NHS Grampian
Racial Equality Action Plan

2009/10

Produced by the NHS Grampian Racial Equality Working Group

July 2009
NHS Grampian Racial Equality Action Plan 2009/10

1. Introduction

The NHS Grampian Race Equality Scheme 2008-2011, set ambitious goals for the development and improvement of health care services for our local ethnic communities in Grampian. A massive amount of excellent progress has been made towards achieving these goals, through the implementation of the 2008/09 NHS Grampian Racial Equality Action Plan.

This 2009/10 Racial Equality Action Plan will continue work to achieve the goals set out in the Race Equality Scheme 2008-2011. It also incorporates new additional priorities identified by members of our local ethnic communities at three involvement and consultation events held in June, August and September 2008.

2. Assessment of health needs

The make up of the population of Grampian is changing rapidly, which makes health needs assessment a dynamic process.

Accordingly, NHS Grampian holds regular involvement and consultation events with our local ethnic communities. This information is supplemented by information from front line staff who have daily contact with members of our local ethnic communities and their representative organisations.

During 2008, three Involvement and consultation events were held. The first in June 2008, was a joint event with other public bodies in Grampian, local ethnic community organisations, the Grampian Racial Equality Council and the Ethnic Minority Forum. 50 members of our local ethnic communities participated. NHS Grampian held two specifically health related events August and September 2008.

The feedback received from these three events in 2008, has been used to:

- Reassess the priority areas of work
- Monitor the impact of the work already undertaken
- Inform the NHS Grampian Racial Equality Action Plan 2009/10

3. The size and diversity of the ethnic population served

Grampian is currently undergoing the biggest population change in its history. The 2001 Census showed that Grampian had a very diverse range of local ethnic communities, which numbered 18,908. However, these figures are now completely out of date. The Census results do not reflect the substantial influx of mostly Eastern
European migrant workers and their families coming to Grampian since the expansion of the European Economic Area on 1st May 2004.

**May 2004 to May 2006**, it is estimated that approximately 800 migrant workers and families, came to Grampian every month.

**May 2006 to June 2008**, the best estimate is that approximately 1,200 migrant workers and their families came to Grampian every month.

**July 2008** onwards, there is evidence of a reduction in inward migration to around 800 per month, due mainly to a reduction in the availability of jobs.

Even with this recent reduction, it is estimated that the size of the local ethnic communities has more than quadrupled from 18,908 in 2001 to approximately 78,900 as at June 2009. On this estimate, the local ethnic communities now make up 13.5% of the population of Grampian, assuming that the total population is approximately 582,788 (i.e. the 2001 Census figure plus the recent migrant workers and their families).

More information on the way this estimate has been complied is shown at Appendix III

### 4. Strategic approach

The Racial Equality Working Group (REWG) have adopted a two pronged approach. Firstly, to target specific areas where improvements are required. Secondly, to integrate racial equality work into the mainstream. To date, this approach has worked well.

### 5. Priority areas of work

The seven priority areas identified in the Race Equality Scheme 2008-11 and from involvement and consultation work during 2008 are:

1. Interpretation services
2. Translation services
3. Meeting the health care needs and information needs of recently arrived migrant workers and their families
4. Training for NHS Grampian staff to better understand the needs of the local ethnic communities.
5. Racial equality within NHS Grampian
(vi) Active promotion of health within the local ethnic communities

(vii) Impact Assessment of all new or updated NHS Grampian-wide strategies or policies.

The work to be undertaken in each of these seven areas is detailed below and is also summarised in tabular form at Appendix II.

4. Interpretation services

Definition: interpretation is the term used to describe the process of changing the spoken word from one language to another.

The ability of all members of the local ethnic communities to communicate clearly and effectively their healthcare needs is essential if we are to achieve equality in healthcare. For most, the biggest barrier is language. The recent involvement and consultation events indicated that approximately 95% of recent migrant workers and their families are non-English speaking when they first arrive in Grampian. Hence the importance of interpretation services.

There are two main types of interpretation services provided, these are “face to face” and telephone.

(i) “Face To face” interpretation

Following a recruitment and training initiative in 2008/09, run on a joint basis with the Grampian Racial Equality Council (GREC), 33 new “face to face” interpreters were recruited for the North Aberdeenshire and Moray areas. This brings the pool of available interpreters Grampian-wide to 120. No further recruitment is required during 2009/10. However, this will be kept under review in case numbers drop.

(ii) Telephone interpretation

The “Language Line” telephone interpretation service gives access to expert interpreters, on the telephone, in 60-90 seconds, for 120 different languages. Language Line is now live in 400 locations within NHS Grampian, however, demand for staff training and new access points continues to grow.

Before Language Line is introduced into an area, the preparatory work required is:

- Identification of every access point where the service is required
- Provision of training to the front line staff who will use the service
- Overcome any technical problems
- Provide Access Kits for each access point, containing everything required
During 2009/10, the number of access points will be increased from 400 to 500.

The roll out of Mobile “Language Line” Access Kits for use in the homes of patients who do not have a fixed landline will continue. The new Mobile Access Kits have proved popular with community with all community staff such as Health Visitors, District Nurses, Community Nurses and Community Midwifery teams. 80 Mobile Access Kits have been issued to date. A further 20 will be issued during 2009/10.

During 2009/10 a further 15 Konftel Conference Call Units will be issued to locations where:

- There is a need to perform group work/discussions with non-English speaking patients, their relatives or guardians
- Where the health care provider requires both hands free and the ability to move around while providing health care, such as salaried dentists, physiotherapists and podiatrists.

5. Translation services

**Definition: translation** is the term used to describe the process of changing the written word from one language to another.

In terms of translation, there are two main categories:

- Personal information related to one patient
- Key pieces of local health care information

In detail:

(i) **Personal Information**
On average, we translate 5 pieces of personal health care information per week. These tend to be short reports and letters. Our anticipated spend on translating personal information during 2009/10 is £10,500. In addition, a wide range of pre-translated material, on a wide range of topics, is also sourced.

(ii) **Key Pieces of Local Health Care information**
This comprises key pieces of local health care information which is of general interest, such as hospital admission booklets, advice on bereavement, cervical screening, smear tests etc, translated into the main local ethnic community
languages. These items can be viewed on our website at: nhsgrampian.org then click on the tab at the top of the page marked “Other Languages”

This section is being added to on a monthly basis. Our estimated spend during 2009/10 on translating key pieces of local health care information is **£12,500**. It should be noted that the above figures are **minimum** spend figures because some GP Practices and departments fund the occasional piece of translation work themselves, these items therefore do not come through the Equality and Diversity Manager.

**The above two budgets are not cash limited.** NHS Grampian spends whatever it needs to spend to meet our legal obligations under Section 71 of the Race Relations (Amendment) Act 2000 and to comply with the Scottish Executive Policy “Fair For All”.

NHS Grampian, will produce any of its published material, upon request, into any other language, again in compliance with Section 71 of the Race Relations (Amendment) Act 2000.

(iii) **Filling Gaps in the information available**
Regular liaison between NHS Grampian and our recent migrant workers and their families, has resulted in a number of health care information gaps being identified, and filled. From the 2008 involvement and consultation events, it became clear that information booklets were required for:

- Sexual Health Services
- Maternity Services
- Fertility Services
- Ophthalmology, Dental and Pharmacy Services
- Drugs, Alcohol and Smoking Cessation
- GP, Community Nursing and School Health Services

The text of the booklets has already been drafted in the January- March 2009 period. During 2009/10, the text will be finalised and the booklets designed and translated. The booklets will be made available in both electronic and printed formats.

The cost of the formatting and translation work is **£7,000**. The cost of printing will be **£8,200**.

It is anticipated that further information needs will be identified as a result of the 2009 involvement and consultation events.
6. Meeting the health care needs and information needs of recent migrant workers and their families

During 2009/10, there will be continued close liaison with recent migrant workers and their families and representative groups and organisations.

(i) Work will continue to:

- Encourage recent migrant workers and their families to register with their local GPs by providing information on the role of the GP and explaining entitlement to free NHS services
- Identify and fill any information gaps
- Involve and consult members recent migrant workers in the planning of health care services by means of multi-lingual consultation exercises on major health care issues

7. Training for NHS Grampian staff to better understand the needs of our local ethnic communities

During 2008/09, racial equality training was provided for 600 NHS Grampian managers and staff. During 2009/10, training will be provided for 900 managers and staff. Where possible, training will be provided on a joint basis, with the Grampian Racial Equality Council.

8. Racial equality within NHS Grampian

The NHS Grampian Racial Equality Workforce Monitoring Report 2008/09, will be produced, following the blue print set by the Equality and Human Rights Commission. The report will be made widely available both within NHS Grampian, and outwith.

All issues of concern or complaints with a discriminatory or racial element, will continue to be thoroughly investigated and follow up action taken, as appropriate.

9. Active promotion of health within the ethnic communities

It is a prime requirement of NHS Grampian to promote the development of positive health and well being within the ethnic communities. Three Community Planning Partnerships already exist in Grampian, serving Aberdeen, Aberdeenshire and Moray. These Partnerships are the best vehicles to take forward the promotion of positive health and well being within the ethnic communities. The identified health needs of the local ethnic communities are an integral part of every Joint Health
Improvement Plan. The Racial Equality Working Group will liaise closely with the Community Planning Partnerships and offer any support or assistance possible.

A key objective for NHS Grampian is the targeting of areas of health inequality. Substantial resources have been committed to address these issues. Recent migrant workers and their families suffer disproportionately higher health inequalities in a number of areas, such as alcohol and sexual health. Accordingly, recent migrant workers and their families should benefit greatly from these initiatives.

10. Impact Assessment of all new or updated NHS Grampian-wide strategies or policies.

Since May 2005, all new or updated NHS Grampian-wide policies, strategies and re-organisational proposals have been Equality and Diversity Impact Assessed, using the prescribed methodology. NHS Grampian has a trained and experienced Impact Assessor Trainer. Currently, 53 NHS Grampian managers and staff are trained Level One Impact Assessors. In a spirit of joint working and mutual co-operation, any spare places at Impact Assessment Seminars are offered to partner agencies, free of charge. To date, Impact Assessors have been trained for:

- NHS Orkney (12 staff trained to Level One under the “Buddy System”)
- Aberdeen City Council
- Aberdeenshire Council
- The Moray Council
- The Scottish Ambulance Service
- Grampian Police
- Grampian Fire and Rescue Service
- SNBTS
- Orkney Council
- Orkney Housing Association
- Health Scotland
- Three local charities

Level One Courses are run annually.

12. Implementation

The 2009/10 Racial Equality Action Plan focuses on measures that are practical, sustainable and of practical assistance to the local ethnic communities and the NHS Grampian staff who meet the health needs of the local ethnic communities.

Most of these ideas have come from the local ethnic communities themselves, as expressed at the involvement and consultation events and front line NHS Grampian staff who provide health care services to our local ethnic communities. The views of
organisations such as GREC and other local ethnic community organisations have also been taken on board.

13. Cost summary for the 2009/10 Action Plan

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost in 2008/09</th>
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<tbody>
<tr>
<td>(i) Interpretation Services</td>
<td></td>
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<tr>
<td>- Provision of “face to face” interpreter services</td>
<td>£ Already funded by the respective Sector, LCHPs, CHP</td>
</tr>
<tr>
<td>- Expansion of “Language Line” Access Point by the introduction of 100 new fixed Access Points, 20 additional Mobile Kits and 15 Konftel Conference Call Units.</td>
<td>£11,500 one – off sum already allocated</td>
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<tr>
<td>(ii) Translation services</td>
<td></td>
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<tr>
<td>Provision of a comprehensive translation services, in compliance with the Race Relations (Amendment) Act 2000</td>
<td>A Revenue budget of £21,000 has already allocated for 2009/10. In addition, the Acute sector/LCHPs/LCHP will also fund specific pieces of translation work from within their own budgets</td>
</tr>
<tr>
<td>(iii) Meeting the Health care and information needs of recent migrant workers and their families</td>
<td></td>
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<tr>
<td>Production, translation and printing of six information booklets on key areas of health care services. A need identified through the 2008 involvement and consultation events.</td>
<td>£15,200 Already funded</td>
</tr>
<tr>
<td>Hold two involvement and consultation events during 23009/10.</td>
<td>£Already funded</td>
</tr>
<tr>
<td>(iv) Training for NHS Grampian staff to better understand the needs of the local ethnic communities.</td>
<td>£Already funded</td>
</tr>
<tr>
<td>(v) Racial Equality within NHS Grampian</td>
<td>£ programme of work already funded</td>
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<tr>
<td>(vi) Actively promoting health within the local ethnic communities</td>
<td>£ already funded by the Sector/CHP/LCHPs/Local Authorities</td>
</tr>
<tr>
<td>(vii) Impact Assessment</td>
<td>£ already funded</td>
</tr>
<tr>
<td>Minimum budgeted spend</td>
<td>£59,200</td>
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Appendix I

Members of the NHS Grampian Racial Equality Working Group

Ms Jennie Biggs, Alcohol Advisor/Partnership Representative
Noor Mohd-Nor, Grampian Racial Equality Council
Staff Nurse Rosie Bird, Representing A&E
Mr Gregory Poon, Lead Nurse, Aberdeen City CHP
Ms Jeannie Felsinger, Director, Grampian Racial Equality Council
Mrs Lakshmi Mani, Ethnic Community Representative
Ms Fran Doorghan, Community learning Disability Nurse
Mr Nigel Firth, Equality and Diversity Manager (Chair)
Mrs Margaret Gray, Learning and Development Manager
Ms Sarah Campbell, Grampian Racial Equality Council
Mrs Roda Bird, Equality and Diversity Assistant
Mrs Laura McKenna, Support Services Manager
Mr Bill Mitchell, Support Services Manager, Mental Health
Mr Gregory Poon, Lead Nurse, Aberdeen City CHP
Ms Helen Thompson, HR Officer, Moray
Ms Caroline Clark, Public Health Co-ordinator, North Aberdeenshire
Mrs Hilda Smith, Aberdeen City Council Education Department
### Racial Equality Action Plan: Supporting Actions

<table>
<thead>
<tr>
<th>Priority Area</th>
<th>Action</th>
<th>Actioned By</th>
<th>Completed By</th>
</tr>
</thead>
<tbody>
<tr>
<td>(i) Interpretation services</td>
<td>Keep under review the numbers of trained “face to face” interpreters available in each area and initiate additional training and recruitment, if required.</td>
<td>Nigel Firth with the Racial Equality Working Group members, in cooperation with GREC. (Michelle Harrower and Audrey Cooper for the Acute Sector only)</td>
<td>March 2010</td>
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<tr>
<td></td>
<td>• Maintain the arrangements to ensure that each Sector, CJHP, LCHP has access to a pool of trained interpreters, in their areas.</td>
<td>Nigel Firth and Roda Bird, in cooperation with GPs, Practice Managers, Practice Staff, CHP/Sector/LCHPs</td>
<td>March 2010</td>
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<td></td>
<td>• Expansion of the “Language Line” Service.</td>
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<td></td>
<td>• Increase the number of “Language Line” access points from 400 to 500.</td>
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<td></td>
<td>• Issue 20 additional Mobile Kits</td>
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<tr>
<td></td>
<td>• Issue 15 additional Konftel Conference Call Units</td>
<td></td>
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<tr>
<td>(ii) Translation services</td>
<td>Where information is readily available from reliable sources, this should be provided. If not, translation of material should be arranged/facilitated, funded from the appropriate budget.</td>
<td>Nigel Firth, Roda Bird</td>
<td>Ongoing weekly commitment.</td>
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<tr>
<td>(iii) Meeting the health care and information needs of recent migrant workers and their families</td>
<td>• Production, translation and printing of six information booklets on key areas of health care services. • Hold two further involvement and consultation events during 2009. • Ensure that the material on the NHS Grampian website is kept up to date.</td>
<td>Roda Bird, in co-operation with GREC Nigel Firth and Sarah Campbell. Roda Bird.</td>
<td>September 2010 September 2010 Ongoing</td>
</tr>
<tr>
<td>(iv) Training for NHS Grampian staff to better understand the needs of the local ethnic communities.</td>
<td>• Provide Racial Equality Awareness Training for 900 staff</td>
<td>Nigel Firth</td>
<td>March 2010</td>
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</tbody>
</table>
| (v) Racial equality within NHS Grampian | • Produce the NHS Grampian Racial Equality Workforce Monitoring Report 2008/09  
• All issues of concern or complaints with a discriminatory or racial element, will continue to be thoroughly investigated and follow up action taken, as appropriate. | • Nigel Firth, Hall Harper, Ann Miller, Ed Rennie, Anne Inglis, Richard Morrison, Jen Park, Neil Gordon and Diane Annand.  
Nigel Firth and the REWG, involving other agencies, as required. | Report to go to health Board meeting in October 2010.  
Ongoing |
| (vi) Active promotion of health within the ethnic communities | Liaise closely and support the three Community Planning Partnerships in their health promotion work with the local ethnic communities. Provide support for the NHS Grampian health inequalities programme of work. | Nigel Firth, REWG members and the Community Planning Partnerships. | Ongoing |

NGF/REWG/July 2009
Appendix III

Demography in Grampian

Grampian is currently undergoing the biggest population change in its history. The main reasons for this increase are:-

(i) May 2004 – May 2006
From 1st May 2004, there was a large influx of migrant workers and their families into Grampian from the Eastern European Countries who joined the European Economic Area (EEA). The main countries of origin were Poland, Lithuania and Latvia. It has been difficult to establish definitive figures for the influx. However, both the Grampian Racial Equality Council (GREC) and the NHS Grampian Racial Equality Working Group agreed that from their knowledge, an estimated figure of around 800 migrant workers and family members per month, coming to Grampian, in the period May 2004 to May 2006, was realistic. Of these 800 approximately 400 were Polish.

To try and obtain more definitive information, a number of agencies such as the Immigration Service and Practitioner Services were approached but these organisations had only limited data.

The Ebury House Office of Jobcentre Plus in Aberdeen were able to provide some useful statistics. Ebury House issues National Insurance numbers for all of Aberdeen and large areas of Aberdeenshire. For North Aberdeenshire, National Insurance numbers are issued by the Peterhead Job Centre.

National Insurance numbers are issued to eligible persons who are about to take up employment. But national insurance statistics do not include non-working family members.

(ii) May 2006 - June 2008
From May 2006 to June 2008, the numbers of migrant workers and their families coming to Grampian increased to approximately 1,200 per month. For NHS Grampian, this was reflected in the increased usage of “Language Line” telephone interpretation services and requests for “face to face” interpreters. There was also an increase in the volume of requests for health care material to be translated from or into Polish, Latvian, Lithuanian and Russian. GP Practices in areas where there was a substantial migrant worker population, such as North Aberdeenshire LCHP, saw an increase in the numbers of migrant worker and their families seeking treatment. There were also increasing numbers of migrant workers and their families coming to Grampian from Estonia and the Czech Republic.
(iii) July 2008 onwards
From July 2008 onwards, there is clear evidence that this figure has reduced to just over 800 per month. The major factor in this reduction is the reduced volume of available jobs.

Additional sources of information
Over the last two years, NHS Grampian has expanded its sources of information on the numbers of migrant workers and their families coming to Grampian. We now obtain information from:

- GP Practices
- Hospitals
- Health Visitors, District Nurses, Community Midwives, Community Nurses and School Nurses
- "Language Line" Usage
- Demand for “face to face” interpreters
- Demand for documents in translation
- Local Authority Education Departments
- EAAL/ESL Departments
- Local ethnic community groups
- Inward Migration Units
- Employers with large number of migrant workers in their workforce

There are no definitive figures available for the increase in the numbers of migrant workers and their families coming to Grampian. However, the more information that we collect, the more accurate the NHS Grampian Racial Equality Working Group and GREC estimate appears. This is also supported by recent national statistics on patient registrations in Grampian.

There is clear evidence that the overwhelming majority of the workers and their families are not “migrant” but are permanently settling in Grampian. However, a small number of mostly Polish migrants are known to have returned to Poland, often due to difficulties in getting their qualifications recognised in the UK or due to being exploited by unscrupulous employers.

(iv) Work Permit Holders
Many non-EEA nationals and nationals from countries that do not have EEA reciprocal agreements enter the UK on a Work Permit each year. In Grampian there are many Work Permit holders, most of whom are located around the Buchan Coast. Most come from China. Work Permit holders and their families are not entitled to free NHS health care if the Work Permit held is for less than 6 months. However, they are entitled to free emergency care. If the Work Permit held is for more than 6 months, the Work Permit holder and their family are entitled to free NHS Health care. Accordingly, Work Permit holders and their families tend to seek routine health care only after they have been in Grampian for over 6 months.
The Government does not record the number of Work Permits issued or the intended destination of the Work Permit holders. Accordingly, there are no reliable statistics on the number of Work Permit holders in Grampian. Recent discussions with a large number of GPs and practice staff in North Aberdeenshire LCHP suggest that the numbers are substantial. However, due to the lack of firm information, no estimate of work permit holder numbers is included in the overall estimate of migrant workers coming to Grampian.

(v) Asylum Seekers. Grampian is not an area to which asylum seekers have been officially relocated, pending the application process. However, there is an unofficial dispersal pattern which has seen approximately 20 asylum seekers per month come to Grampian during 2005/06, 2006/07 and 2007/08. Most of the asylum seekers are located in the North of Grampian. Asylum seekers are entitled to free NHS health care, while their application for asylum is being considered, but are not permitted to take up gainful employment. Accordingly, asylum seekers are not being included in statistics on the issue of new National Insurance numbers.

(vi) Refugees. There are a small number of refugees in Grampian, mostly located around the Buchan Coast. Refugees are entitled to free NHS health care, while their application for refugee status is being considered, but are not permitted to take up gainful employment. Accordingly, refugees are not included in statistics on the issue of new National Insurance numbers.