

Public bodies and the public sector
duties relating to transsexual and
transgender people:
Report of findings and case studies

Sam Rankin, Tim Cowan,
James Morton and Patrick Stoakes

Equality Network: Scottish Transgender Alliance



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We would also like to thank our partners and contacts, old and new, who assisted greatly by encouraging others to participate and highlighting examples of good practice to us.

Equality Network: Scottish Transgender Alliance.

Use of terminology for this report

This research report uses both of the terms **transgender people** and **trans people** as equivalent umbrella terms for the wide range of people whose gender identity and/or gender expression differs from their birth sex. We recognise that the umbrella terms of transgender people and trans people are inclusive of, but not limited to, the following more specific gender diversity terms:

- **transsexual people** - those who intend to undergo, are undergoing or have undergone a process of gender reassignment to live permanently in their acquired gender
- **transvestite/cross-dressing people** - those who wear clothing traditionally associated with the other gender either occasionally or more regularly
- **androgynous/polygender people** - those who have non-binary gender identities and do not identify as male or female

While this report places various more specific terms, such as the term transsexual people, under a transgender or trans terminology umbrella, this should not be taken to suggest that all people who identify with one of the more specific terms will necessarily self-identify themselves as being transgender or trans people. It is only meant to indicate that some people who identify with those more specific terms may self-identify themselves as part of a wider transgender or trans community.

There is considerable particular debate about whether people who define or are defined as intersex should be specifically included in the transgender umbrella or whether there should be a separate intersex umbrella. The term **intersex people** is used to describe people born with external genitals, internal reproductive systems or chromosomes that are in between what is considered clearly physically male or female. There are many different intersex conditions. Although some intersex people see themselves as part of the transgender umbrella and some transgender community groups have a small number of intersex people within their memberships and active volunteer bases, the authors of this report acknowledge that many intersex people do not see themselves as transgender or trans people.

It should be noted that the Sex Discrimination Act 1975 currently only covers those individuals who are 'intending to undergo, are undergoing or have undergone gender reassignment' (referred to as transsexual people). However the Equality and Human Rights Commission recommends that, as a matter of good practice, public authorities should ensure that their policies and procedures incorporate experiences of the full range of transgender people. As a result, this report will refer only to transsexual people (and gender reassignment) when directly discussing specific legal obligations, but will refer to transgender or trans people (and gender identity) when referring generally to equality and human rights good practice work.

Executive summary

Aims and methodology

The aim of this project was to gather information to assess the extent to which public bodies surveyed are aware of and are meeting their equality duties towards transsexual people; to identify the challenges and barriers that public bodies face in carrying out trans equality work and how they can be supported in overcoming these; and to collect and present case studies of good practice in relation to all transgender people.

The findings of this project will be used by the Equality and Human Rights Commission (the Commission) in developing guidance for public bodies. The case studies included in this report will also enable public bodies to learn from other organisations' experiences and encourage them to drive forward practical changes to improve equality outcomes for trans people.

Our findings are based on the analysis of 36 telephone interviews with and 60 online survey responses from a cross-section of English, Scottish and Welsh public bodies. The participants represent a snapshot of a variety of public bodies from a range of sectors and geographical areas, rather than a scientifically chosen, statistically representative sample. In order to identify good practice examples, we also targeted public bodies who we knew had taken an interest in transgender work.

Key findings

Gaps in current awareness and understanding about gender identity and trans issues

Both our phone interviews and online survey responses confirm that there is considerable confusion among public sector staff about the appropriate use of trans terminology. It is arguable that uncertainty over appropriate terminology is suggestive of a more fundamental gap in knowledge and understanding of the many different gender identities that fall under the transgender umbrella and the full breadth of issues faced by different trans people. These gaps are also evident in the many misunderstandings about the scope of their duties (particularly in context of changed duties and in how to incorporate human rights) and the lack of consensus about the best way to incorporate trans equality in schemes.

The extent to which public bodies have met their current obligations

There was acknowledgement from the majority of the telephone interviewees of the complexity of how best to include trans equality in their equality schemes. In half of all the organisations surveyed, gender identity/trans equality sits within gender equality schemes or the gender section of a single equality scheme. Others treated

gender identity/trans equality as a standalone strand, included it within a lesbian, gay, bisexual and trans (LGBT) approach, or treated it within a mixed approach, such as formally belonging under the gender equality scheme but using LGBT inclusive community consultations to inform the scheme.

While it was routinely stated by project participants that their equality schemes covered the full spectrum of transgender people, there were few specific examples given of actions being taken for trans people who are not transsexual people. Although we welcome the commitment to an inclusive and diverse transgender approach, our project found that most thinking remains focused around people who have undergone gender reassignment.

In addition, in many cases, although public bodies emphasised that they were taking transgender equality work seriously and had included reference to transgender within their equality schemes, their good intentions were not always mirrored by concrete actions. Most of the public bodies surveyed had embraced the good practice of levelling up their equality statements to include all trans people, not just transsexual people, and many were undertaking innovative and effective good practice in consultation and inclusion of trans individuals and groups in their equality work. However, in terms of setting specific trans equality actions and achieving outcomes to meet the general and specific duties there is still a considerable way to go.

The gap between expressed intentions and actual trans equality actions is partly because some public bodies are not creating their equality scheme action plans in a way which is fully trans inclusive (for example, the equality schemes of some public bodies mention in their introduction a general commitment to trans equality improvement but then do not include any actual actions which could help deliver improvements in trans equality).

Also many public bodies, even those actively working to improve trans equality, are not yet able to demonstrate that they are achieving specific and measurable outcomes. For example, most of the public bodies surveyed have not adequately considered how to evidence outcomes from their trans equality actions or how to establish any baselines for use in monitoring their progress. Although a number of public bodies have undertaken good consultation work with trans individuals and groups to determine key trans equality priorities, some then struggle to develop specific, measurable, achievable, realistic and timed actions to address any of the discrimination and harassment issues their consultations have identified. Some important reasons for the current limited evidence of progress in trans equality are likely to be the gaps in awareness, information, confidence, guidance and leadership which public bodies highlighted.

Inclusion of human rights approaches

The Human Rights Act imposes some 'positive obligations' on public bodies to take proactive steps to secure people's human rights. In other words, public authorities providing services need to ensure that they treat all their service users regardless of their gender identity, fairly and equally, with dignity and respect. Few respondents said that they make any explicit reference to their human rights obligations within their equality schemes. Nor did they explicitly use their human rights obligations as the rationale for considering the full spectrum of transgender people in their equality schemes. However the principles of fairness, respect, equality, dignity and autonomy which underpinned the Human Rights Act were often seen as being already implicit in many of the approaches to transgender equality work.

Challenges and barriers

Project participants referred to a number of different barriers and challenges to their trans equality work. Nearly all of the public bodies used as case studies had encountered various challenges during their trans equality work and had achieved their good practice by adapting their approaches to proactively overcome challenges. Trans equality actions are a relatively new area of work by public bodies so open discussion of challenges and the sharing of possible solutions are vital and not a sign of weakness in the equality work carried out by public bodies.

One of the most cited of challenges is a lack of baseline data, especially on a local level, which is a major barrier to monitoring the progress of equality outcomes for transgender service users, employees and local community members. Participants also commonly noted challenges in accessing groups of trans people which are exacerbated by issues of trust and confidentiality, the perceived or actual sensitivity of issues relating to gender identity and the difficulties in creating a safe space for consultation. These concerns and barriers were particularly pronounced in rural areas and areas where there is a lack of an established infrastructure for trans community work. Equalities staff in some sectors also expressed concern about the attitudes of staff in general and the prevailing working culture and a lack of leadership on trans equality from both within their organisations and from the Commission.

Success factors and drivers of change

Organisational commitment and leadership

There was broad recognition among the public bodies surveyed and interviewed that it is important to embed trans equality as a core part of all work, not just to refer to it within equality schemes. Equality schemes were seen by many as being one aspect of their overall equality work and indeed just part of the overarching approach to improving service provision and employment. This approach has led to richness and diversity of good practice. In those organisations where senior managers had

made a commitment to trans equality work, this was seen as an important success factor and a driver for action.

Personal contact with trans people

A critical factor in how public bodies overcome challenges was identified as being establishing personal contact with trans people. This was singled out by many interviewees as being the most important factor in ensuring understanding and to make staff feel both more willing and confident to do more to take forward trans equality work. How much trans equality work a public body did was often directly linked to whether or not there was an established trans support group in their area.

There was also unanimous agreement that personal contact with trans people is of primary importance in encouraging public bodies to further include trans equality within equality schemes beyond a tick-box exercise and that such personal contact was a more effective lever than legal duties alone.

For example, the level of consultation and motivation to do trans equality work was often directly linked to whether the public body had any employees/staff who were trans or whether an equality manager or officer had any previous personal experience of doing trans (or LGBT) equality work.

Effective consultation

The effectiveness of consultation depended on whether there is a well-established transgender group in the area, or in the absence of an active trans group, an LGBT organisation actually doing trans equality work. Establishing good relations with a local transgender or LGBT organisation had been instrumental in facilitating both access and trust in reaching out to trans communities.

It was clear that in some of the best performing public bodies in this sample, consultation was being used not just as a tool for informing the content of equality schemes, but also as a method for identifying gaps in service delivery, in establishing training priorities and in exploring how to overcome barriers for trans people in accessing services. Those bodies that had developed internal expertise on trans equality and built trusting relationships with their trans communities (and employees) were able to carry out the more successful ongoing and committed consultations.

Support and guidance

We asked public bodies what support or guidance would be useful to enable them to do more effective trans equality work. Over a quarter of all phone interviewees highlighted the need for stronger and clearer leadership from the Commission as being most vital. The Commission was seen as having a key role to play in issuing practical and accessible guidance that can help public bodies better understand their

legal duties, trans terminology and how they could best engage with people from the trans community.

It was apparent that public bodies operating at a local level find it difficult to be aware of trans work going on in other areas or sectors, or who to turn to for expert help on trans issues, especially in locations where there are currently no local trans support groups. As a national body, the Commission was also seen to have a key role to play in facilitating the sharing of best practice, in helping bodies identify trans equality groups and in supporting the development of a stronger community infrastructure for trans work through a mixture of partnership working, greater investment and issuing of more prominent statements highlighting the importance of work to promote trans equality.

Conclusion

This project has highlighted that levels of awareness and understanding of transgender equality in the public sector vary significantly. At one extreme there were public bodies who lacked knowledge of even the most basic trans terminology and whose equality schemes and equality action plans failed to make any reference to trans equality whatsoever. However we were absolutely heartened and impressed by those public bodies who did have considerable expertise, a real understanding of trans issues and a passionate commitment to achieving trans equality.

The number of case studies showing good practice contained in this report attests to the fact that transgender inclusion and equality is achievable by public bodies and that the rewards of good practice are considerable, for all of the organisations and for all of their service users and staff.

1. Introduction

'I find trans equality work really compelling, because the discrimination is so extreme. The numbers may be small but the impact is absolutely massive.

'Doing trans equality work has also helped me to see with shocking clarity just how damaging gender stereotyping is, not just to trans people, but how this dominates our schools, workplaces and communities. Children absorb gender stereotypes at a very young age and start to limit themselves accordingly, but we are so used to it we tend not to see it for what it is. Seeing the world through a transgender lens teaches us so much that is relevant to all of us.

'Humanising the issue is always very important in equality work; and is particularly important for trans work. This really helps as there is a very low level of understanding and seeing the relevance. Having people tell their stories is very important. I have the utmost respect for the trans people I've met who are working to promote trans equality. They are some of the most amazing people on the planet.'

Telephone interviewee, central government

1.1 Project aims

'Transgender equality work is way behind other equality strands.'

Telephone interviewee, health and social care

The aim of this project was to assess the extent to which public bodies have been meeting their equality duties towards transsexual¹ people; to identify the methods and approaches they have developed to meet those duties; and to highlight examples of good practice in relation to all transgender people.

Specifically, the project aimed to develop a better understanding of:

- public bodies' awareness of their duties towards transsexual people
- public bodies' current performance in meeting their existing duties towards transsexual people, and
- the extent to which they were considering the needs and experiences of the full range of transgender people when meeting their duties, in line with best practice.

The findings of this project will be used by the Equality and Human Rights Commission (the Commission) in developing guidance for public bodies.

¹ A full glossary of terms can be found in Appendix 2.

At the time of writing the Commission is producing a set of guidance publications to enable public bodies to review and revise their gender equality schemes in order to better achieve gender equality outcomes. It is intended that the set of publications will include a written report that: reviews key aspects of current practice in meeting the gender equality duties across sectors and countries; sets out the Commission's expectations for public bodies when meeting their duties; and makes evidence-based recommendations on best practice. The report will highlight the gender equality duties as they apply to trans people as a priority area for public bodies to consider when developing their new schemes. The Commission is also developing separate guidance for public bodies on how to meet important aspects of their public sector duties as they relate to trans people.

While this work is primarily intended to support the Commission in the development of the above guidance, it is also intended that our findings will support the development of the Commission's work on the single equality duty.

This project, in order to support the development of the above guidance and work, has set out to collect information on the following:

- Any gaps in current awareness and understanding about gender identity and trans issues.
- The awareness of public bodies on the extent of their duties towards transsexual people, in the context of the European Gender Directive (2004/113/EC) and the associated extension of the Gender Equality Duty, to include taking due regard of the need to eliminate discrimination and harassment on grounds of gender reassignment in the provision of goods, facilities and services.
- The extent to which public bodies have met their current obligations.
- How public bodies intend to meet their extended duties in their revised gender equality schemes.
- Reported barriers or challenges to meeting the duties towards transsexual people and any strategies to overcome them.
- Examples of good practice in meeting the duties towards transsexual people and in considering the needs and experiences of the full range of transgender people when meeting these duties.

Our findings are based on analysis of 36 telephone interviews and 60 online surveys with a cross-section of English, Scottish and Welsh public bodies. Our respondents came from the following sectors: local authority, central government, the criminal justice system, health and social care, fire and rescue, and housing.

These participants represent a snapshot of public bodies from a range of sectors, rather than a statistically representative sample. In order to identify good practice

examples, for the telephone interviews we also particularly targeted public bodies who we knew had taken an interest in transgender work.

1.2 Project methodology

From experience, we appreciate that staff in public bodies receive many requests to participate in research and have only limited capacity to complete surveys. Recognising this, and given the comparatively short timescale for this project, we decided the best surveying methodology in this case was to conduct telephone interviews with equality managers from a cross-section of public bodies. We balanced this by distributing a short online survey version of the key interview questions to a longer target list of equality managers and officers at over 500 separate public bodies in order to allow as many organisations as possible to participate within the given timescale.² Both surveys were designed in close partnership with the Commission.

For the phone interviews we used short, closed questions to establish respondents' awareness of their duties towards transsexual people and open, qualitative questions to explore how public bodies are trying to meet the current duties, their views of the challenges they experience, and their strategies for overcoming these. Where good practice was identified, we asked additional exploratory questions in order to develop key good practice case studies in sufficient detail and depth.

For the phone interviews, we ensured that there were participants from different sectors and different regions. The phone interviews represent a snapshot rather than a statistically representative analysis of approaches to trans equality work by public bodies. As this project is intended to be used to develop good practice guidance, we also adopted the strategy of targeting our requests for telephone interviews at those public bodies that were known or believed to have gone some way to developing trans-inclusive equality practice. This selection was based upon advice from local, regional and national equality organisations and, in particular, transgender equality groups.

We believe this approach improved the likelihood of success: in securing participation in the telephone interviews; of capturing examples of good practice, and in generating well-informed, reflective suggestions about how public bodies can overcome challenges in carrying out trans equality and human rights work.

In terms of the online survey, no such deliberate targeting took place; however, we would similarly not claim that this offers a representative sample or a complete

² These contacts were also encouraged to cascade the online survey further. Some who did so indicated how many organisations they cascaded the survey to. In total we conservatively estimate that the survey could have reached over 750 organisations.

picture of current practice. Our working assumption is that those organisations that are still reluctant to engage with trans equality work are particularly unlikely to respond to transgender research requests. While organisations that have a good to excellent track record on trans inclusion may also not have participated in our project, due to capacity issues or other constraints, there is genuine possibility that our findings are skewed towards the positive due to the self-selecting nature of the sample.

We are aware from our existing work with public bodies that some equality managers are keen to progress transgender equality but meet with resistance from departments within their organisations. We therefore allowed people to respond anonymously and have anonymised all information throughout this report except where explicit permission has been granted by the participant to name them in a good practice case study.

All quotes which appear in the report are taken from the phone interviews unless otherwise stated. Where there are marked differences between findings from online and phone surveys, these have been highlighted in the text.

The breakdown of participants was as follows:

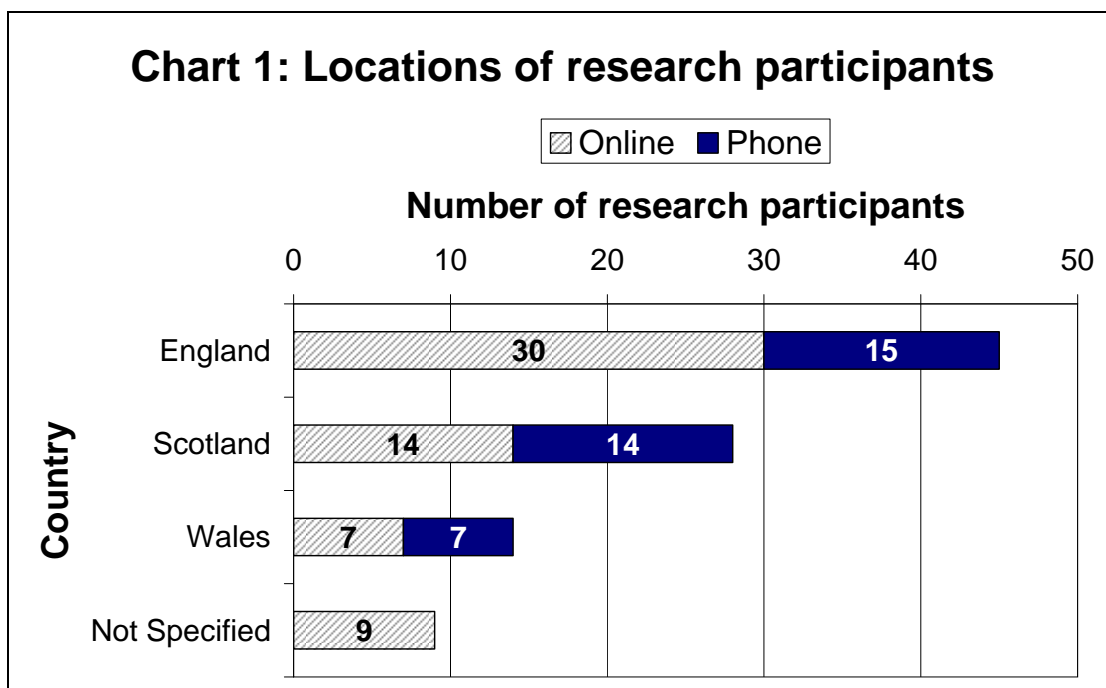


Table 1: Locations of research participants

Country	Number of participants		
	Online	Phone	Total
England	30	15	45
Scotland	14	14	28
Wales	7	7	14
Not Specified	9	0	9
TOTAL	60	36	96

Some of the locations above are not specified because nine of the online respondents opted to participate anonymously.

Chart 2: Sectors of research participants

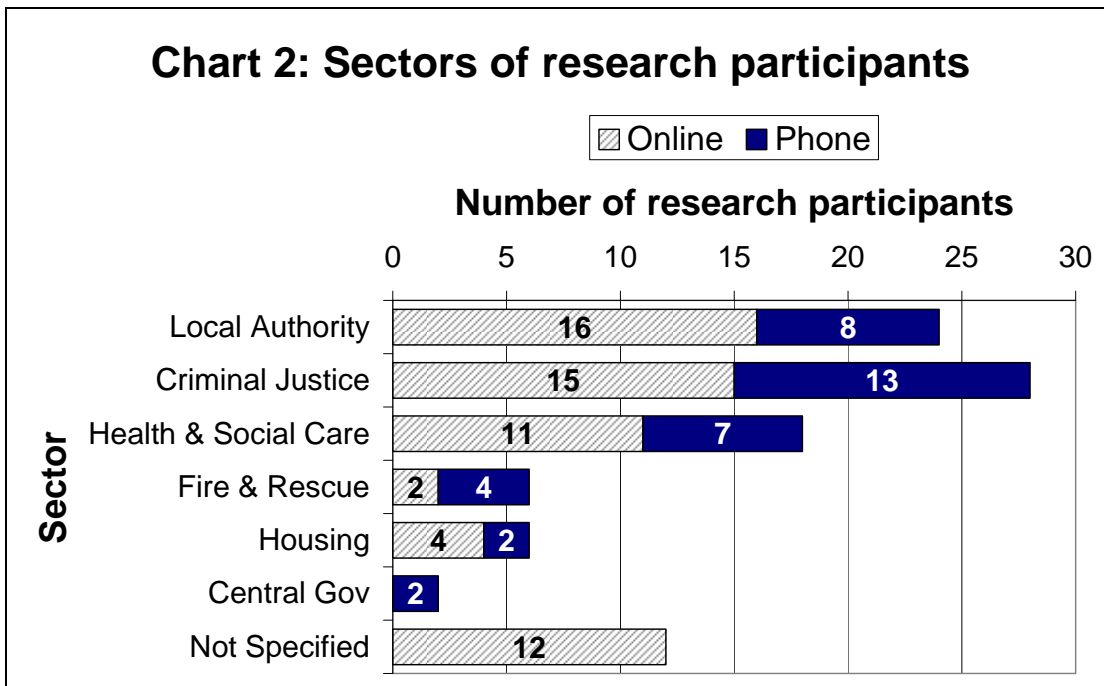


Table 2: Sectors of research participants			
Sector	Number of participants		
	Online	Phone	Total
Local Authority	16	8	24
Criminal Justice	15	13	28
Health & Social Care	11	7	18
Fire & Rescue	2	4	6
Housing	4	2	6
Central Government	0	2	2
Not Specified	12	0	12
TOTAL	60	36	96

1.3 Public sector duties

The statutory public sector duties (PSDs) to promote race, disability and gender equality and eliminate discrimination apply to almost all public authorities in England, Wales and Scotland. The Commission has a statutory responsibility to enforce these duties and to provide information about and guidance on the best way to meet their requirements. The Commission also defines, promotes and publishes best practice, to encourage public bodies to meet their duties in the most appropriate and effective way.

Public bodies in England, Wales³ and Scotland are subject to the three public sector duties, placing on them a series of statutory obligations to promote equality. These PSDs have two main components: the general duty sets out the main aims of each PSD, while the specific duties detail the steps public bodies have to take to help them meet the general duty. In particular, the specific duties require public bodies to develop equality schemes to show how they intend to meet their general duties.

When preparing a gender equality scheme, public bodies must gather and use relevant evidence to identify the most important issues for gender equality in their remit, and consult employees, service users and others (including trade unions) who appear to have an interest in the way they carry out their functions. They must also undertake impact assessments and develop gender equality objectives to address the most important issues for gender equality in their remit and an action plan to

³ The specific duties do not apply in Wales. Despite this all the public bodies we spoke to in Wales had chosen to develop gender equality schemes, but would not, for example, be required to carry out annual reviews on these schemes.

meet them. Public authorities must also report on progress annually and review and revise their scheme at least every three years.

The specific duties, including the duty to develop a scheme, are designed to ensure that public bodies develop a timetabled, evidence-based plan of action to meet their responsibilities under the general duty and achieve real improvements in gender equality.

When the Gender Equality Duty first came into force, the duty relating to trans people was limited to an obligation to pay due regard to the need to eliminate discrimination and harassment towards transsexual people in employment and vocational training. The scope of the duty was subsequently extended to create an obligation to also pay due regard to the need to eliminate discrimination against transsexual people in the provision of goods, facilities and services. This extension of the scope of the Gender Equality Duty with effect from April 2008 occurred as a result of the European Gender Directive (2004/113/EC) being implemented through the Sex Discrimination Act (Amendment of Legislation) Regulations 2008.

A new Equality Act, which is expected to become law in 2010, proposes to create a new single Public Sector Equality Duty covering a wider range of equality strands. At the time of writing this report, this legislation is making progress through the UK parliament as the Equality Bill. It is anticipated that the new Equality Act will create a duty on listed public bodies when carrying out their functions and those private organisations that are discharging a public function to have due regard to: the need to eliminate prohibited discrimination and harassment; the need to advance equality of opportunity between persons who share a relevant protected characteristic and those who do not; and the need to foster good relations between people who share a relevant protected characteristic and people who do not. The new duty is expected to come into effect in 2011.

The forthcoming Equality Act is also anticipated to extend the range of trans people covered by the new single Public Sector Equality Duty. This wider transgender coverage will derive from the removal of the need for medical supervision during a process (or part of a process) of gender reassignment, together with the new inclusion of protection from discrimination and harassment for people who are perceived as having, or associated with, the protected characteristic of gender reassignment.

Many public bodies are already in the process of moving over to a new single equality scheme and so this project took place at a vital time; when the way that equality work is done is about to be transformed.

2. Confidence in the use of trans terminology

2.1 A picture of confusion

'Staff are very confused regarding what terminology they should be using.'
Telephone interviewee, health and social care

Due to the complexity of the debate on terminology, we explored this issue solely in the telephone survey.

Our information gathering confirms that there is considerable and widespread confusion among the public sector staff surveyed about the appropriate use of trans terminology. This applies to the equality officers and managers who took part in our project as well as other staff, although generally a greater degree of uncertainty was reported to be experienced by mainstream workers.

Confusion over language and the fear of saying the wrong thing was seen as a barrier to effective engagement with trans people. It is also arguable that uncertainty over appropriate terminology is suggestive of a more fundamental gap in knowledge and understanding of the full breadth of issues faced by trans people and of the many different gender identities that fall under the transgender umbrella.

Given that our project participants are mainly people who already have some experience (or at the very least an actively expressed interest) in taking forward trans equality work, the variety of views, definitions of terms and levels of understanding that were expressed suggests a significant lack of confidence and knowledge in the public sector as a whole.

The difficulties that the respondents reported in getting to grips with terminology were exacerbated or in some cases created by a lack of agreement about terminology definitions within and between trans groups and communities. Very few interviewees were confident that the terms and definitions that they use are 'correct'; highlighting the need for clarity and consensus regarding trans terminology.

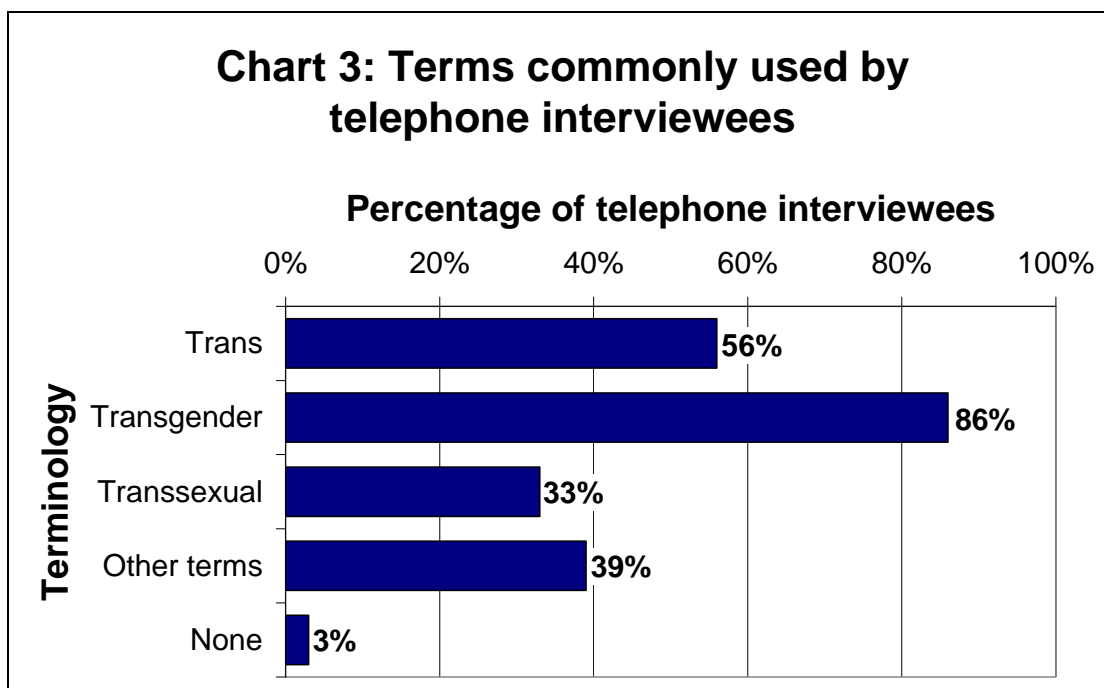
2.2 Most commonly used terms

'The main term we use is trans. We do this as it is what members of the community have told us is most appropriate. However even within the trans community there are mixed messages about what term to use and staff get very confused.'
Telephone interviewee, health and social care

Although the most commonly used term was **transgender people** (by 86% of telephone interviewees), this was closely followed by the term **trans people** (by 56% of telephone interviewees). The telephone interviews revealed that public bodies who had undertaken direct consultation with community groups were more likely to use the term **trans people** when speaking, to reflect the preference of those they had consulted, although some used the terms transgender people and transsexual people for clarity when writing policies. One participant said that their local community found the term trans people offensive and therefore they do not use the term at all. Only one interviewee said that they didn't use any trans terminology but talked merely of personal status, as in marital status or sexual status.

During the phone interviews it was common for participants to report that they used **transgender** and **trans** as umbrella terms to encompass a full range of diverse gender identities. However, interviewees were often unable to elaborate what this gender diversity entailed, and in particular, rarely mentioned non-binary gender identities such as androgyne people as coming under the trans umbrella. Nearly all participants in the telephone interviews referred to trans and transgender as covering both transsexual and transvestite/cross-dressing people. A small percentage of participants say that 'all transgender people' means 'people who have transitioned and have not transitioned and also people who don't want to transition all the way' or a similar definition. One participant defined transgender people similarly to how most others define transsexual people, possibly confusing the definitions of these terms.

The term **transsexual people** was commonly used by only a third of phone interviewees. The term transsexual was seen to be problematic by many because the use of the '-sexual' suffix creates confusion with terminology such as bisexual and homosexual and therefore leads to incorrect assumptions that it is about sexual orientation rather than gender identity. Most interviewees said that they used the term transsexual people primarily in reference to statutory duties in policy and training but the terms trans people or transgender people as their preferred term for community-based work and consultations.



Less than half of interviewees specifically identified terms other than trans, transgender and transsexual. Even among the respondents who were the most experienced in trans equality work, there was almost no reference to **androgynous people, polygender people, non-binary gender** or **intersex people**. We acknowledge that this may in part have been caused by constraints of time within the interviews but would also argue that this indicates an inherent risk in the use of an umbrella term to marginalise identities that should be considered within it. While there may be a stated intention to use the terms trans or transgender to include the widest range of gender identities, if this intention is superficial and unconsidered, in practice only those who are undergoing transsexual gender reassignment may be getting active recognition by the public body. Indeed, even the inclusion of trans men undergoing gender reassignment from female to male (FTM) appeared to sometimes be marginalised within trans equality work by public bodies due to assumptions that gender reassignment will be male to female (MTF).

2.3 Working towards clarity

‘Language and terminology is important in how a service is perceived, but there needs also to be acceptance of individual staff members making accidental errors or inappropriate comments.’

Telephone interviewee, criminal justice

There was a clear consensus that further guidance and clarity over terminology would be helpful in this area. Equally important, however, particularly (but not exclusively) for staff who are unlikely to be in contact with trans people on a day-to-day basis, is the ability to have a constructive approach to correcting any inadvertent

or inappropriate (or unacceptable to particular service users or employees) use of language or terminology.

Crucial to reinforcing understanding was whether or not staff members had actually had personal contact with any trans people either through accessing transgender awareness training or by working alongside someone who openly identifies as a trans person.

A number of public bodies had developed their own internal resources in order to explain trans terminology and relevant equality issues. In the main these existed either as guidance documents for managers focusing on issues around employment and recruitment or as training resources as part of diversity and equality programmes.

Good practice example in...

...increasing staff awareness of transgender diversity

What was done?

Every year West Lothian Council holds an event called West Lothian Diversity Week for all staff. The event focuses on sharing good practice on all equality strands to staff. Heads of services attend this event and the Council publishes an evaluation booklet of the event on its website.

What was the outcome?

The event creates an opportunity to put trans equality on the same platform as the other equality strands and so reaches more staff than a trans-only event can. It helps to raise the profile of trans equality and the levels of participation in trans equality issues. In 2008, the Scottish Transgender Alliance did a presentation on trans equality that highlighted the importance of including the full range of people who identify as transgender. The senior managers who attended realised the importance of including wider trans issues in their equality schemes and have now developed a scheme that is more inclusive of all transgender people.

3. Understanding of legislation

Through both the telephone interviews and the online survey, we examined the levels of understanding among public bodies in relation to their current legal duties to give due regard to the need to eliminate unlawful discrimination and harassment for transsexual people.

We also examined via the telephone interviews whether public bodies were incorporating their Human Rights Act obligations into their equality schemes as a lever to promote action to ensure the fundamental FREDA⁴ principles for all transgender people.

Both our phone interviews and online surveys revealed a lack of clarity in relation to legal duties as they relate to trans people and very little explicit inclusion of human rights within the project participants' equality schemes. However, some of the telephone interviewees were using some or all of the FREDA principles to implicitly underpin their equality work.

3.1 Awareness of trans inclusion in gender duty

'I've heard of the EU Gender Directive, but am not really sure of what it says. I am not sure if our equality scheme makes reference to it or not.'
Telephone interviewee, local authority

The online survey checked whether its respondents understood what the correct definition of gender reassignment is for the purposes of who counts as a transsexual person within the Gender Equality Duty. Thirty-three (55%) out of the 60 online survey respondents correctly identified the Sex Discrimination Act's definition of gender reassignment:

'Gender Reassignment means a process which is undertaken under medical supervision for the purpose of reassigning a person's sex by changing physiological or other characteristics of sex, and includes any part of such a process.'

Five (8%) of the online survey respondents mistakenly thought that genital surgery was legally required to count as a transsexual person. Nine (15%) mistakenly thought that receiving a full Gender Recognition Certificate was legally required in order for a person to count as transsexual. Twelve of the online survey respondents thought that the gender reassignment definition proposed by the government for the forthcoming new Equality Act (which does not require any medical supervision) was already the existing legal definition.

⁴ The FREDA principles are: Fairness, Respect, Equality, Dignity and Autonomy.

The project participants (both those responding to the online survey and the telephone interviewees) were more likely to assume greater inclusion of trans people within the Gender Equality Duty than actually exists, rather than assuming less. The vast majority (85%) of online survey respondents believed that they were required to promote equality of opportunity for transsexual people in at least employment. Similarly, half of the online survey respondents assumed that extension of the gender equality duty to cover trans equality duties in goods, facilities and services includes the education sector.

The greater gender duty coverage assumed for trans people appeared to be occurring as a result of an instinctive tendency for public body equality managers to automatically harmonise equality duty coverage across different strands. Just as some of the telephone interviewees advised it was easier for them to cover all transgender people than to try to exclude some while including others, they similarly often found it easier to harmonise and level up trans coverage within their equality schemes than to try to remember and repeatedly have to specify differences in coverage between the various strands.

Over 80% of telephone interviewees had heard at least vaguely of the European Gender Directive (2004/113/EC) but few were able to state its role in extending the Sex Discrimination Act prohibition of discrimination and harassment on grounds of gender reassignment in employment and vocational training to also cover goods, facilities and services (with a key exception of education provision). Similarly, telephone interviewees were uncertain about the extent to which there was any legal protection from discrimination on grounds of gender reassignment in regard to the provision of single-sex services and facilities.

Interviewees regularly made reference to equality concerns around access for trans people to single-sex facilities and services but often lacked awareness of what policy and practice decisions would be needed to comply with the Sex Discrimination Act (Amendment of Legislation) Regulations 2008 which implemented European Gender Directive (2004/113/EC).

Confusion surrounding single-sex service provision is likely to be the product of European Gender Directive implementation which has created a complex legal situation which allows in limited circumstances for a trans man or trans woman to be treated differently from other men or women. This different treatment can occur where a single-sex service provider is able to point to a legitimate aim and demonstrate, in the circumstances of the particular case, why no less discriminatory alternatives of achieving that aim were available. Guidance has yet to be published⁵ for public bodies to clarify what this means in practice for single-sex service policy-

⁵ The Commission is in the process of producing some guidance which covers some of the issues relating to single-sex services. This should be published during 2010.

making and as the Sex Discrimination Act was only amended to include this in April 2008, there is not yet a body of case law decisions either to guide policy and practice decisions.

‘We are aware of EU Gender Directive, but [have] not done as much as we would have liked. Within our staff induction and equalities training, we cover what standard of behaviour is expected of staff, customers’ right to dignity and [there] is reference to goods and services, but this is not necessarily trans specific.’

Telephone interviewee, local authority

3.2 Considering the Human Rights Act

‘The Human Rights Act plays an important role in the way that we do our equality impact assessments [EIA] and is incorporated into the EIA tool that we use. This tool has been produced by the NHS Wales Centre for Equality and Human Rights. The FREDAs principles of fairness, respect, dignity etc underpin our approach to equalities work. We have a category for human rights where we measure any impacts on people’s human rights by examining them through a human rights lens. In practice it is more the values behind the Human Rights Act (of respecting privacy and dignity etc) rather than the legal articles themselves that influence our actual day-to-day work. However the Human Rights Act gives us a real lever to maximise the impact of our work.’

Telephone interviewee, health and social care

A minority of phone interviewees said that they had actively considered the Human Rights Act in their work or had formally incorporated human rights into their equality schemes.

Human rights work within public bodies was seen to be at an early stage of development and far from central to the way that equality work was approached.

‘Human rights is on the radar and has been discussed at the Equalities Lead Network, but is not embedded in the way that Health Boards are thinking or approaching their work.’

Telephone interviewee, health and social care

Despite the absence of explicit reference to the Human Rights Act within equality schemes, the FREDAs principles which underpinned the Human Rights Act were seen as already implicitly underpinning core equality work. A large number of phone interviewees were positive about and interested in taking forward a more human rights-focused approach to equality work, but advised that much more support and guidance was needed to increase their knowledge, confidence and capacity to do so.

‘We are trying to introduce more of a human rights approach, but people are nervous of this. A human rights approach is more positive than the current compliance approach, it’s a more positive way of doing things, but we still have a long way to go.’

Telephone interviewee, local authority

Three interviewees commented on how having legislation such as the Human Rights Act was a useful tool in getting trans equality issues to be taken more seriously by both managers and participants on equality training courses. It was also noted that different organisations would respond to different levers and so it is important that a variety of ‘carrots and sticks’ are used to achieve better equality outcomes for all. However, not everyone agreed with the Human Rights Act having any real significance:

‘It’s the personal contact which makes the difference, not the legislation... the legislation just encourages a tick-box approach.’

Telephone interviewee, local authority

Overall human rights work was seen as being in its infancy across all equality strands and not just for transgender people.

There was a strong feeling that further guidance and support would be needed from the Commission to inform public bodies on how human rights should be embedded in their work. One phone interviewee specifically commenting on how it was unreasonable to expect public bodies to change to a more human rights-based approach overnight, especially without any additional resources or training.

Good practice example in...

...recognising the human rights of all transgender people

What was done?

Greater Glasgow and Clyde NHS Board decided to create a trans equality policy as one of their single equality scheme actions. They approached both local and national trans organisations and established a working group with trans people and NHS health board staff to design the trans equality policy.

Greater Glasgow and Clyde NHS Board established their commitment for the policy to incorporate a human rights approach and to recognise the fullest diversity of gender identity. They found that most existing trans guidance only considered equality issues for people undergoing gender reassignment and therefore they arranged a very successful training day for their corporate inequalities team and

other managers specifically on the lives and equality and human rights issues of trans people who do not intend to undergo gender reassignment.

To enable the best possible understanding of their human rights obligations in regard to gender identity, they proactively sought legal opinion to inform development. The resulting guidance addressed single-sex ward placement, rights to respect for gender identity in the absence of a Gender Recognition Certificate, and the rights of trans and intersex young people.

What was the outcome?

The corporate inequalities team within the Greater Glasgow and Clyde NHS Board significantly increased their understanding of the issues faced by trans and intersex people. They have committed to ensuring that the human rights principles of dignity and respect underpin their policies.

The team has established stronger links with trans groups locally and nationally who will be involved in further consultation and involvement as the policy becomes operational and is subject to review.

The range of gender reassignment medical services provided has been expanded in order to better meet the needs of trans service users. For example, access is now provided to electrolysis for hair removal which previously was not recognised as a need.

4. Consultation and engagement

4.1 Factors influencing extent of consultation

‘We are seeking to embed transgender equality as part of our core work and consultations are part of how we inform actions across all our services, not just our equality schemes.’

Telephone interviewee, health and social care

Consultation is a specific duty. It is important because it recognises the right of people to participate in decisions about their lives and also because it provides public bodies with the information they need to identify important issues and priorities. It enables public bodies to better understand the perspectives of the diverse communities they serve and can help identify simple and innovative ideas for important equality improvements which otherwise might not be apparent to public bodies.

The information we gathered shows a very broad range in the levels to and the ways in which those public bodies that participated in this project have been consulting and involving trans people and in the degree to which their equality work was informed by knowledge of the issues affecting transgender people. While there were many examples of public bodies that had been very proactive in their approach to consultation with trans people, there were similar numbers of public bodies in our project which had not carried out any trans-specific consultation at all.

Two key factors influenced the extent that public bodies carried out consultation. Firstly the effectiveness of consultation depended on whether there is an active trans group in the area or, in the absence of a trans group, a local LGBT organisation doing trans work. Secondly the level of consultation and motivation to do trans equality work was often directly linked to whether the public body had any employees who were trans and whether any of its equality managers/officers had any previous personal experience of working for trans equality (for example, through personal voluntary LGBT equality campaigning or LGBT community involvement).

How effective these consultations were was dependent not just on differing levels of local trans expertise, but also on the ways in which consultations were approached. It was important for example to ensure that issues of trust, privacy and confidentiality were dealt with sensitively and that consultations were seen as part of an ongoing process of relationship-building. There were many positive examples of public bodies being imaginative, persistent and respectful in the way they approached consultation.

Good practice example in...

...involving the trans community in co-producing equality work

What was done?

The Scottish government has adopted a 'co-production' methodology to their work on gender equality. This is an approach to consultation originally developed for working with disabled communities. The emphasis of this approach is on developing work in partnership with stakeholders from the very beginning rather than just consulting them towards the end of the process. The aim is for all parties to develop a better understanding of the issues and to work out solutions together. The focus is on involvement rather than consultation. The Scottish government is in a position to use this approach because it has supported the development of the Equality Network's Scottish Transgender Alliance (STA) and therefore they have a trans-specific project that has the remit and capacity to collate and present the views of a broad range of trans people.

What was the outcome?

This approach has been able to improve equality outcomes for trans people by making the consultation process shorter, more effective, and better able to include more voices. The community is supported to be able to debate issues and work out priorities in private before coming to the table with the public body. This allows communities to avoid debating issues with each other in front of representatives from a public body, which can contribute to discord between community members and organisations. The approach supports community members to develop the skills and knowledge needed to transform from activists campaigning against a public body into stakeholders improving outcomes in partnership with a public body.

The approach also makes it easier and quicker for officials to understand the relevance of their policy and practice to trans equality. Co-production brings all stakeholders together in a meaningful way focusing on building trust, respect and longer-term partnership relationships. It recognises that officials are not automatically expert and need the expertise of the community to make good policy and to reduce problems of research and data gaps. The meaningful mutually supportive engagement and open dialogue in turn helps prevent consultation fatigue.

4.2 Approaches

‘We have developed links with the trans community to ensure that we are able to offer an appropriate police response. It’s critical that [the] community are consulted and have confidence in what we are doing. Without these links and serious commitment we would miss something and people would not feel safe in reporting crimes to us.’

Telephone interviewee, criminal justice

There was recognition by many phone interviewees that for consultation to work well a proactive approach was required, and we were impressed by the lengths to which some public bodies had gone in reaching out to their trans community. Phone interviewees who had done most to engage with trans people had used a combination of methodologies and accessed as wide a range of stakeholders as possible. They also very strongly believe that the key to achieving good equality outcomes across all their work is building long-term productive relationships with all these stakeholders.

Several interviewees commented on how establishing good relations with a local trans or LGBT organisation had been instrumental in facilitating both access and trust in reaching out to trans communities.

We were also impressed by a small number of interviewees who encourage people to participate in consultation events anonymously and at times that suit them by allowing for contributions to be sent via email or for comments on equality proposals to be submitted online. This was seen as particularly helpful in rural areas, for individuals who prefer not to identify as trans in public, and for people who prefer to be consulted without having to attend meetings.

It was clear that consultation was being used not just as a tool for informing the content of equality schemes, but also as a method for identifying gaps in service delivery, in establishing training priorities and in exploring how to overcome barriers for trans people in accessing services.

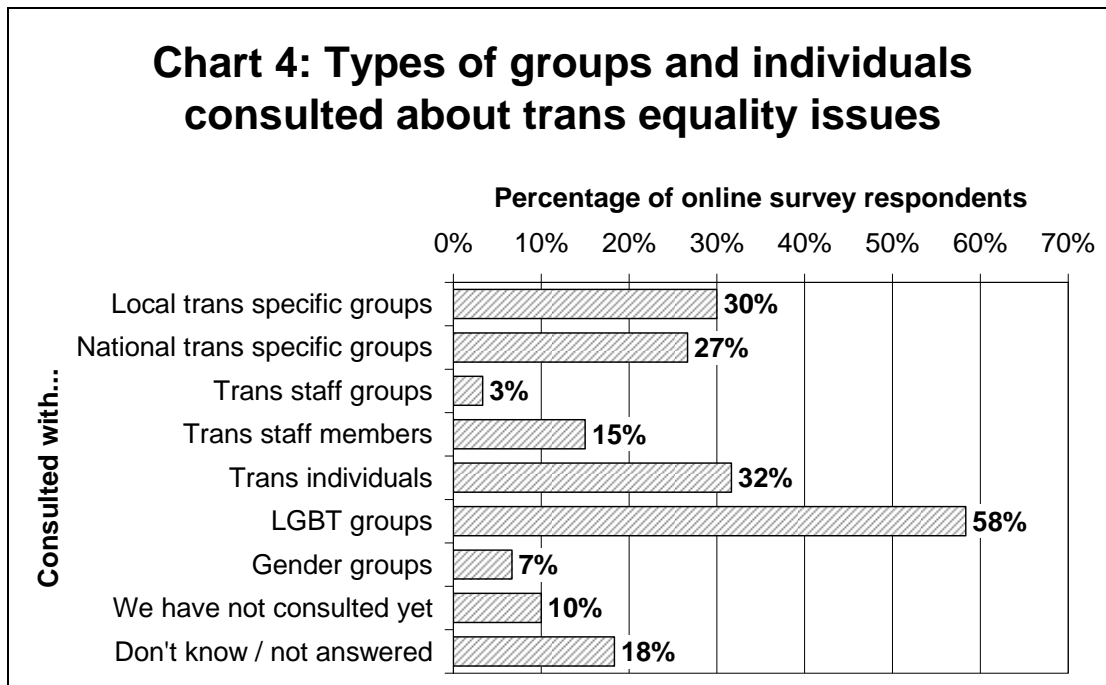
The establishment and support of equality, LGBT and/or trans forums and consultation groups has also been explored by some of the most industrious public bodies. Where organisations had established forums in which to seek the views of trans people, it was more common for trans to be represented through LGBT forums than gender. There were only limited examples of public bodies using gender and LGBT structures at the same time to actively engage with trans people.

The benefit of consulting staff was eloquently highlighted by one of our telephone interviewees:

‘Over the last two years we have developed our own management policies and procedure as a result of having two staff members who were undergoing gender reassignment. There has been a massive change in the last two years which came about as a direct experience of having trans staff members. You don’t know what people actually have to deal with until you talk to them. So we have had to look at a range of staff policies and practices, for example relating to time off work during transition. We have involved our trans staff in the process of producing our guidance and could not have done it without them.’

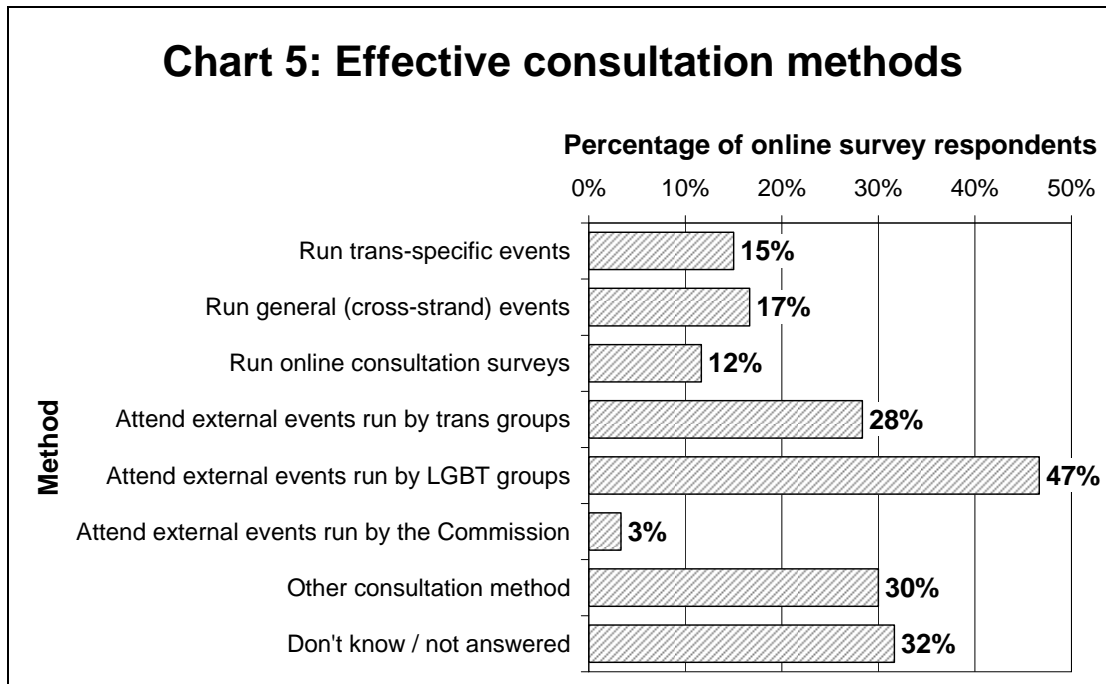
Telephone interviewee, criminal justice

The percentages of online survey respondents who have consulted with different types of groups and individuals about trans equality issues are shown in Chart 4 below.⁶ The online survey drew some similar conclusions to the telephone interviews. By far the most common method of consultation is to speak to LGBT organisations (58%). This was followed by just under a third of the online survey respondents saying that they have consulted with trans individuals. Despite the significant capacity difficulties often experienced by local trans groups (due to most of them being completely unfunded peer-support social groups), slightly more of the online survey respondents indicated that they had consulted with local trans groups rather than with national trans groups (30% compared to 27%).



⁶ The percentages add up to more than 100% because a number of the respondents have consulted multiple types of groups and individuals about trans equality issues.

The online survey also asked what methods public bodies had found to be the most effective in engaging with trans people, and their views are shown in Chart 5.⁷



The online survey respondents most commonly identified that they had found attending external meetings or events organised by LGBT groups to be an effective consultation method (47%). There is a risk that such LGBT meetings or events may not actually include any trans people as the level of trans-involvement within different LGBT groups varies. Attending external meetings or events organised by trans groups was only identified as an effective consultation method by 28% of the online survey respondents.

The higher proportion of people citing LGBT consultation as being effective may stem from the fact that there are more LGBT groups to consult with than trans groups and that LGBT groups are often larger in size and more likely to have sufficient funding to hold events for public bodies than trans groups. However, it may also relate to the issues articulated by some of the telephone interviewees that they perceived trans groups as frequently providing contradictory viewpoints during consultation and making it harder for public bodies to determine what trans equality actions to prioritise. Section 6.5 of this report further explores these issues and considers the challenges created for public bodies by the current lack of trans community infrastructure.

⁷ The percentages add up to more than 100% because a number of the respondents stated they had found more than one of the listed consultation methods effective.

Good practice example in...

...listening and responding to trans communities

What was done?

Gloucestershire County Council has built strong ongoing relationships with the trans groups and individuals in their area. During consultation, their local trans community said that they would like to consider including gender identity in the Council's diversity monitoring. The Council worked with trans representatives on how to best include a question on gender identity in their recruitment and staff monitoring processes. The council continues to update the local trans support group through their key representative every six months on this point, and has taken on board feedback from the group on rephrasing the question as the discussion on monitoring has progressed within the community itself. The Council says that the key to the success of this is due to their continued work with and support of the community through consultation undertaken on the community's terms and supporting trans-inclusive events.

What was the outcome?

Because the Council has proved that it listens to and takes actions on the issues of the trans community, the community has been supportive of the Council and have helped in the development of their equality schemes and impact assessments. The relationship is symbiotic and productive for all. The Council's Head of Equality for Employment and Service Delivery says: 'Having this dialogue helps our understanding and thought processes so when we do training we are able to discuss trans issues with other organisations. It is about developing our knowledge and being responsive to communities. We need to be able to change quickly as communities' ideas change and develop.' With this attitude to all their equality work the Council has become a leading organisation in promoting an inclusive approach to equality throughout the region and in other public bodies. This has in turn allowed the Council to set up Wales and West LGBT: Making a Difference - a multi-agency group to look at LGBT issues on a broader level to avoid duplication and share good practice.

4.3 Issues for trans people highlighted by consultation

As well as examining the benefits, methods and challenges of consulting with people who are trans, our phone interviews asked about the main issues which trans people have highlighted as being of concern.

Not surprisingly, the responses to this question varied according to which sector the public body came from and what level and type of consultation they had undertaken, although some issues were common across the board.

A number of public bodies expressed concerns about how to manage expectations from trans people about what public bodies should be able to achieve and regarding timescales for bringing about changes. This was mentioned, for example, by the criminal justice sector in relation to bringing about successful convictions for hate crime and local authorities in relation to access to public housing and raising levels of awareness and understanding of trans equality.

The development of good employment practices and policies was one of the prime motivating forces behind a lot of public bodies carrying out consultation with trans people. Not surprisingly, as a result, issues over recruitment, paid time off work for transition, privacy, and dignity in the workplace were all frequently mentioned as major issues of concern for trans staff.

For local authorities, the primary issues highlighted included difficulties in accessing suitable housing and worries about care services not reacting appropriately to people who are trans. One interviewee also highlighted challenges presented by the increasing trend of having arms-length organisations, whose semi-independence from the Council could lead to a conflict in approaches.

In the health and social care sector, key issues of concern related to accessing gender reassignment treatment and also the potential stigmatising of trans people through requiring a diagnosis of a clinical mental health condition before such treatment could be accessed on the NHS. There were also commonly mentioned problems about GPs and mental health staff not taking gender identity issues seriously; concerns over poor take-up of cervical or breast cancer screening due to ignorance of the risks among frontline staff, and worries about how both trans patients and visitors may sometimes not be treated with the dignity they deserve.

For the fire and rescue sector, the most commonly voiced concern related to the challenges of making fire services a trans-friendly employer, recognising the challenges of ensuring privacy and respect in a workplace where employees shared dormitories or showering facilities and where a 'macho culture' can be the norm.

The online survey revealed that the elimination of transphobic bullying and the improvement of staff attitudes towards trans people as being the two most commonly prioritised issues. These were closely followed by improving access to general services and facilities, improving the dignity and privacy for trans service users and meeting the needs of trans staff.

Good practice example in...

...organising a consultation event between police and a rural trans community

What was done?

Northern Constabulary in Scotland organised a two-day residential community consultation event in partnership with the Scottish Transgender Alliance (STA) and the National Trans Police Association (NTPA), called Trans-Inclusive Policing. The main aim of the event was to enable the trans community to be involved in considering strategic objectives of the Force and recommending potential actions for inclusion in the Constabulary's single equality scheme.

The Constabulary built up relationships with its local trans community over 18 months before the event by attending their meetings in the evenings as well as building links with the STA and NTPA. As part of the event, trans people also created the content of a 12-minute trans-inclusive policing training DVD to explain how they want the police to uphold the dignity and privacy of trans people and to highlight the importance of trans people and their local police service working together to improve trans equality and community safety.

What was the outcome?

The full-length internal report from the consultation event enabled the action priorities of the trans community to be fed into Northern Constabulary's single equality scheme.

To provide transparency in the process, the local trans community was encouraged to contribute to and review the draft report, and a summary was also created for wider distribution.

By showing the short DVD to all the Constabulary's employees, awareness was raised about trans human rights good practice and trans inclusion in the Constabulary's equality scheme.

The key consultation findings and the training DVD were shared with other Scottish police forces via the Association of Chief Police Officers Scotland LGBT Community Safety biennial conference.

5. Inclusion of trans within equality schemes

‘Within our equality scheme and EQIAs we make sure that there is specific reference to transgender otherwise it would get missed.’

Telephone interviewee, health and social care

As highlighted in the introduction, at the time of writing we are at an important crossroads for equality work, with the anticipated new Equality Act in 2010 expected to require public bodies to transition from having separate schemes to single combined schemes. The new duty comes into effect in 2011. This presents real opportunities for public bodies to improve the way in which they approach trans equality work.

Our interviews examined the approaches and actions public bodies are currently taking to meet their general duty and achieve improvements in trans equality. We did this by asking them about their equality schemes, asking if and how trans equality work is included in their schemes, the scope of this work, their action plans and how they monitor the impact of their trans equality work. We also asked if any actions or monitoring were being undertaken that was not referred to in the schemes.

From our 36 phone interviews, exactly half (18) of the public bodies had already established single equality schemes, a further 12 were in the process of developing single schemes and just six were operating under separate equality schemes for race, gender and disability.

Good practice example in...

...arrangements to include trans people in a prosecution service equality scheme

What was done?

The Crown Office and Procurator Fiscal Service (COPFS) is Scotland's national prosecution service. It is covered by the Scottish government's equality schemes but has autonomy in relation to the development and publication of its own equality action plans. In its current action plan, COPFS sets out actions under its equality objectives rather than under equality strands; for example, Engaging With Communities. Under this equality objective there are specific actions for COPFS Area Diversity Teams to consider the best ways of establishing and maintaining contacts with trans groups in the 11 geographic areas in which the organisation operates. The purpose is to expand knowledge of the different needs of trans people.

COPFS has a policy on engaging with trans people in dealing with their case and at court. This policy covers witnesses and accused, and focuses on language used by court practitioners, different trans terms, the challenges facing trans people and current legislation.

In preparation for the impending implementation of Scottish legislation recognising transphobic hate crime, COPFS prosecution policy will draw on information provided by trans equality organisations as a baseline for action.

What was the outcome?

The COPFS is currently collecting information on outcomes from the Engaging With Communities equality objective to include in their annual progress report on their equality action plans. They are taking on board feedback from their independent Equality Advisory Group and working to improve on the quantity of outcome-related data on their previous report.

The trans communities in Scotland are more engaged with the service. Trans people in future will feel more confident with using a prosecution service which is better informed of their needs.

5.1 How trans equality has been included

‘There is an ongoing debate re appropriateness of LGB + T, given that transgender is not [the] same as sexual orientation.’

Telephone interviewee, health and social care

‘We want to substantially change it so that transgender is a distinct strand. Our old scheme was linked to gender and we are moving to having a tighter link with LGBT. This is to do with what the trans community have told us and who they feel they identify with, or are supported by.’

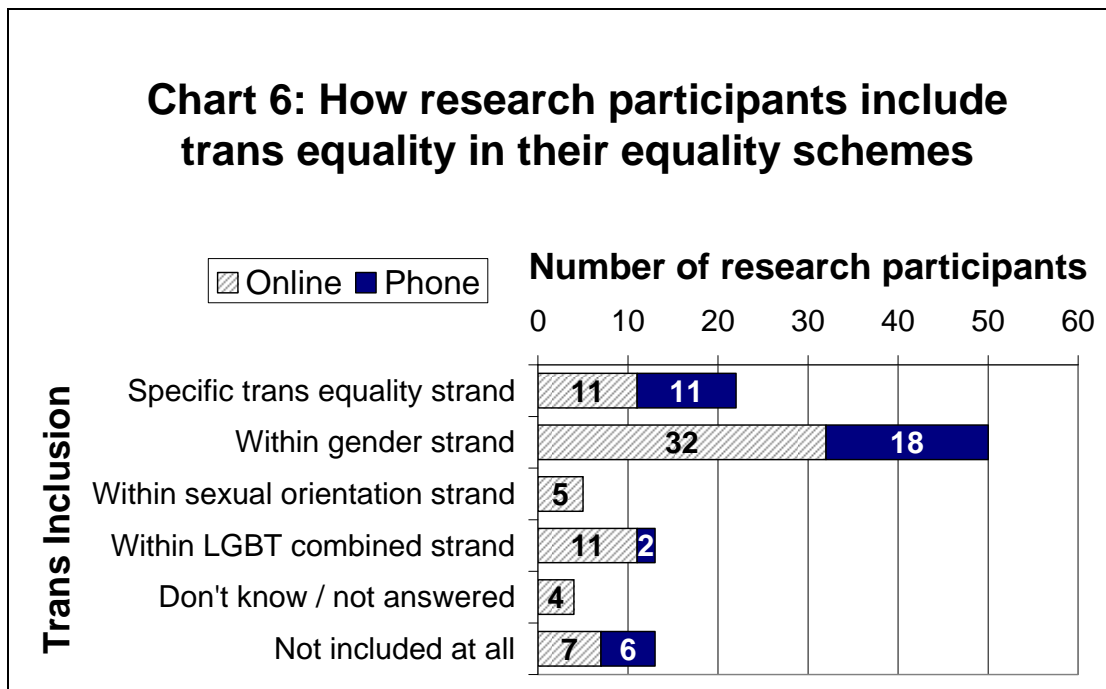
Telephone interviewee, local authority

There was acknowledgement from the majority of our interviewees of the complexity of how best to include trans equality. Some respondents were able to balance their understanding and commitment that trans equality should be included under the gender heading or viewed as a distinct strand in its own right with a practical or community development-based acknowledgement that in terms of undertaking consultation and implementing actions, it often made the most sense to coordinate trans equality alongside sexual orientation work as a combined lesbian, gay, bisexual and trans (LGBT) approach. Alternatively other public bodies spoke of their frustration as to how transgender was often mistakenly assumed to be a sexual orientation and therefore were uncomfortable with or actively rejected the LGBT inclusive approach.

In both the telephone interviews and the online surveys, gender identity/trans equality most commonly sits within gender equality schemes or the gender section of a single equality scheme. The second most common way of including gender identity/trans equality was as a distinct and specific equality strand in its own right within a single equality scheme. Only one interviewee said that they thought developing trans as a separate strand could be ‘a step backwards’; this was based upon their local consultation which had supported the view that gender identity should fall under gender rather than be developed as a separate strand. Only two of the telephone interviewees included trans equality within a LGBT section in their equality scheme but 11 online respondents had done so.

Six telephone interviewees and seven online survey respondents said that their equality schemes made no reference at all to gender identity/trans equality. Of those who made no reference to trans equality within their equality scheme, there were cases where gender identity and trans people were still included in other policies such as Equal Opportunities, Dignity at Work and Diversity Action Plans.

A summary of how all the project participants (from both the online survey and the telephone interviews) have included trans equality in their equality schemes can be seen in Chart 6 below⁸:



A minority of interviewees specifically included gender identity/trans equality as a distinct category within their equality impact assessments but many said that they were either currently changing to including gender identity/trans equality as a separate strand or were planning on doing so in the future once their new single equality schemes became operational.

⁸ Seven research participants selected two types of trans equality inclusion within their equality schemes (for example, both within the gender strand and also within a LGBT combined strand) and a further two participants selected a combination of three inclusion types. Therefore, the numbers in the above chart add up to 107 rather than the 96 total number of research participants. For eight out of the nine participants who selected more than one type of trans inclusion, inclusion with the gender strand was one of the types they selected.

Good practice example in ...

...the inclusion of trans equality in a gender equality scheme

What was done?

Brighton and Hove City Council's gender equality scheme (2007–2010) highlights trans as a distinct category for their equality impact assessments (EIA). The scheme is regularly monitored, reviewed and developed in line with the Council's core values, user feedback, best practice and legislation. As part of the scheme, the Council has also produced a Support in the Workplace for People in Transition toolkit aimed at managers and developed in consultation with local transgender group Gender Trust. This toolkit covers definitions and how to support individuals.

What was the outcome?

The Council is confident that during the lifetime of the scheme, by progressing the actions within it, they will make accelerated progress in further promoting gender equality for people in Brighton and Hove.

Good practice example in...

...developing an LGB advisory group into an LGBT advisory group

What was done?

Aneurin Bevan Health Board had an LGB advisory group that provided advice to the executive board in relation to staffing and service issues. This group realised that they did not have any expertise in relation to transgender so, after a period of consultation, agreed to change their terms of reference to become LGBT and to be proactive in recruiting trans people into their membership. The Board's Equality, Diversity and Human Rights team has been in communication with trans staff and members of the trans community and has facilitated three individual meetings between trans people and the Chair of the LGBT Advisory Group. To compliment face-to-face meetings, the minutes and relevant papers are emailed so that trans people are still able to contribute even if they can't come to meetings or don't feel comfortable attending in person (for example, because they do not wish to reveal their trans identity to other participants).

What was the outcome?

This has helped build relations and given the Primary Care Trust (PCT) a better insight into the concerns and experiences of local trans people. The PCT is still at an early stage of its trans work and is just beginning to identify what the issues are.

Good practice example in...

...inclusion of trans equality in EIA

What was done?

Since 2006, Velindre NHS Trust in Wales has explicitly included trans equality within their equality impact assessment form. This helped the Trust to identify functions other than those in relation to access to gender reassignment provision where policies and practices may have adversely impacted on trans people's lives.

In particular, they identified sex-specific cancer-screening services as an area where action was needed to ensure cervical screening referral processes for female-to-male trans men were made with dignity and respect.

They also identified that the ongoing long-term use of hormones would increase the risk of breast cancer for trans women aged 50-70 and provided trans-specific training to screening staff, including radiographers and frontline staff to ensure that their breast cancer screening protocol was trans inclusive.

What was the outcome?

Radiographers carrying out mammography screenings for breast cancer are much more skilled in providing screening to trans men and trans women in a supportive and respectful manner. Other frontline staff are more confident in processing screening referrals to ensure that the pronouns, designations such as Mr or Mrs, and names used in letters respect the gender identity of trans patients regardless of their legal sex or physical characteristics.

Overall, this encourages an uptake in screening by trans people as they feel more confident and comfortable accessing trans-friendly services. Over time, this should facilitate earlier cancer diagnosis and intervention for trans people.

5.2 Scope

'It is easier to include all people than arbitrarily trying to exclude some.'

Telephone interviewee, local authority

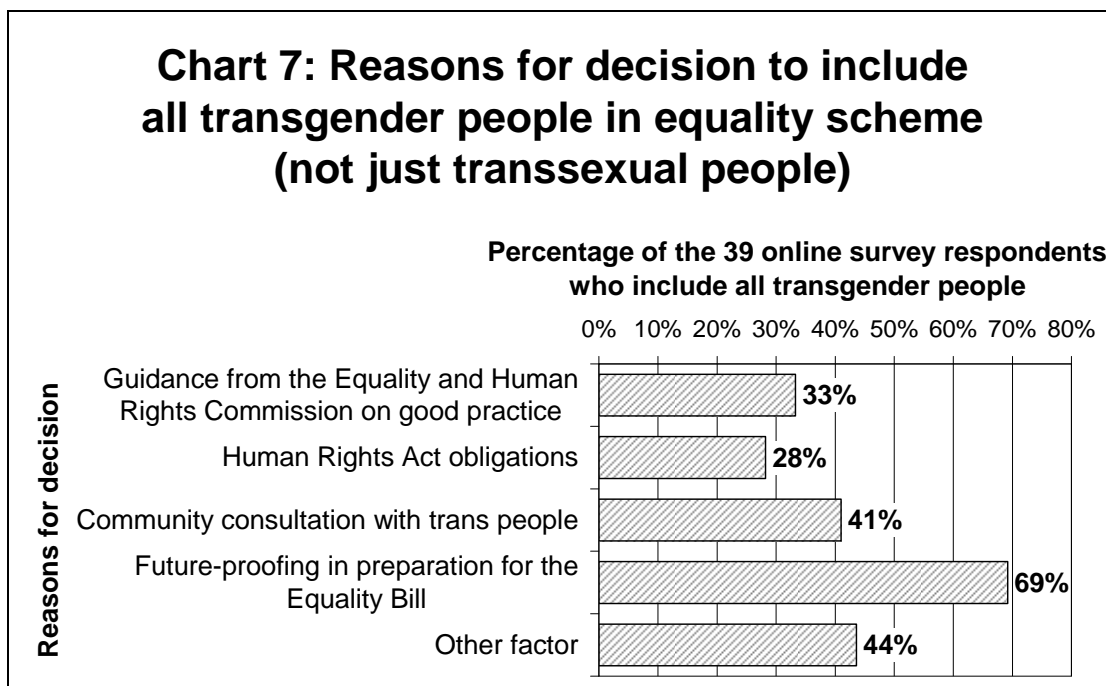
Almost all telephone interviewees stated they were including (or planning to include) all transgender people rather than just transsexual people in their equality schemes and equality work more generally. Interviewees highlighted a variety of reasons for extending their schemes to include the full spectrum of transgender people. These

included a desire to ‘start from best practice’, ‘do what is right’ or ‘not exclude anyone’ as preparation for the new Equality Act in 2010 or in response to needs highlighted through attending presentations by trans equality activists or holding consultations. One interviewee said: ‘Once you actually start doing this work, the limitations in the legislation become clearer.’

There was unanimous agreement that personal contact with trans people is of primary importance in encouraging public bodies to further include trans equality within equality schemes beyond a tick-box exercise and that such personal contact was a more effective lever than the enforcement of legal duties alone.

Out of the 60 online survey respondents, 39 (65%) stated that their equality schemes included reference to all transgender people rather than just transsexual people. The percentages of these 39 online survey respondents attributing their decision to include all transgender people to different reasons are shown in Chart 7. Preparation for the new Equality Act (69%) was cited as by far the most common reason why bodies had decided to do so.

Fourteen out of 60 (23%) of the online survey respondents said they limit their schemes to transsexual people only and seven out of 60 (12%) said that they do not make any reference to trans equality within their schemes at all.



We need to stress, however, that while it was routinely stated that their equality schemes covered the full spectrum of trans people, when subsequently asked about the trans equality actions being taken there were very few examples of equality actions relating to trans people who are not transsexual. Although we

welcome the commitment to an inclusive and diverse transgender approach the surveys suggested that most thinking remains focused around people who are undergoing transition.

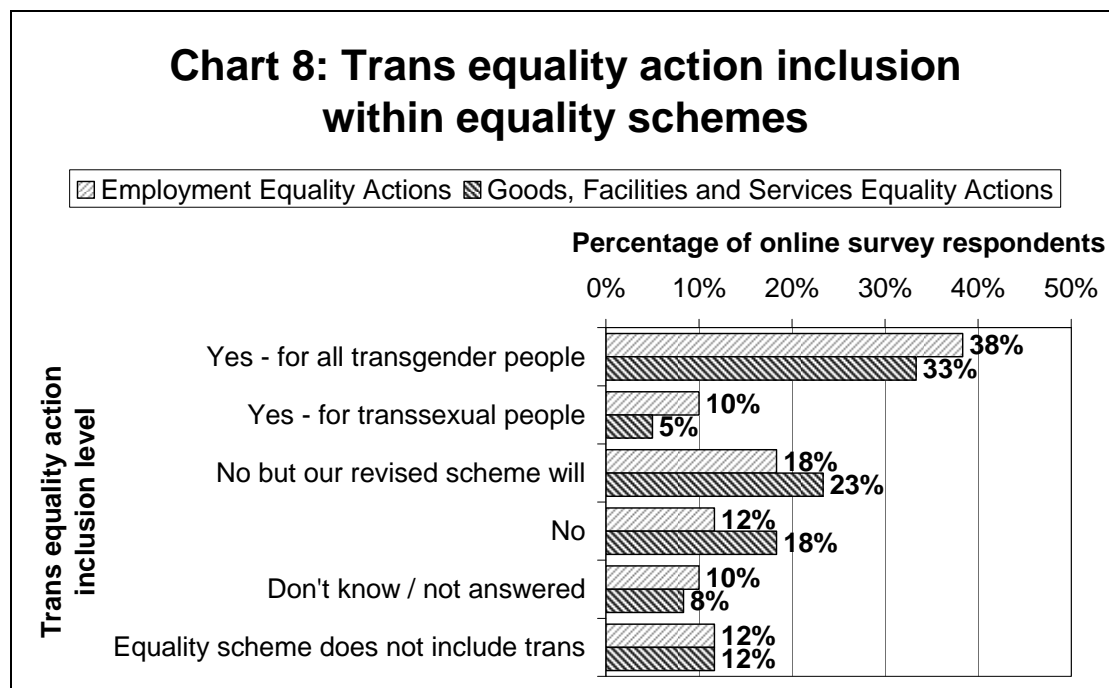
5.3 Trans-specific actions

The most important part of developing a gender equality scheme is developing gender equality objectives and an action plan to meet the general duty and achieve real improvements in equality.

Around half of telephone interviewees were able to identify specific actions within their formal action plans that related to gender identity. Most of these related to the inclusion of trans equality in employment policies, equality impact assessments and in diversity awareness training for staff. These actions could in the main be characterised as being more ‘process objectives or actions’.

It is also important for public bodies to set themselves objectives or actions designed to achieve a measurable improvement in trans equality, such as increasing the number of trans people in the workforce or reducing the time it takes for trans people to access gender reassignment services. However, within the constraints of our project, we were unable to identify any concrete examples of this occurring.

Some interviewees included targeting trans groups and communities for consultation. No interviewees referred to particular methods of collecting and using personal information or enabling better access to trans-specific services.

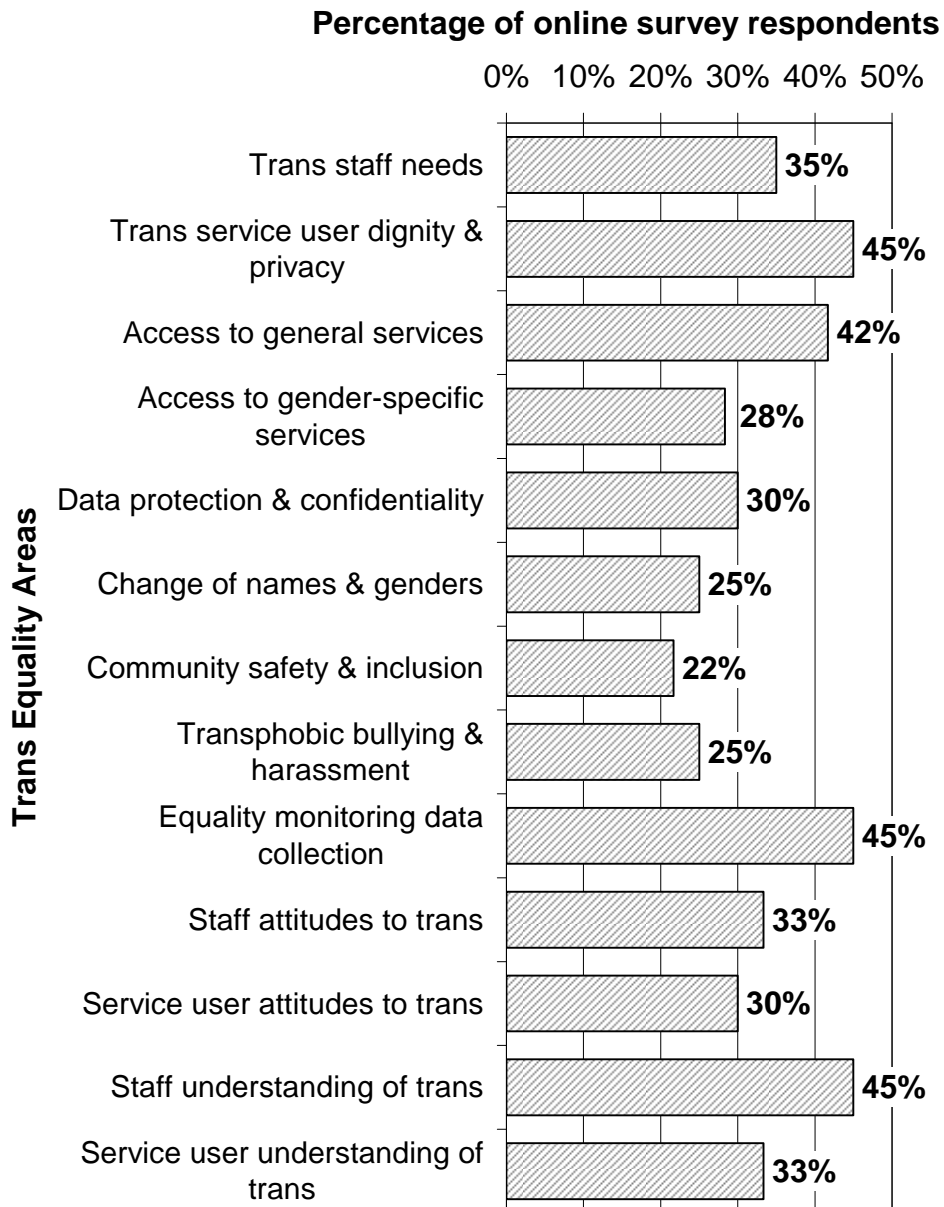


Twenty-nine out of the 60 (48%) online survey respondents said they had actions in their equality schemes addressing transsexual or transgender employment equality and 23 (38%) said they had transsexual or transgender goods, facilities and services equality actions. The online survey requested respondents to summarise any such actions and 21 of the respondents provided a written description. Six of these noted actions on employment but did not mention any actions relating to goods and services. Five referred to actions related to goods, facilities and services but did not refer to any actions relating to employment. Two said they have actions planned but have not yet carried out these actions, and three provided answers that did not clearly indicate what their current trans equality actions are. Of the 60 online respondents, only five described specific actions relating to both employment and services.

When asked about the trans equality areas which they intend to try to address when developing their new equality scheme actions in the future, the online survey respondents most frequently selected the following three areas (each selected by 45% of respondents):

- dignity and privacy issues for trans service users
- equality monitoring data collection, and
- staff understanding of trans equality.

Chart 9: Future actions planned



Good practice example in...

...getting started on trans inclusion in an action plan

What was done?

As part of their gender action plan, Aneurin Bevan Health Board in Wales has an objective to set up a trans 'task and finish group'. The Board has started engagement with the community on this area, but is at an early stage and is really just beginning to identify what the issues are. It is also reviewing the literature and best practice available and using the 'trans index' developed by a:gender in order to benchmark current practice.

What was the outcome?

The Board is rapidly increasing their knowledge and understanding of trans equality issues and is better able to justify and take actions, such as including specific reference to trans equality in its equality impact assessments more confidently.

Good practice example in...

...being an employer of choice

What was done?

The Metropolitan Police Service (MPS) has prioritised trans equality for its staff in a number of ways. It has worked closely with local and national trans equality groups and has benefited from taking on board much of the advice provided by these.

The trans staff group, which was started two years ago, has been supported and grown from a very small group into a fully fledged staff association. At first this group had only transsexual members, but through word of mouth it has grown and includes people with many different gender identities. Through this association the staff are consulted on internal (such as transitioning at work) and external policies (such as searching trans people).

The MPS has also prioritised trans awareness training. This has included both face-to-face events (for example, a two-day 'listening' event on gender identity) and a trans section in the mandatory computer-based training programme. While the MPS does not believe that computer-based training is the best way to promote real understanding, it does acknowledge the advantage it provides in raising awareness across its staff of over 55,000 people. This is also supplemented with more in-depth training for the 200 plus LGBT liaison officers in the service.

The MPS Equalities Scheme includes actions to eliminate unlawful sex discrimination and harassment for all staff members regardless of gender identity. Some of these are: inclusive balance across ranks and bands structure, work/life balance needs, and the removal of 'operational segregation' based on roles which some trans people might perceive as unwelcoming to them.

A fundamental part of the equality scheme is the equality impact assessment process, which every corporate MPS policy has to go through. The equality scheme details how this is to take place, including the scope and methodology for involvement, consultation and engagement and includes the requirement to consider trans issues and communities.

What was the outcome?

The MPS has built a corporate culture where trans people are valued and feel valued. Trans employees may be overrepresented in the organisation because the MPS is recognised as a good employer. The organisation is also frequently asked by others to do presentations on trans equality because they have become recognised as forward thinkers on the subject. Their staff have also demonstrated support for the MPS as an exemplary employer by supplying the following quotes:

'I have found both management and colleagues to be totally supportive... I have nothing but praise for their help, assistance and actions... One of the best employers for transgender people... I genuinely do feel that!'

'I am a Detective Sergeant. I transitioned in my original workplace five years ago. I was incredibly apprehensive about doing so, but was met from the start with strong, practical support from my immediate line manager, the HR department and my own colleagues... I would have no hesitation in recommending the Metropolitan Police as a trans employer of choice.'

Good practice example in...

...developing trans-inclusive policies without having 'out' trans staff members

What was done?

The Avon Fire and Rescue Service does not have any staff members who are 'out' as trans. However it wanted to develop its employment practices in line with best practice from the beginning and not just comply with legislation. Its policy worker is also an LGBT union activist so was aware of the importance of being inclusive of all trans people. The service also recognised that, despite not having had any staff come forward as trans, it had clear responsibilities as an employer to action trans equality. Therefore in its last equality scheme it included explicit reference to trans people under statutory responsibilities and set a target to develop a trans human resources policy.

It therefore sought guidance and support from trans and LGBT equality consultants and organisations, developing a policy in consultation with LGBT staff groups, trade unions and trans equality groups.

What was the outcome?

Despite not having a trans staff group or out trans individuals with which to consult, the service has a trans-inclusive policy framework and is ready for the eventuality of a member of staff openly identifying as trans. It has also championed the development of sector-specific guidance for trans equality within the fire and rescue services and its policy is being used by all fire and rescue services in England.

5.4 Monitoring and outcomes

There is scope for improvement from public bodies in relation to how they are monitoring the impact of their work on trans issues and in considering what outcomes they are seeking to achieve for people who are trans. Most of the public bodies surveyed have not adequately considered how to evidence outcomes from their trans equality actions or how to establish any baselines for use in monitoring their progress. It is difficult for public bodies to gauge if duties are being met unless performance is being monitored and outcomes captured. Very few telephone interviewees were able to expand much on monitoring and outcomes which specifically related to trans equality, although many commented that they hoped this may change when their single equality schemes were fully operational or after they completed their next annual review.

Even where good practice in consultation and implementing trans equality actions is taking place, few public bodies are able to robustly evidence the outcomes of their work. This appears to be partly due to public bodies taking too narrow a view of what equality monitoring data collection can include. Most tended only to think of this as meaning counting the numbers of trans people using their services or within their workforces. There was little evidence of good practice in using a wider range of better trans equality outcome monitoring techniques (for example, using short surveys to collect baseline and post-training data on staff attitudes towards trans people and their levels of understanding of trans equality issues).

Monitoring very rarely went beyond the following three methods:

- Checking whether planned equality scheme actions have been carried out.
- Counting the number of known transgender employees or service users.
- Asking a small focus group of transgender people their perception of how trans-friendly the public body is.

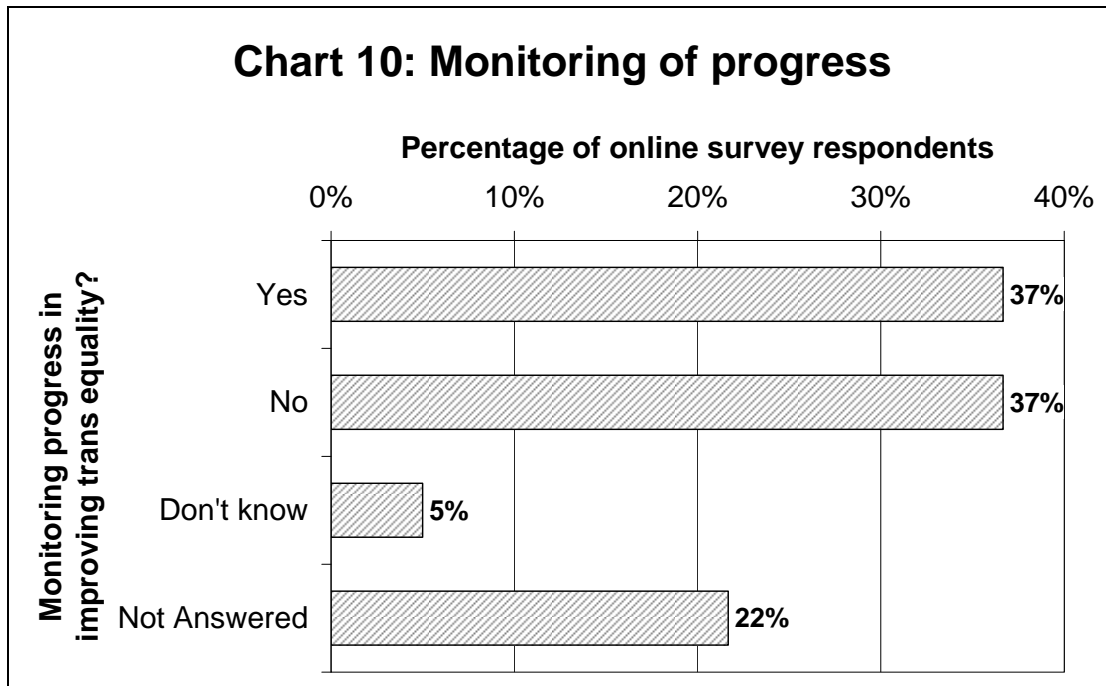
Those telephone interviewees and online survey respondents who have been reporting on trans equality in their annual reports have mostly focused on simply reporting activities rather than monitoring outcomes.

Those telephone interviewees who have investigated monitoring of equality outcomes said that the lack of baseline data, especially on a local level, was a barrier to monitoring the progress of equality outcomes. Some said that they relied on research published by trans groups to assist in this. Only one interviewee implied that they were supporting a trans organisation to conduct research to help plug such data gaps.

Online respondents were not able to elaborate much either. Twenty-two out of 60 (37%) online survey respondents said they were monitoring progress with only 17 providing any details. Of these, four simply said that progress on actions completed is included in their annual reports. Four said that they include trans in their diversity monitoring of staff and/or staff applications (one of these also includes a question on transgender identity in their equality diversity monitoring of service users). Three directly referred to diversity monitoring actions in relation to goods and services. Only three online survey respondents referred to any diversity monitoring in relation to both employment and services. Two said that their monitoring processes are currently under development.

Out of all the respondents, only one of them made any reference to outcomes in their description of their monitoring of trans equality progress:

‘Using workforce monitoring data to check any year on improvements in applications received from transgender people and in any staff being able to identify as transgender. In services we will use EDIA [equality and diversity impact assessment] outcomes to deliver change and improvement.’
Online respondent, health and social care

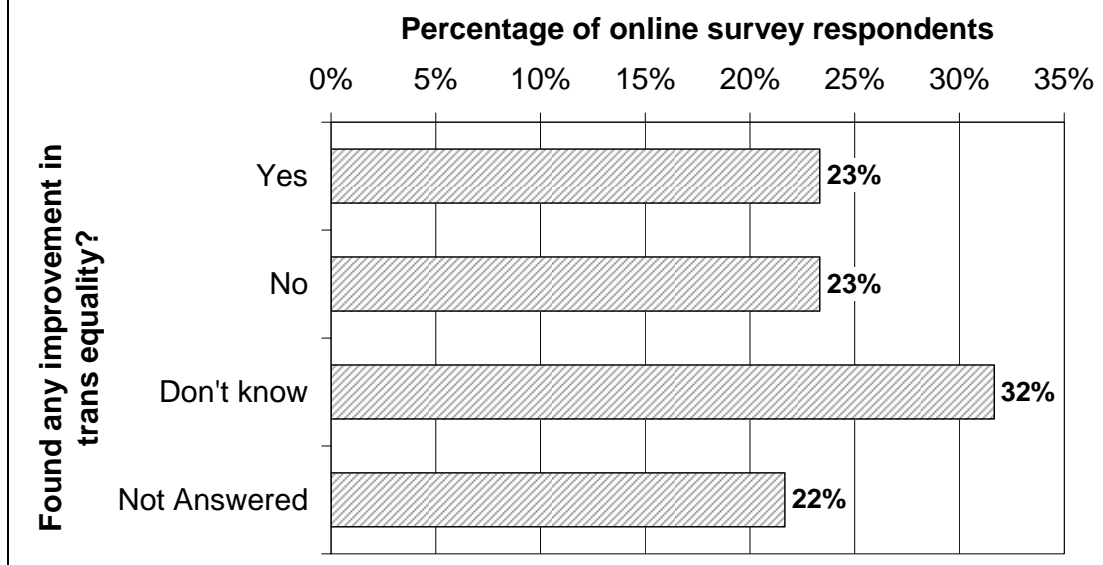


The views of the online respondents regarding levels of improvement on trans equality were also disappointing with under a third saying that they have noticed an improvement and 40% saying they do not know.

Seven online survey respondents added that the improvements that they have noted are in levels of staff awareness and understanding, and five noted that it is too early in their processes to be able to say if there have been improvements or not. One respondent noted a rise in ‘community confidence’ and another mentioned receiving positive feedback from trans stakeholders. One respondent said:

‘We have supported a trans group to deliver a trans hate crime project as a result of consultations and are developing policies in housing and training for frontline staff in housing on trans issues.’
Online respondent, local authority

Chart 11: Trans equality improvement



Good practice examples in...

...carrying out in-depth procedural reviews to ensure services are delivered to trans people appropriately

What was done?

North Wales Police has an independent advisory group. The group advises the police on trans issues, hate crime and picking up any common themes or trends.

A trans member of the independent advisory group in 2009 did a full review of student officer training. They sat in on parts of the training over nine weeks and advised on how best to cover diversity including trans in the diversity element of the student officers' training.

The force also sits on a hate crime panel managed by the Crown Prosecution Service which reviews four to five hate crime cases from start to finish looking at the whole process. Trans hate crime cases are included in this review.

What was the outcome?

By regularly reviewing in detail how their systems and procedures address trans equality needs, North Wales Police is better able to select the most appropriate ways of implementing trans equality initiatives and to monitor trans equality progress in its service provision. Trans people should receive a better service from police who are familiar with and aware of trans issues.

5.5 Embedding trans equality work

'Trans issues are also referred to within our dignity at work policy, equal pay statement and our including people strategy. We are embedding transgender in council policies such as in relation to housing [and] it is referred to in policies regarding domestic abuse and supported housing.'

Telephone interviewee, local authority

A strong consensus emerged from the telephone interviews that it was important as a matter of best practice to embed trans equality as a core part of all work, not just to include it as a tick-box category within equality schemes. One of the challenges that public bodies faced was in ensuring that good intentions on paper filtered down into good practice in reality. It was accepted as vital that the organisation as a whole (especially upper management) had to embrace the importance of trans equality work and not just those working within equality teams.

Equality schemes were acknowledged as being a vital aspect of public bodies' overall equality work; however equality schemes were just one part of their overarching approach to improving service provision and employment. It was fairly common for small but important good practice trans equality actions to have been carried out by public bodies but not formally included within the actual equality schemes and action plans of public bodies. This was true especially in relation to training, which was regarded as one of the most important and effective actions required to mainstream and embed equality throughout organisations.

Good practice example in...

...developing a trans staff support network

What was done?

HM Revenue & Customs (HMRC) has about 80,000 members of staff and has assigned a coordinator specifically to support trans staff. The staff network used to be solely by email and operated by this coordinator, but this has now been upgraded to a secure online system so members are now assured of anonymity and do not need to worry that an administrative error could jeopardise their confidentiality. (The organisation is also using this system for LGB employees.) The staff network is available for all transgender and transsexual people, as well as supporters (friends and partners).

What was the outcome?

Having the staff network allows the HMRC to improve equality outcomes by providing an anonymous and confidential way for staff to participate in consultations on staff policies. In consultation with the network, HMRC has developed guidance

on transitioning in the workplace and on absence arrangements for transitioning. This absence scheme was originally an idea that came from the network itself. It is the first of its kind in the UK and has been used by a:gender as a good practice example.

Good practice example in...

...developing and implementing trans awareness training

What was done?

The NHS Wolverhampton Primary Care Trust (PCT) has carried out an extensive equality and diversity training programme. This included awareness raising training targeted at all new employees which was rolled out over 18 months and safe space training for teams in fairness and creating safe spaces. Members of the LGBT users group were involved in both the planning and the delivery of this programme.

What was the outcome?

The programme reached two thirds of the total workforce, allowing the PCT to promote the importance of equality to the majority of staff members. Participating in the programme has also contributed to the personal development of the trans members who took part, allowing them to grow in confidence. Some now also speak about trans equality at national conferences. As funding for the project came to an end, it was difficult to monitor the long-term impact of training on service users, but the number of complaints on transgender issues has gone down since training took place.

Good practice example in...

...embedding trans equality within training programmes for local government staff

What was done?

As part of its work on the gender equality duty, Wrexham County Borough Council in Wales engaged with a local trans group and embedded staff training on trans issues within existing staff training structures. The training delivery takes the form of two Transgender Awareness events per year open to all staff and Elected Members as part of a programme of 'lunch and learn' short sessions. More detailed sessions are provided on request to departments and teams. In addition, trans awareness is embedded within the wider gender equality training.

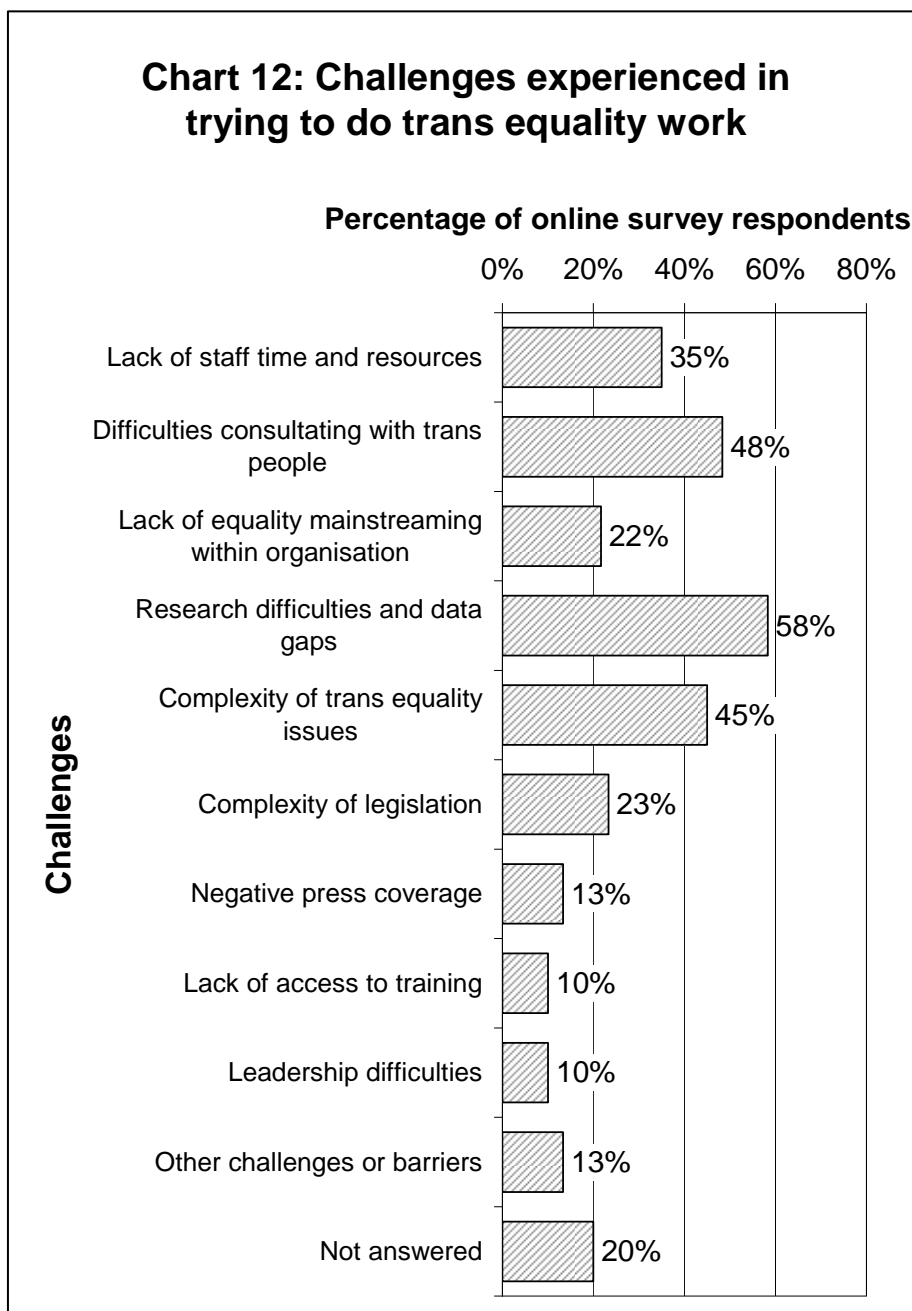
What was the outcome?

The training has enabled a wide range of local government staff, including social workers, housing officers and administrators, to become more comfortable and skilled in assisting trans service users. The knowledge gained through the training, and the inclusion of trans as a strand within their equality impact assessment toolkit, has assisted the Council in mainstreaming trans equality within a range of policies.

Trans people are able to use the Council's services with greater confidence and they are more likely to have their needs met appropriately.

6. Barriers and challenges

In considering what guidance public bodies need to progress trans equality work it is necessary to first consider what the main barriers are that they encounter in doing this work. Our telephone interviews and our online survey both asked what were the main challenges that public bodies faced in progressing trans equality, how they had sought to overcome them and what support they felt would help them better progress trans equality. The phone survey also examined in greater depth the specific challenges around consultation. There was again similarity between the findings of the telephone interviews and the online survey.



6.1 Difficulties accessing groups of trans people

In our online survey 48% of respondents cited difficulties in consulting with trans people as one of the main barriers to meeting their public sector duties.

Our phone interviews also reported a number of major challenges and concerns related to consultation on trans equality. Fifteen interviewees highlighted either the lack of a local support group or having low numbers of openly trans people as their biggest challenge. It was recognised that trans communities are one of the smallest and most hidden communities and can be very hard to reach, especially in rural areas and areas where there is little or no history of trans activism.

Concerns were also expressed during our phone interviews about the small number of openly trans people making it hard to get a large enough number of consultation responses to ensure findings are reasonably representative. In such situations it is relatively easy for a single strongly opinionated trans person to skew an organisation's perception of what the key trans equality issues might be or what actions to take.

It was also suggested that having relatively small numbers of people accessible for consultation meant that it was sometimes frustrating for some trans activists who were over-approached for consultation and can be sceptical about importance of consultation when what they wanted was change in service delivery rather than more consultation. This was characterised by many as 'consultation fatigue'. These concerns were raised by one in six of our telephone interviewees.

6.2 Issues of trust and confidentiality

The challenges in accessing groups of people are exacerbated by issues of trust and confidentiality. Almost a third of all phone interviewees commented on how the sensitivity of issues relating to gender identity and trans presented them with challenges.

Issues of trust were commonly mentioned across all sectors, with concerns ranging from how trans people would not feel safe talking about gender identity issues in a public setting to staff themselves lacking in confidence in asking the right questions.

Trust and confidentiality were mentioned as key issues during all our interviews in rural areas. There were concerns expressed that people wouldn't come forward to take part in consultation for fear of being 'outed' in the local community. Similar concerns were expressed by our rural interviewees in relation to the collection of monitoring data, with worries about who would see the data and what it would be used for being factors in preventing public bodies being able to implement staff and service user diversity monitoring schemes.

In many cases local LGBT organisations acted as a link between public bodies and trans community members, facilitating initial contact and helping trans people feel safe in coming forward to engage with public bodies. Some public bodies had been creative in setting up systems which allowed trans people to take part in forums without having to attend in person, for example by sending in comments on meeting minutes via email.

‘[The] biggest challenge is in reaching people who aren’t out, who are invisible... is difficult to gather information on care pathways if someone isn’t presenting at services [and] how to gather evidence about why [they’re] not presenting.’

Telephone interviewee, health and social care

Concerns were also expressed that with so few trans groups and so many public bodies all seeking to gather similar information, the capacity for trans groups to work with individual public bodies remains small. Expectations on what role trans groups should play in responding to and informing equality work was not matched by resources or adequate investment in community development.

6.3 Attitudes within public bodies

It is clear that for some public bodies, attitudes of their staff, the prevailing working culture and a lack of leadership continue to represent barriers to equality workers being able to progress trans equality work.

In some of our fire and rescue interviews, interviewees noted that the ‘macho’ culture of the fire service could make it difficult for trans people, especially male-to-female trans women, to fit in or for trans issues to be seen as a priority. However there were also a number of really positive examples of how once a fire service had actually employed a trans staff member, attitudes had changed, and they had been readily accepted and welcomed. Work had also started at a national chief fire officers level to produce dedicated guidance on trans issues.

‘There are also issues around the macho culture of [the] fire service which could make it difficult for anyone who is trans to fit in, although we have heard anecdotally that trans men are enthusiastically accepted, ie “You’re one of us now!”’

Telephone interviewee, fire and rescue

The feedback from interviews with police forces highlighted a similar finding, with concerns being expressed that public bodies had put off doing transgender equality work as they feared it would be more complicated than it really was in practice. This echoed the findings from our online survey, where 45% of respondents fed back that

the 'complexity of trans equality issues' was a major challenge in them meeting their public duties.

It was also noted that people who have undergone gender reassignment may just want to get on with their job/lives and not have to keep thinking about their trans history and therefore may be frustrated at constantly being asked to assist public bodies with trans equality work. In a similar vein one interviewee described how their organisation had been guilty of turning an employee's gender reassignment process 'into an over bureaucratic project' rather than allowing them to get on with their job.

'One of the things which has been difficult for us is a temptation to try and over-manage the issue. Inadvertently we have taken away control of the situation from trans staff members and made too much of an issue of things. The staff just wanted to get on with the job, but we were making it difficult for them to do this, by worrying too much about what we should be doing. Managers who in trying to be empathetic could have ended up making things more difficult than they needed to. It's important that transgender staff are left to go at their own pace and are not turned into "a project" which is over-planned and made too bureaucratic.'

Telephone interviewee, fire and rescue

In rural areas, it was commonly fed back to us that it was difficult to get trans issues to be taken seriously by other people. Several interviewees commenting how people in their area had only just begun getting used to there being lesbians and gay people being open and active in their locality and weren't yet equipped to cope with the idea that there could be trans people out there as well.

'When our old gender equality scheme first raised [the] issue of transgender, the view was: "we don't have anyone like that round here". It is seen as something happening in cities rather than rural areas.'

Telephone interviewee, fire and rescue

One in six of our online survey respondents cited a lack of leadership as being a factor in preventing them meeting their public sector duties for trans people.

Phone interviewees across all sectors commented on the importance of leadership in enabling them to better promote trans equality. There was a mixed picture here, with, for example, the majority of our criminal justice interviewees praising the leadership shown by their management, in contrast to the frustration expressed by some local authority workers about a marked lack of leadership at a senior level.

One local authority interviewee in a rural area commented on how beneficial it would be for them to be able to have an openly trans councillor and another commented on how council leaders 'lack the bottle' to stand up and say that trans equality work is

important and the right thing to do. This contrasted with a local authority working in an urban area with a strong history of both LGBT + T activism, which praised council leaders for being visible in their support on trans issues, for example by flying a transgender flag on the annual 20 November International Transgender Day of Remembrance⁹.

6.4 Knowledge and resources

‘I have a friend who has transitioned. Her story is a real inspiration to me. Knowing what she has gone through and the battles she had to fight... It makes me want to do the best I can so that other people don’t have to suffer as much. I suppose if someone does not know anyone who is trans then it must be very hard for them to really understand just how bad the discrimination is and why this work is so urgent.’

Telephone interviewee, criminal justice

Being able to have personal contact with trans people was singled out by many interviewees as being the most important factor in ensuring understanding and making staff feel more confident and also willing to do more to take forward trans equality work.

One smaller body noted that: ‘We have done everything we can do on our employment policy but until we actually have someone on the staff transition or one of our staff members comes out as trans we will not have had a chance to test any of it.’ All of these issues are exacerbated in rural areas where trans equality can be falsely regarded as an issue that does not affect rural communities.

Just under half of all online respondents commented on how the complexity of trans equality issues impeded their ability to meet their full public duties. Just under a quarter further specifically cited the complexity of legislation. Around a quarter of phone interviewees commented on how they did not know who to turn to for expert advice. The dangers of expertise being lost through moves to mainstreaming equality work and moving away from having strand-specific specialists was commented on by interviewees from a range of different sectors.

‘It must also be made clear that there needs to be specialists within organisations whose responsibility it is to lead in areas such as transgender. It is not good enough to mainstream everything as we still need expertise.’

Telephone interviewee, criminal justice

⁹ For more information about the International Transgender Day of Remembrance which takes place annually on the 20th November, please see www.transgenderdor.org

Across all sectors the lack of research and baseline data was particularly highlighted as making it harder to identify what the key trans equality issues are and chart any progress on equality outcomes. Research difficulties and data gaps were highlighted as a key challenge by 58% of online survey respondents, making this issue the most frequently selected challenge experienced by public bodies when trying to do trans equality work. During the telephone interviews, some interviewees noted the importance of research conducted by trans or LGBT equality organisations in plugging this gap. To take account of regional variations there was also felt to be a need for local research to examine the particular issues in a locality and this was commented upon by interviewees in both rural and urban areas.

Our phone interviewees often cited how a lack of resources, either in terms of staff time or budgets, prevented them doing trans equality work to the level they wished to. A lack of staff time or resources was cited by 35% of online survey respondents as hampering their ability to meet their public sector duties towards trans people.

‘With only one worker covering a huge geographical patch, it can be difficult to do as much as would hope to get done.’

Telephone interviewee, fire and rescue

By contrast one interviewee claimed that any public body that says they do not have the budget to consult with trans people is discriminating and disappointing as a consultation need not cost a lot of money. While there was recognition that successful consultations do take time and resources, some interviewees were keen to report that this is not actually as difficult or expensive as some may find it convenient to believe, as long as the work is approached sensitively and with expert advice. At the same time, there remained a broad consensus that different, more proactive approaches may be needed for trans people than for other equality groups and that doing trans work could as a result be more time consuming.

A further 13% of online respondents cited negative press coverage as a challenge. This relates to resource allocation because the negative press coverage about trans equality work is commonly focused on seeking to portray such equality work as a potential waste of taxpayer-funded public resources. Good practice in trans equality work carried out by public bodies within the criminal justice system and also fire and rescue has been particularly targeted by negative press coverage.

Good practice example in...

...using research to inform equality action priorities

What was done?

Brighton and Hove City Council assisted Brighton University and Spectrum to conduct the Count Me In Too LGBT research in 2006. The local community safety partnership and housing teams were also involved in the research and 847 people took part in questionnaires and 20 focus groups. The research data specifically for trans people were extracted and analysed as a dedicated trans research report in addition to the main LGBT report. The Council used the research findings as a key source to inform their equality schemes and impact assessments.

What was the outcome?

Use of the research has fed into their LGBT housing strategy and actions taken included the recruitment of a LGBT housing options worker to work with homeless LGBT people. This worker can refer people onto services where support is provided, for example in finding employment as a way of being able to enable people to afford a tenancy in private sector. The Council is also doing work to prevent people becoming homeless because the research highlighted problems around landlords who are not 'trans friendly'.

6.5 Community infrastructure

The lack of an established infrastructure for trans community work was seen by many as hampering public bodies ability to achieve more with the resources they had. How much work a public body did on transgender was often directly linked to whether or not there was an established trans support group in their area. In one case the fact that there was a specialist gender reassignment clinic nearby had given easier access to transsexual members of the trans community.

There was often a lack of clarity among public bodies as to who the appropriate people were to seek expert advice from, ask to give talks to staff or contribute to training or awareness-raising events. Even when local trans groups existed there were often tensions within these groups, which stemmed from both difficulties in the groups sustaining themselves without resources and strong differences of opinions in terms of what priorities should be in relation to trans equality work.

Those bodies that have been proactive in their trans equality work often noted that there were more challenges related to working with trans activists than with other

equality strands. One interviewee said: 'Every consultation tells us something different. We don't know what to do any more.'

Several interviewees commented on how disagreements within the trans community, for example between people who had undergone gender reassignment and those who had not, had made it difficult for them to be fully inclusive of the full spectrum of trans people, without risking alienating some people they had worked hard to establish relations with. It was also commented on by both criminal justice and local authority sector interviewees, that they faced challenges in managing the expectations of the trans community, which public bodies sometimes perceived to be unreasonably high.

One interviewee also commented that public bodies could sometimes forget how vulnerable a trans individual may actually be (for example, to hate crime) because they came across as very confident and articulate at consultation meetings and equality events.

It is clear that other equality strands have much more established community infrastructures than is the case for the trans community. Trans work also has a tendency to fall under the auspices of LGBT organisations, but this presented a number of challenges to public bodies.

Firstly, there are differences in the extent to which organisations doing sexual orientation equality work also do transgender equality work or represent the interests and views of trans people. The impact of this is that in areas or localities without active trans groups, there may be no group or organisation with the capacity to engage with public bodies on trans issues on a meaningful and ongoing basis. Public bodies said it was a greater challenge to bridge the gap between themselves and the trans community in such circumstances. In many cases the organisations were themselves in the early stages of their development (especially in Wales), or reliant on volunteers or threatened with cuts to their services due to a reduction in funding.

Secondly in some of our interviews in England and Wales, there was often either disagreement or a lack of confidence as to the appropriateness of gender identity equality work being carried out together with sexual orientation equality work, as illustrated by the following two quotes:

'We have had representations from [the] trans community that people would prefer for trans to sit with LGBT rather than gender.'

Telephone interviewee, local authority

'There is an ongoing debate re appropriateness of LGB + T, given that transgender is not [the] same as sexual orientation.'

Telephone interviewee, health and social care

7. Support and guidance priorities

It was very clear from our work on this project that the current levels of guidance and support provided to public bodies is not sufficient to enable them to fully address issues of trans inequality. A strong consensus emerged from both our telephone interviews and online survey that more guidance was needed. It was seen as crucial that this guidance was practical, accessible and able to be easily applied to the realities of workplaces and frontline services. There was equally strong consensus that there needed to be better pooling and sharing of resources, including examples of good practice and clearer information about local, regional and national trans groups.

This section of our report sets out some of our key findings on what public bodies identified as their priority needs in terms of support and guidance on progressing trans equality work.

7.1 Leadership

When asked what support or guidance they required to enable them to do more in relation to trans equality work, over a quarter of all phone interviewees highlighted the need for stronger and clearer leadership from the Commission in relation to transgender work. The Commission was seen as having a key role to play in issuing practical and accessible guidance that can help public bodies better understand their legal duties, trans terminology and how they could best engage with trans people.

‘There is nothing coming forward from the Equality and Human Rights Commission relating to transgender... I know more about the issues as a result of work I have been doing.’

Telephone interviewee, health and social care

It was difficult for public bodies operating at a local level to be aware of trans work going on in other areas or sectors or who to turn to for expert help on trans issues when there were no local trans support groups. As a national body, the Commission was also seen to have a key role to play in facilitating the sharing of best practice, in helping bodies identify trans support groups and in supporting the development of a stronger community infrastructure for trans work through a mixture of both partnership working, greater investment and issuing of more prominent statements highlighting the importance of work to promote trans equality.

7.2 Practical guidance, including DVDs

Over a third of interviewees specifically called for guidance from the Commission, but all emphasised the need for this guidance to be practical and something which

could be applied to their workplace or in meeting needs of trans service users. Existing guidance from the Department of Health was criticised by some for being inaccessible and difficult for frontline staff to be able to relate to their everyday work or in determining appropriate care pathways.

It was recognised that it is not easy for staff who do not come into contact with trans people on a daily basis to build up expertise, and this meant that it was vital that any guidance produced was in accessible formats and could be easily used by public bodies in their own training activities.

'We need practical guidance which is produced in easy to understand formats. The use of stories and case studies are particularly helpful as we can use them in awareness raising sessions so that staff can understand the impact of (not) being inclusive.'

Telephone interviewee, health and social care

It was also suggested that the development of DVD resources would enable them to have more impact in their equality work and would be a way of raising awareness with staff by telling real stories and offering positive case studies. DVDs were seen as valuable tools, as they could be used to communicate trans people's experiences and equality issues in areas where there was otherwise no visibility of trans people. The importance of being able to order DVDs of video clips was specifically mentioned and the explanation given that online-only video clips are problematic because firewalls and internet security settings often prevented staff from watching such video clips within workplaces.

'I'd like to see a DVD which we could use as an awareness-raising tool. The Equality and Human Rights Commission have produced some great video clips on other subjects, but it is frustrating as our internal firewall restrictions means I have to watch these at home, so a DVD would be a great resource. I think most public service organisations are in the same boat – we are unable to access YouTube on work-based computers.'

Telephone interviewee, local authority

Good practice example in...

...raising awareness and building support

What was done?

Dumfries & Galloway Council did training for councillors and wanted to give them a positive role model. They facilitated a short talk on Jan Morris, a trans woman who was a correspondent for the BBC, and explained the difference between transgender and sexual orientation based on her life story.

What was the outcome?

The training was successful in promoting awareness and understanding of trans issues because they were able to make a connection with a personalised message. Therefore this same methodology was also included as part of a half-day diversity training course for councillors where it received very positive feedback from participants. Due to this initiative the Council has been better able to action trans equality and has more internal support to prioritise trans equality.

7.3 Sharing of information

One in six phone interviewees identified sharing and pooling of information as a top priority. There was a strong feeling that information needed to be better shared, both between sectors and across regions.

Our project and this report was welcomed as a first step in gathering together case studies on effective practice,, and all interviewees were keen that our work and the case studies we collected would be widely shared.

Better sharing of information was specifically mentioned as a way of cutting down on unnecessary duplication of consultations, as well as the sharing of training resources. It was also seen as needed in order that public bodies could exchange both positive examples of trans equality work which had gone well and information on mistakes they had made which they had now learnt from.

There were also repeated calls for a consultation or research database which would collate results and findings from previous consultations, so that public bodies would not have to 'reinvent the wheel' constantly and so that trans equality information could be collated in one easily accessible place.

7.4 Guidance on legislation

As discussed above, there remained confusion as to the extent of trans coverage within public sector gender equality duties and the extent of legal protection from discrimination and harassment for trans people. There was also ignorance about the full implications of human rights legislation on the work of public bodies.

It is perhaps because, at the time of carrying out our information gathering for this project, public bodies were anticipating a new Equality Act 2010 bringing about significant changes to their legal duties that so few people identified guidance on the current legal duties as one of their key priorities. It was widely acknowledged that the anticipated new Equality Act would have huge impacts on the way that public sector

duties are to be approached by public bodies. In many ways public bodies see this current time period as a transition period, where they are waiting for the new legislation to be enacted before fully determining, and responding to, the new legal framework.

There were however calls for increased access to training on the impact of the Human Rights Act (HRA) and in particular for the provision of more information about the practical relevance of the legislation.

‘We do need more knowledge and information on both HRA and EU Gender Directive, less so in terms of the legal duties, but more their practical application. At a recent human rights summit in Wales, the Commission gave a presentation entitled Dignity Drive. This was really helpful in illustrating the practical application of human rights - resources such as this would be really useful in the future.’

Telephone interviewee, local authority

7.5 Guidance on monitoring

Many public bodies continue to find it difficult to know when and how to monitor progress towards trans equality outcomes. There is confusion around when and how to monitor numbers of trans staff or service users and the best way of sensitively gathering information about a person’s gender identity and trans status. Across all sectors there had been discussions between and within public bodies about how best to gather data from service users and on employees/recruitment. However, there was a tendency to overlook other methods of monitoring equality progress beyond ‘counting heads’. The absence of clear and practical guidance on monitoring in regard to trans equality work and the lack of baseline data for comparison purposes made it more difficult for public bodies to determine the need for more trans equality work and also the impact of any trans equality work they carried out.

7.6 Investment in community development

Facilitating personal contact with trans people was widely seen as the most important way of raising awareness of trans issues and building the confidence and capacity of public sector bodies to do more trans equality work. Hampering the development of this was the shortage of well-established local groups for trans people as well as the limited capacity and underinvestment of LGBT organisations who often acted as the centre point for trans activity. There were repeated calls for greater investment in community development and in both trans and LGBT community groups.

7.7 Signposting to trusted experts

Public bodies expressed their frustration about not knowing who to turn to for expert advice and raised concerns that, even if they had access to local trans groups, these groups may lack the resources to respond to their requests for help or may not be able to represent the full range of trans people. One in six phone interviewees identified the need for better signposting to trans experts, with suggestions ranging from a directory of trans organisations to a bigger role by the Commission in the endorsement or backing of trusted sources of trans information.

‘We need people to talk to who have official backing or who are endorsed by [the] likes of the Equality and Human Rights Commission as being appropriate people to talk to. There are a range of voluntary organisations and it can be difficult for us to know who is right for us to talk to, who has some official line rather than just personal opinion.’

Telephone interviewee, fire and rescue

It was seen as vital that public bodies were able to maintain a lead person on trans equality work who could build up expertise and establish trust within the community. Frustrations were also expressed by several interviewees at how national bodies such as the Commission often lacked specialist knowledge on trans issues.

‘It must also be made clear that there needs to be specialists within organisations whose responsibility it is to lead in areas such as transgender. It is not good enough to mainstream everything as we still need expertise. With our trans staff they had a safe outlet in the centre with our diversity unit. It meant that they didn’t have to rely on liaising solely with their line manager who might have conflicts of interest, eg be more worried re impact on staff rosters, but could talk to specialist staff member.’

Telephone interview, criminal justice

7.8 Training and facilitating personal contact

It was clear from the responses we received that public bodies valued personal contact as being the most effective way of increasing their understanding of trans issues. As well as written guidance and information, it was strongly felt that there needed to be greater emphasis on and access to both formal training and informal learning opportunities.

The increased use of role models, case studies and facilitating personal contact between staff and trans speakers were all suggested as priorities for the Commission. It was suggested that current equalities training often focused too much on legal duties at the expense of the practical application of the law to real-life situations.

8. Conclusion

Our work on this project highlights a broad range in the levels of awareness and understanding of transgender equality among public bodies. At one extreme there were public bodies which lacked knowledge of even the most basic trans terminology and whose equality schemes and equality action plans failed to make any reference to trans whatsoever. However we were absolutely heartened and impressed by those public bodies which did have considerable expertise, a real understanding of trans issues and a passionate commitment to achieving trans equality.

Our findings highlight that there are particular challenges for public authorities when meeting their duties as they apply to transsexual people and in ensuring their policies and practices incorporate the experience of the full range of transgender people. They include:

- Gaps in current awareness and understanding about gender identity and trans issues and in the scope of the duties.
- Lack of clarity on trans terminology.
- Gaps in evidence, research and baseline data on trans equality issues.
- Difficulties accessing groups of trans people, lack of established infrastructure for trans community work and issues of trust and confidentiality when engaging with trans people.
- Staff attitudes, organisational culture and lack of leadership on trans issues within public bodies.

It was also clear that few public bodies have fully adopted a human rights approach in their main equality work.

Despite this, some public bodies are in practice proactively exceeding their legal requirements in order to better progress their equality work and the values that underpin human rights legislation were felt to implicitly underpin a wide range of their key actions. In addition, the number of case studies capturing good practice contained in this report attests to the fact that transgender inclusion and equality is achievable by public bodies and that the rewards of good practice are considerable, for all of the organisations and for all of their service users.

Our findings reinforce the need for overall improvement in the performance of public authorities in meeting their specific duties to ensure they effectively meet their general duty.

They also show that there are actions public bodies can take now to improve their performance in improving equality for trans people, including:

- Making an organisational commitment to embed trans equality and ensuring that senior management take a leadership role in acting on this commitment.
- Addressing any gaps in current awareness and understanding about gender identity and trans issues and in the scope of the duties by undertaking awareness building and training.
- Building and improving access and relationships with trans people and with dedicated trans groups and those LGBT organisations who do transgender work in a meaningful and committed way. The best practice was where public bodies worked in partnership and dialogue with the community sector; in contrast the absence of a developed community infrastructure for trans people contributed to the practical difficulties many public bodies face in properly engaging with trans individuals.
- Making increased personal contact with trans people a priority. Although legal duties gave public bodies a lever to push trans equality further up their agenda, it was personal contact with trans staff or individuals which was felt to carry the greatest impact in bringing about lasting changes in attitudes. The opportunity to hear first hand about experiences as well as learn from other examples of good practice, and indeed learn lessons from mistakes made, was seen as just as vital to promoting trans equality as focusing on a legal framework, particularly if that framework had been adopted only as a tick-box, compliance exercise.
- Undertaking effective consultation and involvement with trans people and using this to deliver the right actions and improve outcomes for trans people.

Other key findings

A strong consensus emerged of the need for greater clarity in the use of trans terminology, stronger leadership from bodies such as the Equality and Human Rights Commission, and the improved sharing of information across different sectors and regions.

In terms of terminology, we would strongly argue in favour of the use of the transgender umbrella and concept to support the full range of people who are at risk of discrimination or exclusion because of their gender identity and or gender expression. However, an inclusive transgender approach has to be meaningful and considered, and we were worried by the potential for marginalisation where the language of transgender was being used in a way that obscured an approach that in practice was absolutely focused on a relatively narrow sub-set of transsexual people.

There was a general consensus that production of guidance which is both accessible and practical, and knowledge on who to turn to for help, will enable public bodies to be better able to meet their legal duties. There was a strong feeling that guidance should include more case studies, be related to everyday life and work circumstances, and be in formats which could make sense to frontline workers as well as equality staff.

Our work on this project took place at a crossroads in equality history, with the anticipated new Equality Act holding the potential to transform the way that public bodies approach their equality work. Only half of the public bodies we spoke to have already established single equality schemes and these are at early stages of development.

It is hoped that this snapshot of where the world of trans equality work is at will help inform these bodies to take trans equality work forward to the next level and bring awareness of trans as a distinct equality strand more in line with other more established equality strands.

We were however encouraged by the range of case studies we were able to identify. There were many examples of public bodies being proactive and creative in: overcoming barriers to community engagement and consultation; developing excellent internal resources on employment issues; providing training to staff on trans awareness, and in ensuring their equality impact assessments and equality tools took account of trans issues. Many of these examples were additional to the public bodies' formal equality scheme.

We hope our work will lead to the greater sharing of such good practice, and inspire others to do more to help bring about trans equality.

'There are many benefits to doing trans equality work. Looking at the world and policy through a trans lens makes us look at gender differently, for example in relation to occupational gender roles: it encourages us to ask ourselves why our ideas of gender make us think differently about what we are 'allowed' to do. It also influences how we look at gender-based discrimination more widely and influences how we look at stereotyping. Trans equality work therefore has broader relevance to other strands, especially where the discrimination is based on gender norms, for example sexism, homophobia and also more general bullying in school and workplace.'

Telephone interviewee, central government

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Appendix 2: Glossary of terms

Transgender people, trans people or gender variant people

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

Gender identity

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

Gender expression

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

Biological sex

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

Gender dysphoria

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

Transsexual people

This is a term used to describe people who consistently self-identify as the opposite gender from the gender they were labelled at birth based on their physical body. Depending on the range of options and information available to them during their life, most transsexual people try to find a way to transition to live fully in the gender that

they self-identify as. Transitioning is also known as gender reassignment. Many, but not all, transsexual people take hormones and some also have surgery to make their physical bodies match their gender identity better.

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

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

Intersex people

This is a term used to describe people born with external genitals, internal reproductive systems or chromosomes that are in-between what is considered clearly male or female. There are many different intersex conditions and medical staff most commonly determine that a person has an intersex condition shortly after birth, during puberty or while undergoing infertility treatment as an adult. When an intersex baby has ambiguous genitals, medical staff often make an educated guess about which gender to assign to the baby. Sometimes the person's gender identity matches their assigned gender, but sometimes the guess made by the medical staff turns out not to match the intersex person's own gender identity. In many cases, an intersex person will simply self-identify as a man or as a woman. However, in some cases, an intersex person may self-identify as being neither a man nor a woman. Additionally, a minority of intersex people also self-identify as transgender or trans people.

Cross-dressing or transvestite people

This is a term used to describe people who dress, either occasionally or more regularly, in clothes associated with the opposite gender, as defined by socially accepted norms. Cross-dressing people are generally happy with the gender they were labelled as at birth and do not want to permanently alter the physical characteristics of their bodies or change their legal gender. Cross-dressing men are sometimes referred to as transvestite men.

Androgyne people or polygender people

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

Acquired gender

This is a term used in the Gender Recognition Act 2004 to mean the gender role that a person has transitioned to live their life in and which matches their self-perceived gender identity. The acquired gender of a male-to-female trans woman is therefore female and the acquired gender of a female-to-male trans man is therefore male.

LGBT

This is the acronym most commonly used in the UK to talk about lesbian, gay, bisexual and transgender people. LGBT equality work addresses the two equality strands of sexual orientation and gender identity together due to shared experiences of discrimination and harassment, shared social 'scene' venues and community groups, and also similar issues around decisions on whether or not to 'come out' about their identity to colleagues, family and friends. However, transgender people can be lesbian, gay, bisexual or straight – just like anyone else.

Appendix 3: About the Equality Network: Scottish Transgender Alliance

The **Equality Network** was formed in 1997 to promote the equality, rights and inclusion of lesbian, gay, bisexual and transgender (LGBT) people.

The Equality Network's key objectives are to:

- Ensure the best possible approach to LGBT equality from the Scottish and UK governments and other public bodies.
- Encourage and enable LGBT community groups and other organisations to promote LGBT equality and rights at a local and community level.
- Ensure that LGBT people are informed about and are empowered to access their rights.
- Reflect and celebrate the diversity of our communities, and represent the experiences and aspirations of minority groups within the Scottish LGBT communities.

The **Scottish Transgender Alliance** (STA) has existed as a dedicated transgender-specific project within the Equality Network since April 2007.

The STA works to reduce the significant discrimination that transgender people face in the law, public services, employment and in general public attitudes. The STA's work is informed by detailed consultation with transgender people of all types. The STA also works to increase the capacity of transgender community groups and individuals to provide peer support and to engage effectively with their local public bodies.

The STA is one of very few equality organisations to have two full-time dedicated transgender equality workers. One of these posts is funded by the Scottish Government Equality Unit to work primarily on transgender equality legislation and policy guidance for public bodies from April 2007 until at least March 2011. The other post is funded by the Big Lottery Fund from November 2009 to October 2012 to develop transgender community support structures.

Both the Equality Network (www.equality-network.org) and the Scottish Transgender Alliance (www.scottishtrans.org) are based at 30 Bernard Street, Edinburgh, EH6 6PR. Telephone: 0131 467 6039. Email: en@equality-network.org