



The Holistic Integration Service



Queen Margaret University
EDINBURGH



Learning and Evaluation Year 1: 2013 – 2014

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Acknowledgements

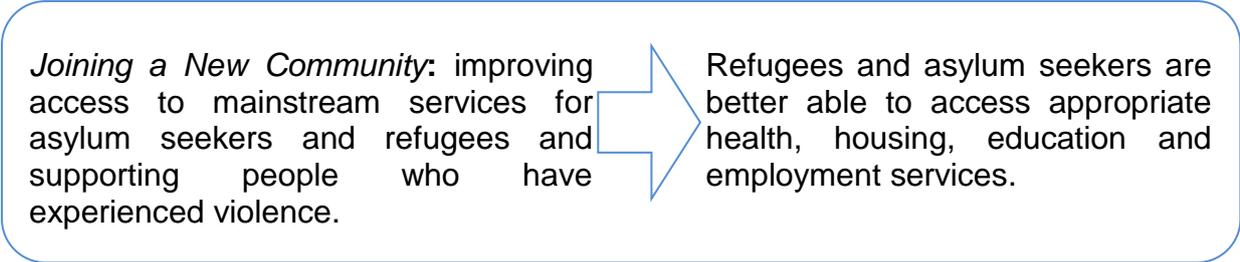
Since 2010 BIG Lottery Scotland has focused on three investment areas through its main grants programme in Scotland, ‘Investing in Communities’ (liC): Growing Community Assets; Supporting 21st Century Life; and Life Transitions in liC. Overall, the ‘Investing in Communities’ programmes has a primary focus on tackling need and addressing inequalities.

It was decided at the outset of developing liC that BIG Lottery Scotland would take a proactive approach to funding in some areas by developing specific interventions. One of these areas is improving access to mainstream services for asylum seekers and refugees.

This led to the creation of the **Joining A New Community** (JNC) intervention in July 2012, involving a total contract value budget of between £1.8M and £2M (inclusive of VAT). The JNC intervention sought to add value to, be additional to and complement existing support and services for refugees and asylum seekers in Scotland.

What BIG fund:

The outcome BIG want to achieve:



The Holistic Integration Service led by Scottish Refugee Council in partnership with Bridges Programmes, British Red Cross, Glasgow Clyde College and Workers Educational Association Scotland was successful in winning this bid in October 2012. The Holistic Integration Service mobilised from February to May 2013 and is expected to run over a three year period.

A key requirement is to capture and share the learning and impact from this investment to ensure a lasting legacy. A learning team led by Queen Margaret University has been working with the Holistic Integration Service from the outset and will continue to do so from an action learning perspective.

About the Learning Partners

Dr Alison B Strang, Senior Research Fellow, Queen Margaret University, Edinburgh

Alison Strang is a psychologist, whose work has spanned the fields of education, training and health - generally focusing on the needs of marginalised groups. She is involved in applied research concerning the psychosocial consequences of conflict and disaster and the humanitarian response to health provision, education and community development. She established and leads the on-line community: Mental Health and Psychosocial Support Network (www.mhpss.net). From 2001 Alison undertook the 'Indicators of Integration' research programme on behalf of the UK government and continues to explore the dynamics of community integration with asylum seekers and refugees in Scotland, the UK and across the world. Subsequent research has used the framework to examine refugee integration both cross culturally and longitudinally. Alison currently chairs the implementation Core Group for the Scottish Government Strategy 2014-2017, 'New Scots: Integrating Refugees in Scotland's Communities'.

Ruth Marsden, Researcher, Queen Margaret University, Edinburgh

Ruth Marsden is currently completing a PhD at Edinburgh University in social anthropology on disappearances and the politics of loss in Nepal, based on research with families of the disappeared, human rights activists and political activists. Prior to this, she worked as a researcher at Queen Margaret University, including research on psychosocial needs assessment study for UNICEF, Sri Lanka; refugee integration and asylum policy in the UK.

Ruth joined the Evaluation Team of the Holistic Integration Service in May 2013. In the first year of the evaluation, she focused on analysing data on the service delivery and partnership working.

Elodie Mignard, Integration Development Officer, Scottish Refugee Council

Elodie settled in Scotland in 2006 after getting a Masters in Human Rights and Humanitarian Law in France. Elodie started working with Scottish Refugee Council in 2010 as a Housing Development Officer and joined the Holistic Integration Service as an Integration Development Officer in May 2013. Prior to joining Scottish Refugee Council, she worked in Edinburgh and Glasgow in housing and homelessness. Her role seeks to inform and influence practice and policy to improve refugees' integration. This will involve working closely with both operational and policy colleagues and stakeholders to improve access to employment, welfare and education. As part of the Evaluation Team of the Holistic Integration Service, Elodie's role focuses on working with partners to gather the appropriate quantitative and qualitative data to inform the learning of the project.

1 Foreword

The Holistic Integration Service was conceived by Scottish Refugee Council at a time of many internal and external changes. Scottish Refugee Council had been delivering a range of asylum and integration services until 2011, whereupon it saw statutory funding by the Home Office (previously United Kingdom Border Agency) retreat. Following cuts in the provision of independent asylum advice by 62%, to Scottish Refugee Council in April 2011, funding for UKBA's Refugee Integration and Employment Service terminated in September 2011.

A number of factors seem to have contributed to this move: the financial recession, a change in Government and subsequent new priorities. A significant aspect of this was the move away from the Coalition Government to engaging in refugee integration. This was exemplified by refugees not being recognised as an early access priority group for employability support in the Department of Work and Pension's Work Programme which began in June 2011.

The UK Government Work Programme aims to deliver higher quality services and improve life outcomes whilst reducing public spending. There is acknowledgement that a departmentalised approach to social policy provision does not align with the reality of people's lives where the drivers of life outcomes are often interconnected and mutually reinforcing. Nevertheless, by omitting refugees as a key target group - who were found to experience high levels of unemployment and disadvantages in education and housing (UKBA, 2011¹) - an opportunity for possible social outcome synergies across departments was lost.

The publication in February 2012 of the Department for Communities and Local Government report 'Creating the conditions for Integration'² is another example of refugee integration's de-prioritisation. There is no specific provision for the integration of refugees: indeed there is no reference to refugees at all. The lack of an overall strategy is problematic as it makes it difficult to measure whether progress has been made or not.

In Scotland, the response to integration has been significantly different. The 'Indicators of Integration'³ developed by Ager and Strang, commissioned by the Home Office, have been embraced by the Scottish Government. Dialogue regarding these 'Integration Matters'⁴ have been prompted and promoted by on-going

¹ ["Refugees in the United Kingdom: An Analysis of Integration using Longitudinal Data"](#) NIESR Andreas Cebulla 2011

² <http://www.communities.gov.uk/publications/communities/integration>. February 2012

³ The 'Indicators of Integration' framework was developed for the UK Home Office in 2004 to provide a mechanism for shaping and evaluating policy and practice on refugee integration. Ager & Strang, 2004. http://www.migrationscotland.org.uk/sites/smp/files/documents/indicators_of_integration.pdf

⁴ Integration Matters – Home Office March 2005

investment in this area by a range of stakeholders including statutory and voluntary agencies and funders.

Scottish Refugee Council sought to explore refugee integration by both quantitative and qualitative research. A three-year study into how refugees and asylum seekers were integrating into life in Scotland⁵ was conducted between 2009 and late 2012 and involved questionnaires, interviews and workshops with refugees in Glasgow and Edinburgh. At the same time internal operational review by Scottish Refugee Council on the impact and effectiveness of its integration work took place. A main finding of this work was that whilst many projects had been successful in their own rights, there was need for a *holistic* approach to integration which was *person centred* and recognised refugees own *self agency*. The hostile political environment and inhumane asylum process had led many to focus on refugees' *vulnerability* at the expense of recognising *resilience*.

Scottish Refugee Council embarked upon service redesign and began piloting different approaches. During the course of this, it identified improved outcomes in housing and health for many refugees, e.g. decreased time spent homeless. This approach is based on a number of underlying principles:

- early intervention
- prevention
- recognising resilience and vulnerability
- partnership
- sustainability

This approach coincided with the Scottish Government priorities set in response to the Christie Report, 'Renewing Scotland's Public Services' September 2011⁶. This report sets out four pillars:

- a decisive shift towards prevention
- greater integration at a local level driven by better partnership
- workforce development
- a sharper, more transparent focus on performance

The above reflects the Holistic Integration Service's principles of early intervention, prevention, recognising resilience and vulnerability; partnership and sustainability.

Partnership is a key aspect of the Holistic Integration Service. Scottish Refugee Council, Bridges Programmes, British Red Cross, Glasgow Clyde College and Workers Educational Association Scotland have all been working in the refugee

⁵ ['In search of normality: Refugee Integration in Scotland'](#) Gareth Mulvey, Scottish Refugee Council January 2013

⁶ ['Renewing Scotland's Public Services'](#) Scottish Government September 2011

sector in Scotland over the past ten years or longer. This has often involved delivering services in formal or informal partnerships with each other. The design of the Holistic Integration Service seeks to build on these strengths and complement each other's work.

These circumstances and the Scottish Government's commitment to supporting refugee integration, demonstrated by the 'New Scots: Integrating Refugees in Scotland's Communities' strategy launched in December 2013⁷, have set the context for innovative work in Scotland. The strategy underlines the Scottish Government's commitment to integration from the day someone seeking asylum arrives in Scotland, rather than when they obtain refugee status as is the case in England. The approach of Scotland's Integration Strategy, unique within the UK, echoes that of the Holistic Integration Service, aiming to ensure services across Scotland consider the needs of refugees in a joined up way. The Holistic Integration Service (partners and approach) informed the development of the New Scots strategy and a key objective of the service is to test the value and effectiveness of the Scottish Government's new integration strategy over the next few years.

We hope the Holistic Integration Service will not only assist refugees in Scotland to better integrate into Scotland Communities and that this first report and future evaluation reports will demonstrate the importance of support and interventions for newly recognised refugees in other parts of the UK.

**Joe Brady, Head of Integration Services
Scottish Refugee Council**

⁷ [New Scots: Integrating Refugees in Scotland's Communities](#) Scottish Government December 2013

2 Overview of the Holistic Integration Service

The Holistic Integration Service is a partnership between Scottish Refugee Council, Bridges Programmes, the British Red Cross, Glasgow Clyde College and WEA Scotland⁸.

The service has been designed to establish and test a holistic integration service in Scotland that meets the needs of new refugees. The overarching goal of the Holistic Integration Service is:

“Refugees are effectively integrated into Scottish society and able to exercise their rights and have their needs met.”

The agreed outcomes for the holistic integration service are:

- Refugees are able to access appropriate health services particularly mental health.
- Refugees spend a decreased period of time in homelessness, and have increased housing options.
- Refugees have the language skills and feel enabled to independently access the services they need.
- Refugees are better able to understand and articulate their skills and competencies to enable them to become more employable.

The project aims to assist 400 new refugees per year, 1,200 over the life of the service, to rebuild their lives in Scotland by offering them a personalised, outcome-based service that promotes independence.

This involves a 12-month case management approach for each individual led by the Scottish Refugee Council, with health, housing, financial stability, education, employability and social connection at the core. This approach is based on a number of underlying principles:

- early intervention;
- prevention;
- recognising resilience and vulnerability;
- partnership; and
- sustainability.

⁸ The role of each partner is described in sections 4 to 8.

Person Centred Approach to Service Delivery

The partnership engages with refugees in a non-directive approach. It believes in their potential and ability to make the right choices for themselves. It acknowledges the persecution refugees have faced and support the protection they require, but are respectful of them as social actors. Refugee empowerment is critical in the refugee integration journey.

Meeting the Needs of the Most Vulnerable

The development of the holistic assessment approach has been informed by Scottish Refugee Council's work with vulnerable people over a twenty-five year period and joint working with Glasgow School of Social Work⁹ and other educational institutions over a decade.

In 2011/12 Scottish Refugee Council investigated the ways in which the specific needs of vulnerable asylum seekers and refugees should be addressed at all stages of the integration process. They considered:

- How service providers view the concept of vulnerability, how they identify the needs of vulnerable service users, how they address the needs of vulnerable asylum seekers?
- If and how refugees perceive themselves as vulnerable, what their needs are and how these are identified and addressed by service providers?
- What the main barriers to service providers meeting the needs of refugees are?

It found that there were no clear shared definitions of vulnerability and where they did exist, they were not often used by workers. Definitions varied according to work tasks of organisations or individuals: lawyers thought legally, health workers in terms of health etc. Service providers placed more emphasis on external aspects of vulnerability. However, there is a growing recognition that internal aspects are important e.g. emotional, psychological needs. We found that there was '*Vulnerability to*' (isolation, the asylum and welfare processes and systems etc.) and '*Vulnerability because*' (past experiences, type of journey etc.)

Vulnerability was often related to present conditions more than past experiences: isolation, difficulties in communication etc. and lack of access to relevant information (on legal rights, future prospects, services, etc). Refugees often talked more in feelings rather than concrete problems. However, social factors also made them feel

⁹ Scottish Refugee Council hosts between six and nine social work placements annually and inputs into GSSW and other social work courses (e.g. lectures etc.)

vulnerable: demonstrating the connectedness of the two dimensions which supports the idea of a more equal emphasis on internal and external aspects and the need for a holistic approach.

Vulnerability is not a state, it is situational. Refugees feel vulnerable when they have inadequate access to: health, education, legal, interpreting services etc. The holistic integration service model aims to do this by taking a person centred approach and initial assessment and review.

It engages with refugees from an asset-based perspective and respect resilience. Scottish Refugee Council Asylum and Refugee Integration Services piloted an assessment tool of client's vulnerability to inform the appropriate level of interventions.

The Assessment Framework

The assessment typology identifies four broad categories of service user. These are:

Resilience: for example, those who have good English language skills and require little input to rebuild their lives in Scotland

Guidance: for example, refugees who require ESOL and assistance in understanding new systems and processes

Complex: for example, refugees who require 'guidance' but in addition require support and advocacy e.g. due to physical or mental health problems being assisted to go to DWP appointments

Critical: for example, refugees who may have additional support needs but circumstances are further compounded by issues such as evictions etc.

An action plan is used to ensure realistic goal setting. This comprehensive tool covers housing, financial stability (including benefits), health, education, employment and social connections.

Learning events for Grassroots Organisations and Community Groups

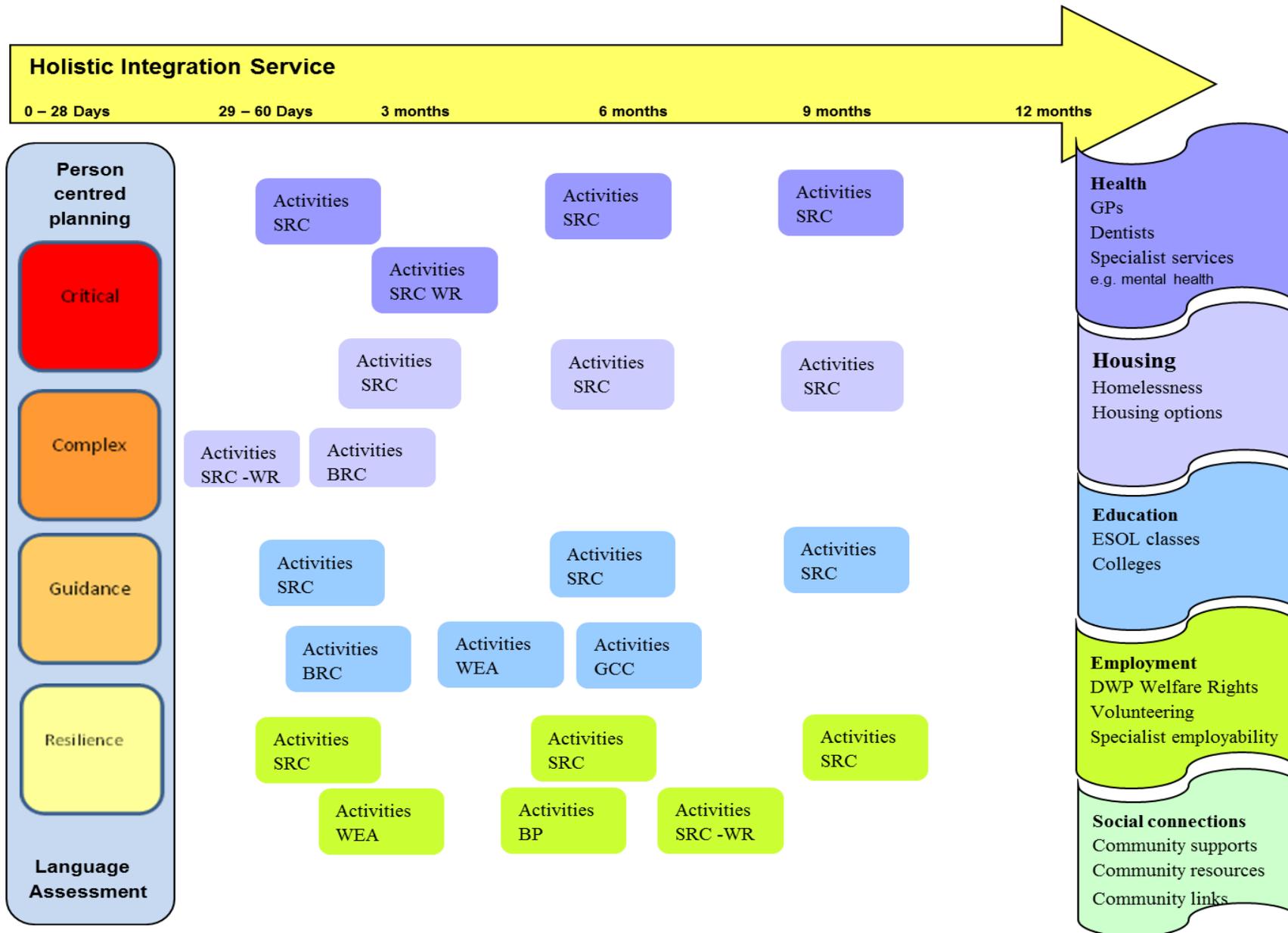
The Holistic Integration Service seeks to address grassroots community groups concerns. As included in the Scottish Refugee Policy Forum's¹⁰ overview of Action Points, this project will aim to:

¹⁰ [A fairer Scotland for asylum seekers and refugees in a time of austerity - Scottish Refugee Policy Forum report](#) – February 2012

- *“Link SRPF members with new and existing information which may be useful to them.”*
- *“Encourage the distribution and sharing of this information amongst the asylum seeker and refugee community.”*

Our project will involve grassroots organisations in the co-ordination and planning of seminars based on the four outcome areas: health, housing, education and employment to achieve the above.

These seminars will be rights focused, address the issues identified by communities, offer an opportunity to share our holistic services learning and inform statutory providers in the delivery and development of services and policy.



Holistic Integration Service – potential key intervention points

3 Designing the Evaluation

The Queen Margaret University team joined the Holistic Integration Service partnership as ‘Learning Partners’ during the mobilisation period in early 2013. It was extremely helpful to be involved in the setting up of the programme in order to have the opportunity to contribute to the development of the Joint Case Management Database (JCDB) and of the ‘learning community’ ethos of the programme. We have worked closely with the Integration Development Officer based at Scottish Refugee Council to collect, share and reflect on data emerging.

During the first year, our priority has been to understand the implicit and explicit dynamics of this complex project in order to develop an evaluation strategy¹¹ that would capture the achievements and the learning. We have done this in collaboration with all the partners, consulting with them and sharing insights formally at learning events and partnership meetings (April 2013, August 2013, April 2014) and informally with partnership staff throughout the year. The strategy identifies the areas of focus for the evaluation. The evaluation of integration pathways and progress is based on the explicit project objectives (health; housing; language; education and employment) enhanced by factors to reflect the overall goal that *“Refugees are effectively integrated into Scottish society and able to exercise their rights and have their needs met” (social connections and independent agency):*

➤ Integration pathways and progress

- Health
- Housing
- Language
- Education
- Employment & Benefits
- Social Connections
- Independent Agency

In addition the evaluation is designed to capture learning about the effectiveness of the model of the programme by assessing ‘added value’:

➤ ‘Added value’ of the HIS programme

- Early intervention
- Prevention
- Application of the ‘Resilience’ typology
- Partnership
- Sustainability

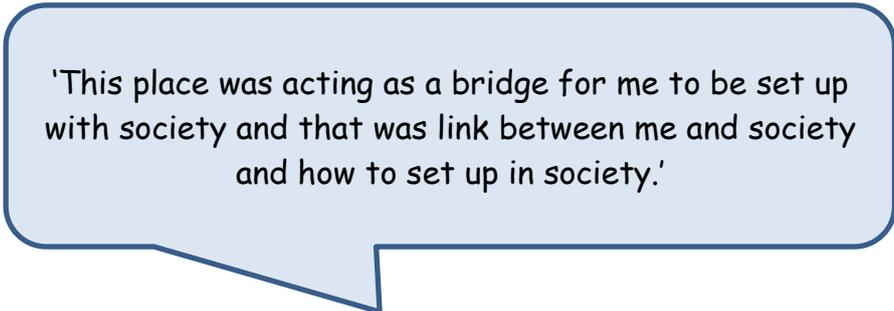
¹¹ Evaluation Strategy was shared with BIG Lottery in November 2013

During the first year, as the programme has gathered momentum, our concern has been to observe the development progress of the programme and the partnership delivering it through direct observation, shadowing and participation in a cross section of partner meetings and programme events. We have worked with Scottish Refugee Council to collate JCDB data in order to begin to build up baseline information about clients' integration experiences. However, it is important to note that as different sections of the database have gradually become available through the year, data for each aspect of integration is drawn from a different cohort. In year two and three we will be able to use the JCDB data more comprehensively to observe integration progress and to establish refugee pathways to integration. We will also be enhancing this data with a range of qualitative measures.

In this report we will give an overview of the contribution and reflections of each partner in year one. We will share available information about clients' integration experiences. We will then provide an analysis of what we can learn about the 'added value' contributed by the HIS programme emerging from this first year of implementation. Finally the report raises emerging issues and implications for action.

4 New refugees accessing the Holistic Integration Service

The Holistic Integration Service began to provide a service to new refugees from 1st May 2013. The following charts give an indication of the profile of the 487 clients presenting at the service between 1st May 2013 and 31st March 2014:



'This place was acting as a bridge for me to be set up with society and that was link between me and society and how to set up in society.'

Table 1: Type of status granted to new refugees

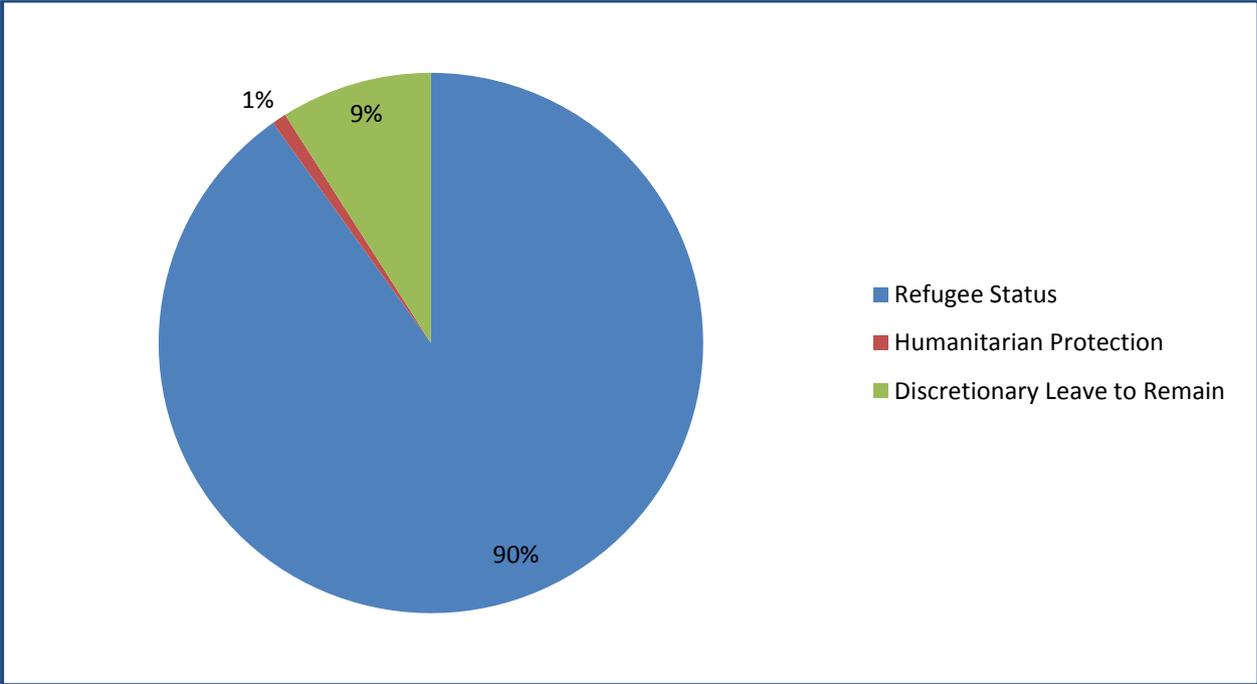


Table 2: Country of origin

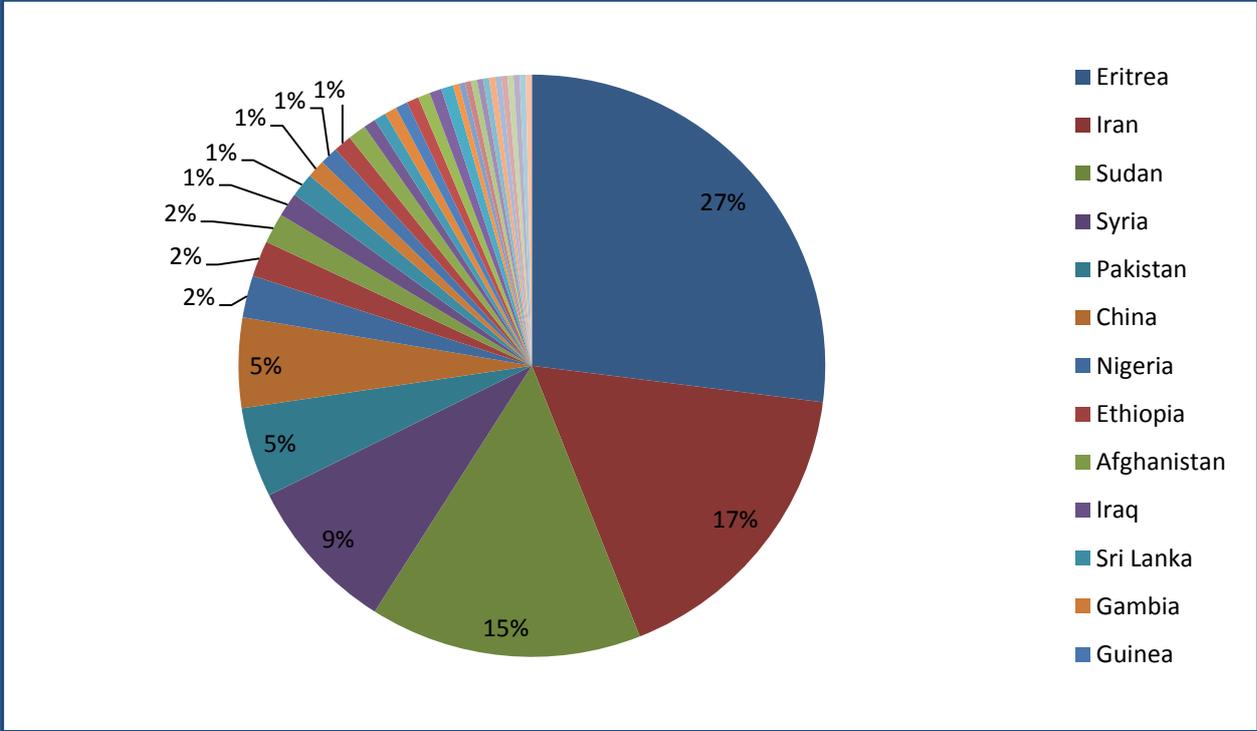


Table 3: Gender

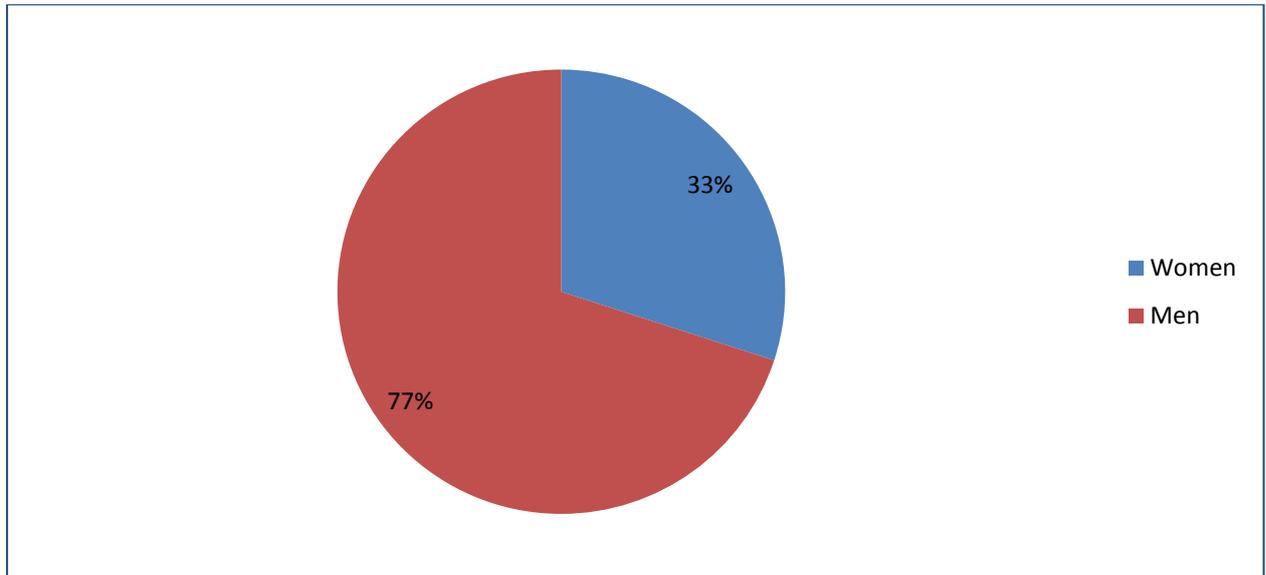


Table 4: Family composition

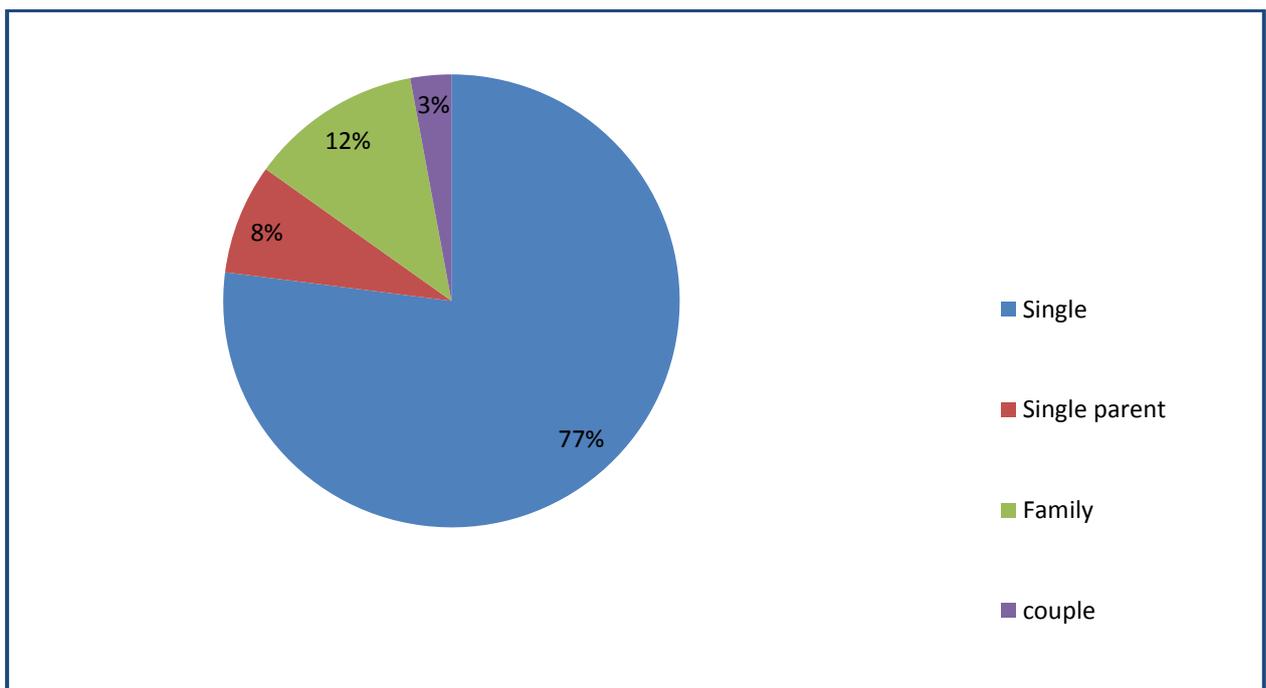


Table 5: Age

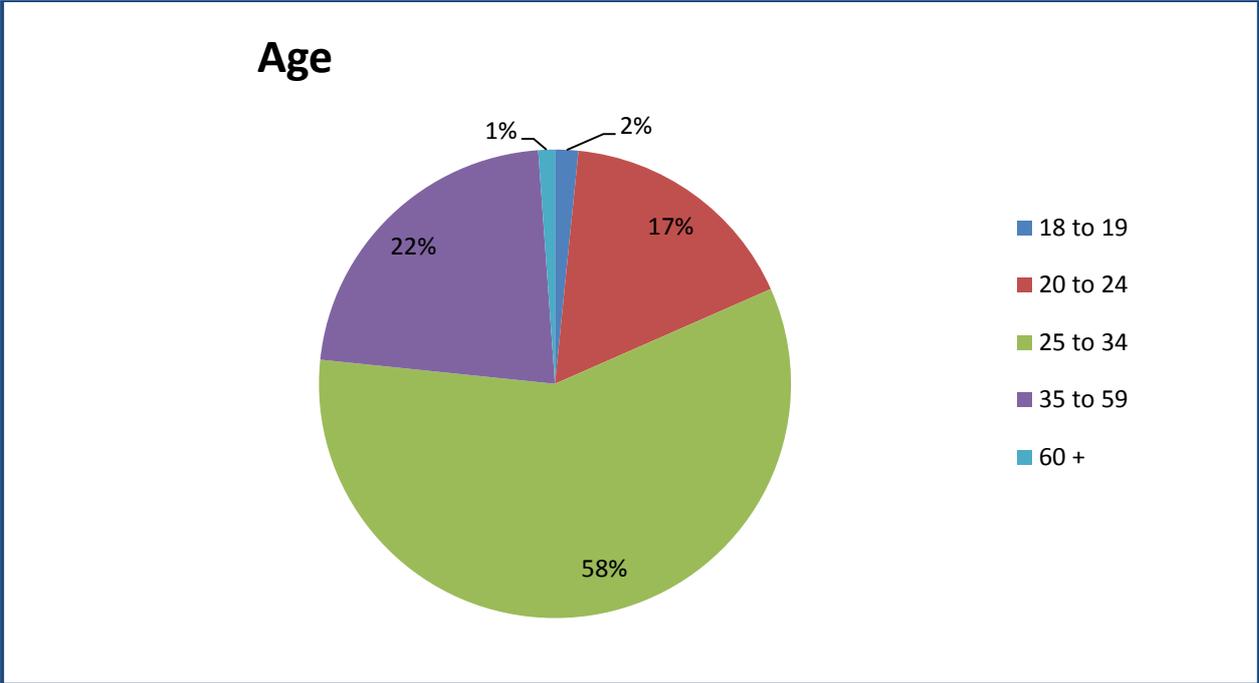
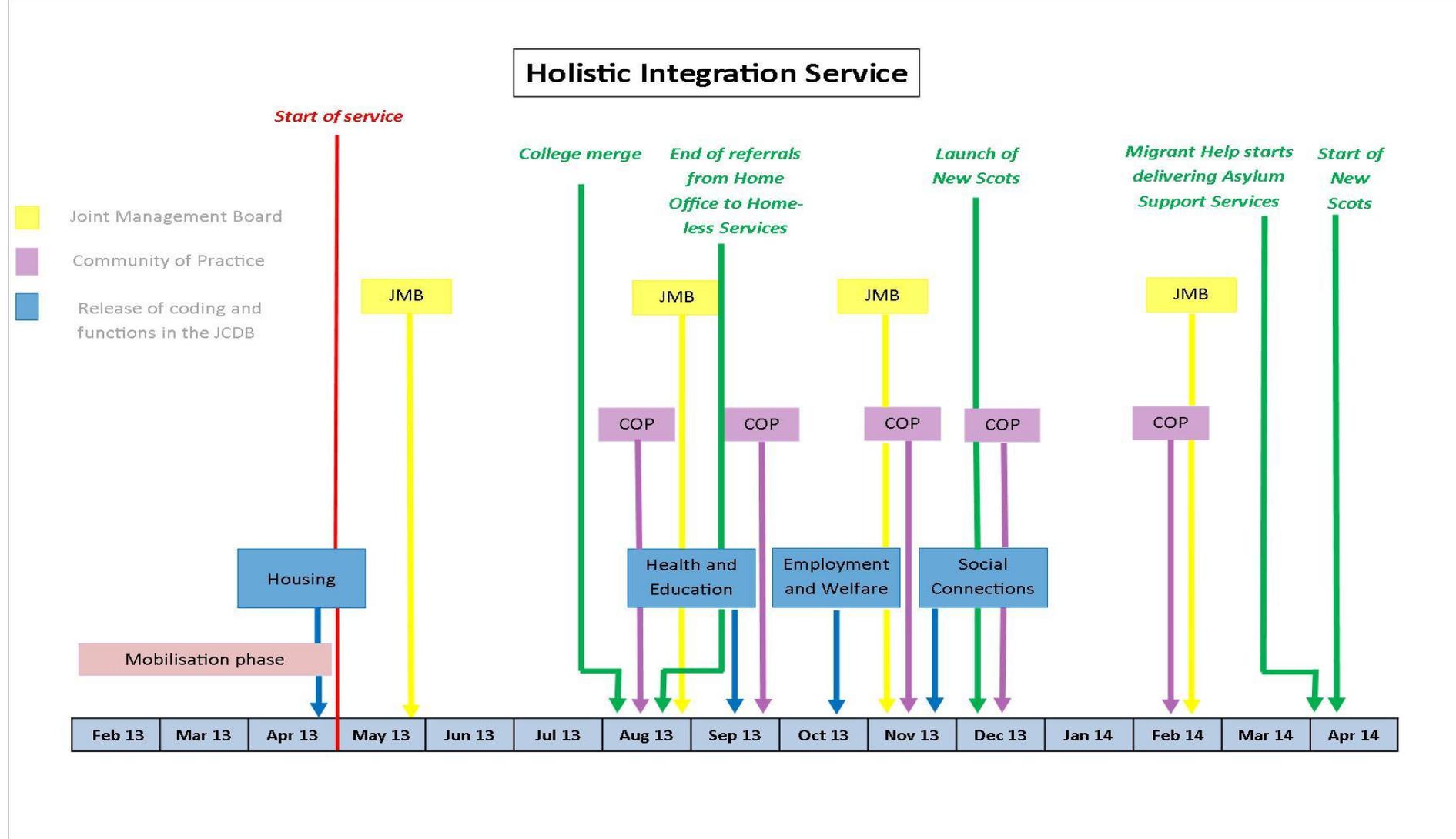


Figure 1 (opposite) outlines the key milestones during year one including programme events (partner meetings: Joint Management Board and Community of Practice), the roll out of the client database (JCDB) and main external events impacting on the service.

Figure 1: Holistic Integration Service - Year One Timeline



5 Scottish Refugee Council

5.1 Organisational context

Scottish Refugee Council is the leading organisation in Scotland supporting and advocating for the rights and welfare of asylum seekers and refugees. They have been providing support and advisory services for asylum seekers and refugees for twenty-nine years through a team of staff case workers and volunteers.¹² Scottish Refugee Council conduct policy work, undertake research, promote integration through community development initiatives, coordinate and deliver arts and cultural events, conduct training and ensure that refugees have a voice in the media and wider civic society. The design of the Holistic Integration Service has been informed by the experience, track record of delivering the SUNRISE pilot integration services¹³ whose success and learning led to a UK roll out of an another integration service¹⁴ focusing on employment and funded by the Home Office. This funding ceased in 2010. Of the organisations who delivered such services, Scottish Refugee Council is the only agencies who have maintained a comprehensive service for newly granted refugees. (See [Appendix 1](#) for further elaboration of the external context for the HIS programme).

5.2 Contribution to the HIS programme: Project coordination

As lead partner Scottish Refugee Council has been responsible for coordination and project management of the Holistic Integration Service. Scottish Refugee Council team designed the service model, building on their experiences of supporting refugees and brought the partner agencies together to create a new service taking a 'holistic' approach. The aim is to create a person-centred service through which partners work closely together to identify and address the needs of new refugees by learning together, building shared approaches across project partners and among other key stakeholders.

The Joint Management Board comprises management representatives from each of the partner organisations and aims to be an Impact Network¹⁵. This group is convened and chaired by Scottish Refugee Council and has met each quarter since the mobilisation phase of the programme early in 2013 to review progress and address any challenges emerging. Scottish Refugee Council also conducts regular bi-lateral meetings with partners. The evaluation team has met with the Joint Management Board on three occasions to collaborate in the design and the evaluation and analysis and reflection on year one. In April 2014 a shared 'Learning

¹² In April 2014 the contract for providing advice to asylum seekers in Scotland was transferred to a separate organisation, 'Migrant Help'.

¹³ SUNRISE (Strategic Upgrade of National Refugee Integration Services) from October 2005 to January 2008.

¹⁴ Refugee Integration and Employment Service – Home Office funded from October 2008 to September 2011.

¹⁵ <http://www.thinknpc.org/publications/impact-networks/>

Event' brought together managers and front line staff from across the HIS programme.

5.3 Contribution to the HIS programme: Triage and case work

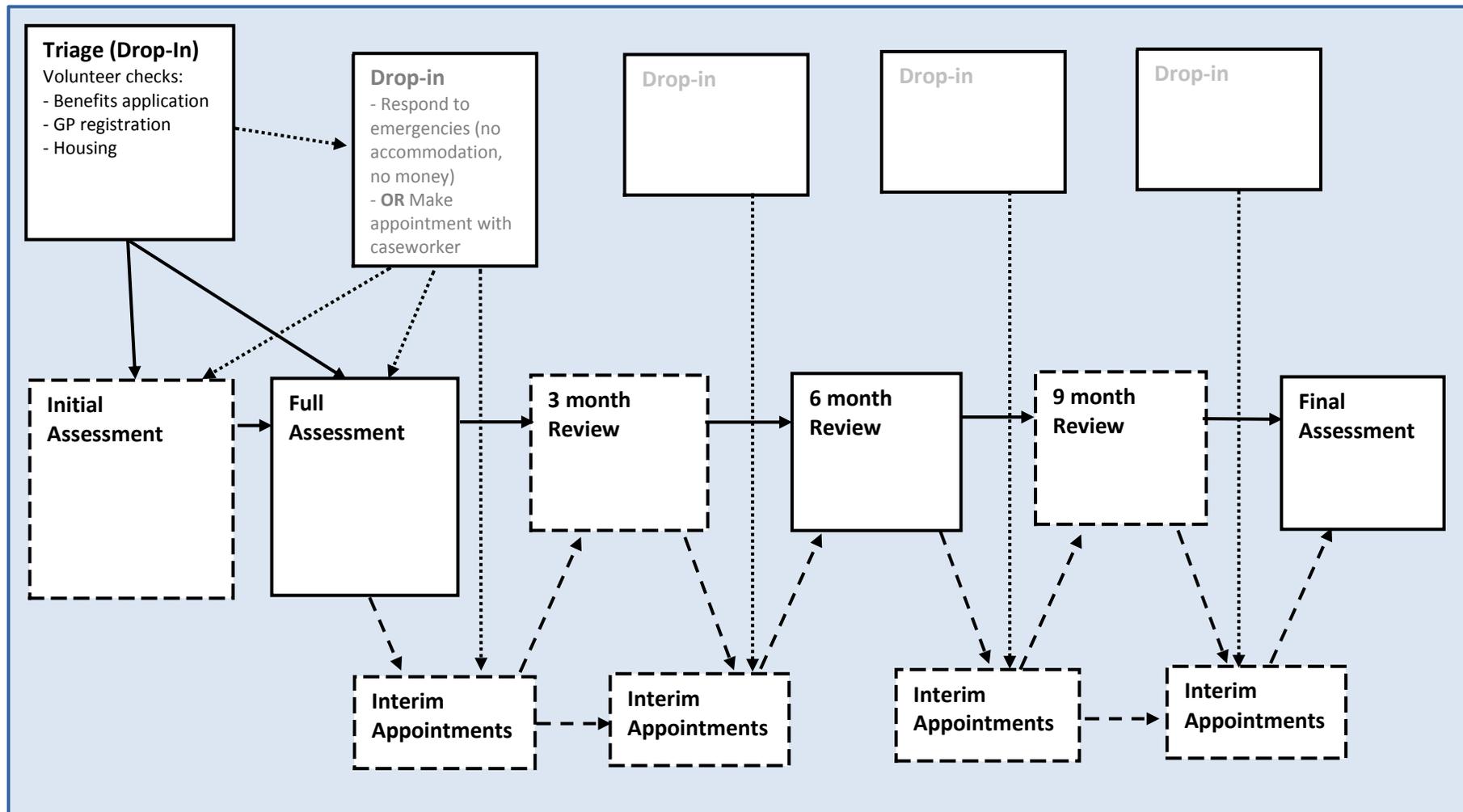
New refugees are eligible to benefit from the Holistic Integration Service as soon as they receive notification of being granted refugee status or some form of leave to remain. Refugees self-referred or were referred by Scottish Refugee Council's Asylum Services and other stakeholders.

On presentation new refugees receive a triage session during which the HIS programme is explained, assistance in applying for mainstream benefits is given along with advice on housing options available on termination of Home Office support 28 days after receiving the status decision (the 'move on' period). Enquiries are made about the refugee's registration with a GP and any immediate health needs.

Refugees choosing to take up the service are then offered an appointment for an initial assessment with an Integration adviser and will also be given an appointment for a language assessment with WEA Scotland. The initial assessment provides an opportunity to explain rights and entitlements and assesses clients' needs for welfare, housing, health, education, English language, employment and social connections. Integration Advisors also make referrals internally to partners and other agencies at this point. Following this, the service provides a full assessment with an adviser as soon as possible after the 28 day 'move on' period, within a sixty day target. Refugees identify objectives and actions to create a Holistic Integration Plan that can be reviewed quarterly with their advisor. Integration advisers enable refugees to navigate new systems, prioritise their goals and advocate for refugees to access services where barriers and systems' failure prevent their integration and refugees reaching their potential. If any issues arise between reviews with their Integration Advisor, they can be offered further appointments with their advisors or if in emergency situation can access the Scottish Refugee Council 'drop-in' service staffed by volunteers. Advisors are able to support clients for 12 months. During this time they will act as a focal point for liaison with staff in partner organisations over individual client issues. Clients are offered an exit interview at twelve months with referrals to external agencies as appropriate.

'When I got my status, I contacted SRC in the first place, because I didn't know... I got advice, they helped me get my National Insurance number, how to find out what to do next. They explained to me about the 28 days, what was going to happen and that I was going to be moved. They prepared me with all that before the time came. I really appreciated that.'

Figure 2: Outline of the Scottish Refugee Council Holistic Integration Service



Scottish Refugee Council has been developing a new case management system to support integration work, the Joint Client Database (JCDB) over the last year. This has added considerable potential to the project and allowed detailed tracking of integration pathways. It has provided a strong evidence base for advocating for refugees with external stakeholders. For example, this has been demonstrated in the Scottish Refugee Council's policy level advocacy work with Glasgow City Council Housing Department and the DWP this year. The set-up of the database has been phased through year one as the software has been finalised incrementally (see [Appendix 2](#)). As a result we do not have full data for different aspects of client integration progress from day one of the programme.

5.4 Contribution to the HIS programme: Building a Learning Community

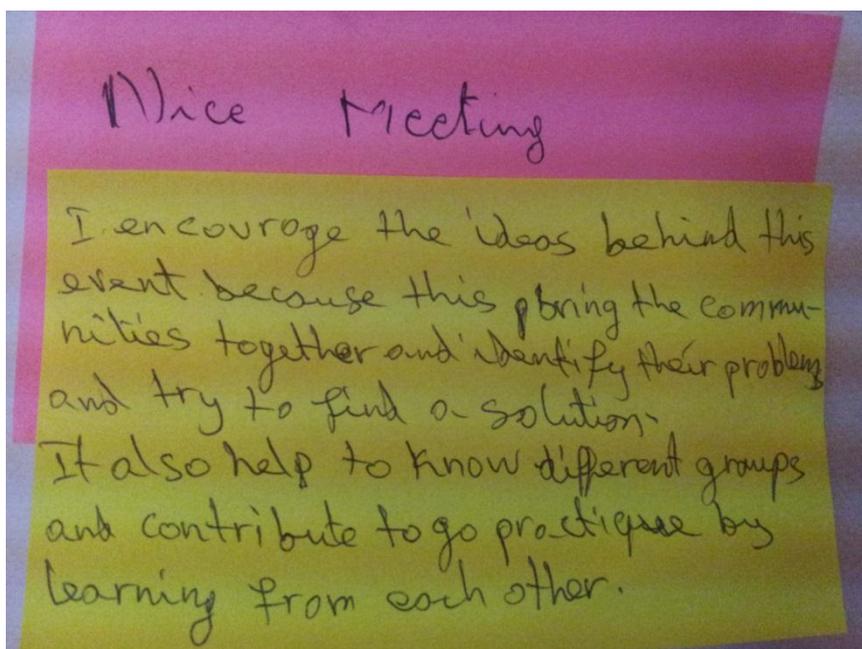
Community of Practice

Taking a learning approach, Scottish Refugee Council has coordinated a 'Community of Practice' with frontline staff. This has been undertaken in fulfilment of the partner agreement that frontline staff would meet with the remit to:

- Share information on organisational changes
- Share information on new refugees' integration experiences in and related issues e.g. health, housing, education, employability financial inclusion, employability etc.
- Improve planning of and provision of services and assistance provided to refugees
- Improve the range and quality of options for refugees
- Link with the Scottish Government integration strategy and action plan on specific activities that are relevant to refugees.

The Community of Practice¹⁶ was set up following the Holistic Integration Service Development Day in August 2013 and met bi-monthly since. Participants have discussed the delivery, impact and evaluation of service provision, challenges and positive developments. A key feature of the meetings has been the consideration of real case studies (brought by different partners on each occasion) and feedback from partners suggests that these have been a very useful vehicle for learning and collaborative problem solving.

¹⁶ The Holistic Integration Service Community of Practice benefited from toolkit developed by Revolving Doors Agency <http://www.revolving-doors.org.uk/partnerships--development/programmes/improving-frontline-responses/communities-of-practice/>



Pilot learning event with communities in July 2013

Community Engagement Seminars

These events were planned, delivered and evaluated¹⁷ in partnership with the Scottish Refugee Policy Forum, an independent refugee-led umbrella organisation of Refugee Community Organisations which aims to identify a common purpose and develop an independent, representative and collective voice. The following objectives were identified by the joint planning group:

- Asylum seekers and refugees receive information on their rights, responsibilities and options
- Asylum seekers and refugees have space and time to raise issues and share experiences
- Representatives of refugee organisations distribute information with their members more effectively
- Service providers receive information on how to improve ways to deliver their services
- Build links and develop relationships between service providers and grassroots groups and communities

Four events took place between November 2013 and February 2014 covering the four means and markers of integration¹⁸: Housing, Employment, Education and Health. There were around fifty participants at each event, generally reflecting a cross section of refugee groups and stakeholders (with the notable exceptions of the Chinese community¹⁹ and Orchard and Shipman, the asylum housing provider²⁰).

¹⁷ See [Appendix 3](#) for full Scottish Refugee Council internal evaluation report.

¹⁸ Ager and Strang Framework of indicators of integration, in: Journal of Refugee Studies, 2008.

¹⁹ One person from the Chinese community attended one of the events.

²⁰ Orchard & Shipman were not able to accept the invitation and sent their apologies.

Feedback from participants indicated that they valued the opportunity to learn new information about services and were keen to share this with other members of their communities, but not necessarily confident of how to do this. Feedback from staff and refugee volunteers involved in running the events indicated that they had learnt new information themselves, but had also been surprised at the gaps in knowledge apparent amongst participants. The planning group felt that the main objectives had been met, identified a priority to support RCOs in sharing information more widely and recognised that they themselves had developed new skills in event planning and management, service user involvement and community engagement.

Advocacy

Information on the experience of refugees trying to access statutory services and exercise their rights has been collected through the Holistic Integration Service. In the first year of the service, advocacy priorities have focused on housing/homelessness, access to welfare rights and poverty. In the next two years the Holistic Integration Service will have a wider role as part of the implementation of the Scottish Government strategy, 'New Scots – Integrating Refugees in Scotland's Communities' (Scottish Government , December 2013).

During year one Scottish Refugee Council have exerted influence through:

- Bi-monthly operational and strategic meetings with Glasgow City Council Homeless Service.
- Membership of the Glasgow City Council Homelessness Implementation Group which oversees performance of the Council's homeless services.
- Presenting evidence to Jobcentre Plus regarding additional difficulties experienced by newly granted refugees when applying for benefits and accessing benefit payments; developing reasonable individual Claimant Commitments; and accessing employability programmes.
- Working with Greater Glasgow & Clyde Health Board to review and develop health improvement services and initiatives.
- Membership of the Steering group of the 'Glasgow Poverty Strategy'.
- Partnership work with Glasgow Clyde College and WEA Scotland regarding influencing the Glasgow Adult Learning Network

A full account of these activities and their impact can be found in the Scottish Refugee Council internal report in [Appendix 4](#).

6 British Red Cross (BRC)

6.1 Organisational context

The British Red Cross (BRC) has a long tradition of providing practical and emotional support to vulnerable refugees and asylum seekers in the UK²¹. In Glasgow emergency provisions, orientation support and advice have been provided to asylum seekers and refugees since 2004 when dispersed asylum seekers started to arrive in the city. Volunteering is at the heart of the ethos of the British Red Cross and much of the direct support is provided by trained volunteers many of whom are themselves refugees. The 'Enhanced Service' has been set up for the HIS programme to offer clients with 'complex' needs enhanced support to link into other services.

6.2 Contribution to HIS programme

The Enhanced Service was set up to offer additional support for eight weeks for clients judged to have 'complex' needs by Scottish Refugee Council advisors. During the first year referrals have included people with multiple difficulties including those: with no English language; with physical or mental health difficulties; who are lacking confidence, isolated and lacking social support. Clients are often facing major problems (such as destitution) and major decisions (such as whether to settle in Glasgow) at the same time. Within 10 days of referral refugees are offered a Needs Assessment²² to establish priorities for their work with volunteers.²³ The service is delivered by volunteers who meet regularly with clients anywhere (other than in a client's home) to provide support informally and link them with other services, sometimes accompanying them to appointments, helping with filling in forms or giving information. It has operated as a person-centred service with the nature and frequency of meetings and also the length of engagement with the service determined by individual needs. Cases are closed after a discussion between the Case File Manager and the Refugee Services Manager. BRC are required to feedback to Integration Advisers regarding on-going issues and upon exit.

The BRC works with volunteers across many of its services and has a well-established volunteer training programme which trains different kinds of volunteers including 'Casework volunteers' and 'Interpreter volunteers'.

²¹ <http://www.redcross.org.uk/What-we-do/Refugee-support/Our-services-for-refugees>

²² An outcomes framework has been developed at the national level of the BRC focussed around: 1. Mitigating Crisis; 2. Resilience and 3. Well-being, which will be incorporating into the Needs Assessment used for the HIS programme.

²³ Volunteers can be involved from the Needs Assessment if a match has already been made, but more often start meeting with the client after this.

"What volunteers can give is time. They can get to know people in a different way. There's not the formality of always being in an office."
(Refugee Services Manager)

The relationship with the volunteer is at the core of the design of the service providing:

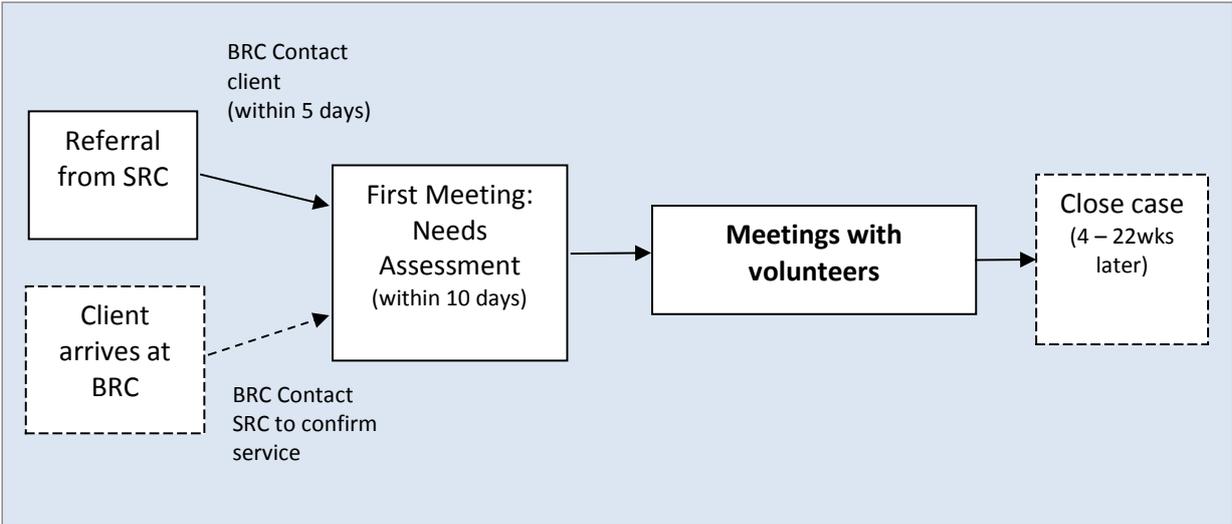
- Confidence building through emotional and practical support
- Enabling social connections to community groups and mainstream services to increase potential for longer-term resilience

Often volunteers can be refugees themselves and they may have to leave as their circumstances change. Over this first year BRC have had to fast-track volunteer recruits and run additional volunteer recruitment rounds to ensure sufficient volunteers to run the service. There has been a shortage of volunteers speaking Tigrinya (Eritrean clients) and female Arabic speaking volunteers.

The BRC runs a variety of other services which are accessible for HIS clients, which are not all exclusively for those with 'complex' needs:

- Chrysalis
- Mother's Service
- Family Tracing Service
- Family Reunion Service

Figure 3: Outline of the British Red Cross Holistic Integration Service



6.3 Clients in Year 1

51	Referrals
7	Did not take up the service
4	Moved away
3	Reasons unknown
44	Needs Assessment + allocated volunteer
15	Receive additional BRC support
4	Chrysalis programme
4	Family Reunion
1	Women's Support Service
6	Triage Services

6.4 Challenges faced in the first year

Maintaining a person-centred service

The service was designed on the assumption that an eight (consecutive) week timeframe would be sufficient to provide clients with 'complex' needs with adequate support to access wider services and begin to establish social connections. However, the BRC team report that a number of factors make this timeframe too short for most clients including:

- Additional needs arising towards the end of the eight week period.
- Clients going away for a period and then returning wanting to resume the service.
- Volunteers find themselves "caught up in problem-solving" and "fire-fighting" and run out of time to do the work of enabling social connections. There is a need for both client and volunteer to reflect rather than just having to respond to immediate issues.

The average length of engagement with the service has been twelve weeks (2 initial assessment + 10 working with a volunteer), but individual cases vary from four to twenty-two weeks. There is some concern on the part of both BRC and Scottish Refugee Council about the division of responsibilities regarding specialist advice, supporting access to other services and advocacy roles between BRC 'Enhanced Service' volunteers and Scottish Refugee Council case workers.

Scottish Refugee Council and BRC are proposing to refocus the 'Enhanced Service' in line with early intervention principles on a number of fronts, including:

- Prompt action to access wider services and improve social connections upon referral by Scottish Refugee Council.
- Improving communication and feedback loops between BRC and Scottish Refugee Council.

- Reviewing the conditions for ending a client's Enhanced Service provision and further exploration of the challenges of providing a time bound service.
- The consideration of co-location on a limited weekly basis to enhance this understanding and dialogue is being revisited to assist the above.

Volunteers

Although the BRC are very experienced in working with volunteers, providing the Enhanced Service for HIS clients has created a number of challenges.

- Number of volunteers had been underestimated initially which led to a shortage of volunteers – particularly for certain languages.
- There have been difficulties in retention of volunteers: volunteers needing to leave if their own situation changes (e.g. finding a job; if their own family has just arrived through Family Reunion).
- There is a need to review volunteer training for the HIS programme to focus on refugee issues (currently orientated mainly towards asylum issues).
- Speed of getting the service underway depends on a good volunteer match service.

There has been a suggestion that perhaps more resilient clients from within the HIS programme could be recruited as volunteers as volunteering is also recognised as beneficial to the volunteers themselves²⁴.

Meeting clients' support needs

The BRC team have observed a number of gaps in the provision of specific support for HIS clients and has reported other issues arising:

- There appears to be significant variation in the level of support that refugees receive from their Housing Support Worker through Glasgow City Council's Housing support services, which has meant that in some cases BRC has had to play a significant role in this area.
- Clients have been struggling with money for electricity meters in temporary accommodation.

Clients with families still missing really value the opportunity to engage with the BRC family tracing service because it gives them the sense that "they are doing something".

²⁴ ['Amir's Volunteering. A study on volunteering as pathway to social inclusion for young asylum seekers and refugees'](#) Red Cross 2013

7 Workers' Educational Association Scotland

7.1 Organisational context

The Workers' Educational Association Scotland has a history of running programmes for those with little education or with poor experiences of formal education. It places emphasis on creating client centred opportunities within a friendly environment for learning and providing pastoral support. Its approach combines adult and community education. It brings experience of targeted ESOL courses for different work place settings and has been running courses for refugees and asylum seekers in Glasgow for over seven years.

“What we're aiming to do is to build confidence - to enable students to build up their language levels so they can feel more confident to access services independently.” (WEA Scotland tutor)

WEA Scotland provide two distinct services in contribution to the HIS programme: initial language assessments for all HIS clients as part of the early intervention strategy and 'Survival English' courses for HIS clients with English language skills at Access levels 2 & 3 and Access 2 'Literacies'

7.2 Contribution to the HIS programme: Initial Language Assessments

'I have no self-reliance to speak to the people... last Saturday night, I went to bar for first time, but I just drank some beer and looked around, I didn't know what to do. You know, just because people in Scotland speak - you know, I think they have cute accent - but difficult for new people, their second language is English.'

Language assessments are conducted face-to-face every Friday by a member of WEA Scotland staff at the Scottish Refugee Council offices. HIS clients are told their scores straight away and a written report is given to Scottish Refugee Council early the next week. A standard Scottish ESOL test has been used which includes questions about work experience, expectations and objectives and certificates. The assessment is recognised across Scotland and can therefore provide a gateway to other services. However, the assessor observes that whilst clients often have a 'spiky profile' - with much higher competencies in speaking and listening than reading and writing - the assessment requires that individuals are assigned one overall category.

After WEA Scotland have conducted the initial language assessment, Scottish Refugee Council advisors use a person-centred approach in advising clients of their

options, taking into account refugees' goals and aspirations and the language assessment. Options include access to wider services along with direct HIS provision options:

- Access 2 and 3 offered referral to WEA Scotland
- Access 3 and above offered referral to Bridges Programmes (if employability ready)
- Intermediate 1 offered referral to the Glasgow Clyde College ESOL class.

After the initial placement students can progress from WEA Scotland to the Bridges Programmes and to the college or appropriate options outwith the HIS programme.

7.3 Contribution to the HIS programme: 'Survival English' course

The 'Survival English' course is a ten week programme with classes running for two hours twice a week (40 hours provision). WEA Scotland have been running two or three classes of about 10 – 12 HIS clients at any one time in order to keep each cohort of students together and avoid a rolling enrolment pattern. The course is based on a 'social practice' model requiring highly skilled facilitation whereby learners are involved in the development of the curriculum so that it can be shaped towards their current needs and priorities.

"We look at the schedule and then try to develop a course to meet the learners' needs. What works for one class might not work for another."
(WEA Scotland, ESOL Tutor)

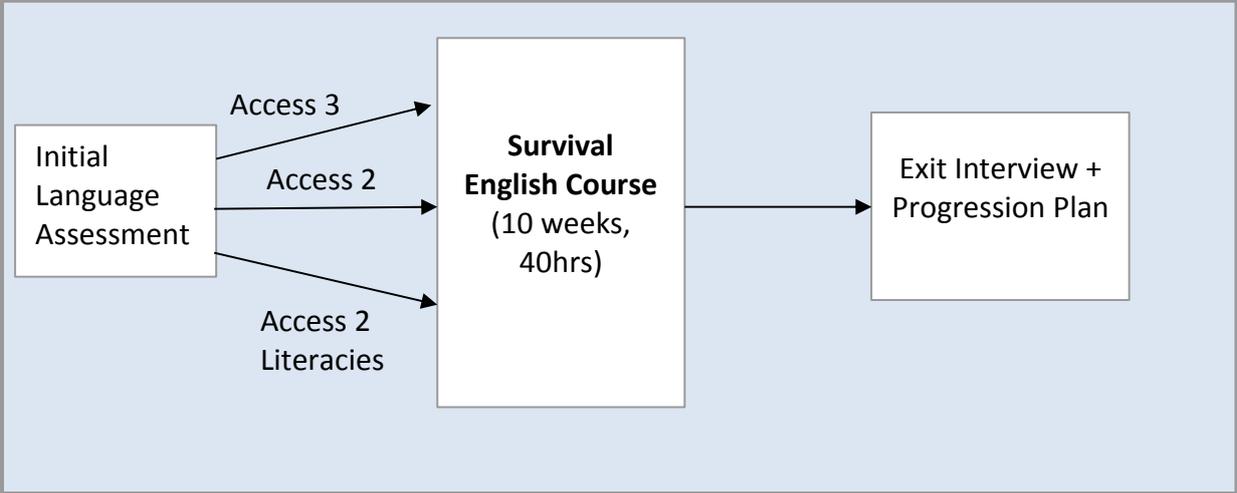
Sessions include a mixture of language teaching and support to understand features of the students' everyday lives. Regular class time is devoted to helping each student complete their Job Centre workbook which is required to demonstrate that students are engaged in appropriate activities and thereby avoid benefit sanctions.

The experience of the first year has been that approximately half of those invited to a course will come. As a result, WEA Scotland has adapted class recruitment processes to stagger invitations in order to ensure each class has a good number of students. However the ideal is that the same cohort will go through the course together as this helps in building social connections. Attendance in classes overall has been very good.

*"Interesting and important for us..... We are people with experience...
(not children) this is very suitable"*

Each student has an Individual Learning Plan (ILP) which is completed a few weeks into the course and then reviewed mid-way through and at the end. Assessments are conducted during and after the course addressing progress in language skills, confidence, self-esteem and interest in continuing education.

Figure 4: Outline of the WEA Scotland Holistic Integration Service



WEA Scotland class

7.4 Student Numbers in Year 1

114	Learners engaged with the service
57	Access 2 course
47	Access 2 (literacies)
10	Access 3 course
90	Created a learning action plan.
60	Learners left the service before the course ended. Reasons recorded:
29	Moved away from Glasgow
14	Started services with other HIS partners
1	Joined a class in the wider community
4	Transferred to other colleges
2	Lack of childcare
1	Deferred to next course
1	Job
1	Health reason (pregnancy)
7	Unknown

7.5 Challenges faced in the first year

Throughput of students

Due to the low levels of take up of the service (around 50%) along with the commitment to 'early intervention', WEA Scotland has allowed learners to join courses at different points. Although the courses have also been extended to ensure that all learners receive their full entitlement, there is a concern that this arrangement disrupts groups and undermines learning and development outcomes.

Conflicting priorities for clients

Learners have numerous appointments during the first months after they have been granted refugee status as they set up benefits and housing. WEA Scotland, like other partners providing classes or courses, have found that these appointments frequently interrupt class times and sometimes it has been difficult to know why clients are absent. This creates challenges for providing appropriate pastoral support.

The WEA Scotland team have been spending time regularly supporting clients with Job Centre paperwork. Inconsistencies between Job Centres (and even different staff within a Job Centre) have meant that some clients have been asked for extra 'proof' of their attendance on the course. Scottish Refugee Council has been able to take this up with the Department of Work and Pensions and enabled speedier resolution of possible sanctions.

Barriers to access: travel & childcare

- Childcare has been a barrier to uptake and retention: three women have had to drop out because of childcare issues. Others have to leave class half way

through to collect children from school, taking the remaining worksheets to complete at home.

- Travel costs: clients can be in temporary accommodation in any part of the city. Some show great commitment by continuing to attend the course, but many are asking whether some help with travel costs might be available.

“We've had students arriving soaked because they have walked here in the rain.” (WEA Scotland tutor)

Outcomes

During this first year all those completing the course have moved on either to further community classes, community groups or college courses.

“I enjoyed this class ... before come to this class, no understand English. Now I learn in class grammar, reading, writing, listening and speaking. After finish class I want to apply for any colleges.”

8 Glasgow Clyde College (formerly Anniesland College)

8.1 Organisational context

The first year of the programme coincided with a year of major structural change during which Anniesland College (the original partner) joined with several other Further Education institutions to become Glasgow Clyde College (GCC). The college has considerable experience in running ESOL (English for speakers of other languages) courses. In keeping with the ethos of further education, these are linked to a range of nationally recognised qualifications at a range of levels. During this year the college has developed a course exclusively for clients of the Holistic Integration Service and all clients with an adequate level of English are offered a referral to GCC – irrespective of where they live.

In recent years there have been long waiting lists and delays in accessing ESOL classes. The establishing of the dedicated course for HIS clients has meant the new refugees are now ‘fast-tracked’ and do not have to wait. However, during the first year, numbers of eligible refugees referred to GCC has been much lower than expected and various adjustments have been made to the nature of the provision in order to accommodate this.

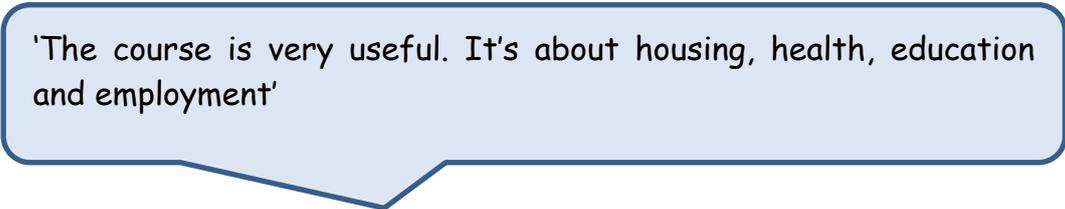
‘The course is helpful to improve vocabulary and grammar and to increase proficiency.’

8.2 Contribution to the HIS programme

A tailor-made course based on the 'ESOL for Work and Study' (Intermediate level) has been made available exclusively for HIS clients. Course tutors adapted existing materials to include a greater emphasis on employment components with fewer of the social and family components and have developed their own teaching activities. It was anticipated that the courses would run for five mornings a week (3 hours) in a twelve week block, finishing with an assessment for the module covering:

- Speaking (presentation for a job)
- Reading (from a work situation)
- Writing (personal statement for CV)
- Listening (a dialogue or talk from a work context)

During the first semester following the launch of the HIS programme the initial estimates of presenting cases (based upon the previous number of refugees given leave to remain and insights provided by the Survey of New Refugees and other research reports) were not met and so the course was not run. During the second semester, starting August 2013, again there were insufficient student numbers to run the course as anticipated (the original assumption was to run classes for 20 students each time). Arrangements were therefore restructured and the course started in October with a temporary member of staff running for two mornings a week. In December a third session was added taught by a member of the permanent ESOL staff. The college has accommodated the flow of HIS referrals by allowing clients to enrol at different times throughout the course in a 'roll-on/roll-off' pattern. Some students have also been placed in different courses more appropriate to their language level and a few have been placed with other campuses within GCC nearer to their housing to ease travelling difficulties.

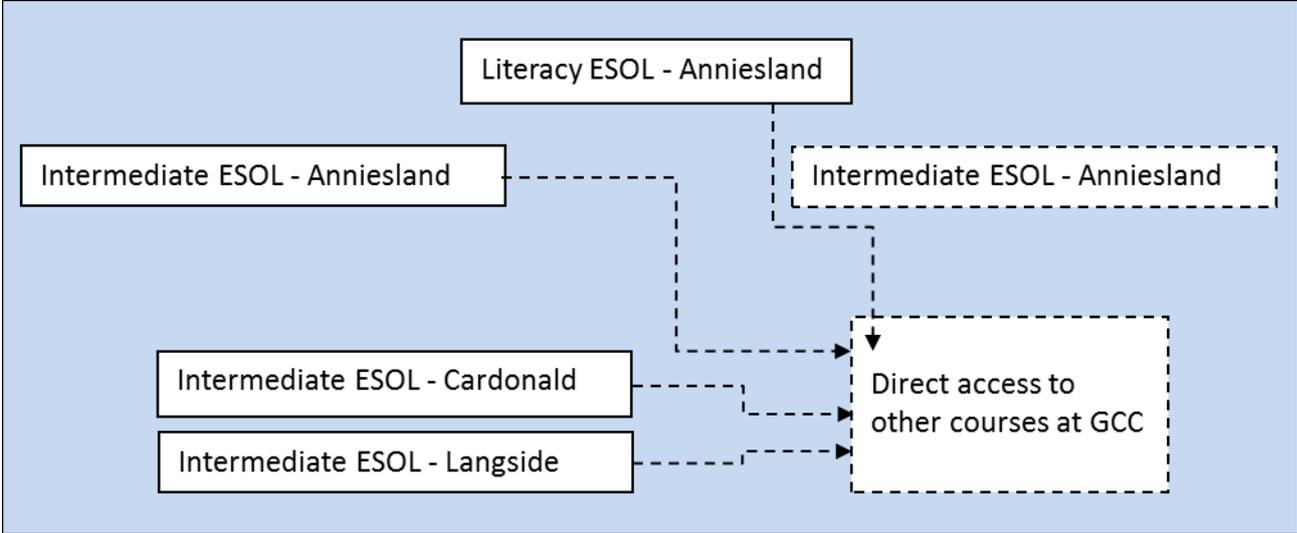


'The course is very useful. It's about housing, health, education and employment'

Tutors have reported that the main weakness for most of the students is in writing skills and so they have concentrated on this. Classes include a combination of group teaching, individual exercises, discussions and one-to-one advice. The first students who started in October are just about to complete their allotted hours. They have completed assessments for one module of the ESOL Intermediate Course. Any of these students who wish to continue with their education at GCC will be treated as continuing students and not required to reapply or join waiting lists.

A new ESOL (Literacies) class started in March 2014 with a group of HIS clients, progressing from WEA Scotland, who were assessed as below the level for the main HIS Intermediate 1 class. The next 'Work and Study' (Intermediate level) course start date is August 2014 for the next cohort of HIS clients.

Figure 5: Outline of the Glasgow Clyde College Holistic Integration Service



8.3 Student Numbers in Year 1

- 57 Total number who have had contact with GCC campuses as potential HIS students (44 Men + 13 Women)
- 23 Engaged in GCC ESOL provision at Anniesland Campus
 - 11 Main HIS Intermediate ESOL class
 - 7 ESOL Literacy class (started Mar 14)
 - 5 Other mainstream ESOL class
 - 13 Started but withdrew from main HIS Intermediate ESOL class at Anniesland
 - 3 moved away from Glasgow
 - 1 asked to be withdrawn because of personal problems
 - 1 moved house in Glasgow and said was too far away
 - 1 assessed at wrong level (Access 3) and not coping so referred back to Scottish Refugee Council
 - 1 said had problems affording travel (also an issue with his level)
 - 6 reason for withdrawal unclear/unknown – not able to contact
- 10 Attending other GCC campuses
 - 5 Cardonald Campus
 - 5 Langside Campus
 - 5 Arrived at GCC in error - self-presented either with incorrect level, or without refugee status paperwork.

8.4 Challenges faced in the first year

Throughput of students

The fact that fewer people than anticipated came through the HIS programme assessed as being ready to undertake the Intermediate ESOL classes impacted partners and HIS clients in a number of significant ways:

- The model designed by the previous Anniesland College did not fully recognise the year round access to services required or HIS principle of early intervention. The financial model on which the contract is based assumed income from an average of 20 students per class to cover the costs of one ESOL tutor.
- The teaching style adopted by the ESOL department in the college has historically been based on working with a stable cohort of students who progress through the curriculum together. A more flexible 'roll-on/roll-off' enrolment has created difficulties in managing classroom process, ensuring that students have a satisfactory learning experience and that their individual needs are met.
- Running classes exclusive to HIS clients gives prompt access to courses but means that these students only meet other new refugees rather than a wider variety of language students.
- HIS students are 'fast-tracked', but they are also given shorter teaching provision.
- Multiple entry and leaving dates mean that it is not clear when a course will finish. As a result it is difficult for students to fit in with offerings of other HIS partners.

Initial difficulties arising from the numbers of clients requiring early intervention in Anniesland College language support have been addressed by the Glasgow Clyde College merger, with senior management displaying high levels of commitment and a flexible approach to managing the curriculum despite the ever changing class numbers. At the moment, in keeping with the ethos of further education, priority is given to preparing students for attaining certification. However consideration is being given to designing the Literacy classes (for those with lower level English) holistically (responding to each individual learner's needs) rather than towards formal qualifications. Questions are also being raised as to whether a separate HIS class is the best way of providing ESOL for HIS clients.

Conflicting priorities for clients

Staff and students report that student attendance is frequently interrupted by other appointments. Overall the absence rate is around 20%, excluding unauthorised absences which are also high for many students. Of the four students still attending the class who started in October two had attendance rates of less than 60%. As one student commented:

“At the beginning it was not easy. I missed many classes, not because I wanted to, but because of travel expenses and because of appointments for jobs. The college understand this. When I was sorting benefits and when I started the work placements I also missed classes.”

As anticipated by the HIS model, new refugees face many challenges within and beyond the Home Office 28 day ‘move on’ period, which can have an impact on their ability to look at wider goals for up to 60 days. It has been observed that housing appointments in particular are given priority over ESOL classes. It has been suggested that closer liaison with Scottish Refugee Council and WEA Scotland might help to identify issues that need to be prioritised before engaging with ESOL.

Barriers to access: travel & childcare

Staff and students are very concerned about the difficulties that students face as a result of the time and cost of travel and also lack of access to childcare. Some HIS clients have given these difficulties as reasons why they have not engaged with ESOL classes and others have dropped out before the end of the course.

- Some students travel long distances across the city (even when there are ESOL classes provided by colleges nearer to their home). The college have tried to address this by facilitating the transfer to other campuses for some students.
- There is no travel allowance automatically available for HIS clients and there is concern that the allowances for which all students are able to apply are generally allocated by September.
- 2 female and 1 male student (5.3% of total clients) quoted childcare as a reason for not being able to either start or continue with classes.
- 3 students (5.3% of total clients) quoted travel costs as a reason for poor attendance.

9 Bridges Programmes

9.1 Organisational context

Bridges Programmes was set up to support asylum seekers and refugees in Glasgow primarily by re-connecting them to their skills. From 2007, with the large numbers of clients being granted leave to remain, the focus shifted more to helping them access employment education and training.²⁵ The programme provides advice, mentoring and training as well as facilitating work placements and job seeking for refugees, asylum seekers, migrants and anyone living in Glasgow for whom English is a second language.

Levels of uptake for the programme were lower than anticipated in the first six months of year one, but the rate has increased following HIS clients' six month reviews. At this point clients receiving benefits would be under pressure from the Job Centre to demonstrate that they are actively seeking work which may lead them to prioritise their engagement in employability support.

9.2 Contribution to HIS programme

The programme accepts referrals from the HIS programme of clients assessed with 'Access 2' level of English or over²⁶. Clients are invited for an initial Employment Assessment interview during which the nature of the Bridges Programmes services is explained and clients are invited to sign a commitment form in order to engage with the service. Within 30 days they are offered both an employment and education assessment and a skills assessment. An Employment Action Plan is then drawn up outlining both courses and other support to be offered by the project along with actions required of the client. At this point applications for Disclosure Scotland PVG certificates or Security Industry Authority certificates will be made on behalf of those clients deemed to be potentially suitable for placing in a care or security role. (Bridges Programmes covers the costs of this). Two different life skills courses have been set up exclusively for HIS clients: 'Life skills' and 'Advanced Life skills' (the latter including more content about the job market). Both courses use materials recently developed by Bridges Programmes in collaboration with the Open University: 'The Reflective Toolkit'²⁷. The Life Skills course was designed to run for fifteen hours/week for four weeks, however it was changed to twelve hours (4 days)/week for five weeks to accommodate clients' Job Centre and housing appointments. The course provides a basic introduction to skills and competency recognition and includes preparation for work placements and opportunities to meet employers. During this year the use of the toolkit has been adapted as initially some

²⁵ <http://www.bridgesprogrammes.org.uk/>

²⁶ Bridges Programmes contractual agreement states Access 3 but at their request they have been accepting beneficiaries who were Access 2 if they were Access 3 in speaking and listening.

²⁷ [Bridges Programmes - Reflective Toolkit October 2013](#)

of the material was found to be too personal in nature for use in groups.²⁸ Some clients are directed to work specific training.

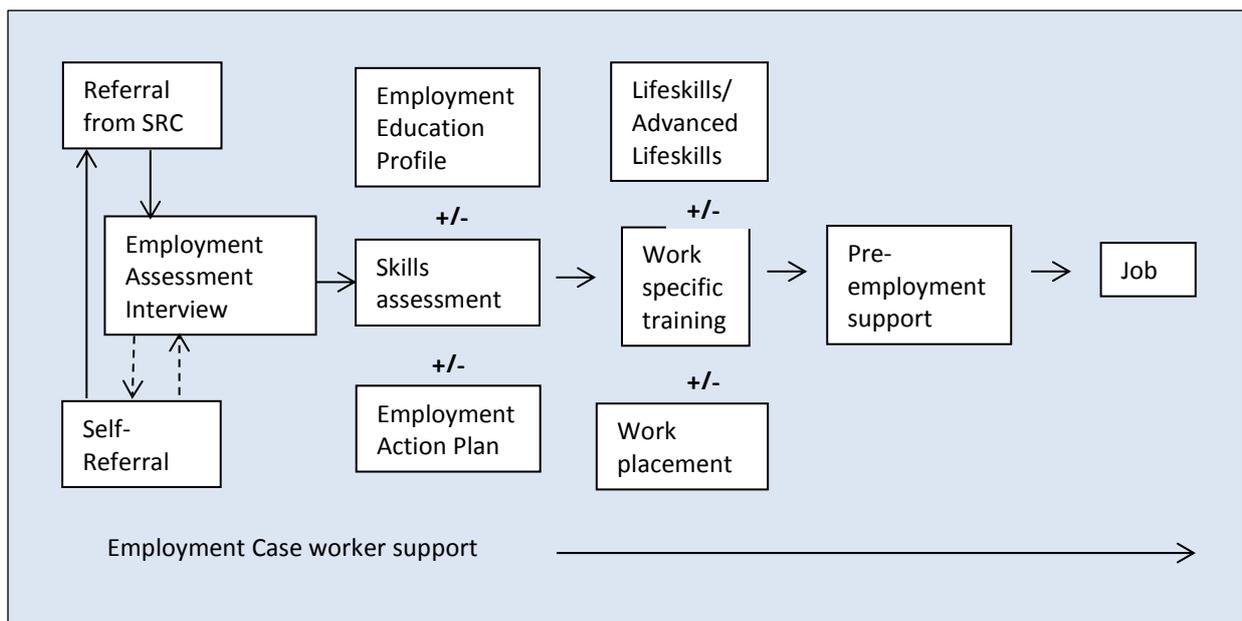
'I have complete two different courses over there last summer those were quite helpful for self-esteem to me and that information and awareness of Scottish law.'

Wherever possible, clients are offered a work experience placement. Sometimes there is a delay in placing a client due to employer delays. Effort is made to ensure that clients understand the nature of the UK job market and the value of undertaking unpaid work experience, their obligation to attend and the waiting list for placements and they are required to sign a contract.

All clients are assigned a case worker who meets for regular reviews and accompanies them to interviews and the first day of a placement. The case worker reviews the placement with the client and reviews the action plan. Some clients do a second placement, some stay with Bridges Programmes and do a more advanced course, others move on to job seeking. The project continues to support clients after they have found paid employment (at 13 weeks and 26 weeks).

'The college and the Bridges project have helped me with jobs and preparing a CV - before I only knew how to do this in French.'

Figure 6: Outline of the Bridges Programmes Holistic Integration Service



²⁸ <http://www.bridgesprogrammes.org.uk/downloads/ReflectionToolkitReport.pdf>

9.3 Clients in year 1

100	Referrals
18%	do not attend initial interview
64	Completed Employment action plans
57	Took up employability service
2	dropped out to attend College courses
36	attended a training course
46	offered work placements
3	secured paid employment

9.4 Challenges faced in the first year

Throughput of clients & service model

Engagement for the whole of this first year has been 70% of the target set by the Bridges Programmes²⁹. Levels of drop out from the programme have been higher than anticipated. Concerns about the funding implications have been explored in contractual and partnership meetings in the light of the risks that were identified when setting targets and milestones in the design phase. The Bridges Programmes was keen that access to their service be promoted from day one, in line with the early intervention principle of the HIS model. The model recognised that new refugees would face many challenges within and beyond the Home Office 28 day 'move on' period and noted that this may have an impact on clients' ability to look at wider goals for up to 60 days.

Conflicting priorities for clients

Clients are generally coping with multiple adjustments and these are impacting on their capacity to benefit from services. Tutors report that they are frequently called out of classes to take phone calls and attend meetings. Housing moves interfere with participation leading to some dropping out and others struggling with long journeys to attend courses or work placements. Staff report that some clients are presenting with complex benefits issues that they do not feel equipped to cope with. There have been some challenges in coordinating participation in different aspects of the HIS programme, for example with timings of different courses. The partnership has proved an effective vehicle for resolving these.

Barriers to access

- There is a lot of travel for clients in attending life skills courses and work placements, but no financial support is available. So far clients have continued to attend, sometimes walking long distances or cutting back on food in order to pay for transport.

²⁹ Note this is over a 9 month delivery period due to a 3 month mobilisation phase at the beginning of Year 1

- A few women have given 'lack of childcare' as the reason they are not able to take up courses.

Outcomes

Three clients have been placed in employment during the first year which is about 5% of referrals, this compares with the anticipated level of 35% employment over the lifetime of the project. The three people placed so far are working in hospitality, care assisting and cleaning.



Workshop at Community Conference on health (February 2014)

10 Integration Progress

10.1 Health

Purpose 1: Refugees are able to access appropriate health services - particularly mental health.

We set out to observe clients' understanding and effective use of formal and informal health services. Rates of registration with GPs³⁰ and Dentists³¹ have been logged along with self-report measures on health and observed health seeking behaviour³².

Table 6: GP & Dentist registration

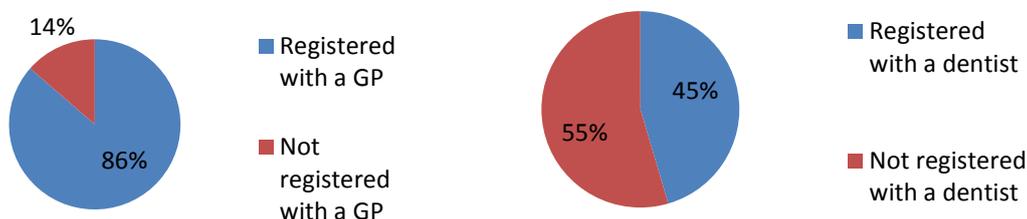
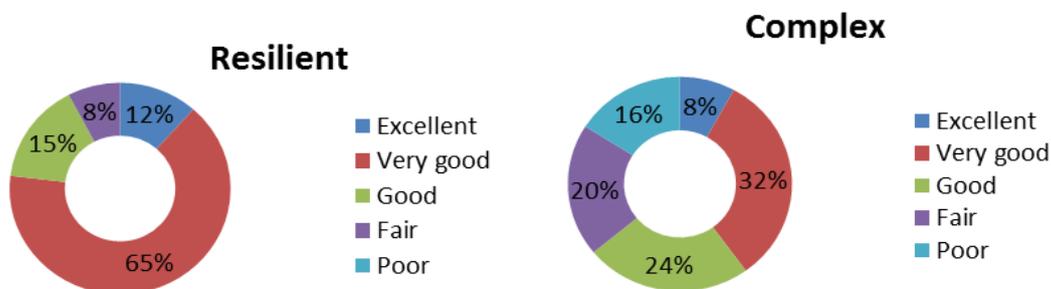


Table 7: Physical Health status self-assessment



'My health is not good... I am HIV positive... I talk with him (Integration advisor) and he told me... because I think some time I don't sleep well I am feeling I think any time my life is going to end any time so he tried to help me. And he send me one group there (Community Health and Care, Great Western Road). Every month we join together there we discuss who have problem and this problem and that.'

³⁰ Cohort: 143

³¹ Cohort: 140

³² Cohort: 162

Table 8: Mental Health status self-assessment



Emerging issues:

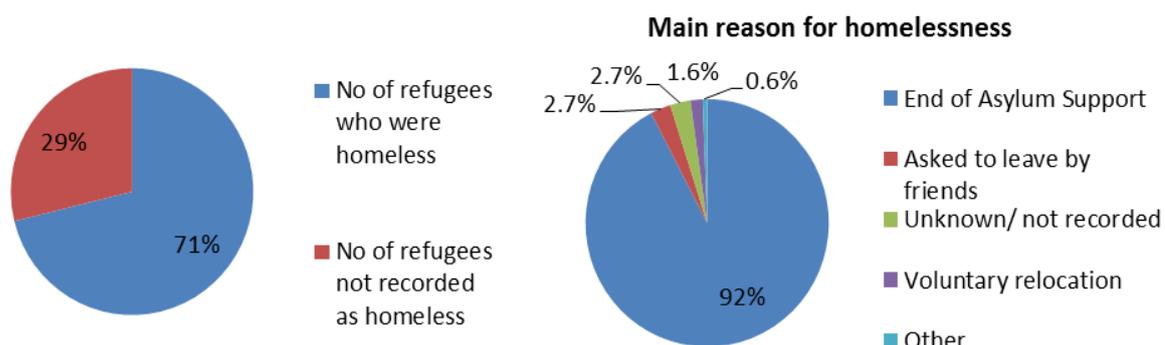
- The high level of GP registration is really positive and demonstrates the important contribution of the NHS Asylum Health Bridging Team. The HIS programme will help refugees to remain registered even when they move housing. The lower level of Dentist registration may reflect less appreciation of the importance of preventative dental care.
- Self-ratings of physical health show a fairly normal distribution with perhaps a slight skew towards positive ratings. Variations in pattern reflect resilience ratings. Engagement in the HIS programme has enabled partners to identify health issues and signpost as necessary.
- Self-ratings of mental health show a similar pattern but at lower levels. BRC observe that clients are more concerned with addressing practical problems than mental health issues at the time when they are engaging with the enhanced service.
- Engagement with English classes or employability courses is likely to protect mental health by keeping people purposefully active during the often difficult transitional period in temporary accommodation.

10.2 Housing

Purpose 2: Refugees spend a decreased period of time in homelessness and have improved housing options

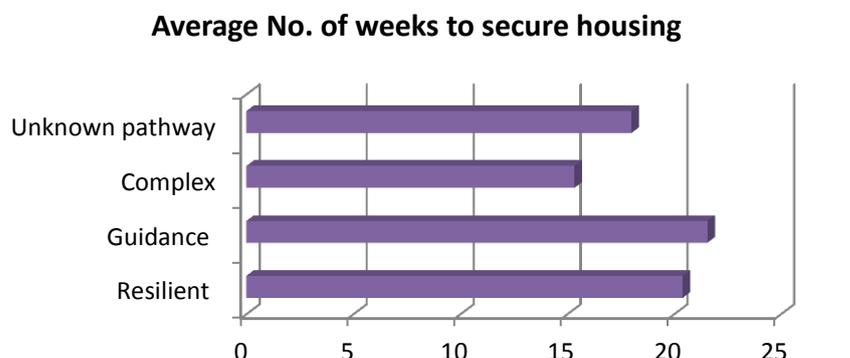
In year one of the programme we have gathered information on clients’ experiences of homelessness and the options for settled housing which have been available to them.

Table 9: Homelessness on presentation to HIS service



(Cohort for % Homeless/not homeless: 416; Cohort for reasons: 296)

Table 10: Time taken to secure settled housing



(Table 10 cohort: 40³³)

'I think if you have a home, you feel safe and you don't feel, you know, you feel safe and if you feel safe, you feel you get relaxed and you can focus about everything that, you know, a future. So it's important to have house, so... you can go to other steps, educational work or social life things.'

Emerging issues:

- Newly granted refugees have the right to access any housing options either privately or through the social housing sector. However, most new refugees are dependent on social housing and need to seek homeless assistance from their local authority.
- There is currently an acute shortage of social housing, especially in Glasgow³⁴. Most refugees will experience homelessness from the day the Home Office

³³ Due to the phased development of the JCDB, the integration pathways were not able to be recorded from the beginning of the service.

support stops. Of the total of HIS beneficiaries, 40 reported moving from homelessness to settled housing in Year 1. During that time most are living in hostels for homeless people, 'Bed and Breakfast' accommodation (which they have to vacate during the day) and other short term housing provision.

- HIS clients are moving across the city to find settled accommodation. This disrupts their attendance across the HIS programme and undermines the benefits.
- Partners have consistently (and independently) reported that it is housing appointments in particular that interrupt classes and work placements. It is understandable that clients prioritise finding a suitable settled home during the early adjustment after being granted status.

10.3 Language

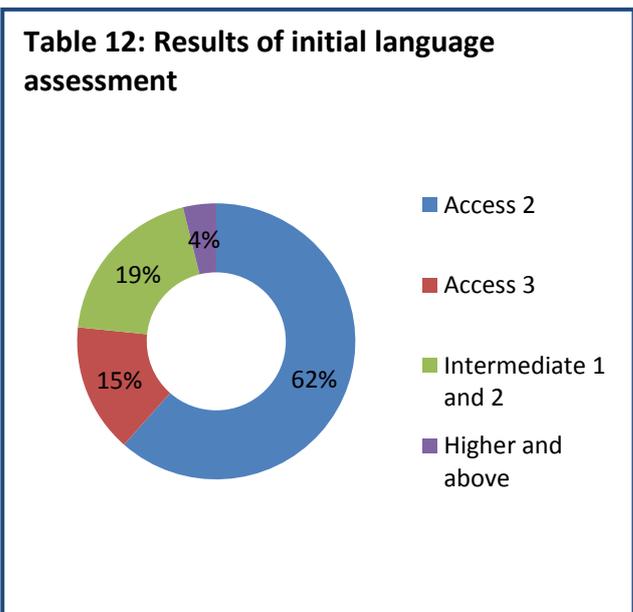
Purpose 3: Refugees have the language skills and feel enabled to independently access the services they need.

'... people in, you know just down the stair, down the street or in the town speak so fast!'

Most clients have been given an initial language assessment³⁵. Those who have undertaken an ESOL class at either WEA Scotland or GCC have then had further formal and informal assessments of language development.

Table 11: Overview of Language provision across HIS programme

Step 1: HIS Initial assessment
Step 2: WEA Scotland Language assessment
 Step 3:
 ⇒ WEA Scotland 'Survival English' course
 ⇒ GCC 'ESOL Literacies' course
 ⇒ GCC 'ESOL for Work and Study' (Intermediate)
 ⇒ External ESOL courses
 Step 4:
 ⇒ Further ESOL
 ⇒ Direct access to general courses
 ⇒ Bridges Programmes support for employment



³⁴ [Scottish Government strategy: 'New Scots: Integrating Refugees in Scotland's Communities'](#), December 2013.

³⁵ Total cohort recorded for Table 11: 338

Emerging issues:

- 146 beneficiaries have accessed HIS language classes. The average waiting time between being granted refugee status and accessing a language course was 52 days. (10 refugees were already accessing ESOL classes before engaging with the Holistic Integration Service).
- Different partners observed that clients are much stronger in speaking and listening than writing skills. Standard courses and assessments tend to assume an equivalent level of each and so need to be adjusted for this group.
- A total of three HIS clients completed their intermediate language assessments in the GCC class in March 2014.
- Language providers are addressing the challenges of assessing progress through 'soft' indicators such as, 'increased confidence in using language'. WEA Scotland use a self-assessment tool, but have concerns that such tools can underplay the impact of the courses, because users have limited understanding of the questions and are reluctant to tick something they do not understand.

'The course is good to push me, to keep me continuing. If I just stay in the hostel, I would just give up.'

10.4 Education

Refugees able to access appropriate (non-language) educational support. Refugees make progress in educational goals which they set themselves.

The HIS programme seeks to provide clients with appropriate support to enable them to set and pursue their own education goals independently. We have recorded routes by which clients can access other education opportunities.

Table 13: Educational pathways

Step 1: HIS Initial assessment

Step 2: WEA Scotland Language assessment

Step 3:

Direct access to education

ESOL (WEA Scotland/GCC)

Bridges Programmes

Step 4: Direct access to general courses (GCC courses start each August)

'With information I have received from here that encouraged me and helped me to apply for full time student if I had not done full time study I would not be able to go to university, so that information was quite helpful.'

Emerging issues:

- Most refugees who were granted refugee status during year one of the HIS programme had their first opportunity to apply for further or higher education from December 2013. Refugees who were granted status from January 2014 will also have to wait for the next enrolment period to start further or higher education in academic year 2014/15.

Yeah, so is very difficult, because always, there always drunk people and just problematic people... you can't and even in the hostel, if I want to study for exam, now I'm doing ESOL, so if I want to revise anything it's impossible..'

10.5 Employment and Benefits

Purpose 4: Refugees are better able to understand and articulate their skills and competencies to enable them to become more employable and are in receipt of appropriate benefits.

In year one, information has been collated on numbers seeking to access benefits and the time taken to receive benefits as well as any examples of benefit stoppage. In addition we have tracked beneficiaries' progress in 'work readiness'³⁶ and in securing paid employment.

Table 14: Timeline to receiving benefit, year 1 (average times)

Day 1 Receive status

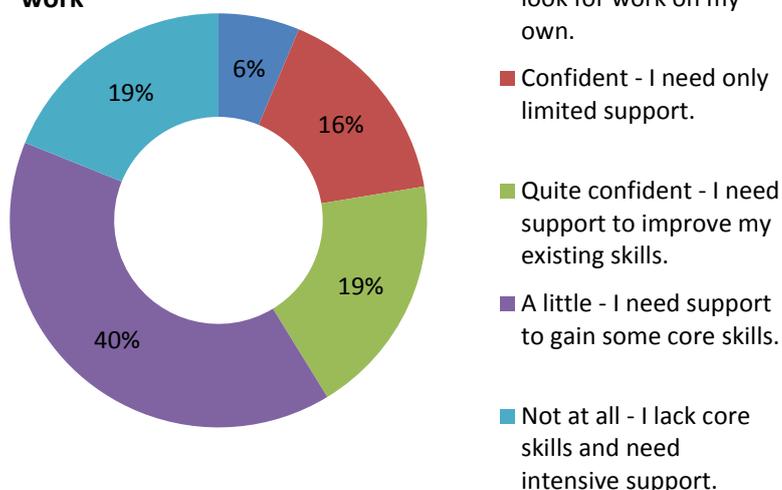
Day12 Present to HIS

Day12 Claim benefit

Day 28 NASS support stops

Day 39 First receipt of benefit

Table 15: Client confidence to seek work



³⁶ Cohort for table 14: 143

'In the transition, you need to understand the system, how employment, employability work, how, where you can look for job...'

Emerging issues:

- During the first year of the HIS programme new refugees have been without benefits for an average of 11 days after the end of the Home Office 28 day 'move on' period.
- Nine people reported to their Integration Advisors that their benefit payment had stopped and in five of these cases this was due to sanctions.
- The rate of employment for new refugees in year one has been much lower than the 35% target of the Bridges Programmes. However it appears that this target was based on the success rates for other Bridges Programmes which include a cross-section of refugee clients, many of whom have been in the UK for a long time. HIS clients are new refugees and have multiple transition issues to deal with and so may be likely to take longer to get into a job than general Bridges Programmes clientele.
- In order to prevent 'under employment' as well as 'unemployment' it will be important to enable clients to enter jobs appropriate to their skill levels.

'I the one who is facing unemployment, I have a university degree, I am qualified, I have skills. I volunteers in different places. I really need to access a paid job - not every time volunteering.'

10.6 Social connections

Refugees form a range of positive social relationships to support their flourishing (bonds/bridges/links).

During this year our emphasis has been on collecting data from clients' self-assessments on social connections and reviewing with partners the range of connections that have been facilitated (see tables 15 & 16).

Table 16: Client contact with friends/family at initial assessment

How often do you speak on the phone / meet up with friends or relatives who live in the UK?

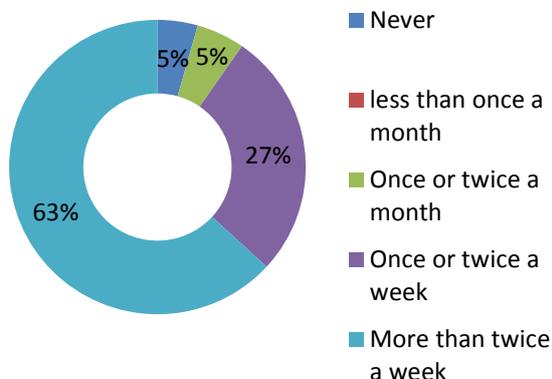
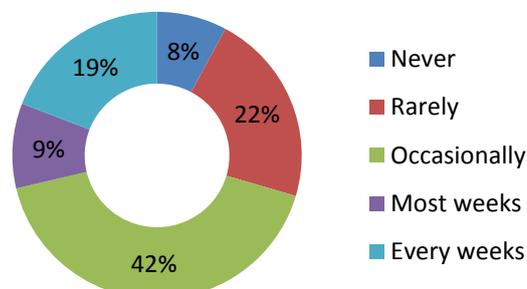


Table 17: Client contact with services at initial assessment

How often do you access local services and community groups?



Emerging issues:

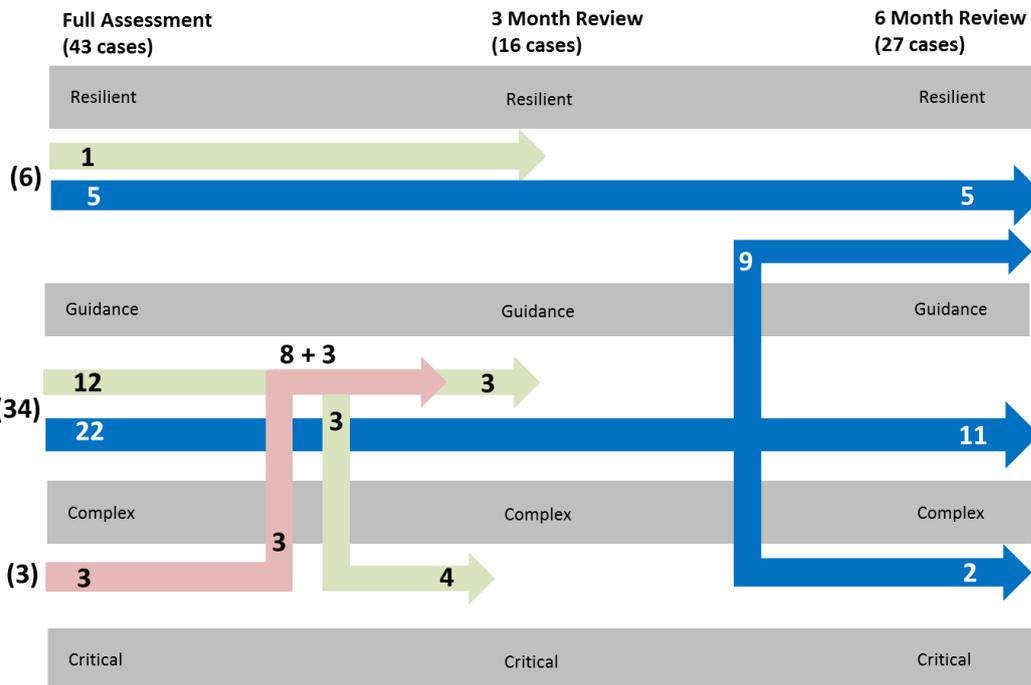
- Data from Integration Advisers suggests that most HIS clients make at least weekly contact with friends and family. In year two we will be able to explore these bonding relationships further, through case studies and client interviews.
- Partners are very aware of the crucial role they play in facilitating social connections at all levels and work towards maximising the potential for social connections across their services. Evidence collected from partners demonstrates the range of contributions across social 'bonds', 'bridges' and 'links' (full table in [Appendix 5](#)).

10.7 Independent agency

Refugees are able to exercise their rights and have needs met and experience a sense of agency.

It is expected that the strengthening of independent agency is a long term process likely to become apparent beyond the twelve months of the HIS programme. Qualitative data including interviews and case studies will be used to follow up clients during and beyond their engagement with the service. We have looked at the case data on resilience this year. We recognise that agency is constrained by rights and structural barriers as well as individual factors – these will be addressed in the section on Advocacy.

Table 18: Client movement between 'Resilience' categories



Emerging issues:

- We note that more people are shifting from 'Guidance' to 'Complexity' in the cohort recorded after three months than the cohort recorded after six months. This may reflect the likelihood that data is more likely to be recorded at three months where there has been a change in assessment of the client.
- During the next year we are hoping to track the pattern of emergency visits by HIS clients to the Scottish Refugee Council drop-in service as this will help to indicate the extent to which clients are able to cope with crises independently.
- We recognise that tracking 'Resilient' clients will be the most difficult as they are disproportionately likely to disengage with the service because they feel that they no longer need it. There is a possibility of recruiting these clients to volunteer with the evaluation (BRC have also suggested they might be encouraged to become support volunteers as part of the 'Enhanced Service').

'... my caseworker told me the truth; he said now there is nothing, you have to bid. The only thing you can do is you have to bid for yourself now. So that gave me courage, I said okay, I'm going to try that what he said, I'm going to continue bidding.'

11 Added Value of the Holistic Integration Service

11.1 Early Intervention

Ideally the first intervention by the service should occur before the support from the Home Office stops at the end of the 28-day 'move on' period. In year one new refugees established contact with Scottish Refugee Council on average 12³⁷ days after being granted status. The average wait to meet with an Integration Adviser to complete a full assessment was another 33 days. This is within the 60 day target set at the outset of the Holistic Integration Service design, as being meaningful to begin engaging with new refugees re longer term goals. In January 2014 an additional adviser was recruited to alleviate the pressure on advisors and the waiting time for full assessments was reduced to an average of 16 days in February and March.

Highlights in Year One

- **Quicker access to benefits:** Integration Advisers have been ensuring that clients have made appropriate claims and checking their paperwork. However, according to client feedback, the average waiting time to receive a first payment from being granted status has been 39 days during this first year. This means that clients are reporting that on average they are without any support for 11 days after NASS payments stop.
- **Quicker access to language assessment & support:** Beneficiaries see a WEA Scotland assessor within days of their first contact with Scottish Refugee Council and are immediately told their level and a written report is given to the advisor within four days. The assessment acts as a 'gateway document' for other services or colleges. New refugees no longer have to wait for ESOL classes within Glasgow due to the combined impact of the HIS programme (creating dedicated places for new refugees) and the restructuring of Colleges (streamlining applications and reducing duplication of applications).

“Early intervention on ESOL is also positive for other partners. Learners are able to improve their language skills and confidence ASAP. They are not waiting around. Their ESOL assessment is the start of their pathway.” (WEA Scotland staff)

- **Avoiding homelessness:** In October/November 2013 Serco, the asylum housing provider did not inform Glasgow City Council Homeless Service of new refugees who needed to present homeless. However, following intervention by Scottish Refugee Council, Serco ceased to evict refugees after 28 days and extended their stay. As a result during 2014 there have been very few instances

³⁷The average is calculated based on the list of cases when both status granted and triage date is known, this is roughly 50% of the cohort.

of street homeless; instead people are going straight into temporary accommodation. Scottish Refugee Council meets bi-monthly with Glasgow City Council Homeless Services to share evidence from the Holistic Integration Service and ensure that newly granted refugees apply for homelessness assistance as soon as possible after being granted status. This enables the council to know the needs of new refugees applying for assistance and to plan their response to homelessness.

11.2 Prevention

The HIS programme is working to avoid crisis situations for clients. Once clients are able to engage with an Integration Adviser the systems are in place to help people move on smoothly. HIS Integration Advisers have been supporting clients to prevent homelessness and destitution and to find settled accommodation as quickly as possible.

Highlights in Year One

- **Improving access to Health services:** New asylum seekers in Scotland are initially encouraged to register with a GP and Dentist. Data shows relatively high levels of GP registration (86%) and lower Dentist registration (45%) on initial assessment. However numbers tend to drop away when people move on receiving refugee status. Advisors and HIS partner tutors are all involved in improving access to health services through improving knowledge, support, signposting and direct referrals as appropriate.
- **Avoiding homelessness:** Integration Adviser early interventions on individual housing issues and Scottish Refugee Council advocacy have contributed to reducing the incidence and length of time in street homelessness (see section above).
- **Avoiding destitution:** Integration Adviser early interventions on individual benefits applications have helped to minimise time without benefit. In addition advisors and HIS partners contribute to the prevention of sanctions by explaining the requirements of the Job Seekers Allowance (JSA) contract, including discussion of what activities can 'count' and support in filling in the JSA diary.
- **Unemployment/Under-employment:** the programme is working towards the prevention of dependence on benefits by combining English language teaching with building understanding of employability. Clients are given direct support to prepare CV and interviews. Individual learning plans are based on an individual's long term job and career aspirations.

- **Partnership:** Partners recognise that gaining knowledge of the work of each of the other partners and getting to know colleagues in the other agencies personally, has led to better signposting between agencies. This has enabled the service to become more client centred and issues picked up and referred between partners more quickly.



Workshop feedback session at Community Conference on Education (January 2014)

11.3 Recognition of 'Resilience-vulnerability' typology

The typology identifying refugees' needs as 'Resilience-Guidance-Complex-Critical' is a new system developed for the HIS programme (based on approaches used previously by Scottish Refugee Council and social welfare contexts). The purpose is to ensure that the service provides a response that is appropriate to each client's level of need.

- **Scottish Refugee Council Integration Adviser's application of the typology:** During this year Integration Advisers have been developing a shared understanding of the typology through case discussions. Differences in the way that advisors are using the typology can be observed. However in general judgements are based on clients' individual circumstances including:
 - length of time in this country
 - health/well-being
 - language level

- educational level

Levels of support given by advisors seem to be primarily determined by specific needs and also differing styles across the team of advisers. The typology is being used to indicate referrals either to GCC Social Services if a client's needs are seen as 'critical', or to BRC for the 'Enhanced Service' if a client's needs are seen as 'complex'. A challenge of using the typology identified by advisors is that clients can be resilient in one aspect of life and critical in another – which of these is most important depends on their goals. Nevertheless, as confidence and consistency grows in using the typology it promises to provide a valuable indicator of clients' progress in well-being during the service. There is already reflection on the potential for the typology to be more integrated into case work delivery and guide decision making. There is a need for this to be put into practice over the coming years

- **Partner organisations' application of the typology:** Referrals are made to partners based upon the assessment typology. All referrals to British Red Cross are 'Complex' whilst other partners' referrals are likely to be either Resilience or Guidance. Often front line workers in partner organisations were not familiar with the categories, but nevertheless they engaged with clients flexibly according to their perceptions of clients' needs. For those offering ESOL classes or employability courses it was a refugee's language level that would be foremost in their planning activities for the client.

Highlights in Year One

Although the typology itself is not yet prominent in the approach, there is a strong sense across the partnership (including managers and front-line staff) that gaining a deeper understanding of the complexities of integration and the unique aspects of each individual case is enabling partners to provide a more holistic service. There is more collaboration between organisations and services within the HIS programme are more client centred.

11.4 Partnership



Joint Management Board meeting (February 2014)

“Overall it’s a great project and I am really enjoying working with other partners.” (Partner Organisation Manager)

The design of the Holistic Integration Service depends on effective partnership to deliver a service that is genuinely client-centred. This first year has been about building that partnership and bringing together a group of five organisations each of which has considerable experience of providing services to refugees, but each of which has a distinctive organisational culture and ethos. All partners had worked previously together on integration projects either formally or informally. The Joint Management Board has met quarterly since the inception phase to oversee the delivery of the programme. In addition front line staff members have met every two months as a ‘Community of Practice’ to share and address challenges. These meetings have been very significant in building relationships and sharing knowledge.

Highlights of Year One

- **Developing a good understanding of each other’s projects:** Information exchange has been facilitated through the Community of Practice (front-line staff) where programme information (e.g. when courses/classes start, training events) and changes to partner projects (e.g. new staff) are discussed. Staff members report that they are able to support clients more effectively because of their clearer understanding of the contributions of each part of the service. Scottish Refugee Council Integration Advisers feel better able to assist refugees on

education & employment in particular now that they are working in partnership with WEA Scotland, GCC and the Bridges Programmes project.

- **Collaborative problem solving:** The Joint Management Board has identified and addressed challenges concerning referrals, language assessments and clashes in timetabling of partner programmes. A project 'health check' independently facilitated by an external consultant (who had been involved with the design of the HIS programme) was undertaken in November 2013. Through this process, partners identified that certain difficulties had arisen due to turnover in staff in their organisations and subsequent lack of clarity re the service model e.g. assessment tools, referral pathways, etc. Feedback from the evaluation of overall progress and impact at the February 2014 Joint Management Board and the April 2014 Learning Day has demonstrated that partners are now very positive about the project and that the 'health check' was a critical turning point for the partnership.
- **Building personal relationships between staff in each project:** Good relationships between front line staff members in partner organisations have led to better referrals. For example, WEA Scotland tutors have been working closely with advisors at Scottish Refugee Council and at BRC.

"We're erring on the side of contacting them if we think there might be an issue. We won't worry any more about whether we should or shouldn't contact them, as we were initially." (WEA Scotland staff)

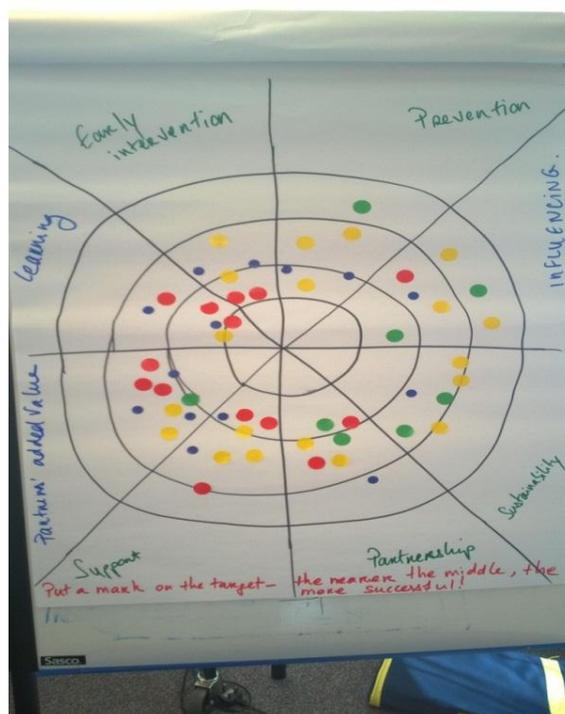
Conversely where there have been tensions in relations between partners - initiated by stresses related to the financing of the project - staff morale and service provision have been undermined.

Pro-active steps have been taken to address this by partners and within the overall project management.

- **Sharing information about individual clients:** Partners observe that they are able to deliver a much more personal service through the HIS programme - clients feel better looked after because they are known and welcomed as they engage with different aspects of the programme. Good communication between organisations means that issues can be picked up and dealt with, for example: the WEA Scotland tutor contacting the Scottish Refugee Council integration adviser to flag concerns about client's deteriorating health; or a Scottish Refugee Council adviser contacting a Bridges Programmes caseworker about appealing a benefits sanction. Partners record information in their own client databases and most partners feed summary information back regularly to Scottish Refugee Council.

- **Sharing information about challenges and resources for refugees:** There have been a number of opportunities for information exchange including workshops and conferences run by Scottish Refugee Council on initial assessments and welfare rights, as well as the Community conferences on Education, Housing, Health and Employment. The Bridges Programmes plans to provide a briefing session for Scottish Refugee Council and BRC on the requirements for the Job Centre diary and tips to avoid sanctioning. Partners recognise that the service is able to be more 'client-centred' by,

*"..bringing together different disciplines, perspective and expertise for the advancement of beneficiaries who face multiple barriers"
(Partner Learning Day)*



Evaluation by Joint Management Board (February 2014)

Opportunities identified to enhance the partnership:

- Introduce better data recording and more structured feedback from partners to Integration Advisers linking in to client reviews.
- Increased feedback between partners about positive comments as well as problems.
- Build in more opportunities for shadowing between frontline staff to improve the knowledge and understanding of the diversity of each other's roles.
- Continue to streamline services to avoid clashes between different aspects of HIS provision
- Increase knowledge and referrals to external partners e.g. Integration Networks

“At the management level there have been difficult issues, but at the intervention level the partnership working has been very positive.”
(Partner Manager)

11.5 Sustainability

The HIS programme is explicitly committed to helping clients to achieve positive outcomes that can be *sustained* after the end of the service. The aim is that clients are able to continue to work towards their objectives independently and have confidence in accessing other services as needed. This is completely (and refreshingly) different from the more familiar aim of projects to ensure their own sustainability. Although of course assuming the HIS programme is effective in achieving this aspiration, there will be much merit in sustaining the programme in order to ensure that future refugees get the support that they need to build independent lives.

We will begin to be able to assess the long term sustainability for clients during years two and three of the service.

12 Key issues and implications for years 2 & 3

12.1 Language assessment and ESOL courses

- HIS clients are receiving language assessments very promptly – providing them with vital evidence to present to employers and educational institutions.
- HIS clients gain access to ESOL classes within a few weeks of engaging with the service.

12.2 The ‘Early intervention’ principle

- The HIS programme is successfully delivering ‘early intervention’ in the provision of support and education and training courses.
- During the early weeks, there is a tension between clients’ need to give priority to accessing benefits and housing whilst at the same time maintaining regular attendance at a course.
- HIS partners are responding very flexibly to clients’ needs, but are concerned that the learner experience may be impaired if they are not able to be part of a stable cohort of students though most of the course.

12.3 Supporting the development of social connections

- HIS clients are being provided with multiple opportunities to engage with formal and informal groups and services.
- HIS programmes and courses are creating a safe and friendly environment within which new refugees are developing friendships.
- HIS partners' value the creation of stable groups provides better opportunities for the development of friendships.
- There is some concern that providing classes exclusively for HIS clients limits their opportunities to develop friendships with people who are not new refugees.

12.4 Accessing benefits, jobs and education

- Data from year one shows that only a few HIS clients have found paid work or taken up non-language education opportunities. This is to be expected as only small numbers have completed 12 months of support. There will be an opportunity to follow up these outcomes in years two and three.
- New refugees are reporting gaps in financial support between the end of the 28 day 'move on' period and the first benefit payments. Scottish Refugee Council advisors are supporting clients in making claims promptly and various HIS front line teams are involved in helping clients to avoid sanctions. Scottish Refugee Council is actively involved in working with DWP to improve systems and there is clearly a need for this work to continue.

12.5 Use of the 'Resilience – Critical' typology

- Scottish Refugee Council Integration Advisers have been growing in confidence in using the typology through this year.
- It is being used effectively to direct clients to either 'critical' or 'complex' response pathways and so the British Red Cross team are aware of it.
- As yet it does not appear to be making a contribution to the decision-making of other frontline staff.
- The typology promises to provide a valuable indicator of well-being for HIS clients. Qualitative data collection in year two and three of the programme will provide evidence of the validity of the categorisation process.

12.6 Partnership approach to person-centred problem solving

- There have been many examples of person-centred problem-solving at all levels in year one of the HIS programme.
- The 'Community of Practice' which has brought together front line staff from across the partnership has proved a very effective forum for building relationships, shared understanding and space for shared learning.
- The 'Learning Event' held in April 2014 brought the Joint Management Board and Community of Practice together facilitating valuable exchange of perspectives between management and front line staff across all the partner organisations.

12.7 Learning partnership and evaluation focus

- During Year 1, the evaluation team has focused on observing and supporting the establishment of the services and the development of data collection tools – in particular the Joint Client Database. This has established a sound basis on which to build an understanding of HIS clients' integration pathways and access to services.
- In Year 2 and 3 the learning focus will be on gathering data on client experiences, their access to services and integration pathways. This will bring together the JCDB and other partner databases and direct beneficiary accounts (through interviews, case studies and group work) to identify key integration pathways and case studies. This will enable us to gather information on the holistic impact of the service, for example, how health, including mental health, impacts on other integration domains.

13. Recommendations

13.1 Home Office

- To allow early intervention and prevention, the Home Office should work with Scottish Refugee Council and other stakeholders to ensure smooth transition from the termination of asylum support.

13.2 Scottish Government

- The Scottish Government should use the learning of the Holistic Integration Service to inform the implementation of *New Scots – Integrating Refugees in Scotland’s Communities*.
- The Scottish Government should use the learning of the Holistic Integration Service to inform wider strategies and policies that have direct relevance to the integration of refugees, e.g. the *Mental Health Strategy for Scotland 2012-2015*³⁸ and the *Adult Learning in Scotland Statement of Ambition*³⁹.

13.3 Local Authorities

- Local Authorities should ensure that local services (including education, sport and leisure) are accessible to new refugees and that they maximise opportunities for building social connections between migrants and also with the established residents.
- Local authorities should take note of the changing population profiles when planning services, recognising that for the past few years the majority of new refugees have been single men in their twenties and thirties.

13.4 Housing Providers

- Ensure that new refugees are able to move on to suitable settled accommodation as quickly as possible, especially those people whose temporary accommodation situation is a barrier to take up of jobs and education
- New refugees in settled accommodation are able to benefit from housing providers’ wider services.

³⁸ <http://www.scotland.gov.uk/Publications/2012/08/9714>

³⁹ http://www.educationscotland.gov.uk/Images/AdultLearningStatementofAmbition_tcm4-826940.pdf

13.5 Department of Work & Pensions (DWP)

- To ensure early intervention and prevention, DWP should work with Scottish Refugee Council and other stakeholders to ensure smooth transition from asylum support to financial stability and employability.
- DWP should work closely with ESOL and other training providers to ensure that disruption to attendance at employment-related courses is minimised.
- DWP should work closely with ESOL providers to ensure that learners with below Access 3 English are provided with adequate support in progressing towards employment.

13.6 ESOL Providers

- In reviewing ESOL provision, colleges and other providers should design courses to both accommodate and address the complex needs of new refugees to: learn about the local culture as well as language; manage the stress of transition, make friends with other migrants and also established residents.
- ESOL providers should develop a shared accreditation system that recognises smaller steps of progress than the SQA system, and can be used by learners to demonstrate purposeful activity to DWP as well as provide accurate and useful evidence for employers.

13.7 Wider stakeholders

- Wider stakeholders should recognise the diversity and dynamism of refugees in their communities and use the learning of the Holistic Integration Service to inform their planning and service delivery.
- Service providers should work in partnership to ensure the provision of person centred services.

13.8 Holistic Integration Service Partners

13.8.1 Language assessment and ESOL courses

- Continue to ensure class provision meets appropriate language levels of new clients making adaptations as necessary.
- Continue to work towards smoother progression between courses for clients of all language levels, considering both internal and external partners' courses.

- Examine lack of take up of language courses to identify possible barriers to access.
- Offer ESOL courses to clients again at the three, six and/or nine month review when other integration issues have been addressed.
- Look for creative solutions to address barriers to take up of courses.

13.8.2 Housing

- Continue to liaise proactively with housing providers and Glasgow City Council Homeless Services to advocate for refugees' needs in temporary and settled accommodation.
- Continue to lobby for a speedy move on to suitable settled accommodation, especially for those people whose temporary accommodation is creating a barrier to their take up of jobs or education.

13.8.3 Access to benefits, increasing employability and access to work

- Continue to monitor changes in the service and use evidence to inform the implementation of *New Scots – Integrating Refugees in Scotland's Communities*.
- Continue to monitor Benefit 'sanctioning', and build knowledge and understanding amongst refugees to avoid this.
- Consider extending the 'Volunteer mentors for employment' scheme (currently used in the women's project run by the Bridges Programme) to HIS programme clients.
- Plan for employability support and progression for refugees with English language level below Access 3

13.8.4 Health

- Learning partners, develop case studies on complex cases which have required enhanced support due to health issues.
- Continue to build learning and understanding within the project of best practice to support those with mental health needs and create a service that maximises impacts for positive mental well-being.

13.8.5 Supporting social connections

- Partners to audit the impact of their service on building social connections and develop strategies for maximising the positive impact on social connections of each aspect of provision of the HIS programme.
- Be more proactive in reaching out to those who are more isolated or less confident in regularly contacting the service.
- Build on relationships with community and grassroots groups, and other organisations that can help develop social connections.

13.8.6 Community of practice

- Partners to continue to build a learning community and use this to improve practice and service delivery for new refugees.
- Partners' agenda continue to be informed by the Community of Practice and beneficiaries' experiences.
- Consider inviting guests from external partners to attend specific sessions of the community of Practice (for example someone from Housing.)
- The Joint Management Board share integration issues identified by colleagues and use these insights to become an effective Impact Network.
- The partnership continues to model this for wider stakeholders and encourage engaging in similar ways.

13.8.7 The 'early intervention' principle

- Consider carefully the need to maintain a fourth case worker on the SRC team to ensure initial assessment within 28 day period.
- Continue to offer a range of courses to those in temporary (especially hostel) accommodation who can benefit from the constructive activity with preventative mental health benefits during this time of uncertainty and disruption.

13.8.8 Use of resilience-critical typology

- Review the use of the typology and how this is contributing to practice – identify the extent to which it is supporting problem prevention
- Partners continue to refine their usage of the assessment typology and the recognition of refugee resilience.

13.8.9 Information sharing

- SRC to arrange capacity for regular update, analysis and incorporation of data from partners - to inform work with clients; and assure availability for overall learning and evaluation of the project.
- All partners to ensure the sharing of information to contribute to the learning and development of the overall service
- The Community of Practice to establish appropriate communication systems to enable individual client work to be as connected as possible
- Partners to ensure their own evaluation activities can contribute and feed into the wider project evaluation.

13.8.10 Enhancing the partnership

- Introduce more structured feedback from partners to Integration Advisers linking in to client reviews.
- Build in more opportunities for shadowing between frontline staff to improve the knowledge and understanding of the diversity of each other's roles.
- Continue to streamline services to avoid clashes between different aspects of HIS provision
- Increase knowledge and referrals to external partners
- Continue to share opportunities for 'in-house' training with other partners as appropriate.
- As lead partner Scottish Refugee Council takes responsibility for ensuring the above recommendations are taken forward



Community Conference on Education (January 2014)

14 APPENDICES

Appendix 1: External context of the HIS programme

The design, development and initial delivery of the Holistic Integration Service has been at a time of major UK and national policy initiatives. The move away from an integration agenda by Westminster has been in contrast to that of the Scottish Government. Welfare to Work and Welfare Reform have had a significant impact on all communities and new refugees. Whilst some reports e.g. the Response to the Christie Commission report, set an agenda for partnership working and sustainability, others do not necessarily seem to seek to address social exclusion or inequalities. The New Scots integration strategy has been positive development, however a number of significant pieces of research and policy in Scotland have overlooked the experience of refugees. For example, the Mental Health Strategy 2012-15⁴⁰ makes no reference to the diversity and dynamism of Scotland's population or experiences of refugees.

Whilst Glasgow City Council has been positively engaged with refugees' issues for over a decade, the mental health of refugees was missing from the Glasgow Centre for Population Health 'Mental Health in Focus' report⁴¹. There has been positive recognition of refugees in Greater Glasgow & Clyde Health Boards Equality strategy; however the opportunities for refugees informing wider work have only begun to be investigated. The work by health improvement is a positive example of this.

The Self Directed Support (Scotland) Act 2013 contains draft statutory guidance is expectations that local authorities publish their eligibility criteria for access to social work services in consultation with wider stakeholders in NHS, voluntary and independent sectors. Glasgow City Council Social Work Services to date have applied a range of different eligibility criteria for access to social work services across a range of different adult age groups and client groups. GCC consulted in this in autumn 2013 and Scottish Refugee Council responded as to how the Holistic Integration Service assessment typology and service model could inform its implementation of the National Eligibility Framework. The opportunities for work across City Wide Joint Planning Groups in Glasgow to ensure equitable Access to Social Care Services are great if statutory bodies recognise this opportunity.

As many refugees are based in Glasgow the response of the local authority and wider statutory bodies are critical to integration. Glasgow Community Planning Partnership's vision⁴² is of a "*Glasgow that is a thriving, inclusive and resilient city – a city where all citizens can enjoy the best possible health and wellbeing and have the best opportunities to meet their potential.*" The Single Outcome Agreement has

⁴⁰ <http://www.scotland.gov.uk/Topics/Health/Services/Mental-Health/Strategy>

⁴¹ http://www.gcph.co.uk/publications/284_mental_health_in_focus

⁴² <http://www.glasgowcpp.org.uk/CHttpHandler.ashx?id=15989&p=0>

identified three outcome areas that it will measure progress against in achieving this. Whilst this aspiration chimes with the overarching aim of the Holistic Integration Service it is unknown how the three priority areas of: alcohol; youth employment and vulnerable people will include refugees. Refugees are mentioned in the latter category however it is unclear how an equalities approach will be taken.

Nevertheless the participation of Scottish Refugee Council in ongoing strategic meetings and events has ensured the experience of refugees is kept on the agenda, a CPP 'Thriving Places' event in November 2013 recognising: "*An asset-based approach focuses on the capacity, skills and strengths in a community rather than a 'needs'-based or 'deficit' approach which looks at the weaknesses and problematic issues...*". The event report ⁴³noted this approach could include a focus on community capacity building and working with community anchors; a focus on co-production between communities and organisations and activity to build social capital and empower communities. These approaches underpin the Holistic Integration Service, as exemplified by its community conferences, amongst others. The delivery and learning of HIS therefore is an opportunity to influence these outcomes and wider strategic agendas at community, local and national levels.



Workshop feedback session at Community Conference on Health (February 2014)

⁴³ <http://www.glasgowcpp.org.uk/CHttpHandler.ashx?id=18158&p=0>

Appendix 2: Joint Client Database – Implementation Calendar

April 2013	Housing
Mid-September 2013	Health and Education (including self-assessment question)
Mid-October 2013	Employment (including self-assessment questions)
October 2013	Self-assessment questions for housing
November 2013	Social Connections (including self-assessment questions)

This case management system was developed from February 2013 till March 2014. This involved the development of new coding and functional aspects that would assist on capturing integration progress. The aim was to produce a system that not only measured agency activity, but beneficiaries experiences achieving their goals and outcomes. Coding for different domains was developed in consultation with a number of agencies:

- Health: Greater Glasgow & Clyde Health Board;
- Housing/homelessness: Glasgow City Council and Glasgow Homelessness Network (and Welsh Refugee Council);
- Education: Education Scotland; WEA Scotland
- Employability: Glasgow Works;
- Welfare Rights: CPAG Scotland, Easterhouse Citizens Advice Bureau and Glasgow City Council
- Financial Capability: Toynbee Hall
- Social Connections: Queen Margaret University

As well as integration domains that can provide insights into social policy areas, the case management system has been developed to support needs assessment. Like the Holistic Integration Service it aims to capture refugees' resilience by synthesizing the Enhancing Vulnerable Asylum Seekers Protection project, Housing Support Enabling Unit Better Futures outcome tool and the National Eligibility Criteria for adult social care services.

The development process was an iterative approach. Scottish Refugee Council is sharing their learning with refugee agency colleagues in England and Wales and will use the learning from the Holistic Integration Service to develop the case management system.



Community conference on health – evaluation

Appendix 3: Advocacy Work in Year 1

The Holistic Integration Service collects information on the experience of refugees when trying to access statutory services and aiming to exercise their rights. In the first year of the service, the Holistic Integration Service started presenting this set of evidence to key stakeholder with the aim to influence for positive changes. Although advocacy priorities focused on housing/homelessness, access to welfare rights and poverty, the Holistic Integration Service will have a wider role as part of the implementation of *New Scots – Integrating Refugees in Scotland’s Communities*.

New Scots – Integrating Refugees in Scotland’s Communities

All partners had existing relationships with the Scottish Government and had the opportunity to participate in the development of the New Scots integration strategy.

Whilst this was in initial discussion during the inception and design phase of HIS, a core working group was convened comprising the Scottish Government and COSLA Strategic Migration partnership, Scottish Refugee Council and a range of other partners, notably refugee community representatives. During the strategy’s development all partners had the opportunity to inform and participate in thematic working groups. The ethos of the strategy was also influenced by HIS: a focus on learning, identifying opportunities for partnership, early intervention and prevention agenda and recognising the self -agency and resilience of refugees. This approach is reflected in strategy outcomes.

‘New Scots – Integrating Refugees in Scotland’s Communities’ was developed by the Scottish Government, COSLA and Scottish Refugee Council and was published in December 2013. The strategy’s implementation will be from 1 April 2014 to 31 March 2017, corresponding with Year 2 and 3 of the Holistic Integration Service.

Findings from the Holistic Integration Service will be shared at each meeting of the Core Group responsible for the implementation of the strategy. This group also includes representatives, Scottish Refugee Policy Forum, Refugee Women’s Strategy Group the Home Office, DWP, NHS, Police Scotland, Education Scotland and other statutory stakeholders.

Housing

Scottish Refugee Council meets bi-monthly with Glasgow City Council Homeless Service to:

- Share information on organisational changes;
- Share information on refugees experiences in homelessness and related issues e.g. health, financial inclusion, employability etc;
- Improve planning of and provision of homelessness assistance provided to refugees;
- Improve quality of housing options for refugees;
- Link with the HPIG action plan on specific activities that are relevant to refugees.

Such meetings started in summer 2012, prior to the beginning of the Holistic Integration Service. From 1 May 2013 to March 2014, Scottish Refugee Council and Glasgow City Council met 6 times.

Scottish Refugee Council is also a member of the Glasgow City Council Homelessness Implementation Group (HPIG) which oversees performance of the Council's homeless services and develop an action plan for improvement. The Group met 5 times from May 2013 and March 2014. This group held a development day in February 2013. This strategic working group attended by senior officers in homelessness, social work, health, housing and regeneration explored the experience of new refugees to gain insights into the best ways of addressing systems and structural weaknesses in response to homelessness in the city. There was a recognition by attendees that the HIS approach identified many unique opportunities for working to address refugee homelessness, but also universal benefits for the wider homelessness population. A shared understanding of assessment criteria, action planning and goal setting, fitting well with city's agenda to address long term homelessness, inform the housing support duty and increase housing options.

Glasgow City Council has now temporarily increased its stock of temporary accommodation (through the use of hotels) leading to a significant decreased number of refugees sleeping rough or sofa surfing.

For next year the priority will be to:

- Confirm the apparent progress despite Glasgow 2014 Commonwealth Games
- Influence Glasgow City Council Homeless Services Review which aims to be completed by the end of 2014.
- Influence the implement the Housing Option approach for refugees

Education/ESOL provision

WEA Scotland took Access 2 HIS learners to an adult learning, organised by Scotland's Learning Partnership. The purpose of the day was for Mike Russell, Cabinet Secretary for Education and Lifelong Learning, to meet adult learners in Scotland in his capacity as chair of the recently established National Adult Learning Forum. Learners shared their experiences, challenges and successes.

Scottish Refugee Council, Glasgow Clyde College and WEA Scotland and are currently working closely to inform the consultation for a new ESOL strategy for Scotland. They will participate in a joint working group with Education Scotland to ensure that refugees and asylum seekers are able to achieve the English Language skills they need to successfully integrate with Scotland's communities. They have worked to inform the agenda and aims of the Glasgow Adult Learning Network especially learners experience of Jobcentre Plus.

Employment

The Holistic Integration Service collected information which evidenced that newly granted refugees experienced additional difficulties when:

- Applying for benefits and accessing benefit payments when the Home Office Support terminates
- Developing reasonable and individual 'Claimant Commitments' so they can start a meaningful job search and risks of future sanctions are mitigated. Combining job search with the need to learn English Accessing employability programmes.

Scottish Refugee Council presented this set of evidence to Jobcentre Plus and both agencies agreed to meet bi-monthly to implement activities to tackle some of the issues. Terms of reference will be developed for those meetings to define clear objectives and relates to the work required for the implementation of *New Scots – Integrating Refugees in Scotland's Communities*. Although there has been 2 meetings from May 2013 to April 2014, significant progress were made towards achieving some positive outcomes.

Jobcentre Plus and Scottish Refugee Council started developing training for Work Coaches on how to apply the Claimant Commitment to the needs and circumstances of refugees. Training should be delivered in June 2014 and will be evaluated.

Acknowledging that some of the issues faced by refugees relates to responsibilities of different departments of the DWP, Jobcentre Plus started a short-life working group for the development of a Refugee Customer Journey. The aim of the group is to write guidance on how DWP procedures should be applied for refugees, e.g. NINO allocation, process of benefits and benefit payments.

Scottish Refugee Council continued to attend the DWP Scottish Customer Representative Group. These meetings are an opportunity to receive updates from the Department on implementation of the Welfare Reform and raise general issues face by service users. During Year 1 of HIS, three meetings were participated in.

In October the Bridges Programmes highlighted the Holistic Integration Service at the European Resettlement Network round table event. A Scottish perspective based around the business case for diversity in the workplace was made, a key learning point being the need for a holistic approach: "One size does not fit all, mainstream agencies struggle with this"

Welfare and financial stability

In November 2013 Scottish Refugee Council joined the Scottish Campaign on Welfare Reform to ensure that refugee Voices are heard on welfare reform issues. In December, they provided a response to the Expert Working Group on Welfare's Call for evidence.

In addition, Scottish Refugee Council made recommendations to respond to the specific needs and circumstances of refugees, e.g. financial support to asylum seekers is delivered through whatever mainstream benefits system is set up, rather than through a separate, complicated and stigmatising system such as that which currently exists and a future Scottish welfare and asylum system should support people seeking asylum to integrate from the moment of their arrival to the benefit of both the individual and host community, as stated in the Scottish Government Integration Strategy, *New Scots – Integrating Refugees in Scotland's Communities*.

Scottish Refugee Council attended and contributed to Glasgow City Council's Financial Inclusion Strategy Consultation Event in December 2013, ensuring that refugee and asylum issues were fully expressed and noted down. As a result, they were asked for increased involvement in the GAIN network.

Health

HIS partners identified that registration with of asylum seekers and subsequently refugees had fallen dramatically since new Home Office contracts with Serco/ Orchard & Shipman had been implemented. Scottish Refugee Council integration research⁴⁴ had found registration levels to be high (96% registration), however their integration services had found this had dropped to 81% in September 2012. By working with Greater Glasgow & Clyde Health Board to review systems and processes registration levels of new refugees rose to 95% by the time of HIS commencement date in May 2013.

Work with homelessness health services led to the setting up of the short-life working group 'Refugee Integration Pathways' which aims to map how refugees access health care from arriving in Scotland to receive a decision on their asylum claim. Through that exercise, the group identified good practice that leads to a fast access to health care but also areas of improvements to limit the risk of disruption of care, The group will finalise the pathway map and an action plan to take forward activities to address challenges and opportunities once the group dissolves. The work in this area (and HIS community conferences) has led to a peer education health project which aims to address the potential assimilation into poor lifestyles by refugees and identify opportunities for sharing positive behaviours with the wider community.

⁴⁴ ['In search of normality: Refugee Integration in Scotland'](#) Gareth Mulvey, Scottish Refugee Council January 2013

Poverty - Glasgow Poverty Leadership Panel action plan

Scottish Refugee Council are actively involved in the work of the “All in...” service user involvement stream of the Glasgow Poverty Strategy. Scottish Refugee Council participated in 3 meetings of the group and became members of the group’s steering panel. HIS/SRC contributed to the first “flash survey” of service users designed to measure service users’ experiences of and opinions about poverty in Glasgow. Specific refugee and asylum issues relating to integration and destitution were highlighted in the final report of the group as a result.

On 4 December 2013, Scottish Refugee Council participated in the Service User Involvement group and influenced the focus of the next flash survey on housing, something which was highlighted in the first survey as a significant cause of poverty amongst refugees.

Appendix 4: Scottish Refugee Council Internal Evaluation Report: Community Engagement Seminars

Four community conferences were delivered from November 2013 to February 2014. These events were planned, delivered and evaluated in partnership with the Scottish Refugee Policy Forum, an independent refugee led umbrella organisations of Refugee Community Organisations which aim to identify a common purpose and develop an independent, representative and collective voice. Scottish Refugee Council and Scottish Refugee Policy Forum formed a planning group which oversaw the development of the conferences.

Based on recurrent feedback from refugee community organisations and from people who accessed Scottish Refugee Council's Asylum and Refugees Services, the following objectives were determined for these events:

- Asylum seekers and refugees receive information on their rights, responsibilities and options.
- Asylum seekers and refugees have space and time to raise issues and share experiences
- Representatives of refugee organisations distribute information with their members more effectively
- Service providers receive information on how to improve ways to deliver their services
- Build links and develop relationships between service providers and grassroots groups and communities

Throughout the planning and delivering of each event, we collected quantitative and qualitative information to measure if we met our objectives and what needed to be improved. Learning after each event enabled small adaptations to be made for the next one but the overall learning of the series of event will be used to establish the programme of work we do with community within the Holistic Integration Service next year.

Participation

Four events took place between November 2013 and February 2014 covering the 4 four means and markers of integration⁴⁵: Housing, Employment, Education and Health. Between 43 and 55 people came to each event, the best attended being the one on Employment.

Participants came on an individual capacity or representing a community organisations, for the latter, between 8 and 11 Refugee Community Organisations were represented at each event.

⁴⁵As in Ager and Strang Framework of indicators of integration , 2008

Interpreters and childcare was provided to promote participation by most people⁴⁶. A group was noticeably missing; the Chinese community was not well represented. One Chinese participant who came to one event said that her community did not know about the event but was adamant that there is a need for such information to be distributed throughout the Chinese community. Additional effort needs to be made by services to reach out to this community especially that this is one of the 3 largest communities amongst asylum seekers and refugees.

A total of 19 statutory and third sector services took part in the events to share information about their services and inform people about their rights and entitlements. During the organisation of the events, the Planning Group was overwhelmed by the positive response of services to contribute to the events. It was disappointing that Orchard and Shipman, the asylum housing provider were unable to attend the workshop on housing during the asylum process.

Service providers present at the conferences:

- Easterhouse Citizens Advice Bureau
- ESOL Network
- Ethnic Minority Law Centre
- Gathered Together Project
- Glasgow City Community Health Partnership Health Improvement Team
- Glasgow City Council Homeless Services
- Glasgow Clyde College
- Housing associations – West of Scotland Housing Association and the Wheatley Group
- Jobcentre Plus
- Jobs and Business Glasgow
- Mental Health Foundation
- NHS Greater Glasgow and Clyde Health Board
- Police Scotland
- Scottish Refugee Council
- Skills Development Scotland
- The Bridges Programmes
- The British Red Cross
- Volunteer Glasgow
- Workers Educational Association Scotland

⁴⁶ Scottish Refugee Council thanks Skill Development Scotland and NHS Health Scotland for supporting the Education and Health Conferences and enabling us to cover those additional costs.

Feedback from participants

Feedback from participants and service providers were collected in multiple ways in order to give the highest opportunity to everyone to share their views about the event.

All participants were given evaluation forms to fill in and some were also interviewed throughout the day by a member of the Scottish Refugee Policy Forum.⁴⁷ At the last conference on 'Health', participants were also given Evaluation targets to fill in (see appendix).

Questions asked to participants in the evaluation forms were as follow:

Q1 - What are the 3 things you've learnt?

Q2 - How will you use and share the information you've learnt?

Q3 - Was today what you expected and what can we do better?

Interviews with participants were semi-structured and were based on the same questions.

Service providers were sent an evaluation form, after the event, most of them returned it with useful comments.

Housing (23 forms returned)

Q1 – 3 people stated they learnt nothing as they already knew the process, they did however enjoy coming and share their views. 1 person shared their concern about believing if the information given was truth. Everyone else was able to state specific pieces of information that they learnt, e.g. number of housing associations in Glasgow, differences between Council and Housing Association housing, housing rights and the need for cooperation.

“Today it’s a good opportunity for us to express our concerns and difficulties and I learnt useful information about how to find secure accommodation.”

“[it was the] opportunity to express my own and community group issues and learn new info from others.”

Q2 – two participants stated that they will not share the information because they either don't trust it or don't think it is important. Most other participants have stated their will to share the information informally to friends, go to drop-ins attended by asylum seekers and refugees or to discuss the information with members of their community group.

⁴⁷ This did not happen at the education conference, due to technical problem with the audio recorder.

There is however no clear mention of how sharing information can effectively happen in practice. It is known that RCOs have difficulties to meet and communicate effectively with their members.

Q3 – The biggest area of improvement or the main comment shared by participants are their concerns about how their views will be shared with relevant agencies and how things can be taken forward to improve the situation of asylum seekers and refugees.

Employment (19 forms returned)

Q1 – people were able to state clearer pieces of information and no one seems to have left without new information. The key learning points seem to be around the benefits of volunteering (work experience and opportunity to improve language skills even for beginners), how to prepare for a job search, how to start a business and more importantly that services are there to advice on that.

Q2 – Again participants stated their will to share the information informally to friends, groups they attend and members of their community organisations etc.

Q3 – Comments this time are very positive, people seemed to have received the information they were looking for. The main comments for improvement relate to the need to ensure that the actions identified throughout the day are taken forward and that more services should be there, e.g. employers and education providers.

“Yes it was as I expected. Putting everything into reality so there won't only be theory.”

Education (15 forms returned)

Q1 – everybody (but one person who shared their disappointment with the event) stated clear learning points. People learnt about what services can provide, how they can support them to access education they aim for as well as financial support (e.g. how to access child care, fee waivers etc.)

“My most important part was to know about my education and I obtained information through the day about my UCAS application - about SAAS and also about the possibility of getting fee support.”

“I have got more information about how to apply for courses. I have found people (stake holders) that can answer my questions. I differentiate which organization (stake holder) is more concerned with my personal care.”

Q2 – Again participants stated their will to share the information informally to friends, groups they attend and members of their community organisations etc.

Q3 – the main improvement suggested was to have more services present on the day and inform participants when they register about which organisations will be there so they can come prepared with questions.

Health (9 forms returned)

Q1 – the key learning points are about specific health services delivered by the NHS, e.g. Sandyford or Mental Health Services, the right to access health care and the right to have an interpreter.

“To talk to your GP about your problem. To be able to share my views. Not to be intimidated, info gives me confidence.”

Q2 - Again participants stated their will to share the information informally to friends, groups they attend and members of their community organisations etc.

Q3 – again people shared very positive comments about the event and ask to be told about events like this in the future.

At the health conference, another tool was used to collect people’s feedback on the day. We used Evaluation Target where people rated their views on different aspects of the events. The targets give a good visual of the strength and weaknesses of the event. People have rated to be well on target what they learnt and their interaction with the agencies they met during the day. It is interesting however that the opportunity to meet agency was not so well rated. This may corroborate some statements made in other events about the need to have more agencies present. The pace of the day was the main thing that people felt less satisfied with.

Learning from staff and volunteers involved in the planning and delivery of the events

After three out of the four events, staff, volunteers and SRPF members who were involved in the delivery of the event, were invited to a debrief sessions. From the sessions we were able to identify key learning points.

Knowledge

- more information about agencies, more specifically the role and remit of EMLC, JBG, BP and accessing their service. Know how to signpost people.
- that the Conference is a positive activity to report to the Jobcentre adviser
- High interest from asylum seeker and refugees to work
- Surprise about what people don't know – we need to target information
- Health improvement services

Skills

- how to advise beneficiaries who may consider setting up a business
- Lack of experience of agencies of working with interpreters and in community settings
- Facilitation skills and team working
- Learning through group settings
- Scribing skills and gathering feedback
- Communication skills - Useful leaflets are those developed with patients

Increased awareness and needs

- there is a need for more training e.g. confidence building and support refugees to move towards employment
- Stronger understanding that lack of childcare is a barrier to employment, volunteering and setting up a business.
- Learn from delegates – needs but also ideas
- Challenges in understanding information being distributed – volume and jargon
- The lack of knowledge from participants about key services e.g. Sandyford
- Need for events/workshops on family dynamic/ tensions/ isolation

Planning group's learning

- Team working as a planning group but also with colleagues at each event
- How to make a plan and define objectives collectively
- How to identify criteria and tools to evaluate the project
- The need for strict discipline and commitment to the project. This is essential to make sure that the things we plan happen. Discipline is not something that organisations have or manage to have – problem of capacity impact on implementation of commitment

- How to publicise an event, use multiple ways and collaborating with partners
- Ongoing reviews and adaption – each next event was adapted as per feedback from delegates and organisers
- Partnership working, sharing tasks and understanding the limit of each other's capacity

Organisational benefits

- Supported SRPF committee members to get to know each other better
- Created more interaction between SRPF and its members

Looking at the data collected during the evaluation, the planning group agreed that most of the objectives were met. The two key challenges that remain is how to ensure that the learning and information learnt during the events is distributed through communities and how will the actions be taken forward by RCOs and other stakeholders. Scottish Refugee Council is currently writing a report on the conferences that will be shared with RCOs and stakeholder who took part. This will be the basis of action planning with them.

Appendix 5: HIS Partners ‘mapping’ of contributions to social connections from Partner Learning Day, April 2014

Type of Connection	Specific example	Notes/remarks/cases
BONDS	Friendships within groups	<ul style="list-style-type: none"> • Create positive friendly environment
	Gender relationships	<ul style="list-style-type: none"> • Help clients to understand cultural differences
	Protective bonds across gender/age and other protected characteristics	<ul style="list-style-type: none"> • LGBT refugees have been linked into grassroots support group and wider networks
	Clients make friends through joining the groups below	<ul style="list-style-type: none"> • Kurdish refugee is developing a refugee community organisation
	BRC support through Family Reunion project	
	Access to family support agencies	<ul style="list-style-type: none"> • Links established with Parent Network Scotland: may inform a Year 2 seminar
BRIDGES <i>Bridging friendships</i>	x-cultural friendships through mentoring	<ul style="list-style-type: none"> • More opportunities to link up with Scottish people are needed
	x-cultural friendships through volunteering	<ul style="list-style-type: none"> • All new refugees and asylum seekers offered the opportunity to participate in monthly volunteering information session facilitated by SRC in partnership with Volunteer Glasgow
	Teach x-cultural knowledge – supports the development of relationships	<ul style="list-style-type: none"> • Opportunity for new refugees to participate in SRC heritage project ‘A View from Here’
	Maryhill Integration Network	<ul style="list-style-type: none"> • “If a client is living in Maryhill and hasn’t been to the Maryhill Integration Network they hate Maryhill. If they have been there, they love Maryhill!”
	Other Integration networks	
	Volunteering opportunities	<p>As above and:</p> <ul style="list-style-type: none"> • A HIS beneficiary has went on to volunteer as a general adviser at Citizens Advice Direct.
	Sports teams (e.g. GAU)	
	Venture Scotland (outdoor pursuits)	

Type of Connection	Specific example	Notes/remarks/cases
	Places of worship	
	Community Drop-in services	<ul style="list-style-type: none"> NB Many community organisations provide particular services + the opportunity to develop friendships
& Community support	Churches (ESOL/food banks/clothing/IT access etc)	
	Activities for children	
	Counselling	<ul style="list-style-type: none"> Scottish Refugee Council have developed links with Parents Network Scotland to explore the needs of families
Access to services	Libraries; including Glasgow Women's Library	<ul style="list-style-type: none"> Dialogue opened with GWL: referrals made for assistance re numeracy/literacy for refugees and women who may be the dependents of main applicants.
	TARA (Trafficking Awareness Raising Alliance)	
	COMPASS Team (Access to mental health services for asylum seekers and refugees)	
	Referral to health professionals	
	Range of employers through work experience	
	Citizens Advice Bureau	<ul style="list-style-type: none"> Easterhouse CAB provides in reach service in partnership with SRC's welfare rights work
	Skills Development Scotland (SDS)	<ul style="list-style-type: none"> Scottish Refugee Council refers HIS beneficiaries to access more information on the Education system in the UK. SDS also participated and supported the Community Conference on Education.
	Positive Action in Housing	
	Attending conferences	<ul style="list-style-type: none"> BP clients contributed to discussion with Glasgow Life re 'The Hub' sport & gym membership

Type of Connection	Specific example	Notes/remarks/cases
LINKS	Political awareness	<ul style="list-style-type: none"> HIS beneficiaries participated in SRC's referendum themed AGM (Jan 2014): target group for ongoing Engaging with the referendum project. Future partnership opportunities identified with WEA re political education
	Met with Community Safety Police	<ul style="list-style-type: none"> Since SRC facilitation of Police Scotland participation in community conferences WEA & BP have input from PS in their life skills classes.
	Visit to Courts to learn about legal system	
	Visit to Parliament	<ul style="list-style-type: none"> WEA Scotland facilitated a visit to Parliament for their learners who met with Mike Russell, Cabinet Secretary for Education and Lifelong Learning
	Meeting with local MSP	
	Visits to cultural venues free of charge	<ul style="list-style-type: none"> Refugees provided with opportunities to attend or participate in cultural events throughout the year e.g. Glasgow Film Festival (2-16 February)
	SRC Media gives clients a voice	<ul style="list-style-type: none"> HIS beneficiary has begun placement at Scottish Refugee Council as Digital Communications & Information Volunteer
	Involvement in research projects gives people a voice	<ul style="list-style-type: none"> HIS beneficiaries involved in Poverty Action Plan 'Everyone In' work (questionnaires and focus groups)

Appendix 6 – Case studies

2013 Quarter 1 cohort

Case Study 1

Reference: 5144445

Case selection

This case is representative of the experience of newly granted refugees for the first three months after being granted status and who are assessed as guidance.

Case Summary

- Mr M is a 42 year old male from Guinea. He has been in Glasgow for six years and has well established social connections.
- On 10 May 2013, he was granted Refugee Status and his support from the Home Office stopped as result on 06 June 2013.

Early intervention/prevention

- On 14 May 2013, he attended his Initial assessment at Scottish Refugee Council during which his adviser arranged an appointment with the Job Centre, arranged an appointment with Glasgow City Council Homeless Services before his eviction from Home Office accommodation and contacted the Home Office to ask Mr M's case-owner to request a National Insurance Number (NINO) to DWP.
- On 21/05/13, he attended ESOL employment assessment at City College.
- 22/05/13, he attended his full assessment with Scottish Refugee Council. His adviser informed Glasgow City Council Homeless team that Mr M has two offers of employment when the support from the Home Office stops and that therefore a Temporary Furnished Flat would be the only affordable accommodation. His adviser also checked the process of his benefit claim with the Job Centre.
- On 28 May, 9 days before his eviction, Mr M received the visit of a homeless caseworker who took and accepted his homeless application. The homeless caseworker was given all relevant information about Mr M's circumstances.
- On 07 June 13, his adviser completed and posted his application for Travel documents.

Partnership

- On 11 June, Mr M was referred to the Bridges for employment support.
- On 09 July 13 he was offered accommodation at Queens Park Hotel. Mr M is unhappy that there is a curfew and that he has to stay there every night.

- On 22 July 2013 Mr M called to inform he has lost his bed space at Queens Park Hotel as he stayed out for two nights. His adviser explained to him that due to the pressure on demand of temporary accommodation, Glasgow City Council cannot allow people not to use allocated bed space.

Sustainability

- On 1 August 2013 Mr M secured tenancy with GHA.
- On 06 August 2013 Mr M started work in a Care Home.
- On 13 August 2013, Mr M attended an appointment with Scottish Refugee Council's Welfare Rights Adviser to ensure he understands and receives the benefits he is entitled to furnish his new home and be able to manage his rent in the long term.
- On 7 October, Mr M informed that he started a full time contract with his employer.
- On 20 November, Mr M attended his 6 month review with Scottish Refugee Council and was assessed as resilient by his adviser.
- On 17 December 13, Mr M received his Travel Document.

Initial assessment typology

Guidance – due to the long period of time Mr M has lived in Scotland and the social connections he has with his community, other refugee community organisations and services, he has a long experience of volunteering in social care and has good English skills.

Case Study

Mr M is a 42 year old male from Guinea. He has been in Glasgow for six years and has well established social connections. He volunteers for several hours a week and he speaks English and French and does not require an interpreter. He was granted status on 10 May 2013 and his support from the Home Office ended on 06 June 2013.

He attended his initial assessment at Scottish Refugee Council on 14 May 2013. As part of the initial assessment he was given advice and information in relation to housing; accessing private rented accommodation, housing associations and how to apply, implications of refusing an offer, making direct housing applications, role of statutory services, making a homeless application, what constitutes a reasonable offer and how the Holistic Integration Service can support him. He was also given advice and information in relation to finance and benefits; entitlement to benefit, how to claim and his signing requirement. He was also advised about access to health services.

In addition to this his caseworker dealt with Mr M's initial presenting issues. The caseworker arranged an appointment with Jobcentre Plus. He sent an email to Glasgow City Council Homeless Service to request a home visit and also an email to Home Office following up his national insurance number.

On the 22 May 2013, Mr M attended his full assessment at Scottish Refugee Council. His caseworker called Jobcentre Plus who stated that the Job Seeker Allowance (JSA) claim had been received and his national insurance number has been provided. His caseworker also informed Glasgow City Council Homeless Services that Mr M is very likely to receive two offers of employment when his support from the Home Office stops and a temporary furnished flat would be the only affordable accommodation.

A referral to the Bridges Programme was made on 11 June 2013 and travel documents were completed on behalf of Mr M by his adviser at Scottish Refugee Council.

On 09 July 2013, Mr M was offered accommodation at Queens Park Hotel however he was unhappy with the accommodation as he has to stay there every night and there is a curfew. On the 16 July 2013 Mr M said to his adviser that he needed to go to Aberdeen. He has been advised by the HAC that he will lose his bed space if he stays out of the accommodation. His adviser confirmed that was the right advice as due to the pressure on demand of temporary accommodation, Glasgow City Council cannot allow people not to use allocated bed space. Mr M stayed out of his accommodation and on the 22 July 2013 he rang to inform that he lost his bed space.

On 1 August 2013, Mr M secured a tenancy with Glasgow Housing Association and on 6 August 2013 he started work in a Care Home. His adviser arranged an appointment for 13 August 2013 for him to see the Welfare Rights adviser at the Scottish Refugee Council to receive support and advice in relation to benefits to ensure he take a good start with his new tenancy and new job.

Update as of 31/10/2013

Mr M was offered several appointments with SRC Welfare Rights Adviser due to his ever changing work timetable.

He eventually met the adviser on 27 August 2013. SRC Welfare Rights Adviser explained him the impact of his work on his entitlement to benefit. As Mr M's contract was a zero hour contract, his entitlement and risk of overpayment were uncertain.

Our adviser contacted the Housing Benefit Office to inform him of his change of circumstances. She also phoned the Job Centre and was advised that Mr M should provide them with his first payslip so they can estimate his entitlement.

On 7 October, Mr M phoned to inform that he had now a full time contract with his employer.

Sustainability – Housing / Employment / Financial Stability

On 18 October, he told SRC Welfare Rights Adviser that after he provided his payslip his Job Seeker Allowance and Housing Benefit stopped and he accrued rent arrears as a result. He informed however that he had taken the initiative to contact his landlord and arranged a repayment plan. Although his earnings do not make him eligible to Working Tax Credit, SRC Welfare Rights Adviser said she would explore more solutions with CPAG to help him repay his arrears quicker.

On 23 October, SRC Welfare Rights Adviser tried to contact Mr M to advise him that he could apply for Working Tax Credit as his application would be based on his income from last year. He would then need to inform HMRC of his change of circumstances when he receives the initial letter, this is to avoid overpayment of Working Tax Credit.

Feedback from beneficiary:

“It was difficult at the beginning because I didn’t know anything about how to apply for benefits and how systems worked in general. All I knew was information I heard from word of mouth, from the community, but it realised it was inaccurate. The advice and information I received from Scottish Refugee Council was a real eye opener.”

“It was very, very helpful to be supported by the Welfare Right Officer when I moved into work.”

Now I am very happy and things are good. I am working and hope not to need the Job Centre again.”

Update as of 31/01/2014

Having sent an application in June, Mr M was able to collect his Travel Document from the SRC on 17 December.

From Guidance to Resilient

On 20 November, Mr M attended his 6 month review. His adviser reviewed his assessment and concluded that he had progressed to resilient. He has a secure tenancy, is in full time employment and has good social connections. He hopes to

gain more skills to enhance his future employment prospects and intends to access in house training with BUPA. He feels financially stable and is taking steps to clear his rent arrears. Mr M stated that he is enjoying his life in Glasgow: his work, his home and his social connections.

Update as of 15/05/2014

On 17 December 2013 Mr M received his Travel Document. He will have a final review with his adviser in May 2014.

2013 Quarter 1 cohort

Case Study 2

Reference: 5241794

Case Selection

This case is representative of the experience of newly granted refugees for the first three months after being granted status and who are assessed as complex.

Case summary

- Mr K is a 33 year old single man from Iran. His English skills are not strong and he needs an interpreter to engage with services.
- Mr K arrived in the UK on 7 April 2013 and claimed asylum.
- On 2 May 2013, less than a month after he arrived in the country, he was granted refugee status and was notified that the support he was getting from the Home Office would stop on 29 May.

Early intervention

- On 9 May 2013, he attended an initial appointment with his allocated adviser at Scottish Refugee Council. During that appointment his adviser arranged an appointment with the Job Centre to start applying for benefits, he referred to Glasgow City Council Homeless Service and book an ESOL assessment with the Workers Educational Association.

Prevention

- On 15 May 2013, 2 weeks before his eviction from Home Office accommodation, Mr K attended an appointment with Glasgow City Council to apply for homelessness assistance.
- On 16 May 2013, Mr K attended a follow up appointment with his advisers at Scottish Refugee Council. His adviser assessed him as complex and referred him to the British Red Cross for enhanced support.
- On 29 May 2013, Mr K's support from the Home Office terminated.
- On 30 May 2013, Mr K came to Scottish Refugee Council and reported that he was not provided with temporary accommodation when he presented homeless the day before. Scottish Refugee Council's advisers escalated the issue to senior management at the Council as this constitutes a breach of legal duty from the homeless service. As a result of this action Mr K was provided with accommodation in the hotel IBIS.

- On 31 May 2013, Mr K came back to Scottish Refugee Council to complete his full assessment. His adviser explained his rights regarding homelessness and arranged a simple payment as Mr K does not have a bank account and could not receive his Job Seeker Allowance payment.
- On 6 June 2013, Mr K came back to Scottish Refugee Council for a follow up appointment. Mr K explained that he understood that he will stay at the IBIS hotel until 10 June. This creates him problems to open a bank account as banks don't accept his address as a fixed address. His adviser therefore had to arrange another simple payment.

Partnership and Sustainability

- On 12 June, Mr K started receiving support from the British Red Cross.
- On 24 June, Mr K started attending WEA classes.
- Between 14 June and 11 July, Mr K came repeatedly to Scottish Refugee Council to update his advisers on his housing situation and get simple payment arranged.
- On 12 August, Mr K came to Scottish Refugee Council to attend his 1st progress review.
- On 11 November Mr K attended his 6 month review with the Scottish Refugee Council.
- Mr K's family were granted a family reunion visa. His wife and son arrived in Glasgow on 28 November.

Initial Assessment typology

Complex - Due to Mr K level of English (access 2), short period of time spent in Scotland and his lack of social connection.

The case study

Mr K is a 33 year old single man from Iran. His English skills are not strong and he needs an interpreter when engaging with services. Mr K arrived in the UK on 7 April 2013 and claimed asylum. Less than a month after he arrived in the country, on 2 May 2013, he was granted refugee status and was notified that the support he was getting from the Home Office would stop on 29 May.

On 9 May 2013, he attended an initial appointment with his allocated adviser at Scottish Refugee Council. During that appointment his adviser arranged an appointment with the Job Centre to start applying for benefits. Mr K did not have a national insurance number yet so his adviser contacted the Home Office to check if it had been requested by his case-owner. During the same appointment, his adviser referred to Glasgow City Council Homeless Service and booked an ESOL assessment with the Workers Educational Association.

Mr K was able to meet a language assessor the following day and was assessed as being ACCESS 2. This makes him eligible to access classes provided by the Workers Educational Association.

On 15 May 2013, 2 weeks before his eviction from Home Office accommodation, Mr K attended an appointment with Glasgow City Council to apply for homelessness assistance.

On 16 May 2013, Mr K attended a follow up appointment with his advisers at Scottish Refugee Council. Due to Mr K level of English, the short period of time he spent in Scotland and his lack of social connection, his adviser assessed him as complex and referred him to the British Red Cross for enhanced support. During that appointment his advisers, found out that he was not registered with a GP and advised him about getting registered. He also started giving him general advice about benefits, housing, ESOL classes and gave him information about applying for travel documents.

On 29 May 2013, Mr K's support from the Home Office terminated. He had to present homeless as a result; he waited all day for accommodation but was eventually told that nothing was available. On 30 May 2013, Mr K came to Scottish Refugee Council to report the difficulties he experienced with Glasgow City Council homeless service. Scottish Refugee Council's advisers escalated the issue to senior management at the Council as this constitutes a breach of legal duty from the homeless service. As a result of this action Mr K was provided with accommodation in the hotel IBIS. Although Mr K was relieved to have accommodation, hotels are not recognised by banks as a fixed address and therefore, Mr K experienced problems opening a bank account.

On 31 May 2013, Mr K came back to Scottish Refugee Council to complete his full assessment. His adviser made he understood his rights regarding homelessness and arranged a simple payment as Mr K does not have a bank account and could not receive his Job Seeker Allowance payment.

On 6 June 2013, Mr K came back to Scottish Refugee Council for a follow up appointment. Mr K explained that he understood that he will stay at the IBIS hotel until 10 June. This creates him problems to open a bank account as banks don't accept his address as a fixed address. His adviser therefore had to arrange another simple payment.

On 12 June, Mr K started receiving support from the British Red Cross.

On 24 June, Mr K started attending WEA classes and had a learning action plan created. His course will last 10 weeks and is due to finish at the beginning of September.

Between 14 June and 11 July, Mr K came repeatedly to Scottish Refugee Council to update his advisers on his housing situation and get simple payment arranged.

Update as of 31/10/2013

Between the full assessment and the 3 month review with Mr K, his adviser liaised with partners, British Red Cross and WEA, to get feedback and update on how Mr K engaged with their service.

From Complex to Guidance

On 2 September, Mr K attended his 3 months review. His adviser reviewed his assessment and concluded that his was no longer complex but has move up to Guidance. Mr K completed his ESOL Access 2 with WEA and due to WEA move-on advice has moved to Glasgow Clyde College to take classes to reach Access 3 level. His confidence in speaking English has drastically improved and his adviser did not need to use an interpreter to conduct the appointment. He moved to more stable temporary accommodation and is registered to HomeFinder to bid for permanent housing. He does however needs some support for the latter. He is registered with a GP. He knows that his family is in Turkey and he receives support from the Red Cross Family Reunion Project. Mr K told his adviser that he is much happier and confident with his surroundings. He has had no problems with racial abuse and finds Glasgow people very friendly.

Feedback from beneficiary:

"I feel I have been helped greatly by Scottish Refugee Council. I am first of all very grateful to the service and to Tommy as I was not aware of my rights and entitlements at all.

I became aware of the Job Centre and the benefit claims. If it was not for Scottish Refugee Council I would not have known how to claim or how to open a bank account.

I also received help to register with the college which improved my language skills. I am grateful to have done ESOL.

Please feel free to contact me if you want to chat further about the service you have offered me."

Update as of 31/01/2014

On 11 November Mr K attended his 6 month review. His adviser reviewed his assessment and concluded that while his English, confidence and social connections have improved, he still requires some guidance to assist with integration. He therefore decided to maintain Mr K's assessment as Guidance.

His family's application for a visa in Turkey was refused, but Mr K's legal representative has appealed this decision. He is also waiting for a Travel Document to be issued. Mr K's English has improved considerably. He continues to attend an Access Level 3 course at Glasgow Clyde College. His current goal is to find full-time employment. He is in receipt of Jobseekers Allowance and is actively seeking any manual work. At present, Mr K is happy in his Temporary Furnished Flat. He hopes to be reunited with his family in order to make a new life in Glasgow and is waiting for them to arrive to seek permanent housing. Mr K stated that he is happy in Glasgow and has not experienced any kind of abuse. His English and confidence have improved to the extent that interpreters are no longer required.

Sustainability - Family Reunion

On 22 November, Mr K informed his adviser that his family have been granted family reunion visa to come to Glasgow.

On 28 November, Mr K's wife and son arrived and the family attended an appointment with their RIS adviser. They were informed of the option to move to a Temporary Furnished Flat with two bedrooms, but decided to stay in their present accommodation. The adviser arranged an appointment with the Citizens' Advice Bureau to advise the family on their eligibility for Child Benefit and Child Tax Credits. An appointment was arranged at the Jobcentre for Mrs K to arrange a National Insurance Number and to submit a joint Jobseekers Allowance Claim with her husband. A WEA assessment was also arranged for Mrs K. The adviser directed the family to Hillhead Primary School for their son since it's on their street. They were also advised to register with the same GP as Mr K.

Between 10-16 December, Mr K and his wife encountered financial problems. Their joint claim could not be processed until Mrs K had a national number and they only received the payment for JSA for a single person. Their RIS advisers supported them to rearrange National Insurance Number interviews and referred them Partick Social Work Services to provide financial support as well as to advise on nursery provisions. Over the course of several days the RIS adviser liaised with the social worker and the family, which resulted in Partick Social Work issuing the family with £30 and a voucher for a food bank.

Mrs K continued to be unable to access benefits as her National Insurance Number interview on 23 December was cancelled because she did not have her passport with her. She was unable to bring her passport to the interview as it had been sent to the Child Benefit Office. The RIS adviser was informed that Mrs K could bring a copy of her passport and she attended a National Insurance Number interview on 31 December. She was asked to come back to the office the following week to make sure her National Insurance number had been issued.

Update as of 31/03/2014

Mr and Mrs K did not come back to Scottish Refugee Council and will be due a final review in May 2014.



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