



General Register Office for Scotland
information about Scotland's people

RACE EQUALITY SCHEME

30 November 2008

Foreword by Duncan Macniven, Registrar General for Scotland

I am pleased to fulfil our statutory duty under the Race Relations (Amendment) Act 2000 by presenting a revised version of the General Register for Scotland (GROS) Race Equality Scheme for 2008.

GROS is part of the devolved Scottish Administration. Our fundamental aim is to work with Scottish Ministers to improve the well-being of Scotland and its people by collecting, processing, safeguarding and making available information about Scotland's people in a useful, responsible and efficient way.

This information is used by central and local government to support the planning and provision of improved public services for local communities throughout Scotland, including health care, housing, education and transport.

In the main it is the preparatory work for the 2011 Census that demonstrates our commitment to engaging with relevant stakeholders to help understand race equality and community relations issues. Work is currently underway for the Census Rehearsal which takes place in 2009.

We are establishing a better system for measuring the impact of high priority functions and policies and the promotion of race equality. To do this we will link, in the coming months, our [Strategic Objectives](#) to the National Outcomes of the National Performance Framework targets and indicators contained in the Scottish Government's Economic Strategy; "[Scotland Performs](#)".

The statistics we provide make the greatest contribution to the Government's National Outcomes, and in particular, "tackling the significant inequalities in Scottish Society".

DUNCAN MACNIVEN

Registrar General for Scotland

November 2008

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1. INTRODUCTION

1.1 Section 71(1) of the Race Relations Act 1976, as amended, means that all public authorities are subject to the general duty to:

1. work towards the elimination of unlawful discrimination
2. promote equality of opportunity; and
3. promote good relations between persons of different racial groups.

1.2 We are required to assess all our policies and functions for their relevance to, and impact on these 3 specific duties. We must also list those policies and functions not considered relevant to race equality in order to be as transparent as possible and to allow proper scrutiny by the Equality & Human Rights Commission and other stakeholders. We must revise our existing Race Equality Scheme this year (2008), setting out our new arrangements for meeting the duty by:

- listing all or functions and policies;
- considering which of our policies and functions are priorities over the next three years;
- considering which of our functions and policies are relevant to the general duty;
- considering how each function or policy relates to each part of the duty, i.e. the elimination of unlawful racial discrimination, the promotion of equality of opportunity and the promotion of good race relations;
- stating whether we have assessed our functions and policies for impact or likely impact on race equality, providing details of which Division or Branch is involved and providing the time frame for action;
- stating the outcome of the assessment, and;
- summarising any other work planned or underway.

1.3 There is a further specific duty on permanent employment under which we must monitor and analyse, by racial group, a variety of recruitment and Human Resource (HR) systems. As the Scottish Government (SG) carries out these permanent employment responsibilities on our behalf, we are included in the SG's Race Equality Scheme for this particular duty. See <http://www.scotland.gov.uk/Topics/People/Equality>

2. BACKGROUND TO THE GENERAL REGISTER OFFICE FOR SCOTLAND

2.1 We are a Government Department established by Act of Parliament in 1854. We are an Associated Department of the Scottish Government and we form part of the Scottish Administration. Approximately 329 people currently work for us in Edinburgh and Dumfries. We are responsible for the registration of births, marriages, civil partnerships, deaths, divorces, and adoptions. We run the Census and we use Census and other data to publish information about population and households. We are the main source of family history records.

Our main tasks are:

- We are responsible for the [Registration](#) of events such as births, deaths, marriages, civil partnerships, divorces and adoptions and for the laws relating to the formalities of [marriage](#);
- We take the [census](#) of Scotland's population every 10 years;
- We use information from the census and other sources to prepare and publish population household and other [statistics](#) used by central and local government, commerce and industry and medical and other researchers,
- We provide [family records](#), drawn from our registration and census information, for genealogists all over the world; and
- We maintain the National Health Service Central Register.

2.3 To enable us to help meet our aim (see foreword), GROS is organised into four Divisions, namely Census, Demography, Registration and Corporate Services Division. The **general responsibilities** and **business functions** of these Divisions can be found at: www.gro-scotland.gov.uk/abotgros/gros-strategic-corporate-general-and-key-business-objectives

3. STRATEGIC AND CORPORATE OBJECTIVES

3.1 Work is currently underway to link our strategic and corporate objectives to the Scottish Government's fifteen National Outcomes (see **Annex A**).

3.2 The National Outcomes describe what the Scottish Government wants to achieve over the next ten years, articulating more fully the Scottish Government's Purpose; to focus Government and public services on "*creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth*". More information on the Outcomes can be found at: <http://www.scotland.gov.uk/About/scotPerforms/outcomes>

We state below the strategic and corporate objectives for 2008-09 which we have so far linked to the National Outcomes:

REGISTRATION

- Complete implementation of the Local Electoral Administration and Registration Services;
- In January 2009, open fully to the public all of the services of the ScotlandsPeople Centre;
- Co-operate with the Government Departments and others to prevent fraud by sharing GROS data in a legal manner.

CENSUS

Continue strategic planning for the 2011 Census, including a census rehearsal in March 2009 to:

- rehearse the end-to-end integrity of all of the systems and operations to be implemented in the Census;
- test and confirm that all the methodologies, services and systems proposed for the 2011 Census, in their own right and in sequence and/or in parallel with relevant dependencies, will meet the strategic aims;
- obtain final verification that the package of topics and their questions, the questionnaires, and the enumeration procedures will be acceptable to the public;
- measure the quality of the data that can be expected as a result of enumeration and processing;
- provide GROS and Service Provider's staff with experience of the range of situations likely to be met in the 2011 Census operation so that they are geared up to respond constructively to its challenges, and;
- Build on lessons learned from the census rehearsal to inform the final solutions and procedures for the 2011 Census; consult users on the data to be produced and methods for dissemination and obtain parliamentary approval for the detailed arrangements for the 2011 Census, including the questions to be asked.

DEMOGRAPHY

- In conjunction with the Scottish Government and others, develop a programme of work towards an integrated population statistics system, harmonising household surveys and integrating administrative and other sources of household and population statistics;
- Collect and maintain the records (eg vital events and the National Health Service Central Register) that are the foundation for the information we provide, in a way consistent with best practice in the collection, storage and archiving of information.
- Publish the Registrar General's Annual Report and other demographic data and analyses about Scotland to meet customer needs and National Statistics code of practice standards and inform and foster debate on demographic issues;

CORPORATE SERVICES

- A new additional learning management module for our e-HR system is currently in the process of being developed by SG. This system will provide a platform for all training undertaken by staff and managers to be disaggregated by diversity strand. This will allow us to ensure that all staff are accessing and undertaking learning opportunities at the same rate. Once developed we will promote, contribute to and use this system.

4. THE CONTEXT FOR OUR RACE EQUALITY SCHEME

- 4.1 This revised Scheme sets out how we in GROS will achieve our objectives for race equality as defined in the Race Relations Act.
- 4.2 GROS has an important and challenging role to play in promoting race equality. Many of the statistics we provide inform policies designed to tackle inequalities in society, by providing a benchmark against which inequalities can be measured and policies developed and monitored. Our work also takes us into recording some of the most significant events of people's lives – births, still births, marriages, civil partnerships and deaths.
- 4.3 We want the information we produce, and the services we provide, to be relevant and available to all the people who require them. Our main website, www.gro-scotland.gov.uk provides information on how to access our services and contains a wealth of population statistics that can be downloaded. Together with our Scotland's Census Results On Line website, www.scrol.gov.uk (which provides access to the results from the 2001 Census in Scotland) and our family history website www.scotlandspeople.gov.uk (operated in partnership with the National Archives of Scotland, the Court of the Lord Lyon and Scotland On Line) which is the source of parish register, civil registration, census and wills and testaments records, the internet has given us the opportunity to reach an ever-widening set of customers. We have an on-going task in adjusting to changes in our customers and what they want.

Preparation for the 2011 Census

- 4.4 The 2011 Census will provide the benchmark against which census data users can identify and measure inequalities linked to ethnicity. GROS has been closely involved in extensive consultation (led by the Scottish Government over several years) with minority ethnic groups and community leaders as well as with the public and data users, to identify the best question on ethnicity, not only for the 2011 Census but also for use in other surveys.
- 4.5 A new ethnic classification has been designed to meet changing user requirements and use acceptable terminology, while retaining the important ability to compare 2011 statistics with those from the 2001 Census and statistics relating to the rest of the UK.
- 4.6 We try to ensure that members of all communities are aware of census employment opportunities by advertising in appropriate newspapers and websites. In addition, we have contacted organisations representing community groups at both national and local level to encourage participation and to explain the purpose of the census and how it will benefit their community.

- 4.7 We are developing the use of alternative data sources in the production of demographic and social statistics in order to support, supplement and replace census taking where possible. As part of this work, we have successfully contributed to a University of Edinburgh project, the results of which were published in August this year, involving innovative use of Census data in Scotland, to illuminate variations in health outcomes by ethnic background. The project shows that more health problems, including higher than average death rates from heart disease, are found amongst men and women born in the Indian sub continent. Reasons for this are believed to include generally poorer socio-economic status, environmental factors, barriers to accessing health services, genetic factors and the effects of racism. We will continue to encourage the confidential use of our data for research of that kind. Details of the project can be found on the web at: <http://www.chs.med.ed.ac.uk/phs/research/Retrocoding%20final%20report.pdf>

Registration

- 4.8 While GROS oversees the system of civil registration of events (births, marriages, civil partnership registrations and deaths), Registrars employed by local authorities carry out the registration function. Consequently, Registrars operate in line with their own local authority's race equality scheme. It is essential that all vital events in Scotland are registered, covering all ethnic groups. GROS works in partnership with the local registration service and has assisted in a number of ways to ensure that information about the registration service is available to everyone. A leaflet on marriage in Scotland is available in a number of languages and we propose to produce a similar leaflet in relation to civil partnership registration in Scotland. A multi-lingual memorandum and wall-poster for the guidance of religious marriage celebrants is also available. Local authorities also provide translation facilities when required, such as for a civil marriage or for a civil partnership registration.
- 4.9 Birth, death, marriage and civil partnership registers, are public documents accessible to all under statute. We carry out regular customer surveys to determine how we might improve our front-line services for people who wish copies of birth, marriage, civil partnership or death certificates or who wish to trace their family tree.

NHSCR

- 4.10 We maintain the National Health Service Central Register (NHSCR) for the benefit of the health service in Scotland. The information held on the Register is very limited (name; date of birth; sex; a history of moves between health authorities; and health survey participation). The information is used mainly to facilitate the correct transfer of patients' records between health authorities, for medical research, to provide information on migration and to verify entries in the Citizen's Account database managed by Scottish Local Authorities.

5. ASSESSMENT OF IMPACT OR LIKELY IMPACT ON RACE EQUALITY

- 5.1 Our job in relation to population statistics is to set out the facts and describe the trends. It is for others (the Scottish Government, other Government Departments, local authorities, and a host of other organisations and individuals) to take decisions in response to the trends and projections. We have taken advantage of opportunities to share our publicly-available registration data with other Government Departments and organisations under strict controls.
- 5.2 One of our major roles as a department in terms of race equality however, is in helping to develop an ethnic classification scheme which is not only acceptable to all the different ethnic communities across Scotland, but which measures relevant inequalities, so that those who create policies and provide services can better plan for the needs of all communities in the country.
- 5.3 The main policies of GROS over the next three years will relate to:
- preparing for the next Census in 2011
 - extending the functions of the ScotlandsPeople Centre to local councils
 - focussing on improving our processes and procedures
 - playing our part in improving the delivery of joined-up services for the public

These will also contribute to the Scottish Government's National Outcomes.

- 5.4 A summary of our functions that have an impact on race equality are listed at **Annex B**.
- 5.5 At **Annex C** we have set out whether any assessment for impact or likely impact on race equality has been undertaken, together with the outcome of the assessment (if one has been done). This work will be ongoing over the next three years. Our assessments will also be included in the SG's Race Equality Scheme: (www.scotland.gov.uk/Topics/People/Equality) which will be updated as we progress.

ANNEX A**SCOTLAND'S NATIONAL OUTCOMES**

1. We live in a Scotland that is the most attractive place for doing business in Europe
2. We realise our full economic potential with more and better employment opportunities for our people
3. We are better educated, more skilled and more successful, renowned for our research and innovation
4. Our young people are successful learners, confident individuals, effective contributors and responsible citizens
5. Our children have the best start in life and are ready to succeed
6. We live longer, healthier lives
7. We have tackled the significant inequalities in Scottish society
8. We have improved the life chances for children, young people and families at risk
9. We live our lives safe from crime, disorder and danger
10. We live in well-designed, sustainable places where we are able to access the amenities and services we need
11. We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others
12. We value and enjoy our built and natural environment and protect it and enhance it for future generations
13. We take pride in a strong, fair and inclusive national identity
14. We reduce the local and global environmental impact of our consumption and production
15. Our public services are high quality, continually improving, efficient and responsive to local people's needs

ANNEX B**SUMMARY OF OUR FUNCTIONS THAT HAVE AN IMPACT ON RACE EQUALITY****Producing Census and other statistics (High significance to Race Equality)**

Our statistical output provides information that helps those who form policies and distribute resources. Central and local government, health authorities, businesses, research and community groups all benefit from the availability of this information.

The decennial Census is the biggest data gathering and processing operation that takes place in Scotland. For the 2011 Census, 6,500 enumerators will deliver over 2.3 million Census questionnaires to all households in Scotland.

Registering events (Medium significance to Race Equality)

We administer the registration of births, deaths and marriages and civil partnerships plus stillbirths, divorces, gender recognition and adoptions. Registration is carried out in the 32 registration districts operating from 265 sites in Scotland and the Registrars are appointed by local authorities. We also administer the statutes relating to the formalities of marriage and civil partnership registration and the conduct of civil marriage and civil partnership registration.

In 2007 we processed information covering 57,781 births, 55,986 deaths, 29,866 marriages, 688 civil partnerships, 327 stillbirths and 12,773 divorces.

Making the public records we hold available (Medium significance to Race Equality)

In 2007/08, 14,612 paid searches for family history information were undertaken in New Register House. In the same period, 52,647 extracts of birth, marriage or death certificates were sold to customers either in person, by post or over the Internet and 90,306 printed digital images were copied for customers.

On 25 August 2008, we began the phased opening of the new ScotlandsPeople Centre with our partners, the National Archives of Scotland (NAS), and the Court of the Lord Lyon (CLL).

Maintaining a Register of NHS patients (Low significance to Race Equality)

The National Health Service Central Register (NHSCR) holds a basic record for every patient registered with a general medical practitioner in Scotland. The record is used, amongst other things, to verify entries on the Citizen's Account database managed by Scottish Local Authorities.

Purchasing goods and services (Low significance to Race Equality)

In 2007-08 our operating expenditure was £6.4 million (excluding wage costs), and a significant part of this relates to the purchase of goods and services. Our expenditure ranges from major contracts, for example on the back office services for the 2011 Census, to small contracts awarded to local businesses.

Arranging learning opportunities for staff (Medium significance to Race Equality)

We have a small in-house team who help support the achievement of our business objectives by ensuring that all our staff are provided with an induction to the Department and the training and development opportunities they need to carry out their duties and meet their goals and personal development.

ANNEX C

RECORD OF RACE EQUALITY ASSESSMENT / ACTION IN RESPECT OF OUR SPECIFIC & CORPORATE OBJECTIVES

Function/ Policy/Strategy etc	Manage and review annually Scotland's registration service, improving standards and availability to meet the expectations of the public and the local authorities who run the local registration service on behalf of our Department.
Priority in next three years	Yes
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	2 – the promotion of equality of opportunity
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	No, although the annual review incorporates an assessment for race equality impact.
**Outcome of assessment	
Summary of Any Other Work Planned or Underway?	
Any further comments?	

Function/ Policy/Strategy etc	Working with the National Archives of Scotland (NAS) and the Court of the Lord Lyon (CLL), make available all the digitised family history records held by the three organisations, in the ScotlandPeople Centre at General /New Register House site and over the Internet, and encourage local authorities to establish local family history centres.
Priority in next three years	Yes
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	2 - the promotion of equality of opportunity
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	No
**Outcome of assessment	
Summary of Any Other Work Planned or Underway?	
Any further comments?	Consideration will be given to impact assessment once the ScotlandsPeople Centre is fully operational.

Function/ Policy/Strategy etc	To complete implementation of the Local Electoral Administration and Registration Services (Scotland) Act 2006.
Priority in next three years	Yes
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	2 – the promotion of equality of opportunity
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	Add info if any from Kirsty M
**Outcome of assessment	
Summary of Any Other Work Planned or Underway?	
Any further comments?	

Function/ Policy/Strategy etc	Collect and maintain the records (e.g. vital events and the National Health Service Central Register) that are the foundation for the information we provide, in a way consistent with best practice in the collection, storage and archiving of information
Priority in next three years	Yes
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	2 - the promotion of equality of opportunity
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	No
**Outcome of assessment	
Summary of Any Other Work Planned or Underway?	
Any further comments?	The collection of these records in itself helps promote equality of opportunity.

Function/ Policy/Strategy etc	Continue strategic planning for the 2011 Census, including a census rehearsal in March 2009
Priority in next three years	Yes
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	1 - the elimination of unlawful racial discrimination 2 - the promotion of equality of opportunity 3 - the promotion of good race relations
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	<p>GROS has an over-riding commitment to developing an ethnic classification scheme which is acceptable to all the different ethnic communities across Scotland and which measures relevant inequalities, so that service providers can better plan for the needs of all communities.</p> <p>GROS has been closely involved in extensive consultation (led by the Scottish Government over several years) with minority ethnic groups and community leaders as well as with the public and data users, to identify the best question on ethnicity not only for the 2011 Census but also for use in other surveys. The driving force of this work is to remove the anomaly that for some people a geographical classification is used and for others a colour (e.g. Asian compared to Black). In the same work, other areas of ethnic identity are being researched such as religion, discrimination, national identity and language abilities).</p> <p>We try to ensure that members of all communities are aware of census employment opportunities by advertising in appropriate newspapers and websites. In addition, we have contacted organisations representing community groups at both national and local level to encourage participation and to explain the purpose of the census and how it will benefit their community.</p>
**Outcome of assessment	A new ethnic classification (http://www.scotland.gov.uk/Topics/Statistics/Browse/Social-Welfare/newethnicityclass) has been designed to meet changing user requirements and use acceptable terminology, while retaining the important ability to compare 2011 statistics with those from the 2001 Census and statistics relating to the rest of the UK.
Summary of Any Other Work Planned or Underway?	Further work is being carried out to develop a question on national identity, for potential use in the census and in official surveys, to complement the recommended ethnicity question.
Any further comments?	

Function/ Policy/Strategy etc	In conjunction with the Scottish Government and others, develop a programme of work towards an integrated population statistics system, harmonising household surveys and integrating administrative and other sources of household and population statistics
Priority in next three years	Yes
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	1 - the elimination of unlawful racial discrimination 2 - the promotion of equality of opportunity 3 - the promotion of good race relations
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	<p>The evaluation of quality and coverage of alternative sources will include an assessment of how well ethnic groups are represented whenever suitable information is available.</p> <p>GROS is developing new sources of data on recent international migration into Scotland and investigating tools which may allow profiling local populations by ethnic origin in due course. This information will help those who develop policies and provide services to respond better to the needs of local communities.</p> <p>In addition, GROS successfully contributed to a project involving the innovative use of census data in Scotland to illuminate variations in health outcomes by ethnic origin. The incidence of heart attack among Scots of Indian and Pakistani origin is 60 to 70% higher when compared with non-South Asians. Research tells us say that the health of ethnic minorities in Scotland can now be better assessed as census information can be linked to records of illness and death, which will help improve services for all.</p> <p>This research has now extended to cover additional areas, such as mental health, cancer, maternal and child health and seeks to understand what may be driving the differences in health outcomes observed across ethnic groups.</p>
**Outcome of assessment	
Summary of Any Other Work Planned or Underway?	
Any further comments?	

Function/ Policy/Strategy etc	Publish the Registrar General's Annual Report and other demographic data and analyses about Scotland to meet customer needs and National Statistics Code of Practice standards and inform and foster debate on demographic issues in Scottish Government and wider
Priority in next three years	Yes
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	2 - the promotion of equality of opportunity
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	No
**Outcome of assessment	
Summary of Any Other Work Planned or Underway?	
Any further comments?	The Annual Report is entirely a factual document. Its information in itself promotes equality of opportunity.

Function/ Policy/Strategy etc	Provide the demographic context and information for the sound government of Scotland.
Priority in next three years	Yes
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	1 - the elimination of unlawful racial discrimination 2 - the promotion of equality of opportunity 3 - the promotion of good race relations
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	No
**Outcome of assessment	
Summary of Any Other Work Planned or Underway?	
Any further comments?	This work in itself promotes race equality.

Function/ Policy/Strategy etc	Procurement (purchase all goods and services for the Department) Other finance activities, accommodation services and general administration services
Priority in next three years	No
Relevant to General Duty?	Yes (Procurement only)
How does it relate to each part of the duty?	2 - the promotion of equality of opportunity
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	We follow government procurement rules and procedures which ensure that all purchases are undertaken in accordance with the principles of equality of treatment of suppliers, non discrimination (on racial or other grounds) and transparency and on a value for money basis. Assessment has been made by those in the European Commission, UK Government and the Scottish Government, responsible for Procurement Directives and Regulations.
**Outcome of assessment	Race equality is included within our standard terms and conditions of contract between GROS and its suppliers.
Summary of Any Other Work Planned or Underway?	
Any further comments?	

Function/ Policy/Strategy etc	Training – arrange learning opportunities for all staff in this Department and for staff in the National Archives of Scotland
Priority in next three years	No
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	2 – the promotion of equality of opportunity
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	Yes – by the GROS Development Centre
**Outcome of assessment	Where relevant, we will ensure all our training material contains appropriate references to equal opportunities. We also use the learning services available to staff working in the Scottish Government. We will ensure that staff are fully aware of their responsibilities relating to Race Equality.
Summary of Any Other Work Planned or Underway?	
Any further comments?	

Function/ Policy/Strategy etc	Staff Induction – arrange appropriate induction for all new staff to this Department and for staff new to the National Archives of Scotland.
Priority in next three years	No
Relevant to General Duty?	Yes
How does it relate to each part of the duty?	2 - the promotion of equality of opportunity 3 - the promotion of good race relations
Has any assessment for impact or likely impact on race equality been undertaken and if so by whom (Div/Branch) and when? If not, when will this be done and by whom?	Yes – by the GROS Development Centre.
**Outcome of assessment	All induction material contains appropriate reference to equal opportunities and we will ensure that all new staff are fully aware of their responsibilities relating to Race Equality.
Summary of Any Other Work Planned or Underway?	Induction material is continuously reviewed and our Welcome Pack regularly updated.
Any further comments?	