

Greater Glasgow NHS Board

Board Meeting

Tuesday 17th September 2002

Board Paper No. 02/60

Principal Health Promotion Officer

Race Equality Policy

Recommendation:

Members are asked to:

- Endorse the Race Equality Policy, following extensive consultation
- Note the actions NHS Greater Glasgow will be taking to ensure implementation of the race equality agenda.

1. Background

The Race Equality Policy is the output of a working group established to review and revise the Board's 1996 Race Equality in Health and Healthcare Policy, in light of current race equality legislation and the policy direction of the Scottish Parliament. All NHS Trusts and Greater Glasgow NHS Board have been actively involved in this process. The purpose of the policy is to mainstream race equality into the work of NHS Greater Glasgow organisations.

The Board considered the Draft Race Equality Policy at its February 2002 and April 2002 meetings, and agreed a 3 month consultation process. The Draft Policy has been amended in light of responses received during the consultation process. The amended version is attached.

The consultation process involved:

- Consultation through distribution of the Draft Race Equality Policy to the list of consultees used by Greater Glasgow NHS Board. In addition 162 Black and Ethnic Minority organisations were also contacted (Appendix I). The Draft Policy was made available in the four main community languages in both written and tape format. In total sixteen responses were received to this consultation process and a summary of the responses (Appendix II).
- A Seminar for black and ethnic minority organisations in the Greater Glasgow area was held on 20th August 2002. 50 people representing 39 organisations attended this seminar. A summary of the recommendations for policy emanating from this seminar are attached (Appendix III).
- Sixteen Focus Groups were commissioned spanning the range of black and ethnic minority communities in the Greater Glasgow area (Appendix IV). Recommendations for policy from the Focus Group research are attached (Appendix V).

Workshops in the seminar raised the issue of NHS Greater Glasgow being institutionally racist in the consultation process due to

- the timing of the consultation – June - August 2002, when many black and ethnic minority organisations “were run down” over the summer months.
- the length of the consultation being too short. The consultation took place over a 3 month period.
- no black and ethnic minority NHS staff were directly consulted.

Involvement and consultation with black and ethnic minority communities will be central to the development of the related action plans over the next 6 months, and in future planning and review processes.

2. Main Themes

The main themes emerging from the consultation processes are as follows:

a) Call for Action

Feedback from the black and ethnic minority communities in particular calls for concerted action on behalf of NHS Greater Glasgow around issues relating to race equality. The draft policy did not contain detailed costed and timetabled action plans. This is clearly the next stage and action plans will be required under the Race Relations (Amendment) Act and Fair for All guidance by 31st March 2003.

Action

- Greater Glasgow NHS Board and Trusts will each produce a Race Equality Scheme by 30th November 2002 to comply with the Race Relations (Amendment) Act.
- Greater Glasgow NHS Board and Trusts will produce a 3 year detailed costed and timetabled action plan by 31st March 2003 to comply with the requirements of the Race Relations (Amendment) Act and Fair for All guidance.
- Greater Glasgow NHS Board and Trusts will achieve 'the deliverables' for year one outlined in the HDL 'Fair for All: Working towards culturally competent service'.

b) Planning Performance Management and Accountability

Clear accountability and performance management on race equality for NHS Greater Glasgow was requested. Local Black and Ethnic Minority communities wish to be involved in an open and transparent process of action planning and reporting. In addition a number of responses highlighted the importance partnerships in planning to meet the needs of minority ethnic communities.

Action

- Race Equality will be part of the corporate objectives of NHS Greater Glasgow organisations.
- Race Equality will be built into service planning and review processes within NHS Greater Glasgow, through jointly planned services, and in services commissioned from other organisations.
- Accountability to black and ethnic minority organisations will be through consultation fora and open processes of communication. NHS Greater Glasgow organisations will consider how best to achieve effective representation in planning and consultation processes.
- Accountability processes are established for the Greater Glasgow NHS Board and Trusts to the Scottish Executive for actions under Fair for All through the Performance Assessment Framework, and to the Commission for Racial Equality for the Race Equality Schemes via an annual report.
- A lead Executive/Senior Manager will be identified within each NHS Greater Glasgow organisation to ensure progress on the Race Equality agenda.

c) Communications

Communication with black and ethnic minority communities was seen as essential in terms of ensuring information on health services, engagement in consultations, and the provision of health information reached these communities. Careful consideration requires to be given to ensuring ease of access through utilising appropriate media and in a range of languages. A particular issue was raised with regard to the difficulty minority ethnic patients have in understanding and using the complaints procedures of the NHS.

Action

- The NHS Greater Glasgow Communication Strategy will include specific consideration on how to reach and engage with black and ethnic minority communities.
- Continued investment for the provision of interpreting support to ensure quality in communication and improve clinical effectiveness.
- NHS Greater Glasgow is currently establishing a jointly funded Black and Ethnic Minority Advocacy Service.
- NHS Greater Glasgow organisations will review their complaints procedures to ensure ease of understanding and use by minority ethnic communities

d) Diversity

The consultation process highlighted that there is much diversity amongst the black and ethnic minority communities in Greater Glasgow, both between and within ethnic minority groups. NHS Greater Glasgow is challenged to work with these communities to ensure services and employment is available to all.

Action

- NHS Greater Glasgow will work with the national Ethnic Minorities Resource Centre to establish a common system for capturing information on ethnicity. This system will be implemented across the local NHS organisations.
- An NHS Greater Glasgow Working Group will be established to consider black and ethnic minority employment issues.
- A programme of training for NHS Greater Glasgow staff on race equality, anti-discriminatory practice, and cultural competency will be established through the allocation of additional resources (£100k).

e) Listening and Learning

Inclusion and involvement of black and ethnic minority communities in the planning and review of services, and in the overall accountability for race equality action plans, was seen as being central to ensuring the needs of these communities are met. In addition the development and sharing of innovative practice was seen as essential to moving the race equality agenda forward.

Action

- Continued commitment to ensuring the process of listening to and building the capacity of black and ethnic minority communities will continue. An allocation of £110k has been committed to this in 02/03.
- Continued support for the West of Scotland NHS Race Equality Forum.
- NHS Greater Glasgow will develop active links with the national Ethnic Minority Resource Centre.

3. Conclusion

The Board will be kept informed of progress on detailed and costed action plans (March 2003), and annual reports on race equality.

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Race Equality Policy

POLICY STATEMENT

The aim of the Race Equality Policy is to ensure that NHS Greater Glasgow as employers and service providers comply with legislation *and policy guidance* through delivering on the detail and spirit of the Race Relations Act 1976, the Human Rights Act 1998, Race Relations (Amendment) Act 2000, *and the Scottish Executive Health Department 'Fair for All' guidance.*

POLICY OBJECTIVES

NHS Greater Glasgow affirms its commitment to actively promoting racial equality and eliminating racial discrimination. It will achieve this aim through delivering on the policy objectives of:

Energising the Organisation

- ◆ Establishing a clear policy on race equality encompassing its role as an employer and service provider.
- ◆ Establishing and monitoring action plans to ensure the implementation of the policy.
- ◆ *Training of all staff to ensure racial equality, anti-discriminatory practice, and cultural competency in the planning and delivery of services.*
- ◆ Appointing an Executive Director with lead responsibility for the organisation.

Demographics

- ◆ Establishing and developing a robust database on *all* minority ethnic populations and their health needs *in conjunction with partner organisations.*

Access and Service Delivery

- ◆ Auditing access to health services by ethnicity.
- ◆ Ensuring that religious and cultural needs of individuals are met, including personal care, food, spiritual care and gender issues.
- ◆ Providing interpreting support and translated materials to improve communication and clinical effectiveness, and through developing targeted advocacy support.

Human Resources

- ◆ *Integrating race equality issues into human resource strategies through the implementation and monitoring of policies and procedures.*

Community Engagement and Development

- ◆ Establishing mechanisms and processes to listen to local ethnic minority communities and ensure their involvement in the planning and delivery of services.
- ◆ *Supporting and strengthening minority ethnic communities to act as partners in service development and communication.*

The Law

The three key areas of racial equality legislation impacting on NHS Scotland are:

The 1976 Race Relations Act - made it unlawful to discriminate on the grounds of race in employment, training and related matters, education, and in the provision of goods, facilities and services.

The Race Relations (Amendment) Act 2000 – enhances the 1976 Race Relations Act through making provision to:

- outlaw race discrimination in all public functions
- place a general duty on public bodies, including the NHS, to promote race equality in employment and service planning and delivery
- give powers to governments to impose specific duties on public bodies to promote race equality, and
- enable the Commission for Racial Equality (CRE) to enforce these specific duties through a codes of practice to guide public sector agencies as to their responsibilities.

Overall the emphasis of the Amendment Act is on mainstreaming racial equality practice at all levels within public bodies.

The European Convention Human Rights Act (1998) – binds the parliaments of the UK and Scotland, and all public authorities to consider the human rights aspects of their work which under Article 14 explicitly prohibits discrimination on the grounds of race.

Policy Drivers

The Scottish Executive policy response to Parliament's change agenda includes a shift from the concept of the 'average citizen' to one that recognises diversity of all citizens. These are:

The Social Justice / Equality Agendas - are to the forefront of the thinking and work of the Scottish Parliament, the thrust of which is to ensure the inclusion and engagement of those people in Scottish society that have been hitherto disadvantaged in / excluded from decision making processes and mainstream service provision. *In particular, the Scottish Executive's Equality Strategy will be supported by the CRE's codes of practice and the Race Equality Advisory Forum report (2000) on ensuring racial equality in service provision.*

The Scottish Health Plan - encompasses ethnicity within its framework for tackling inequalities in health, and the unified health boards charged with the responsibility for planning and delivering services to meet diverse needs of the communities they serve.

Achieving Better Services for Patients – directs Boards and Trusts in relation to their responsibilities for extending patient and public involvement in the NHS.

Fair for All – provides a baseline on race equality practice within NHS Scotland and lead to clear guidance from the Scottish Executive Health Department to unified NHS Boards on mainstreaming racial equality. Multicultural approaches may be appropriate where it is considered that this is the best way of meeting local community health needs.

Partnership Information Network (PIN) Guidelines – provide guidance and direction to NHS organisations on ensuring exemplary human resource practice including racial equality and diversity.

Principles

The operating principles key to the implementation of this policy and associated action plans are:

- *Equality of access and service provision for all service users.*
- *Respect for diversity within communities as well as across communities.*
- *Accountability and transparency.*
- *Partnership with users and communities.*
- *Evidence based approaches to service provision.*
- *Integral monitoring and evaluation.*
- *The need for comprehensive training, development and awareness raising.*

Implementation / Action Plans

The framework for action plans will be based on the themes emerging from the Scottish Executives' 'Fair for All' report and the Health Department Letter (*HDL(2002)51*), and has taken into account the review of Greater Glasgow Health Board's Race Equality in Health and Health Care Policy (1996), an audit carried out by Glasgow Healthy City Partnership, and the report from the Scottish Executives' Race Equality Advisory Forum. NHS Greater Glasgow organisations will develop action plans on employment, and service planning and delivery. These plans will be specific and time bound, have identified lead officers, and where appropriate identified resources. *Cross cutting themes will be tackled on a Greater Glasgow wide basis.*

Open and transparent review and monitoring processes will be established. Annual reports must demonstrate progress against agreed action plans.

Energising the Organisation

- *Action plans will be incrementally developed and monitored through consultation with minority ethnic communities to ensure NHS Greater Glasgow's organisations adopt a comprehensive approach to racial equality and cultural competence in their service delivery and employment practices.*
- Training of staff at all levels in the NHS *Greater Glasgow* organisations *to ensure* practical application of racial equality *and cultural competency in the planning and delivery of services*. Training will focus on informing staff of their responsibilities under the race relations legislation, developing their understanding of minority ethnic cultures *and anti-discriminatory practice*, and building confidence in *working* with minority ethnic populations. This approach is central to the 'mainstreaming' agenda as outlined in the legislation *and will equip staff to meet the distinctive needs of minority ethnic communities*.
- NHS Greater Glasgow organisations will have responsibilities in ensuring newly recruited staff have an understanding of, and competence in, dealing with the minority ethnic clients who use health services.
- *An Executive Director with lead responsibility for race equality will be appointed.*

Demographics

- As a starting point for planning and redesign of services NHS Greater Glasgow organisations will establish and develop a comprehensive database on the health needs of *all* minority ethnic populations *in conjunction with partner organisations*.

Access and Service Delivery

- Monitoring the use of services by *ethnicity* will be a cornerstone to review and future developments. ***Barriers in access to services will be identified and acted upon.***
- All policy, strategy and service development ***and review*** will consider ethnicity as part of standard processes. Initially any new policies and strategies, or service ***development*** will be required to assess the impact of their proposals on minority ethnic populations. Over time, the impact of established policies, strategies ***and services*** will be screened as part of their review processes to establish that they are non-discriminatory in terms of race. The same process must be applied while commissioning non-NHS providers' services ***and in joint commissioning of services.***
- NHS Greater Glasgow organisations will develop action plans to ensure that the religious and cultural needs of individuals are met, including personal care, food, spiritual care and gender issues.
- NHS Greater Glasgow aims to ensure better clinical outcomes, improved quality of communication and greater satisfaction with services by the use of interpreting and advocacy services, as well as through community consultation, where appropriate. Communications in an appropriate format and language are required to inform minority ethnic communities of available services and health information.
- A senior manager will be designated in Greater Glasgow NHS Board and each NHS Trust with the responsibility for ensuring racial equality is central to service development, delivery and review.

Human Resources

- NHS Greater Glasgow organisations will monitor ethnicity of all new appointments, and retrospectively, will compare with the ethnicity of existing staff, to ensure the recruitment policy is consistent with and reflects equal opportunity.
- Human Resource policies will be monitored, ***and action taken***, to ensure they are ***anti-discriminatory in practice.*** For example information on ethnicity will be collected on the application of disciplinary policies, training and development undertaken, bullying and harassment, and equal opportunities policies.
- Where monitoring shows under representation of minority ethnic staff, ***NHS Greater Glasgow organisations*** will ***take positive action*** to attract more applicants from members of minority ethnic communities. If required, appropriate training opportunities will be offered to encourage equal opportunity for applicants and equal skills competency for existing staff from minority ethnic communities.
- A senior manager in Greater Glasgow NHS Board and each NHS Trust will be responsible for reviewing employment issues in the race equality policy and its associated implementation.

Community Engagement and Development

- Listening to and actively engaging minority ethnic communities in all service planning and review processes will ensure their health needs are understood and met. A range of innovative consultation processes will be developed ***and feedback provided to the communities, as standard practice.***
- ***NHS Greater Glasgow will work to support and strengthen minority ethnic communities to act as partners in the development and implementation of action plans, and the processes of communicating with the communities.***

Monitoring and Review

Progress on the implementation of the Race Equality Policy and associated action plans will be reported on an annual basis or more frequently, as and when required, for informing locally revised plans.

Accountability and Governance

NHS Greater Glasgow will execute the Race Equality Policy through the Chief Executives of Greater Glasgow NHS Board and each NHS Trust. Chief Executives **will** receive a report from their respective management team annually, enabling an assessment of progress against objectives in the action plan.

The Performance Assessment Framework (PAF) will provide the template for planning, management, and review of NHS Greater Glasgow's commitment to ensuring racial equality in both employment and service planning and delivery. Planning and policy groups will have a direct input to the performance management process. The PAF framework provides the structure for reporting progress back to the Scottish Executive and the *national Ethnic Minorities Resource Centre* in Scotland through the annual accountability review process.

An annual report will be submitted to the unified NHS Greater Glasgow Board encompassing progress in the local NHS organisations.

In addition, each NHS Greater Glasgow organisation will submit an annual report to the Commission for Racial Equality on progress against the organisations Race Equality Action Plan.

ORGANISATIONS

Action Southern Africa (ACTSA)
African & Caribbean Women Association
African & Caribbean Advisory Service
African & Caribbean Christian Fellowship
African & Caribbean Resource Centre
Afrumasin Sunghum (Open) Kolej
Ahmadiyya Muslim Association
Al Farooq Education Trust
Anderson Mel-Milaap Centre
Anjaman Ehyae Islam Jamia Islamia
APNA GHAR
Asian North West Elderly Care Centre
Asian Women's Support Group
Association of Indian Organisations
Bangla Centre
Barnardos Apna Service
Bearsden Asian Association (Women)
Bengali Cultural Association
Black & Ethnic Minority Women's Sub Group
Black Environment Network
Breakthrough
Breakthrough for Women
Central Gurdwara Singh Sabha
Chile Democratico (West of Scotland)
Chinese Carers Group
Chinese Community Development Project
Chinese Health Force
Chinese People for People Society
Chinese Youth Development Team
Communities United
Confederation of Chinese Association in Scotland
Cosgrove Care
Darnley Street Family Centre
Dawatul Islam Glasgow
East Dunbartonshire Ethnic Minority Forum
East Pollokshields Multicultural Centre
East Renfrewshire Council
Eastern Christian Association
EMPOWER
ESHARA
Ethnic Community Family Support Association
Ethnic Minorities Carers Group
Ethnic Minorities Law Centre
Ethnic Minority Advocacy Services
Ethnic Minority Enterprise Centre
Family Support Unit
Fleming House
Friendship and Support Centre
G.C.V.S.
GAMH
GARA SIP
Garnethill Community Action Association

Garnethill Hebrew Congregation
Garnethill Project
Ghana Welfare Association
Glasgow Arab Community
Glasgow Black Voluntary Sector Network
Glasgow Board of Jewish Education
Glasgow Central Mosque
Glasgow Chinese Christian Church
Glasgow Chinese Christian Church
Glasgow Chinese Student and Scholars Association
Glasgow Chinese Women Association
Glasgow Churches Council for Overseas Students
Glasgow Healthy City Partnership
Glasgow Interpreting Service
Glasgow Jewish Housing Association
Glasgow Jewish Information Desk
Glasgow Sikh Centre
Govan Youth Information Project
Govanhill Housing Association
Govanhill Neighbourhood Centre
Govanhill Youth Project
Greater Easterhouse Women's Aid
Gujarati Association of Scotland
Gurdwara Sikh Sabha Granth Sahib
Guru Nanak Sikh Temple
Hemat-Gryff Women's Aid
Hindi Cultural Association
Hindu Mandir Sabha
Ibo Community of Glasgow
ICFC (Indian Cultural and Festival Committee)
Indian Graduate Society
Indian Mahila Cultural Committee
Indian Workers Association
Injaman Ehyae Islam Jamia Islamia-Islamic
Islamic Forum Scotland
Islamic Mission
Islamic Relief
Islamic Society of Britain (Glasgow)
Jamia Islamia
Jewish Blind Society Scotland
Jewish Care Scotland
Kashmir Welfare Society
Kashmir Workers Association
Kashtari Sabha Glasgow (UK)
Khazra Mosque
Kut-O Association
Kut-O Buddhist Association
Madrassa Al Arabia Al-Islamia
Maryhill Community Health Project
Masjid Noor (The Mosque)
Mela Glasgow
MELDI
Meridian
Milan Elderly Day Centre
Multicultural Women's Group

Muslim House-Glasgow
Muslim Network
Muslim Welfare/The Muslim House
Muslim Women Welfare Association
Muslim Women's Resource Centre
NCH San Jai Chinese Project
New Masjid Al Noor and Tableegh Centre
Nigerian Christian Fellowship
Nigerian National Union UK - Glasgow Branch
Pakistan Co-operative Society
Pakistani Education and Welfare Society
Pakistani Women Welfare Association
PATH (Scotland)
Pollokshields Development Association
Positive Action in Housing
Positive Action in Housing - Refugee Aid Project
Race Equality Development Unit -SCVO
Ramgarhia Association Guru Nanak Sikh Temple
Refahey Care Council
Refahey Women's Group
Scotland China Association
Scottish Ethnic Minority Research Unit
Scottish Federation of Chinese School
Scottish Friends of Bosnia
Scottish Pakistani Association
Scottish Refugee Council
SEAL Community Health Project
Shanti Bhavan
Shiri Guru Tegh Bahadur Gurdwara
Southside Asian Association
Southside Housing Association
Strathclyde Asian Women's Association
Strathclyde Chinese Association
The Association of Chinese Parents
The Dixon Community
The Taleem Trust
The Well
The World Islamic Mission
The Youth Muslims Glasgow
Traveller & Gypsy Community Development Project
Ujala Carers Group
UK Islamic Mission (Glasgow)
Victory Family Fellowship
WESRA
West Dunbartonshire Council
West of Scotland Racial Equality in Housing Forum
Wing Hong Elderly Group
Women Cultural Organisation
Woodlands Education Trust
Woodlands Youth Initiative
World Islamic Mission/Kazra Central Mosque
Youth Counselling Services Agency

STOCKTAKE ON THE AVAILABILITY OF A ROUTINE GP APPOINTMENT (AT 11:30AM ON TUESDAY 25 JUNE 2002)

RETURNS FROM 16 LHCCs SHOWING APPOINTMENT AVAILABILITY OF PRACTICES AS A PERCENTAGE OF THE TOTAL NUMBER OF PRACTICE RETURNS TO THE LHCC

Appointment	LOCAL HEALTH CARE COOPERATIVES (LHCCs)															Greater Glasgow Average (note 2)	Cumulative Appointment Availability	
	W1	W2	W3	W4	W5	NE1	NE2	NE3	NE4	NE5	NE6	S1	S2	S3	S4			S5
Availability	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	Percentage	
Same Day	25.0		45.4	33.3	10.0	45.4	7.1	30.0	6.7			5.9	16.7	16.7	33.3	36.4	21.2	21.2
Next Day	25.0		18.2	22.2	70.0	18.2	35.7	30.0	20.0	16.7	57.1	35.3	33.3	41.6	33.3	36.4	32.4	53.6
Second Day	12.5	33.3	9.1	33.3	10.0	27.3	28.6		20.0			23.5	50.0	16.7	25.0	22.7	20.7	74.3
Sub Total (nominal)	62.5	33.3	72.7	88.8	90.0	90.9	71.4	60.0	46.7	16.7	57.1	64.7	100.0	75.0	91.6	95.5	74.3	74.3
Third Day	12.5	33.3	18.2			9.1	7.1	10.0	20.0	33.3	14.3	17.6			8.3	4.5	10.1	84.4
Fourth Day		33.3	9.1	11.1				10.0	13.3	33.3	14.3	5.9		25.0			7.3	91.7
Fifth Day								10.0	13.3		14.3	5.9					2.8	94.5
Sixth Day					10.0		14.3	10.0		16.7							2.8	97.3
Seventh Day	12.5											5.9					1.1	98.4
Eighth Day	12.5																0.5	98.9
Ninth Day							7.1		6.7								1.1	100.0
Total (nominal)	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100

Identification of LHCCs:

- W1 Anniesland/Bearsden & Milngavie
- W2 Drumchapel
- W3 Clydebank
- W4 Westone
- W5 Riverside
- NE1 Strathkelvin
- NE2 Maryhill/Woodside
- NE3 North Glasgow
- NE4 Eastern Glasgow
- NE5 Bridgeton & Environs
- NE6 Dennistoun
- S1 South East Glasgow
- S2 Camglen
- S3 Eastwood
- S4 Greater Shawlands
- S5 South West Glasgow

note 1: This sub total indicates the availability of 48 hour access to practices.

note 2: Greater Glasgow average is the total number of practice returns from 16 LHCC as a percentage of the total (179) practices.