




What's happening with trans
healthcare in Scotland?



A Scottish Trans guide to the
'NHS gender identity services:
strategic action framework
2022-2024'



&

What's happened, and
what still needs to?




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The Scottish Government introduced a 'strategic action framework' to improve gender identity services in December 2021.

We've put together this guide to talk you through the **17 commitments** in the framework, and break down what each of them mean, what's happened so far, as well as letting trans and non-binary people know how they can have their voices heard in the process.

But now that we're close to the end of the framework, it's clear to us that services are unlikely to be 'transformed' in the way we had hoped by 2024. So throughout this guide, you'll also see our thoughts on what's worked, what hasn't, and what more there is to do.



We'll aim to update this guide every few months, so you always know what's happening.

Gender identity services in Scotland are **currently not meeting the needs of the community.**

People are unable to access care and are spending several years on long waiting lists. As a result of campaigning by LGBTI+ organisations, the Scottish Government acknowledged the problems that exist, and committed to the 'transformation' of gender identity services in Scotland.

To make this happen, they produced the '[NHS gender identity services: strategic action framework 2022-2024](#)' and committed to providing £9 million of funding over 3 years. As well as providing funding, the framework sets out plans for a number of ways to make sure that services improve.

This is a guide to break down what they have said they will do, what they have done so far, and how you can be involved.

National attention and central funding from the Scottish Government is a huge opportunity to reform gender identity services in Scotland. Not only by cutting down waiting lists – but by creating a healthcare system that is sustainable, effective and that meets the needs of trans and non-binary people.

As always, a big part of the success of this work will depend on trans and non-binary people having our say about what we want gender identity services to look like, and what we need from them going forward.

As part of the framework, the government have funded the role of a Lived Experience Coordinator who will make sure trans and non-binary voices are being heard by those making decisions. We host the Lived Experience Coordinator at Scottish Trans.


The Lived Experience Coordinator has been meeting trans and non-binary community groups, running workshops, and speaking to community members all over Scotland to get their views. Make sure you are getting involved and having your say in how you want gender identity services to improve in Scotland!

You can receive updates or get in touch with the Lived Experience Coordinator by:

Joining the [mailing list here](#)

Following them on Twitter: [@GISLivedExpScot](#)

Email: ryan@equality-network.org



A note on trans children and young people's healthcare

We started making this guide before the announcement of a pause on referrals for endocrine treatments (puberty blockers or testosterone/oestrogen) for under 18s, and the publication of the final report of the Cass Review.

We thought hard about whether we should still publish this guide, as we know that so many people will be really worried about the children, young people and their families who have been impacted by this change, and about the future of children and young people's services in Scotland.

We decided that it was still the right thing to do, because we want people to know more about what has been going on – both work that we think could make a really positive difference, and disappointments around where not as much progress has been made as is needed.

We can't possibly say everything with the care and detail needed about the current situation for

young people in this guide. The decision to pause referrals for under 18s was not made as part of the work of the strategic action framework, which is what this guide focuses on.

We hope that there are still things in it that you find useful, and know that we are committed to working as hard as we can to find a way forward from the current position.

Our thoughts in brief

Every single child and young person should get the care that is right for them, at the time that is right for them. We do not think that the current position makes that possible.

We're worried that the Cass Review, which was a significant factor in the decision, takes as its starting point that transition would be the worst outcome for a child or young person. We think that the only reasonable starting point is that the best outcome for any child or young person is totally individual to them.

We note that there are countries around the world who, having reviewed the same evidence, have concluded that prescribing puberty blockers and

gender affirming hormones is the right thing to do for some young people.

We think that the Scottish Government and NHS Scotland must urgently work together to make sure that no child or young person is unable to access the care they need, when they need it.

And we intend to keep making that case, as often as we can and wherever we can.

Read more

[Response to Cass Review](#)

[Response to pause on referrals to endocrine treatments](#)

[MSP briefing on pause on referrals to endocrine treatments](#)

[MSP briefing on implementing the Cass Review](#)



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Commitment 1

“ Establish a National Gender Identity Healthcare Reference Group (the Reference Group) which will oversee the implementation of commitments set out within this Framework until 2024 ”

What is the Reference Group?

The National Gender Identity Healthcare Reference Group is a group made up of policy makers, NHS staff, third sector organisations and the Lived Experience Coordinator. Its purpose is to oversee all the different pieces of work happening within this framework to improve gender identity services and to help coordinate and enable discussions between the different people who will make them happen.

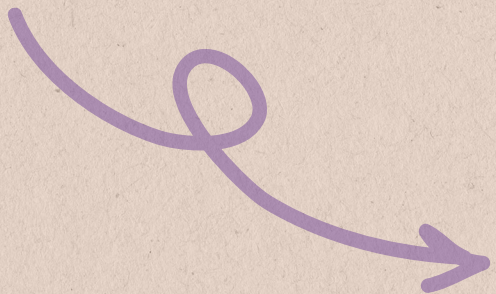


What is happening now?

The Reference group was established in March 2022 and has met regularly since. You can read who is a member of the group, and minutes of the meetings, [here](#). It will keep meeting until the end of the framework in December 2024.

How to get involved:

The Lived Experience Coordinator sits on the reference group. Their role is making sure the voices of people who need these services are included in the conversations. Look out for events, workshops, consultations, and surveys happening in the coming months where you can share your views!



Commitment 2

Support the National Gender Identity Clinical Network (NGICNS) to become a National Strategic Network for gender identity healthcare, to allow it to take ownership of service improvement and planning from the Reference Group from 2024

What is the National Gender Identity Clinical Network?

The National Gender Identity Clinical Network was established in 2014 and includes healthcare staff who deliver gender identity services, staff who manage and run gender identity services, and patient and third sector representatives. It is different to the reference group as it provides a space for long term coordination of those involved in gender identity services, while the reference group is all about the strategic action framework – and will stop meeting once the 17 commitments are delivered.

Why does becoming a National Strategic Network matter?

Clinical Networks and Strategic Networks play different roles. Clinical networks focus on bringing people together, and trying to improve things within existing ways that services are run. Strategic Networks have more powers around improving, planning, and changing services. So the hope is that by becoming a Strategic Network, it can build on the work happening now, into the future.

We think that this commitment won't happen until closer to the end of the work – as it would make sense for a strategic network to pick up the work of the Reference Group (Commitment 1), once the framework commitments are completed.

Commitment 3

“ Support the current review and update of the Gender Reassignment Protocol by NHS National Services Scotland and NGICNS ”

What is the Gender Reassignment Protocol?

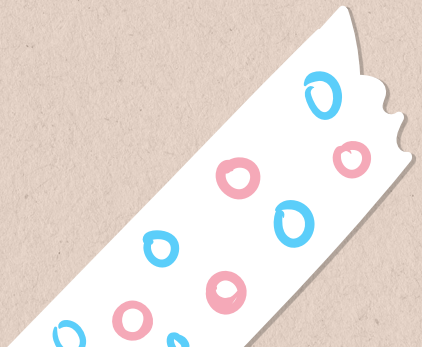
The Gender Reassignment Protocol (GRP) is the document that sets out the clinical pathways for gender identity healthcare in Scotland. It is like a roadmap for treatment options – so while people may take different routes, or have different destinations, it shows you all of the ways you can go!


The last gender reassignment protocol was published in 2012. A lot of the terminology is outdated, and knowledge about treatment options and what people might want or need from

services has changed a lot since then. The new gender reassignment protocol is supposed to be more person centred and will reflect the values of Realistic Medicine – shared decision making, personalised care and harm reduction.

What is happening now?

In 2021, the Chief Medical Officer wrote to the National Gender identity Clinical Network, proposing a review and update of the 2012 GRP. The new GRP was developed with both relevant clinical staff – like surgeons and psychologists – as well as third sector organisations and people with lived experience. The updated GRP was submitted to the Chief Medical Officers Office in December 2022 to be considered.





An updated clinical pathway for gender identity healthcare is crucial in driving meaningful change to the way gender identity healthcare is delivered in Scotland.

The current Gender Reassignment Protocol is outdated and does not respond to the needs of the community or reflect international best practice.

We hope that the review and update of the protocol will result in a clinical pathway that will deliver person-centred and de-pathologised care.

We have been disappointed in the delay to the sign off of the new protocol and hope to see it released soon.

Commitment 4

“ Commission Healthcare Improvement Scotland to develop national standards for adult and young people’s gender identity services ”

What are national service standards?

Service standards, or standards of care, act as a benchmark for service provision so patients know what they should be able to expect when they use them. They provide a national minimum level of what a good service looks like – with the idea being that this makes sure people can be confident of getting person-centred, safe and effective healthcare. Standards are not the same as clinical pathways, clinical guidelines or standard operating procedures.

The standards aim to:

- help patients, carers and staff to make decisions about a person's care
- help people to get the best care available, no matter where they live
- help to improve the quality of gender identity healthcare across Scotland.

Healthcare Improvement Scotland have been commissioned to develop national standards for gender identity services. This will be the first time service standards have been developed for gender identity services in Scotland. There are lots of national service standards for all for all kinds of healthcare services – like sexual health services, or cervical screening.

What has been happening?

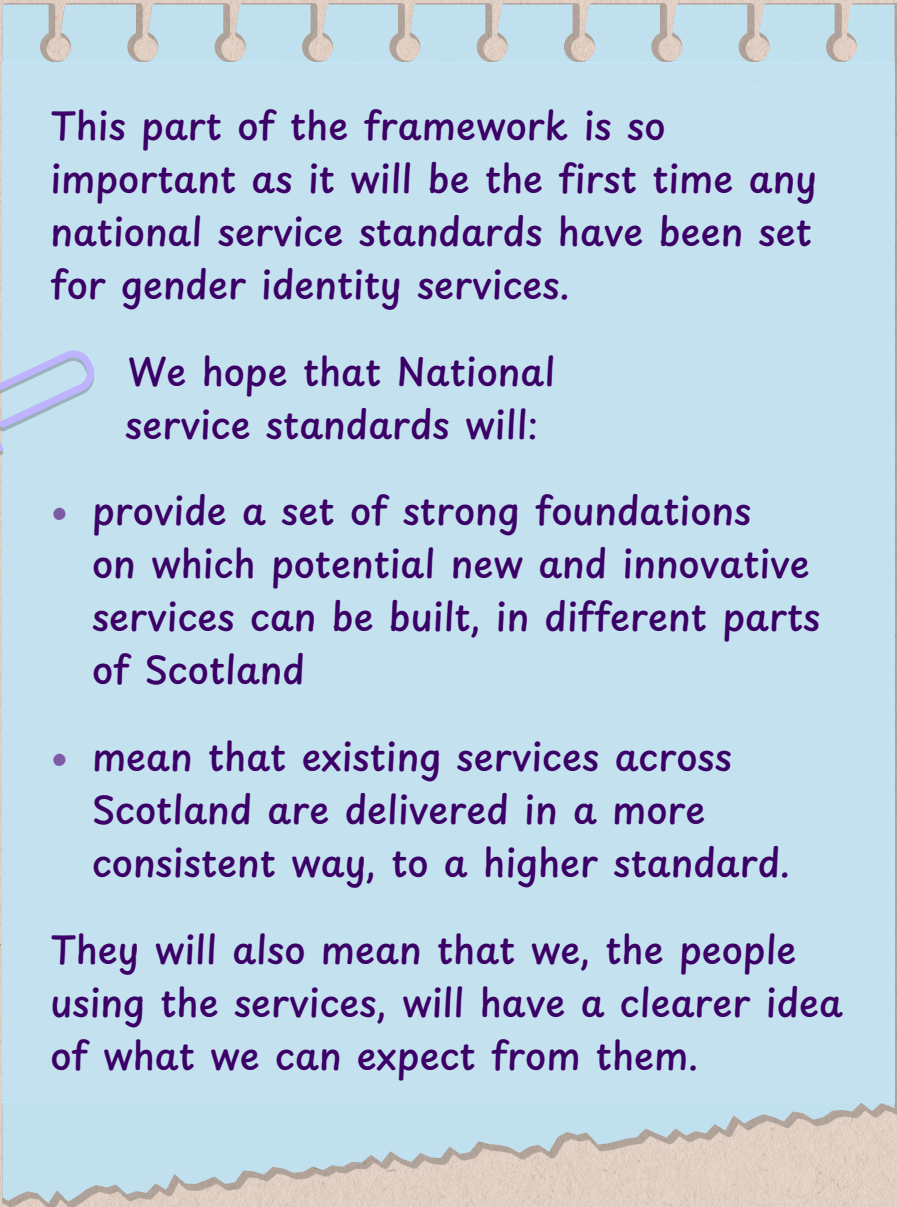
Healthcare Improvement Scotland produced a scope (essentially who and what will be included in the standards) with input from the third sector and people with lived experience. They held a public consultation to get feedback on their scope in February 2023.

Since then, a development group has been overseeing the development of draft standards. The development group includes policy makers, NHS staff, third sector organisations and people with lived experience.

A public consultation on the standards ran until 1st March 2024. The Lived Experience Coordinator held events in partnership with Healthcare Improvement Scotland to get community feedback on the standards, and submitted a response to the consultation sharing community views.

Scottish Trans also responded to that consultation, outlining what we thought – which was mostly positive!





This part of the framework is so important as it will be the first time any national service standards have been set for gender identity services.

We hope that National service standards will:


- provide a set of strong foundations on which potential new and innovative services can be built, in different parts of Scotland
- mean that existing services across Scotland are delivered in a more consistent way, to a higher standard.

They will also mean that we, the people using the services, will have a clearer idea of what we can expect from them.

Commitment 5

“ Direct the Reference Group to produce specifications to allocate funding which will develop and test new multidisciplinary models for delivery of gender identity healthcare i.e. ‘pilot services’ ”

This commitment means that the Scottish Government committed to producing specifications for funding that health boards could apply for to develop new ways to deliver gender identity healthcare – or ‘pilot services’. In a (extremely loose) way, this commitment was fulfilled as the specifications for funding for pilot services were produced. However, no pilots have been established.



We are really disappointed that no pilot services have been established. With less than a year left to go in the framework, it seems that pilot services are unlikely to happen as part of this framework. However, we are hopeful that the work that is happening will provide the foundations that might make pilot services more likely to happen in the future.

We believe that doing things differently is crucial to achieving long lasting, positive changes to gender identity healthcare in Scotland.

After seeing the successes of the pilot services in England (which you can read more about on the next page!), we want to see new approaches being trialled in Scotland too.

In England, there have been several new pilots that are trialling new ways to provide gender identity healthcare. These pilots include:

CMAGIC

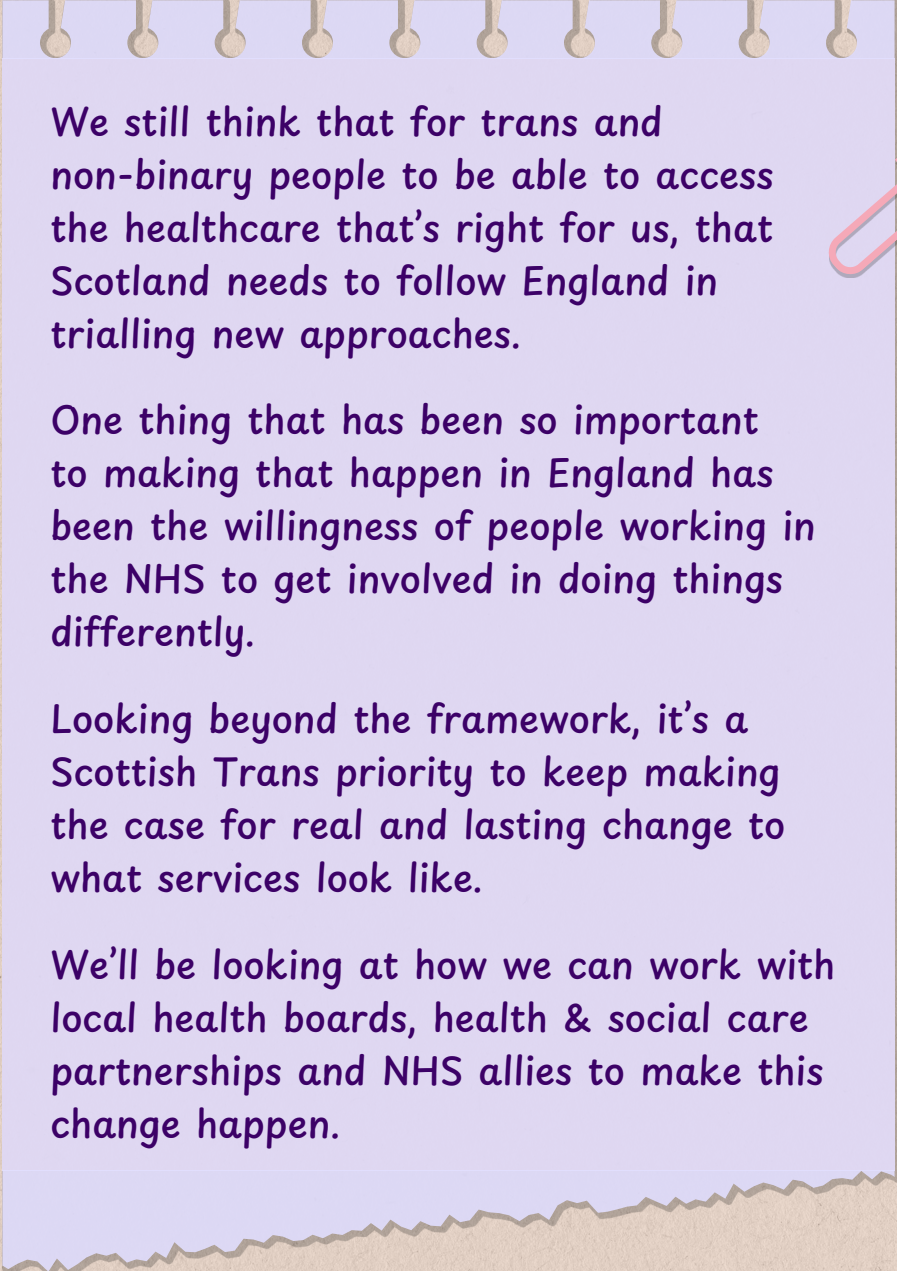
CMAGIC is a pilot service based in Merseyside. Its model integrates existing NHS GPs and local community groups to provide a more flexible model of gender identity healthcare.

Indigo

Indigo is a pilot service based in Manchester. Its model provides gender identity services locally, within a primary care setting. It uses a multi-disciplinary team of GPs and specialist nurses based around Greater Manchester to deliver care.

Transplus

Transplus is a pilot service based in London. Transplus integrates specialist gender care with a range of sexual health and wellbeing services, including therapy and peer support, to create a holistic model for gender identity healthcare.



We still think that for trans and non-binary people to be able to access the healthcare that's right for us, that Scotland needs to follow England in trialling new approaches.

One thing that has been so important to making that happen in England has been the willingness of people working in the NHS to get involved in doing things differently.

Looking beyond the framework, it's a Scottish Trans priority to keep making the case for real and lasting change to what services look like.

We'll be looking at how we can work with local health boards, health & social care partnerships and NHS allies to make this change happen.

Commitment 6

“ Direct the Reference Group to produce specifications to allocate funding which will support existing GICs to use new approaches to address current waiting lists ”

The Reference Group produced specifications for funding that was available to try new approaches to address waiting lists at existing GICs.

Funding was made available for the health boards that run each of the existing GICs to apply for. They were asked to submit a plan for how they would use the funding to trial new ways of tackling their long waiting lists. All four GICs applied with different plans, and funding was granted to each of them.

What is happening now?

All four GICs applied for funding for service improvements, with the majority of the funding going towards increasing staff capacity so they could shorten the waiting lists. Each GIC adopted a slightly different approach:

Sandyford (Glasgow):

Sandyford has used the funding they received to recruit more staff in psychology and pharmacy, as well as additional admin staff.

Chalmers (Lothian):

Chalmers has used the funding they received to recruit a multi-disciplinary team including nurses, GPs and consultants. They have had some early success with cutting waiting times:

- The waiting times have fallen from 40 months in March 2022 to the current wait time of around 25 months.

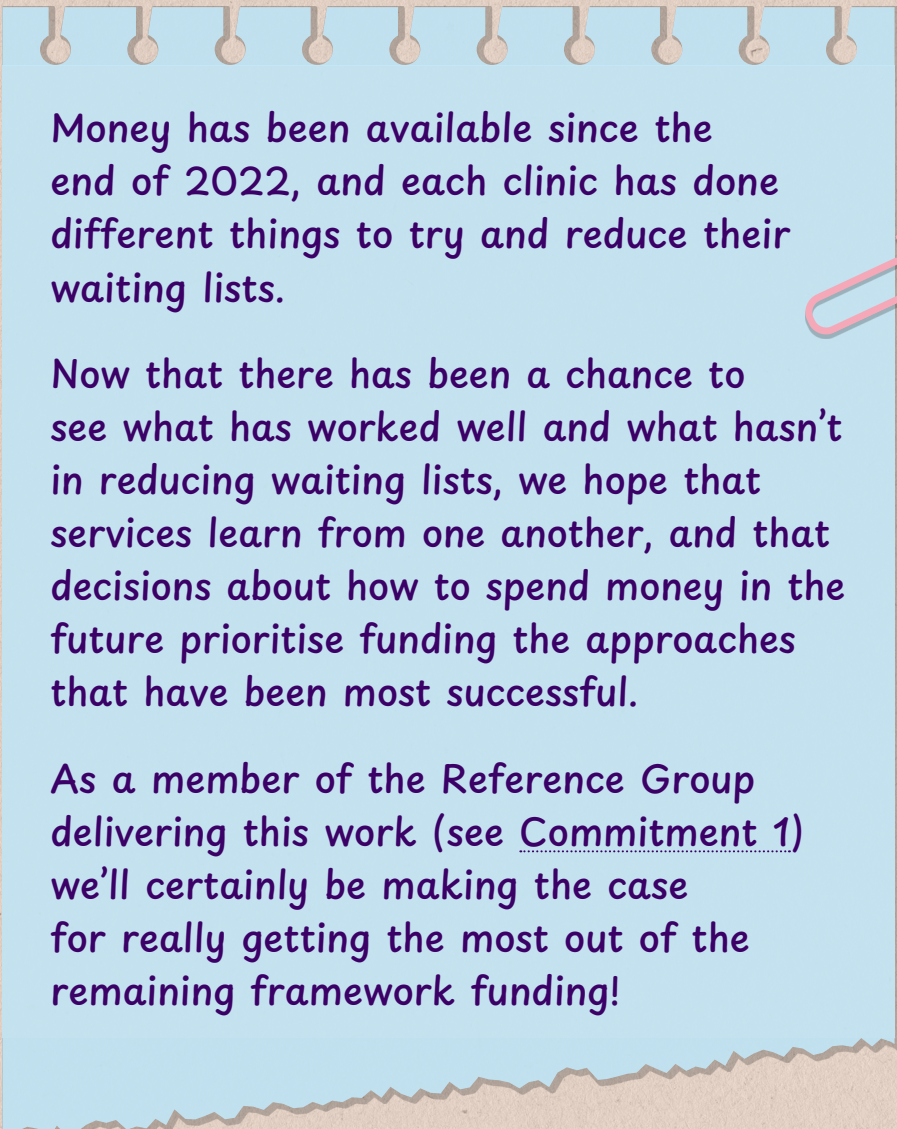
- In 2021/22 they were able to offer 86 first appointments and this increased to 322 new appointments in 2022/23

Grampian:

Grampian had to close down for a period due to staff shortages. But they are planning on using the funding to recruit more staff in endocrinology, psychology, nursing and speech and language therapy.

Highland:

Highland have used the funding they've received to develop their multi-disciplinary team by recruiting more endocrinology and psychology support. They are also working on offering more support to people on waiting lists and are developing a 'gender live chat' session online where people can speak to a specialist gender identity nurse.



Money has been available since the end of 2022, and each clinic has done different things to try and reduce their waiting lists.

Now that there has been a chance to see what has worked well and what hasn't in reducing waiting lists, we hope that services learn from one another, and that decisions about how to spend money in the future prioritise funding the approaches that have been most successful.

As a member of the Reference Group delivering this work (see Commitment 1) we'll certainly be making the case for really getting the most out of the remaining framework funding!

Commitment 7

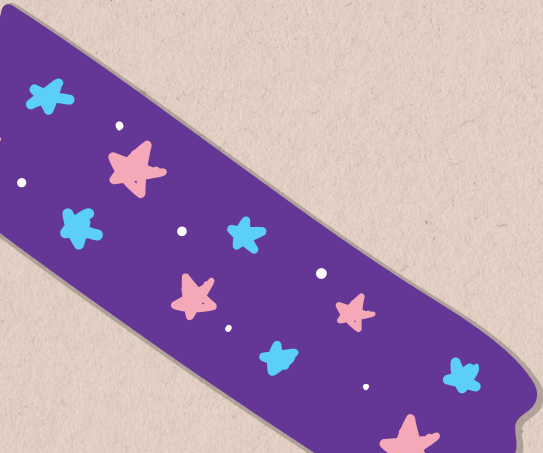
“ Fund enhanced support for people currently on waiting lists, including community and voluntary sector led support ”

As part of their proposals on how they would tackle long waiting lists, NHS boards were asked to submit plans on how they would also support people on the waiting list for GICs. This could include mental health support, as well as work done in partnership with the third sector and community groups.



Different health boards with existing GICs applied for funding with plans to use different approaches. These plans included:

- Waiting list validation – making sure that people’s contact details are up to date, that they still want an appointment, and signposting them to any support they may need before they have a first appointment
- Working with the third sector by providing funding for community-based support outside of the care pathway (such as counselling or peer support groups)



Commitment 8

“ Bring gender identity services within national waiting times standards ”

The Patient Rights (Scotland) Act 2011 set out a 12–18 week legal guarantee for treatment, depending on the type of treatment – but gender identity services have not historically been measured against national waiting time standards.

We know that lots of you reading this will currently be waiting for your first appointment, or waiting to access treatments you need to live happy healthy lives. We really hope that one of the major outcomes of this work is that in the future, many fewer people will not need to wait anywhere near as long.

What is happening now?

This commitment does not mean that waiting times will be 18 weeks by the end 2024.

While wanting to remain optimistic that waiting times for these services will reduce significantly as a result of this work, it is important to be realistic about the situation the services are currently in.

Instead, it is committing to have waiting times for gender identity services treated and managed in the same way that waiting lists for other healthcare services in Scotland are – this will make a difference further in the future, and it establishes that they should be trying to meet that same standard as other services.

At the end of 2023, the Scottish Government published new waiting times guidance.

Gender Identity services are now included.

Commitment 9

“ Support the establishment of a nationally commissioned Young Person’s Gender Identity Service ”

The information in this section is all about the commitment around Young Person’s Services that was in the framework – which was made several years before the recent significant changes to that service.

We’ve decided to keep it in, as our understanding is that this work will still be happening. We don’t know how it will or won’t be affected by the recent decision to pause endocrine treatments.

But we will be clear that services need to make sure that every child and young person gets the individualised care that is right for them, at the time that is right for them.

Currently the only gender identity service for young people in Scotland is run out of Glasgow's Sandyford Clinic. And even though it sees patients from all over Scotland, it is run by NHS Greater Glasgow and Clyde.

Why does becoming nationally commissioned matter?

Specialist services that see people from across Scotland but are only based in one or a couple of boards are sometimes commissioned nationally. This means it is easier to make sure that the service is providing equal access to care across Scotland and that the service is adequately resourced and funded. It also makes sure that every health board in the country, and the healthboard providing the service, have agreed what their responsibilities are. This means people using or waiting to use the young person's service are able to access the care they need – either at the specialist service, or closer to home.

You can learn more about why services are nationally commissioned [here](#).

Commitment 10

“ Re-establish work to scope gender reassignment surgery provision in Scotland, within the wider framework of the four nations surgical contract ”

Currently many gender affirming surgeries take place in England as part of the four nations surgical contract, meaning that trans and non-binary people in Scotland have to travel down to England to have surgery. There is work underway to see if there is a possibility of some surgeries taking place in Scotland.



What is happening now?

The work to see if surgeries can take place in Scotland is still in early stages.

The commitment is only to see if gender affirming surgery could be delivered in Scotland – not that it will be.

We'd like to know how important it is to you that you can access surgery close to home, and how that compares to other things, like the reputation or experience of your surgeon.

Please take the Lived Experience Coordinator's super short survey, so they can get a sense of what matters the most to trans people, and reflect your views in any discussions they're a part of about gender affirming surgery happening in Scotland in the future!



Commitment 11

Commission NHS Education for Scotland to complete development of a Transgender Care Knowledge and Skills Framework

Commitment 12

Explore with NHS Education for Scotland opportunities for staff training and improved resources to support best care of trans people accessing services in the NHS

Commitment 13

Continue to review and develop all Equality, Diversity and Inclusion training for all NHS Scotland staff

NHS Education Scotland have been asked by the Scottish Government to improve the resources and training available for NHS staff about caring for trans and non-binary people. This will mean all staff across the NHS will have a better understanding of how to care for trans and non-binary people.

It will also have an impact on how many staff in Scotland are able to work in gender identity services. One of the biggest problems facing services right now is that they struggle to recruit staff who have the necessary knowledge and skills. This work could mean that NHS staff who want to train to be able to deliver gender identity healthcare will have clearer routes to be able to do so.



Including children and young people in the framework

At the start of the work on the framework, the plan was for it to cover trans people of all ages. However, a decision was made later on to have the framework only cover adults.

We think that the framework must cover training on how to care for trans children and young people too.

We think this is so important.

We hear frequently about young people who try to seek support for non-gender related distress, such as depression or anxiety, who are referred on to specialist gender identity services if they also disclose that they are feeling uncertain around their gender identity, or are trans. This then means that young people are put on to an extremely long waiting list, with no support in the meantime. This situation is totally unacceptable. It is vital that general children and young people's mental health services and wider health services are able to provide support to all young people within their area of expertise.

Why do we think staff training is so important?

Currently all gender identity services are delivered at GICs. There are often limited roles available, which are all highly specialised – when we think they don't need to be.

We think if more types of staff (e.g. nurses, GPs, pharmacists etc.) felt confident to deliver care, then the services would be more stable in the future. And different people would see the different kinds of healthcare staff they needed to – at the right time for them.

What is happening now?

NHS Education Scotland has been commissioned to develop the “Transgender Knowledge and Skills Framework”. This will look at what staff need to know to be able to look after trans and non-binary people – right from entry level knowledge to the real experts. It won't be overnight that this results in more staff being able to deliver gender identity healthcare, but it will be an important piece of work to make this possible in the long term.

How to get involved:

The Lived Experience Coordinator and NES held events about the framework in November and December 2023.

We'll keep you posted on any and all future opportunities to be involved.



Commitment 14

“ Commission Public Health Scotland to establish robust national waiting times data collection, monitoring and reporting for gender identity services ”

The trans and non-binary community in Scotland have wanted more accurate data on waiting times for a long time. So, as part of this framework, work has begun to put systems in place that will lead to more accurate waiting times being published about each of the four gender identity clinics.

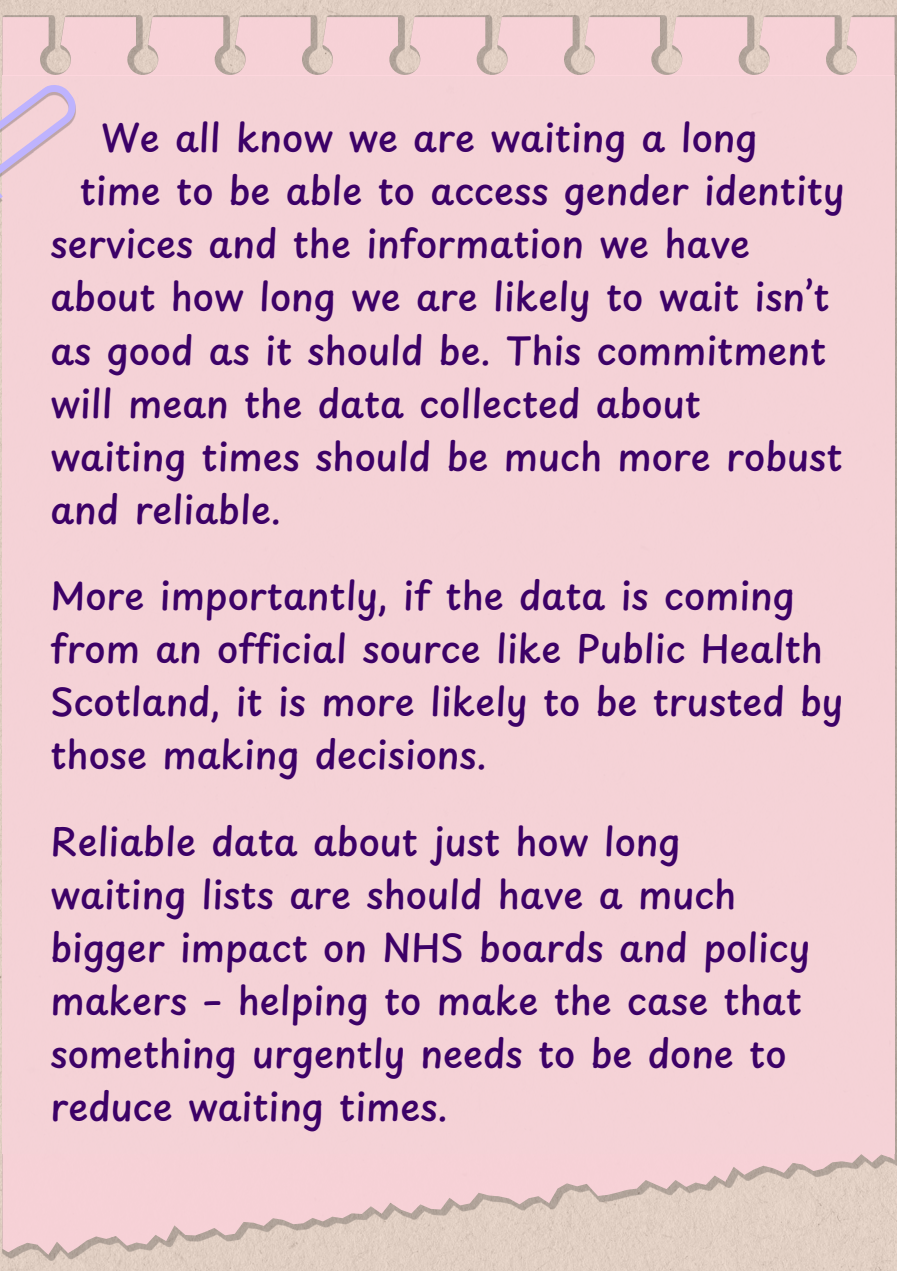
Public Health Scotland have been commissioned to establish a national waiting times data set for all gender identity clinics in Scotland. This means that the community will have more accurate information and also that it will be easier to see

where the delays are happening – so services can respond to “blocks” in the system.

What is happening now?

Gender Identity Clinics in Scotland were asked to conduct a one-month pilot data collection in late 2022. Following this pilot, the aim is for the data to be collected quarterly. In the future, Public Health Scotland will publish its quarterly data on its website.





We all know we are waiting a long time to be able to access gender identity services and the information we have about how long we are likely to wait isn't as good as it should be. This commitment will mean the data collected about waiting times should be much more robust and reliable.

More importantly, if the data is coming from an official source like Public Health Scotland, it is more likely to be trusted by those making decisions.

Reliable data about just how long waiting lists are should have a much bigger impact on NHS boards and policy makers - helping to make the case that something urgently needs to be done to reduce waiting times.

Commitment 15

“ Commission a trans healthcare specific report, as part of the NHS Greater Glasgow and Clyde, NHS Lothian and Public Health Scotland national LGBT Health Needs Assessment ”

Back at the beginning of this work, it was agreed that there was not enough information about the specific health needs of trans and non-binary people in Scotland. So, as part of the national LGBT Health Needs Assessment, an extra report was published that was all about trans and non-binary people.

It includes findings on trans and non-binary peoples social, mental and physical health as well as their experiences of accessing healthcare – both in gender identity services, but also across all kinds of healthcare.

The report was published in May 2022 and can be accessed [here](#).

Commitment 16

“ Commit to have funded service improvements or pilots established via the direction of the Reference Group independently evaluated ”

Due to the lack of progress on pilot services, we think it is likely that this commitment will just apply to the service improvements happening at the four existing GICs.



It is important that all work done to fund service improvements is evaluated properly to see what impact they have had and whether it really has made a positive difference for the people using them.

This commitment will ensure that this evaluation is done independently, and not by the people who designed the improvement – so we really know what has and hasn't worked.

The evaluation process has already started, and we expect the findings to be published later this year.

How to get involved:

When it comes time to evaluating the services, we will be making it clear that we believe that the most important people to hear from will be you – the people using the services! The Lived Experience Coordinator will make sure you know how you can be involved in sharing your views on if things have gotten better.

Commitment 17

“ Work with the Chief Scientist’s Office to develop research proposals, and make funding available, for additional research on long term health outcomes for those accessing gender identity healthcare ”

There is a lot we do not know about the long-term health outcomes of trans people.

The community knows how beneficial access to gender identity healthcare is, and we share important information with each other about outcomes and experiences. But there has not been a lot of formal research which looks at long term outcomes across all parts of our health.

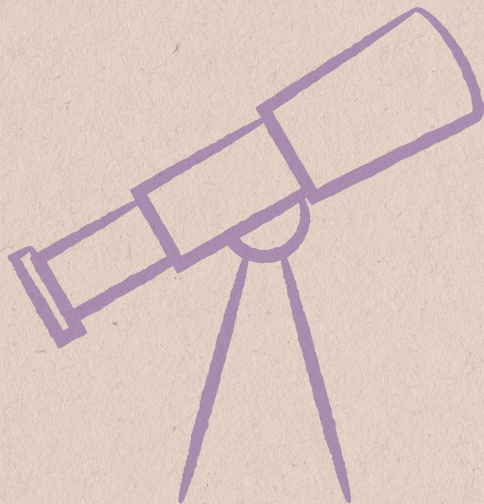
To address this, the Scottish Government has provided funding for a number of research projects

relating to long-term health outcomes for those accessing gender identity services in Scotland.

What is happening now?

The University of Glasgow was successful in applying for funding to host a PhD student, as well as a number of other short-term research projects.

The various pieces of research (which look at outcomes for both adults and for young people) will be recruiting for participants over the coming months and years. Keep an eye out for calls to be involved – the Lived Experience Coordinator will be sharing any and all opportunities!





What next?

When the Scottish Government published this framework, they talked about their desire to “transform” gender identity services.

While we think lots of bits of work that have been done and that are happening will make a real difference, it’s clear that the situation will be far from “transformed” by the end of 2024.

Both adult and young people’s services are still under significant strain with long waiting lists. And there have been fewer tries at new ways of working than we had hoped there would be when the framework was introduced.

The Scottish Government also committed to £9 million funding for gender identity services

to go alongside the framework. So far, about £4 million has been spent across the first two of the three years. And £2 million has been allocated for the third year.

We think that it's vital that the full £9 million pounds originally promised for improving services is spent.

We met with the Minister for Public Health and Women's Health in June 2023 to make this case, and were pleased that she confirmed in April 2024 that a further £2 million pounds would be available over the next two years as well.

She also committed to "long term sustainable funding for these services". We think that is absolutely necessary.

We also think that to really deliver services that meet trans and non-binary people's needs, work will need to keep happening at a national level beyond the end of 2024.

We're hopeful that we can persuade the Scottish Government that the green shoots of improvement we've seen so far need to be built on and work seen all the way through – beyond the end of the framework.

Ultimately, we want to make sure that every trans and non-binary person in Scotland, whatever their age, can access the care they need, when they need it. Right now, that is far from the reality.

As always, we'll keep you posted on any developments.



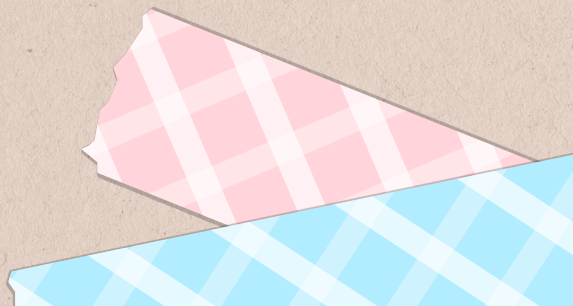
Need support?

We know that lots of people reading this will be stuck on long waiting lists for GICs.

We really hope that services are going to improve significantly in the coming years and waiting lists will get much shorter – but that may not help those who are waiting now.

Our website has links to some support organisations, helplines and webchats that are available if you need emotional support – you can find that [here](#).

You can also find contact information about community and peer support groups, if you want to connect with other trans people – you can find that [here](#).





Scottish Trans is a national project of the Equality Network working to improve the equality, human rights and inclusion of trans people.

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The Equality Network is a national lesbian, gay, bisexual, trans and intersex (LGBTI) equality and human rights charity in Scotland.

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