until December 2012 was a co-ordinated national response by twelve LGBT organisations to facilitate the development of LGBT organisations to advocate on sexual orientation and gender identify issues.

6.2 What Has Been Achieved to Date

A significant element of GLEN's work over 2011 and 2012 in this area was through its engagement in the LGBT Diversity programme. GLEN played an active role in this initiative through its participation on the programme steering committee and sub-groups of this. An independent evaluation of the initiative found that the programme met its objectives of: building capacity of existing LGBT groups and organisations at a regional level; supporting the development of LGBT groups in parts of the country that were significantly underserved; and strengthening the LGBT sector nationally. From GLEN's perspective, however, the outputs and outcomes from the programme were viewed as at best mixed. Some positive outcomes were delivered including the first research study of LGBT parenting; an effective programme focused on building leadership capacity in the sector and a small grant funding strand which was successful in increasing the number of LGBT groups accessing funding. While there were more active LGBT groups at the end of the programme than at the outset, ultimately this could not be sustained when the programme came to an end. It was reported that the sustainability of developments and groups suffered as a result of changes in the general environment and in particular a diminution of political investment in community development and a reduction of state funding. In retrospect, it was reported that focussing the programme on 'brown field sites' (those in which there was existing infrastructure and the approach favoured by GLEN) might have been a more sustainable option than the approach which was subsequently adopted, a focus on 'green field sites' with low or no real infrastructure. Some of these comments were echoed by external stakeholders (see section 6.3 below).

Building on its successful engagement with Macra Na Feirme (see section 4.2 above) planning was also undertaken to begin to implement a programme of work designed to engage key civil and cultural institutions on the need to implement LGBT inclusive policies. A one day conference on LGBT issues in sport is planned for 2014.

A further key area for GLEN has been in the political arena supporting the development of LGBT groups in the political parties as a mechanism to promote the full participation of LGBT people and to mainstream LGBT issues. For example, GLEN provided on-going assistance to support the development of a Fine Gael LGBT group.

Over 2011 to 2013 GLEN has made significant progress in positioning its work in an international context to support further progress in Ireland on LGBT issues and leveraging GLEN's experience to advocate for change and to support advocates on LGBT issues in other jurisdictions.

GLEN has sought to influence the scope of protections provided within international human rights and equality law to support the full participation of LGBT people in Ireland. In addition to making a submission on Ireland's performance under the UN Universal Periodic Review process GLEN has sought to engage directly with government to secure its support in championing the need for further protections for LGBT people at EU level. For example, GLEN has engaged with MEPs to build support for the 'horizontal directive' intended to extend protection from discrimination in the areas of social protection, social advantages and access to goods and services.

Over 2012 and 2013 GLEN has engaged in advocacy with the Department of Justice and Equality around gaining support for proposals for the development of an EU 'roadmap' for equality on the basis of sexual orientation and gender identity initiated by MEPs and a coalition of national governments. Following the commitment of the Irish government to the 'road map' GLEN has met with officials in the Department of Justice and Equality to discuss what this would look like in an Irish context. While this work is at an early stage it does offer a potential vehicle to mainstream LGBT equality across government.

Much of GLEN's work has, however, focussed on working in partnership with other LGBT bodies seeking to advocate for change and to support advocates in other jurisdictions. It has developed its relationship with the International Lesbian and Gay Association Europe (ILGA-Europe) and in 2012 together with other Irish LGBT organisations hosted ILGA-Europe's annual conference in Dublin. It also works in partnership with the Amsterdam Group a coalition of national LGBT organisations

from Europe and the United States which work to ensure LGBT issues are included in the foreign policy of their respective governments.

GLEN works with Front Line Defenders a Dublin based NGO which aims to protect human rights defenders at risk. Over the course of 2013 GLEN also engaged directly with the Department of Foreign Affairs on the deteriorating situation of LGBT people in Russia. In recognition of its internationally focussed work, in 2012 GLEN was appointed to the NGO Committee of the Department of Foreign Affairs which provides an opportunity to support Ireland's work on LGBT rights internationally.

6.3 GLEN's Contribution and Impact

The majority of stakeholders were less familiar with GLEN's work in this area with few comments on its internationally focussed work in particular.

A small number of stakeholders commented on the impact of the LGBT Diversity programme which was seen as having brought much needed support to building infrastructure within the LGBT sector but as having been impacted negatively by a deteriorating environment in terms of funding support for the voluntary and community sector. Specifically, capacity within the sector was being developed at a time when state funding for community development and other issues was dwindling. While some positive outcomes were mentioned including the development of leadership capacity and improved relationships and collaboration within the sector, a number of participants expressed disappointment that it had not been possible to sustain this initiative over a longer period.

As regards GLEN's developing international focus, one stakeholder did caution that impact on LGBT issues at this level is challenging particularly dealing with very different political contexts than that which currently pertains in Ireland. It was suggested that GLEN needs to give serious consideration to its future engagement in this area which will require a commitment of appropriate resources to offer the prospect of any impact. It was also suggested that consideration be given to where GLEN wishes to position itself in this field in view of the range of entry points into work on LGBT issues at an international level. It was suggested, however, that '*GLEN has a better story to tell than most*' and that there would be great interest from LGBT groups in learning about how Ireland has made such significant progress in LGBT

equality, the role the NGO sector has played and successful strategies employed which may have relevance in other contexts. It was suggested that there would be merit in placing its work within a broader human rights framework and that there may be potential for delivering training across the island.

Overall, over 2011 to 2013 GLEN's contribution has been to establish a role in the international arena to both raise issues relevant to the full participation of LGBT people in Ireland and in supporting the work of other LGBT organisations operating in more challenging environments. This has reaped benefits for GLEN boosting its visibility and relationships in the Department of the Taoiseach and the Department of Foreign Affairs.

6.4 Issues for Consideration

GLEN has begun to carve out a role for itself working at an international level. It has developed a strong network of contacts among LGBT organisations working in an international context and relationships with government departments and officials concerned with Ireland's international role on equality issues including LGBT equality. This presents opportunities and challenges for GLEN.

In terms of opportunities there would appear to be real opportunities and potential demand for knowledge transfer from the Irish context to other contexts internationally. In particular, the Irish experience may offer pointers for LGBT organisations internationally on building momentum for LGBT equality, the role of the NGO sector and what has been learned about effective approaches and models of engagement. More generally, there is clear potential to transfer and apply what has been learnt from GLEN's work in the LGBT sector to other areas. In particular, GLEN's approach to securing majority support for change impacting on a minority group. It was also suggested that there are opportunities for GLEN to place its work in a broader human rights context and the possibility of delivering training across the island of Ireland.

There are, however, real challenges in relation to how GLEN can resource this international work particularly when funding support from Atlantic Philanthropies comes to an end.

In this context, as part of GLEN's consideration of its future post Atlantic funding support in 2015 there would be merit in exploring the potential for GLEN developing a training and consultancy role and associated income generation around effective approaches to social change. This might include, but not be limited to, LGBT equality.

6.5 Overview of Main Findings

An important element of GLEN's CTT programme has been to support the inclusion of LGBT people across all areas of Irish life. Its work in the education, health and employment spheres have contributed strongly to moving towards the achievement of this ambition. At this mid-term point, GLEN is in the process of developing a programme of work which will be delivered over 2014 to 2015 focussed on engaging a range of prominent institutions around the development and implementation of LGBT inclusive policies.

GLEN has begun to develop its profile and reputation within the international arena. There would appear to be some potential for GLEN to leverage international interest in progress on LGBT issues in Ireland to develop an income stream through training and consultancy around effective approaches to social change.

7. GLEN's Approach

This section of the report provides an assessment of the effectiveness of GLEN's approach to achieving the CTT programme. This is informed by feedback obtained from stakeholders and the internal consultation carried out with GLEN staff and Board members. Reported strengths of GLEN's approach are outlined together with a number of challenges.

An assessment of GLEN's general approach was outlined in the independent evaluation of GLEN's BSC programme. In addition, two independent in-depth case studies of its approach and of its contribution to progress in the area of civil partnerships and civil marriage have also been produced.²² Many of the themes reported in these reports also emerged strongly in this evaluation process.

7.1 Strengths

Overall, all external stakeholders acknowledged the contribution of GLEN's distinct approach and advocacy skills and how these had been used to great effect to engage the political and policy establishment to build momentum for change. Based on the feedback received, four core elements of its working model have been identified.

7.1.1 Clearly articulated core advocacy strategy and theory of change

In the course of developing its current strategy, GLEN engaged in a period of careful reflection on its progress to date and established key outcomes it wished to achieve underpinned by a thoughtful and clearly articulated theory of change. This was based on an assessment that advancing LGBT equality would require a three pronged approach focussed on: changing legislation and policy; changing culture and changing the lived experience of LGBT people. Within this overall change model, GLEN articulated a clear strategic approach intended to construct majorities for progress both in society and among its political representatives through: consolidating existing support; winning over the doubtful or 'moveable middle'; and neutralising the opposition, those fundamentally opposed to progress so that they are not needlessly provoked into serious opposition. Core elements of this approach were also clearly articulated:

- not taking supporters for granted or assume that they will always be supportive and giving due credit for support that has been provided from all;
- taking time to develop an understanding of the nature of concerns or doubts expressed and seek to allay fear of change;
- engaging in calm dialogue and connecting LGBT issues to other political and/or policy priorities;
- recognising the constraints faced by individuals and institutions GLEN seeks to influence;
- linking messaging to audience values or traditions;

- refraining from dialogue or engagement that is likely to result in a zero sum game with winners and losers; and
- positive framing of progress as a victory for everyone.

This clarity of vision and approach was a clear strength and enabled GLEN to remain focussed on what was described by a number of stakeholders as ‘the big picture.’ It ensured that GLEN remained outcome focussed and was able to display resilience in the face of set backs or criticism. It also enabled GLEN to adapt its tactics to changing circumstances while at the same time remaining focussed on the delivery of its long term goals.

7.1.2 Pragmatic approach

Feedback from stakeholders indicates that this strong sense of strategic direction and a focus on constructing majorities for progress underpinned how GLEN has gone about its work. While the effectiveness of GLEN’s approach was most frequently mentioned in terms of its political engagement, there was strong evidence that GLEN has successfully applied its core principles in all of its priority areas and to very good effect. Frequently mentioned themes which emerged from the interviews on particularly successful elements of this approach include:

- **GLEN’s adeptness at reading the political and policy landscape and recognising ‘political realities’.** In particular GLEN was acknowledged as having a very good understanding of how the political sphere operates and in particular the political and other constraints under which politicians have to operate which has enabled the organisation to chart a way through these in its engagements. GLEN’s in-depth knowledge of the mental health and education sectors was also acknowledged as was its understanding of the factors likely to drive participation in its Diversity Champions programme.
- **Building positive and respectful relationships.** Through a careful and

diligent process, GLEN was recognised as having skilfully built strong relationships at all levels in its areas of interest. An important element in its success in this area has been in recognising that those GLEN wishes to influence may have differences in view and have real concerns and fears. GLEN's skill has been in engaging with people where they are in a very measured way, listening to and being seen to give careful consideration to alternative views rather than dismissing these and treating people with respect. This approach was perceived as being instrumental in helping GLEN to 'bring people with them' and in fostering trust with GLEN perceived as operating with integrity. GLEN's consensus building approach was mentioned in particular from those stakeholders from within the political and policy spheres as being valued and as having contributed to their willingness to engage or continue their engagement with the organisation. It is perhaps not surprising that officials and politicians find it easier or more productive to engage with organisations which adopt a quieter, behind the scenes advocacy approach than those which are oppositional and confrontational. It was suggested by one of these stakeholders that 'militancy' is not an effective tool to change policy as it alienates those campaigners are seeking to influence. Other stakeholders while valuing GLEN's contribution were of the view that there is room and a need for both consensus based approaches and more oppositional stances in any social change project with the latter seen as effective in particular contexts; for example to offset a particularly retrograde step by government. In this regard, a number of stakeholders recognised the specific but different contributions of GLEN and other LGBT activist groups in relation to progress towards civil marriage

7.1.3 Evidenced based professional approach

Evidence from the consultation indicates that GLEN is perceived to be a highly professional and credible organisation. It is perceived as a trusted voice in the political and policy spheres. Common themes which emerged in the consultation process include:

- **The expertise and personal credibility of staff.** The expertise that staff bring to GLEN was frequently mentioned both in terms of bringing an in-depth understanding of the sectors they are working in and in terms of what

was summed up by one stakeholder as *‘being at the top of the curve on the changing face of lobbying’*.

- **A solution focussed evidence-based approach.** Over 2011 to 2013 GLEN has continued to use commissioned research projects to establish the need for change and to effectively leverage the outputs of research to shape the agenda. More generally, GLEN’s focus on identifying need together with solutions was particularly valued by stakeholders in the political and policy spheres. Being able to deliver high quality responses to requests for information and support quickly and efficiently was also reported as being valued by stakeholders.
- **Supportive approach.** While GLEN’s supportive approach emerged as a theme in relation to its advocacy work, the informal support and advice which GLEN has provided to LGBT groups and advocates was also evident in responses as being highly valued. This included providing a listening ear to those experiencing difficulties, providing practical assistance on accessing funding or provision of training and mentoring support.
- **Strong communications outputs and media presence and profile.** GLEN’s strong media profile and communications output was reported by stakeholders as having made an important contribution to raising the visibility of LGBT issues generally and in particular as having made an important contribution to changing the discourse around LGBT people and issues. In this regard, GLEN’s media work around civil partnerships was mentioned as having made a real contribution to changing *‘hearts and minds’*. This was supported by a concerted effort to raise the profile of civil partnerships through press releases, appearances on local radio and opinion pieces including for the Irish Times celebrating civil partnerships as an important move towards equal

citizenship and emphasizing the positive response to civil partnerships in local communities across the country. Over the course of 2011 to 2013, GLEN has also used the media skilfully to promote the message that civil partnerships have been the major step forward. In this context law reform to recognise and support diverse families, including those headed by lesbian and gay couples and access to civil marriage is not a massive legislative leap. It is simply building on the more fundamental shift which took place with the enactment of civil partnership legislation which has broad support across society.

7.1.4 Creation of strategic alliances and effective partnership working

The way in which GLEN has skilfully built strategic alliances and strong personal relationships with key officials and politicians in its areas of interest was noted by a range of stakeholders. Its approach of working with professional bodies to produce or gain endorsement of GLEN guidance materials and research has increased the visibility and impact of these publications. There was evidence that GLEN's consensus building approach has helped to develop 'champions' within institutions and sectors across its areas of interest increasing the likelihood of the sustainability of existing gains and further progress. GLEN has also forged good and productive relationships and partnerships with a range of NGOs including BelonGTo, TENI, ICCL, Marriage Equality and the Children's Rights Alliance.

7.2 Challenges

As outlined in Section 2.4 above, GLEN's theory of change and resulting approach has not been universally welcomed by the LGBT activist sector and has contributed to GLEN being perceived as aloof and not representing the views of the sector. Evidence from the stakeholder consultation suggests that there is a desire within the LGBT activist sector to see GLEN change how it engages with the sector and in particular to enter into a process of dialogue to inform its thinking and priorities.

A further issue relates to GLEN's overall focus as an organisation. GLEN's initial focus was on LGB issues. However, and in recognition that some issues faced by LGB people are also experienced by transgender people, over time it has sought bring a focus to transgender issues across its programme areas by working in collaboration with TENI. In particular, GLEN has sought to incorporate transgender issues into its work in the

education, health and mental health and employment spheres. There would be merit in GLEN reviewing the extent to which its current practice and approach incorporates transgender issues across its programmes and how it might work collaboratively with TENI to ensure that transgender issues are fully embedded into GLEN's core programme of work.

7.3 Overview of Main Findings

GLEN has continued to apply its highly successful approach to legislative and policy change which has been underpinned by a clearly articulated core advocacy strategy and theory of change. Its pragmatic, evidenced-based, professional approach has enabled GLEN to position itself as a trusted voice in the political and policy arenas in which it is perceived as a credible and respected organisation which operates with integrity.

While the strengths of GLEN's current approach in the political and policy arenas are clear, questions around how it engages with the LGBT activist sector and the broader LGBT community emerged in the consultation process which merit GLEN's consideration. In addition there would be merit in GLEN reviewing the extent to which it has incorporated transgender issues across its programmes and what further work needs to be done to ensure that these are fully embedded across its core areas of work.

8. Conclusions and Strategic Pointers

GLEN's CTT programme set out an ambitious agenda for change building on GLEN's existing platform of achievement. The aim of this evaluation conducted at this mid term point in the implementation of the CTT programme was to:

- review progress made in achieving the objectives set out in the CTT programme identifying GLEN's specific contribution;
- assess the effectiveness of GLEN's approach and working methods; and

- identify strategic pointers to inform GLEN's future work including securing the resources necessary to continue this work.

The following sections provide a summary of findings in relation to progress and GLEN's contribution to this and the effectiveness of GLEN's approach. Two final sections set out strategic pointers to inform GLEN's approach over the remainder of the CTT programme and GLEN's role following the conclusion of the CTT programme post 2015.

8.1 Progress and GLEN's Contribution

The evaluation has highlighted significant progress across all areas of the CTT programme and the critical and influential contribution of GLEN in developments to date. The main areas of progress are summarised below together with an overview of GLEN's specific contribution in each case.

- **A growing momentum for LGB access to civil marriage and a government commitment to further legislative reform around civil partnerships and a referendum on marriage.** LGB access to marriage on the basis of equality has remained a dominant focus of GLEN's work under the CTT programme. Over the life of the programme to date, the landscape around recognition of and respect for same-sex couples has changed dramatically following on from the enactment of legislation on civil partnerships. GLEN's previous work under the BSC programme, which focussed on securing civil partnership legislation as a stepping stone to equality, appears to have been a sound calculation and one which has paved the way for the potential achievement of the final step in the long journey towards relationship recognition for same-sex couples. GLEN's main contribution to the development of the growing momentum for LGBT access to civil marriage has been in building

political will and consensus in support of this. In particular, GLEN has played a key role in contributing to the now positive political attitudes and consensus through its diligent engagement across the political sphere. GLEN has also made a significant contribution in influencing the public discourse around civil

partnerships and civil marriage through its media profile and positive messaging. It has also engaged in effective partnership working to maximise its impact.

- **The development of ownership of the need for a more inclusive school environment.** A key development over the life of the CTT programme to date has been the completion of a DES action plan including new anti-bullying procedures, the latter required to be implemented by all primary and post primary schools in Ireland. The action plan and procedures represent a comprehensive package of measures to support an inclusive school environment. Together they provide an important mechanism to change the culture in schools and the lived experience of all young people and LGBT young people in particular. GLEN participated fully in the development of the action plan as a member of the working group set up to address the issue and is now supporting the implementation of three of the actions set out in the plan with funding from DES. More generally, GLEN has made a strong contribution to building ownership of the need for more inclusive schools through leveraging the strategic alliances and relationships it has built over a long period of time with a range of key education bodies. Its ongoing relationship with DES offers the potential for further influence.
- **Increased awareness of the need for more inclusive practices and services in health and mental health across a range of professional bodies and service providers.** GLEN is a respected contributor in the health field and has made good progress in building strategic alliances with a range of professional bodies. This has resulted in a range of endorsed guidance materials for professionals designed to promote more inclusive practices and services. GLEN has also played a valuable role in building an evidence base on the social barriers which impact on the full participation of older LGBT people and what practical steps are required to address these. There are, however, real challenges for GLEN in identifying how it can maximise its impact in this sector.

- **Potential for more inclusive workplaces and greater inclusion of LGBT people across all areas of Irish life.** The launch of GLEN's Diversity Champions programme and the recruitment of ten corporate members in its first year of operation represents a significant achievement in the development of more inclusive workplaces. The challenge for GLEN is now building on success to date to grow the programme to the next level and build a critical mass of employers who are committed to addressing LGBT inclusion in the workplace. Overall, GLEN's work in the education, health and employment spheres has contributed strongly to its vision of the greater inclusion of LGBT people in all areas of public life.

8.2 The Effectiveness of GLEN's Approach

From the external consultation completed as part of the evaluation process it is clear that GLEN is perceived as a highly effective advocacy organisation. It is seen as having employed a distinct approach and well-honed skills to great effect to engage the political and policy spheres and to build momentum and consensus for change. Four core elements of its working model were identified:

- **A clearly articulated core advocacy strategy and theory of change.**

GLEN's success has been underpinned by an outcome focussed approach and a thoughtful and clearly articulated theory of change intended to construct majorities for progress across society and among political representatives. As part of this GLEN has implemented an approach which is focussed on working actively with officials, politicians and partners, understanding and responding to constraints and fears and careful framing of issues. GLEN's clarity of vision and approach has been a clear strength and has enabled GLEN to remain outcome focussed and resilient in the face of set backs or criticism.

- **Pragmatism.** While GLEN has been highly outcome focussed, it has

adopted a pragmatic approach to the achievement of its long term goals. Its adeptness at reading movements in the political and policy environment and good understanding of how these spheres work has enabled the organisation to adapt its tactics to changing circumstances while at the same time remaining focussed on the delivery of long term goals.

- **An evidence-based professional approach.** A common theme from the stakeholder consultation is that GLEN is perceived to be a highly professional and credible organisation. This has given GLEN influence, authority and respect particularly within the political and policy spheres. Key elements of this approach are: the perceived expertise and personal credibility of staff; a solutions focussed, supportive and evidence-based approach; and a strong media presence and profile.
- **The creation of strategic alliances and effective partnership working.** Effective partnership working has been a hallmark of GLEN's approach. In particular, its model of working with professional bodies to produce and gain endorsement of guidance materials and research has proved very effective in increasing the visibility and impact of publications. The evaluation has also found that GLEN's consensus building approach has helped to develop 'champions' within institutions across its areas of interest increasing the likelihood of the sustainability of existing gains and further progress.

While the strengths of GLEN's current approach in the political and policy arenas are clear, there was evidence that this is perceived by some as having distanced GLEN from the LGBT activist sector and has contributed to a perception of GLEN as somewhat arrogant and not in tune with needs on the ground. What emerged from the consultation was a call for a change in how GLEN is perceived as engaging with the LGBT sector. In particular, that GLEN incorporates mechanisms within its overall

approach to foster and engage in dialogue with the LGBT activist sector and the broader LGBT community.

A further issue relates to how GLEN's overall focus has evolved over time from one centred on LGBT inclusion to one which has increasingly tried to incorporate a transgender dimension to its programme areas. It has been suggested that there would be merit in reviewing the extent to which GLEN's current practice and approach incorporates transgender issues across its programmes and how it might work collaboratively with TENI to ensure that transgender issues are fully embedded into GLEN's core programme of work.

8.3 Strategic Pointers for the Remainder of the CTT programme

GLEN is a credible, professional organisation which is well networked and has shown itself to have the ability to exert influence in those sectors in which it works. The next two years offer real opportunities to make further progress around civil marriage and relationship recognition, in education, health and employment and in supporting the full participation of LGBT people across society. The evaluation process has identified a range of proposals to maximise GLEN's impact in its existing programme areas over the remainder of the CTT programme. The main proposals identified are outlined below.

- It has been proposed that GLEN gives consideration to how it engages with the LGBT activist sector and the LGBT community more generally. In this regard, it has been suggested that GLEN give consideration to a series of questions to explore the benefits and risks of alternative approaches.
- In the area of education two main proposals were identified. These were:

- reviewing current priorities and focussing GLEN's limited resources on those areas offering the best prospects for success; and
- targeting the recruitment of at least one education partner to the Diversity Champions programme as a means of sending out a strong message to the sector of the need for LGBT inclusion.
- In the area of health and mental health three main proposals were identified. These were:
- in the absence of a comprehensive framework currently for mainstreaming LGBT issues across the HSE, advocating for a revisiting of an existing draft strategy with a view to identifying and implementing elements which might provide some level of momentum or which could lead to progress in one or two areas which might provide a model of good practice across the HSE;
- engaging with the MHC to make a case that inspections should cover the extent to which mental health services are LGBT inclusive as one of the indicators used in inspections of provision; and
- extending GLEN's reach to professional staff through the development of e-learning tools to support LGBT inclusion in service delivery and

exploring the potential to integrate aspects of GLEN's current training into core training requirements for professionals in the health field.

- In the area of employment three main proposals were identified. These were:
- commissioning and implement programme; business planning and marketing support to identify the best growth options for the Diversity Champions
- formally which it is valued; consulting members of the programme on the extent to meeting needs and identifying what further support may be and
- following profile be members on from the development of a business plan, a formal high launch at which the clear vision for the programme could be articulated, the benefits to business reported by existing and successes celebrated.
- In the area of full participation in society it was proposed that there would be merit in exploring the potential for the development of training and consultancy services focussed on effective approaches to social change as a means to transfer knowledge from the Irish context to other jurisdictions

and to provide a source of income for GLEN.

8.4 Strategic Pointers for the Future

The next two years will be defining in terms of GLEN's legacy and future as an organisation. There is now the prospect of civil marriage by 2015 which has been a key focus for GLEN's work under both its strategic programmes. This raises questions about GLEN's future post referendum role. The timing of the referendum also coincides with the end of a significant funding stream from Atlantic Philanthropies which will have major implications for GLEN's operations. Two years is a relatively short period of time in which to move the organisation from what has been the relative luxury of significant core funding to supporting its operations by other means. At the same time there will be a strong pull to dedicate all of GLEN's available capacity to work in support of the Family Relationships Bill and the referendum. At this point it is suggested that there is a window of opportunity for GLEN to address two strategic questions: What should be GLEN's role post 2015? How can this be resourced?

8.4.1 GLEN's role post 2015

The evaluation process suggests that there are three substantive issues for GLEN to consider: whether there is a role for GLEN post 2015; if so what issues it should focus on; and how it should operate.

Is there a role for GLEN post 2015?

GLEN has been clear that it has no aspirations to be a perpetual organisation. Rather its focus has been on abolishing the marginalisation of LGBT people and making GLEN redundant in the shortest possible time. Historically a key focus of GLEN's work has been the achievement of access to civil marriage on the basis of equality. This will be resolved one way or another in 2015; marriage equality will have been achieved or if the referendum fails it seems unlikely that progress will be made in the short or medium terms.

GLEN has also been engaged in the education, health, policing and employment fields to mainstream LGBT equality. The question then is to what extent progress across these areas will be sufficiently mainstreamed at an institutional level by 2015 to give confidence that gains are sufficiently embedded to be sustained over the longer term and to leverage further change. The evaluation process has highlighted a range of possible actions which might be pursued to further embed progress to date. Overall, while significant progress has been made including the creation of a range of equality champions in most of the sectors in which GLEN operates currently, it has been concluded that further effort in all of these areas will be required to fully embed LGBT inclusion, to consolidate and protect rights which have been won/gains which have been made and to respond to emerging issues as they arise.

It does not necessarily follow that this work needs to be led by GLEN across all areas if there are other potential actors in the field who could lead further progress. In this context, there would be merit in GLEN assessing the extent to which there are other actors with the capacity to lead in some of these areas and the feasibility of a managed exit from some areas. However, it seems clear that there will be a requirement for further action to consolidate gains made to date and to mainstream LGBT issues and that GLEN is very well placed to lead on these or continue to work in partnership with other key players.

What issues might GLEN focus on?

The evaluation process has highlighted the very significant progress across the sectors in which GLEN operates and its contribution to gains achieved to date. It has also highlighted areas where progress has been slow. A range of other potential areas for action have also been identified by stakeholders. A strong message from the stakeholder consultation process has been a call for GLEN to engage differently with the LGBT sector, to engage in a more 'bottom up process' and use this to inform its thinking. In this context, there would be merit in GLEN considering how it might implement creative approaches to engaging the LGBT activist sector and the LGBT community more generally on the key issues requiring future action.

How should GLEN operate?

Currently, GLEN is a very successful outcome focussed advocacy organisation. Its focus has been on mainstreaming LGBT equality largely through a ‘top down’ approach which has focussed on engagement with decision makers to achieve change at the legislative, policy and practice levels. This has led to positive and progressive changes in the lived experience of LGBT people. Depending on the outcome of the needs assessment discussed above, this approach may need to be modified. Specifically GLEN may need to consider incorporating additional approaches into how it works and developing different skill sets.

8.4.2 Meeting resource requirements

GLEN’s current funding model is based on: core support from Atlantic Philanthropies; funding from the public sector to deliver services in education and mental health; project based funding largely through public sector support though small amounts of project funding has also been obtained from the Community Foundation for Ireland and from EU sources; and income generation through the Diversity Champions programme, the latter at an early stage of development. This model is clearly not sustainable. When GLEN has established a clear vision for the organisation from 2016, there is a need to develop a fundraising strategy and associated supports to resource this vision.

This fundraising strategy will have to incorporate a range of sources and an assessment of possible elements for inclusion in a fundraising strategy is set out below.

Table 11 Assessment of possible elements of a fundraising strategy

Source	Opportunities	Challenges	Assessment

Charitable trust and foundation	<ul style="list-style-type: none"> - Opportunities to package elements of GLEN's work currently funded as core as project funding opportunities - Existing relationship with Community Foundation of Ireland 	<ul style="list-style-type: none"> - No real prospect of core funding - Indigenous sources limited - Limited opportunities to engage funders with a specific interest in LGBT issues as difficult to make the case given substantial advancements in Ireland - Would require research to identify funders with a strategic interest in Ireland and in the sectors in which GLEN works 	<ul style="list-style-type: none"> - Challenging but may be merit in commissioning limited prospect research on potential sources
EU	<ul style="list-style-type: none"> - GLEN has begun to carve out a position in the EU arena, has good contacts with officials working on 	<ul style="list-style-type: none"> - GLEN has no experience of accessing EU funds as a lead partner 	<ul style="list-style-type: none"> - Some potential but likely to involve GLEN being reactive to

sources	<p>EU issues and is developing contacts at EU level</p>		<p>opportunities which emerge.</p> <ul style="list-style-type: none"> - GLEN would benefit from engagement with other NGOs who have been successful in attracting funds as a lead partner
Public or sector	<ul style="list-style-type: none"> - Existing service level agreements with NOSP and HSE - Funding from DES to support the implementation of the anti-bullying action plan - GLEN was previously successful in negotiating funding to support a liaison role with the Department of Justice and Equality - GLEN has been successful in negotiating 	<ul style="list-style-type: none"> - Funding pressures across the public sector and indications that this will intensify 	<ul style="list-style-type: none"> - May be potential for further project based funding from NOSP, HSE and DES - May also be potential for developing funding relationships with other government departments - Increasingly focus may have to be on retaining current levels of funding rather than accessing additional funding from NOSP, HSE and DES

	<p>funding for research projects</p> <p>-</p> <p>GLEN well networked across government departments and agencies</p>		
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	Opportunities	Challenges	Assessment
Source			

<p>Donations</p>	<ul style="list-style-type: none"> - GLEN has a high public profile and strong brand and the referendum will increase this further - It is well networked - The referendum provides an excellent opportunity to incorporate fundraising into GLEN's communications and messaging 	<ul style="list-style-type: none"> - GLEN has no internal expertise or infrastructure to support fundraising from individual donations - Currently no staff members have responsibility for progressing donations - There is no strong expertise at Board level 	<ul style="list-style-type: none"> - Potential for income generation from donations but likely to be limited - Need to carefully manage fundraising for Diversity Champions versus fundraising for GLEN - Would require the development of infrastructure. This might include: developing a strategy to generate resources from this source; recruiting Board members with experience in area; allocating responsibility to a staff member/s to implement the strategy; integrating fundraising into all GLEN's communications including its web-site
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Major gifts	<ul style="list-style-type: none"> - Increasing numbers of LGBT are 'out' - Many LGBT people have benefited from civil partnerships and GLEN has a strong association with this development - The Diversity Champions work has raised GLEN's profile in the corporate sector 	<ul style="list-style-type: none"> - Securing resources through major gifts is time-consuming and resource intensive - GLEN has no internal expertise or infrastructure to support a major gift campaign - Currently no staff members have a remit for this area - There is no strong expertise at Board level - Philanthropy in Ireland is relatively under-developed - Financial support from LGBT donors for the sector is not apparent 	<ul style="list-style-type: none"> - Very challenging and likely to require substantial input of resources with uncertainty around prospects for success - Need to carefully manage fundraising for Diversity Champions versus fundraising for GLEN
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Source	Opportunities	Challenges	Assessment
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Income generation	<ul style="list-style-type: none"> - GLEN has begun to carve out a position in the international area and international networks - There is potential demand among NGOs and international bodies on what can be learned from the Irish context - GLEN's model of engagement, securing majority support for change impacting on a minority group has potential application to other issues involving minority groups - GLEN has developed significant expertise in effective approaches to social change more generally 	<ul style="list-style-type: none"> - The market for consultancy services has not yet been established - Careful consideration would need to be given to how consultancy services could be delivered in a way which would maximise income generation 	<ul style="list-style-type: none"> - Real potential for income generation though work would be required to establish demand and the income potential from a consultancy arm - GLEN is well placed to carry out the necessary research and development internally
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	<ul style="list-style-type: none"> - It has a track record of delivering training on LGBT inclusion which could be developed to include inclusion and diversity more generally - There is a potential market for consultancy services based on GLEN's networks across the island of Ireland and internationally - A strong skill set exists within GLEN 		
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Fundraising is time-consuming and resource intensive. In this context in considering options for development there would be merit in focussing on those which further research indicates will be most likely to generate the most return relative to effort invested. At this stage, this preliminary assessment would suggest that a plan focussing on attracting project support from charitable trusts and foundations, the public sector through contracted work and project based funding, individual donations

and income generation through the development of a consultancy arm would merit further research and consideration.

Strategically, there is clearly a balance to be struck between dedicating sufficient resource to secure the future of GLEN and the delivery of GLEN's planned core areas of work over the next two years. Managing both aspects will be hugely challenging particularly given the strong pull on resources which the referendum will generate. What is clear is that by the end of 2015 there will remain the need for further advocacy effort to fully embed LGBT inclusion. The question for GLEN is how it rises to this challenge.

Appendix

Stakeholders Consulted

External stakeholders		
Charles	Chairperson, Parliamentary Party	Fine Gael

Jerry	Chairperson, Oireachtas Committee on Health and Children	Fine Gael
Senator Power Averil	Spokesperson Education and Skills on	Fianna Fáil
Neil Ward	Political Advisor to Minister for Education	Department Education and Skills of
Dara Breathnach	Principal Officer	Department Justice of
Deirdre McDonnell	Principal Officer	Department Education and Skills of
	National Specialist on Accessibility	Health Executive Service

Caoimhe Gleeson		
Michael Tierney		Department Foreign Affairs of
Patricia Kelleher	Acting Chief Officer	Irish Service Prison
Leslee Matthews	Human Resources Manager	Enterprise Rent A Car
Catherine Vaughen	Director	EY
	Sergeant	Garda Síochána

Paul Franey		
Lisa O'Farrell	Policy Officer	Mental Health Commission
Tanya Ward	Chief Executive	Children's Rights Alliance
Gráinne Healy	Chairperson	Marriage Equality
Michael Barron	Chief Executive	BeLonGTo Youth Services
Broden Giambrone	Director	Transgender Equality Network Ireland

Bernie Quinn	Project ordinator	Co- Dundalk Outcomers
Brian Kearney- Grieve	Programme Executive	Atlantic Philanthropies

GLEN **internal stakeholders**

Brian Sheehan	Director
	Administration Manager

Marie Hamilton	
Sandra Gowran Irwin	Director of Education Policy
Davin Roche	Director of Workplace Diversity
Eimear O'Reilly	Diversity Champions Officer
Odhran Allen	Director of Mental Health Policy
Tiernan Brady	Director of Gay HIV Strategies

Craig Dwyer	Policy and Programmes Officer
Eoin Collins	Former Director of Policy - to late 2011
Kieran Rose	Chair of GLEN Board
Muriel Walls	Board member
Fergus Ryan	Board member
Natalie Weadick	Board member

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1 GLEN was established to focus primarily on the issue of sexual orientation and advancing equality for LGB people. In recognition of the fact that many issues faced by LGB people also impact on transgender people GLEN has sought to bring transgender people into different aspects of its work. Over the life of its current strategic plan in particular, GLEN has increasingly sought to include a transgender focus across all of its programmes (with the exception of its work on relationships and family) with the support of the Transgender Equality Network Ireland (TENI). In this context the acronym LGBT is used throughout the report (other than the relationships and family section) even though in certain areas it might not directly apply.

2 GLEN/Nexus (1996). *HIV Prevention Strategies and the Gay Community: Phase One Report*. Dublin, GLEN/Nexus.

3 GLEN (2006). *The Building Sustainable Change Programme: Investment Programme: Overview*. Dublin, GLEN.

4 While building the capacity of LGBT groups was no longer a stated strategic priority under the CTT programme, GLEN did continue to support the development of LGBT groups during this period. This was delivered through its membership of the LGBT Diversity programme - a three year programme supported by Atlantic Philanthropies to enhance the capacity of LGBT groups throughout the country.

5 The evaluation focuses on the CTT programme. GLEN also operates a Gay HIV Strategies programme funded by the HSE which was not considered in this evaluation.

6 Reisman, J., Gienapp, M. and Stachowiak, S. (2007) *A Guide to Measuring Advocacy and Policy*. Annie E. Casey Foundation, Baltimore.

7 The establishment of a Constitutional Convention to consider constitutional reform in a range of areas, including provision for same-sex marriage, was one of the Programme for Government commitments of the Fine Gael/Labour coalition established following on from the 2011 general election.

8 The Colley Group was a working group established by government in 2005 to consider options for same-sex marriage and civil partnership. The Colley report was presented to government in November 2006. This Group, which included the GLEN Director of Policy Change, outlined that the only option that provided for equality was marriage and also recommended that same-sex couples be allowed to apply to be considered for adoption.

9 However, subsequently in Dáil debates on marriage in Dec 2013, Minister Shatter said that the heads of bill would be delayed to Jan 2014.

10 GLEN (2013). *GLEN Progress Report 2010 - 2012*. Dublin, GLEN.

11 See PA Consulting Group (2010). *GLEN: Evaluation of the Building Sustainable Change Programme - Report on Findings and Recommendations*. Dublin, GLEN. This outlined the deep differences to the issue of civil partnerships and highlighted two substantive issues for GLEN to consider: how it engages with LGBT people so that its position and approach is clearly understood; and issues around how it is perceived by the LGBT community.

12 Department of Education and Science (2009). *Lesbian, Gay and Bisexual Students in Post Primary Schools: Guidance for Principals and School Leaders*. Dublin, DES/GLEN.

13 See <http://goo.gl/WkZAWk> *Action Plan on Bullying: Report of the Anti-Bullying Working Group to the Minister for Education and Skills*.

14 Mayock, P., Bryan, A., Carr, N. and Kitching, K. (2009). *Supporting LGBT Lives: A Study of the Mental Health and Well-Being of LGBT People*. GLEN, BeLonGTo, HSE, Children's Research Centre, Dublin.

- 15 Higgins, A., Sharek, D., McCann, E., Sheerin, F., Glacken, M. and McCarron, M. (2011). *Visible Lives: Identifying the experiences and needs of older LGBTT people in Ireland*. GLEN, HSE, Age and Opportunity, Trinity College Dublin, Dublin.
- 16 FRA (2013). *EU LGBTT Survey*. FRA, Austria.
- 17 See <http://goo.gl/NqJ5d3>
- 18 GLEN (2009). *The Economic Case for Diversity: International Competitiveness and the New Economy - The role of Equality and Diversity*. GLEN, Dublin.
- 19 ICTU/GLEN (2011). *Being Lesbian, Gay, Bisexual and Transgender at Work*. ICTU/GLEN, Dublin.
- 20 Current members are Accenture, CRH, DCU, Enterprise Rent a Car, EY, IBM, Irish Prison Service, Microsoft, Sodexo and UCD and Dublin Bus joined in late 2013.
- 21 GLEN hopes to raise some income for the programme through sponsorship of events from existing members which if successful would reduce the number of new members it would have to recruit to meet its funding targets.
- 22 Parker, S. (2012). *Civil Partnership in Ireland: How a Minority Achieved a Majority*. Center for Evaluation Innovation, Washington DC; and The Advocacy Initiative (2012) *Case Study 5: GLEN - The Campaign for Civil Partnership - The Route to Equal Access to Civil Marriage for Gay and Lesbian Couples and Equality for All*. Dublin, The Advocacy Initiative.