



# **A Study of Black Minority Ethnic (BME) Service User Distribution by Integration Network Area**

**October 2010**

## **Acknowledgements**

This report has been produced by Scottish Refugee Council with significant assistance from other partners. These include Integration Networks themselves, CoSLA Strategic Migration Partnership, Glasgow City Council Development & Regeneration Services and Corporate Policy departments, and the Glasgow Housing Association. Although data has been provided and refined with the assistance of the partners above the analysis and conclusions are those of the Scottish Refugee Council.

Scottish Refugee Council's mission is to help refugees build a better life in Scotland. The organisation was founded in 1985 to provide advice and assistance to people seeking protection in under the terms of the 1951 UN Convention on Refugees.

Scottish Refugee Council:

- Delivers direct services to refugees and asylum seekers;
- Works in partnership with a huge range of voluntary and statutory organisations across Scotland; building their capacity to deliver appropriate services to asylum seekers and refugees through joint programmes of work.;
- Provides specialist information, training and support to other organisations; and
- Lobbies and campaigns for appropriate changes to policy and practice relating to asylum seekers and refugees.

## Contents

<b>Executive Summary .....</b>	<b>4</b>
<b>1. Introduction .....</b>	<b>11</b>
<b>2. Methodology .....</b>	<b>16</b>
<b>3. Research Findings .....</b>	<b>19</b>
<b>4. The Needs of BME Communities, A Review of the Literature .....</b>	<b>42</b>
<b>5. Insights from Community Engagement .....</b>	<b>59</b>
<b>6. Conclusions and Recommendations .....</b>	<b>61</b>
<b>Glossary .....</b>	<b>66</b>
<b>Appendices</b>	
• <b><i>Appendix 1: Map of Integration Network Boundaries.....</i></b>	<b>68</b>
• <b><i>Appendix 2: SRC Community Development Role and Role of Local Integration Networks .....</i></b>	<b>69</b>
• <b><i>Appendix 3: Links between Demographic Data, Policy and Single Outcome Agreement.....</i></b>	<b>72</b>

## **Executive Summary**

### **Purpose and Content of the Report**

This report sets out the findings of research carried out by the Scottish Refugee Council for Glasgow City Council aimed at generating a better understanding of the size, needs and distribution of BME communities in Glasgow, in order to assist the improved targeting of resources for race equality work in the city.

The report covers:

- estimates of the number of people from the following groups resident in Glasgow;
  - asylum seekers, refugees and former asylum seekers;
  - economic migrants, principally those from A8 and A2 countries;
  - long term BME communities including those born in Scotland;
- a breakdown of where these households are, and in which local Integration network areas
- additional information on the needs of these groups based on a literature review, and on information collated from asylum seeker/ refugee representative structures; and
- comparison of those needs with those found in the settled BME and European migrant worker communities, both of which are targeted in the existing race equality strategy for the city.

### **The Context of the Scottish Refugee Council's Previous Work**

This report builds on previous work Scottish Refugee Council has done to support Glasgow's integration networks which has included:

- Support with the development of annual work plans;
- Support with governance; and
- More recent assistance with the production of a template for more formal Local Integration Plans, making the networks accountable to local community planning partnerships.

### **Future Use of the Report**

The report marks considerable progress in the analysis of data relating to BME communities within Glasgow, in particular to the understanding of population distribution with reference to the integration boundaries. It has value both in its own right, and as a starting point for the further exploration of the issues within it.

It can therefore assist Glasgow City Council, Glasgow Community Planning Partnership, Local Integration Networks and other partners involved in delivering programmes of race equality work, as well as making a contribution to more general future equalities planning, including the current review of Equalities strategy being carried out in the city. The report is one of a number of inputs to this review. In particular it should be viewed alongside the ODS Consulting Horizon Scanning exercise for GCC carried out in early 2010, GCC's own survey of integration networks carried out in the August 2010 and West of Scotland Regional Equality Councils scoping study Challenging Racist Behaviour & Attitudes- Integration Networks of Glasgow

In particular the report can help partners to support better local race equality planning, improve the intelligence on which needs assessment is based, assist the process of costing interventions and resource allocation, support service providers to plan and manage demand, and help identify services gaps and target services. It can also assist the Community Planning Partnership in the Single Outcome Agreement development process.

The process of producing the report has also facilitated discussion for the first time between a number of those who hold key data relating to asylum seekers, refugees and BME communities, CoSLA, Glasgow City Council, Glasgow Community Planning Partnerships, the Glasgow Housing Association and Scottish Refugee Council. These early discussions should continue to bear fruit in the future.

In addition to the report itself, an Excel spreadsheet has been produced for open use as a tool by service providers as part of their own planning process.

## **Methodology**

The report is based on several key elements of work;

- engagement with Glasgow City Council cartographers to map the boundaries of Glasgow's Integration networks;
- use of raw data on refugee and asylum seeker postcodes from UK Border Agency provided to CoSLAs Strategic Migration Partnership to assist in planning services for refugees and asylum seekers and Scottish Refugee Council's own Refugee Integration and Employment Service, from our Scottish Induction Service to plot a picture of settlement in Glasgow;
- use of additional data from GHA and the Go Well research project;
- incorporation of data from the 2001 census;
- insertion of this information into maps;
- incorporation of data on the needs of the Roma in Govanhill.

There have been considerable methodological challenges in the delivery of the report, in accessing and analysing validated data about both asylum seeker / refugee and broader BME communities. These have resulted from issues around the reliability of data collection methods, concerns about data protection and commercial confidentiality in the asylum contract itself, the out of date nature of the 2001 census, and major gaps in the information available about migrant workers.

Other challenges have included:

- Taking account of the different assumptions built into the creation of various datasets, and of the fact that they are often not originally designed for the purpose to which they have been put in this report; and
- The newness of some of the research tools used in the report, for example Mosaic Origins software owned by the City Council.

The report has tried to meet these challenges by using officially validated statistics, or those from reliable sources to generate its results. The assumptions that have been used at each stage of the process have been fully described in the main body of the report.

## **Key Findings**

### **Number of Asylum Seekers and Refugees**

#### **Previous work**

- There are no previous population estimates of asylum seekers and refugees broken down to network level;
- The previous exercise to estimate the number of asylum seekers and refugees in Glasgow was carried out by Scottish Refugee Council and Scottish Asylum Seekers Consortium in August 2007. This suggested that approximately 4486 asylum seekers and those with some form of leave to remain as a result of the Legacy Review through which outstanding cases were resolved by UKBA as part of a UK wide exercise to address a backlog in processing claims. This identified that approximately 1975 households were living in the city . These figures were disaggregated by community planning areas;
- This figure did not include those granted refugee status or other forms of leave to remain before the legacy review started and who had settled in the city as there was no accurate method of doing this, or of allocating the figures to Community Planning Areas; and
- The template for local integration plans produced in 2008 provided some overall estimates of the throughput of asylum seekers as a result of the dispersal contract and the impact of decision rates. Scottish Refugee Council estimated that since the 2001 census approximately 18,000 asylum seekers had been dispersed to Glasgow.

## **Current Analysis**

- Based on the analysis in this report, our estimate of the absolute minimum overall number of refugees and asylum seekers in Glasgow is that currently 6,300 are living in the city, made up of 2,800 refugees and 3,500 asylum seekers; and
- Comparisons between this figure and those from the previous estimate of 2007 suggest that although there has been a decrease in the overall numbers of asylum seekers dispersed to Glasgow over that period, the population of those who now have leave to remain has increased. It is now possible to more accurately estimate the numbers of people in the asylum system, former asylum seekers with indefinite Leave to Remain and those granted refugee status or humanitarian protection.

Scottish Refugee Council believes that the number of people with leave to remain in Glasgow has increased for the following reasons;

- Approximately 1500 households have now been granted Leave to Remain as part of the legacy review and SRC believes that most of these are still living in the city. This is borne out by our analysis of the number of GHA tenancies from households from countries from which most of the migration to the UK comes via the asylum route;
- UKBA figures demonstrate that the positive decision rate for asylum seekers at the end of the asylum process in the UK has increased, with a greater percentage of those claiming now being allowed to stay; and
- SRC's analysis of the settlement patterns of refugees using its settlement and integration services, initially called Sunrise, now called RIES, demonstrates that of those granted Leave to Remain, a greater proportion are choosing to remain in Glasgow rather than move elsewhere.

## **Demographics and Distribution of the Asylum Seeker and Refugee Population**

- The largest number of asylum seekers and refugees are to be found in the North Glasgow, West, Greater Govan and Central West areas; and
- Analysis of data from the UKBA and the Scottish Refugee Council's SIS service indicates that there are now fewer families and more individuals in the asylum seeker group than previously. This is partly due to the fact that the current contract for Glasgow is for fewer family housing units. There are also fewer available family homes, partly due to GHA's demolition programme, and partly due to the fact that families who are re granted leave to remain under the legacy review are still living in many of the homes used in the previous asylum contract.

## **Better Understanding of the Asylum Seeker and Refugee Population**

- Estimates of the asylum seeker and refugee population prepared for community planning partners in 2008 revised down the numbers of people living in particular areas requiring help when considered against estimates carried out in the early days of dispersal. These estimates were used by community planning in the resource allocation process;
- This revision was based on the fact that the numbers of asylum seekers appeared to have dropped due to the impact of the legacy review. The revision did not take into account the fact that most of those granted under the legacy review had remained in the accommodation which they had occupied as asylum seekers. Consequently their needs became more complex as refugees subject to longer term settlement issues and they also continued to face the myriad of problems faced by BME communities more generally;
- The analysis in this report allows a greater understanding of the turnover within the various categories of people passing through the asylum system and living in these areas, and a greater understanding of their needs;
- In addition to the settled population of those with leave to remain, areas such as North Glasgow, Greater Govan, and West Glasgow are receiving a greater proportion of those asylum seekers in the early stages of the asylum process. The greater speed of the system means that more people in these areas can be left isolated and vulnerable. Although figures are not available for the average length of time which claimants in Scotland spend in the system, UKBA has a target of determining a case within 6 months. The population can therefore be transient, with people subject to the risk of detention and removal, and to being rapidly replaced in their accommodation by a new group of claimants. The churn of claimants will increase the numbers of those who may pass through these areas and require fairly intensive assistance in any given year;
- Data from the SRC's RIES service indicates that the numbers of people recently receiving Leave to Remain through the NAM process and therefore requiring more intensive support at the point of transition also appear to be greater in the North Glasgow, West Glasgow and Greater Govan areas. This can also create additional demands on services at the point of transition from asylum seeker to some form of permanent or longer term leave to remain in terms of mainstream benefits advice, housing advice, advocacy services and employment services; and
- There are clear implications arising from this analysis for the resourcing of services in areas in which large numbers of asylum seekers and refugees at critical points of the journey are housed.

### **The Broader Black and Minority Ethnic Population in Glasgow.**

- SRC work on the 2001 census indicated that 30,255 people from visible minority ethnic communities lived in the city at that time, the vast majority of whom would have been longer standing residents;
- The number of new migrant workers arriving in Scotland is, however, decreasing significantly, with an estimated 32% fall from 2008 to 2009;
- No reliable statistics are currently available for the total numbers of migrant workers still living in the city - or in which neighbourhoods they are living. Some impression of their distribution can be gained from an analysis of the GHA tenancy register, and from work carried out to estimate the number of migrant workers living in the Govanhill area;
- The former figures suggest that there are 1,234 individuals in migrant worker households living in GHA tenancies across the city. The latter estimate suggests that between 2000 - 4000 migrant workers are living in the Govanhill area. This suggests low end total figures for the number of migrant workers living in Glasgow of approximately 3200 – 5200; and
- The distribution of migrant workers across the integration network areas evidenced by this information suggests that there are increased numbers of small but significant concentrations of migrant workers to whose needs the networks will be required to respond, even where they have not previously been making demands for services.

### **Overall Size of Black and Minority Ethnic Community**

- The overall size of the visible BME population in Glasgow is increasing significantly and is also becoming much more diverse as a result of the arrival of refugees, asylum seekers and migrant workers. The most recent estimate from the Glasgow City Council is that in 2008, 47,146 people from visible BME communities were resident in the city; and
- On the newer, broader definition of BME communities, which includes people encompassed within the 'white other' category of the census, including A2 and A8 migrants, Glasgow City Council's estimate is that in 2008 66,885 people from these communities were resident in the city.

### **Issues facing BME Communities**

- BME communities continue to experience poorer outcomes than white communities in many aspects of their lives including employment, aspects of educational attainment and health.
- BME communities continue to experience significant harassment and the general trend for reported racially motivated crime has increased by approximately 10-12% in the last year.
- Migrant workers continue to experience a range of difficulties in accessing and maintaining employment, securing and sustaining basic employment rights, accessing and suitable housing or other services.

- Some migrant workers, particularly the Roma, also experienced increased discrimination and racism as result of the combination of their status as migrant workers and their ethnic origin.

### **Additional Issues Facing Asylum Seekers and Refugees**

Asylum seekers and refugees are likely to face a number of serious additional difficulties including;

- Higher than average levels of poverty whilst in the asylum system and as refugees with leave to remain;
- Inadequate types of welfare support such as that provided by Section 4 of the *Immigration and Asylum Act 1999*;
- The risk of periods of absolute destitution as a result of the operation of the asylum process;
- Particular stresses on women as a result of their experiences in fleeing persecution and the way the asylum system operates;
- Higher rates of mental ill health; and
- Varied experience of settlement in communities with a wide and sometimes contradictory picture of the nature of community relations in dispersal areas.

### **Recommendations**

- **Recommendation 1: Contribution to the review of allocation formulae.** The findings from this research should be used in the process development of any new formulae for the allocation of resources to equality work as Glasgow Community Planning Partnership seeks to develop its proposals for future race equality work in the city.
- **Recommendation 2: The research should be used more generally as a tool for engagement by Glasgow Community Planning Partnership with the city's BME communities.**
- **Recommendation 3: The partners involved in the delivery of this research are supported to work closely together on further analysis of the data.** Scottish Refugee Council suggests that the next phase of this work should continue to develop work to further understand local population distribution, the characteristics of those populations, and the challenges they face
- **Recommendation 4: Local networks should be supported to use the research findings.** A presentation should be developed from this report which can be used by community planning partnerships to engage communities themselves in assessing needs. The information should be used by integration Networks when developing future Local Integration Planning.

## 1. Introduction

### Background to the Research

In October 2009 Scottish Refugee Council was contracted by Glasgow City Council to carry out research aimed at generating a better understanding of the needs of BME communities particularly asylum seekers and refugees in Glasgow, in order to assist the improved targeting of resources for race equality work in the city.

Scottish Refugee Council undertook to produce a report which would include:

- Estimates of the number of asylum seekers, refugees and former asylum seekers, BME communities and migrant workers in Glasgow;
- A breakdown of where these households live, and in which local Integration Network areas;
- Comparison of the needs of asylum seekers and refugees with those found in the settled BME and European migrant worker communities, both of which are targeted in the race equality strategy for the city; and
- Additional information on the needs of these people collated from representative structures – the Framework for Dialogue groups and the Scottish Refugee Policy Forum.

Scottish Refugee Council agreed to undertake the following work as part of the process:

- Engage with Glasgow City Council cartographers to map the boundaries of Glasgow's Integration networks;
- Use raw data on refugee and asylum seeker postcodes from UKBA and from Scottish Refugee Council's own Refugee Integration and Employment and Scottish Induction Service to plot a picture of settlement in Glasgow.
- Use this data to plot a picture of settlement in Glasgow.
- Use additional data from the 2001 census, Glasgow Housing Association and the Go Well research project
- Incorporate data on the needs of the Roma in Govanhill
- Insert this information into maps to enable GCC and community planning authorities to make informed decisions about targeting Race Equality resources

The need for the research has been stimulated by the requirement placed on the city's Integration Networks to broaden their focus from asylum seekers and refugees to look at the needs of all people from BME backgrounds. This has been reflected in the allocation of Fairer Scotland Funding, the principal source of funding for the networks, on the basis of the needs of all BME communities.

The report has therefore attempted to map the current distribution of the following population groups:

- Those granted Leave to Remain, including refugees recognised under the 1951 Geneva convention, and former asylum seekers granted Indefinite Leave to Remain in Glasgow following the Home Office Case resolution exercise also known as the “legacy review”;
- Asylum seekers currently seeking sanctuary in the city;
- Economic Migrants principally those from A8 and A2 countries; and
- Long term BME communities including those born in Scotland.

As will be seen below, and was predicted from the start, generating the analysis in this report has been a very challenging process because of the nature of the data sources available. However, even for groups for whom the data is the most incomplete, Scottish Refugee Council have made significant progress in relation to location mapping. The report has attempted to aggregate the figures for all of these population segments to illustrate the overall size of the visible BME population and its distribution by Integration Network area.

### **Links to Previous Work with Integration Networks**

Scottish Refugee Council has planned and delivered this project in order to build on previous work it has done to support Integration Networks. Integration Networks bring together the public, voluntary, faith and community sectors at a community level to promote integration and respond to the needs of asylum seekers, refugees, and increasingly the broader BME population (For more information on the role of the Integration Networks see appendix 2).

Since 2003, Scottish Refugee Council has been assisting Networks to develop annual plans describing their work and these have been used to estimate need and bid for the resources.

In 2008, Scottish Refugee Council was commissioned by Glasgow Community Planning Ltd to provide the networks with templates for use in development of these plans, plus model constitutions and other governance related documents.

As part of this previous exercise Scottish Refugee Council worked with CoSLA Strategic Migration Partnership to analyse UKBA statistics to produce information mapping of the distribution of asylum seekers and refugees down to each of the five community planning team areas. Scottish Refugee Council understands that GCPL Ltd used these as part of a formula for allocating integration resources to these areas that also included allocations for BME residents more generally and migrant workers.

Over the last three years, Scottish Refugee Council has assisted our partners in the Networks to produce more formal Local Integration Plans (LIPs) which help to co-ordinate and target resources, ensure that the Networks are accountable to local Community Planning Partnerships and assist them to review their effectiveness.

### **The Value of the Data and Use of the Report**

Scottish Refugee Council is confident that the report makes a significant contribution to the understanding of population distribution across the various strands of the BME population in the city. In particular Scottish Refugee Council believes that it provides more detail than has previously been available regarding the location of these populations relative to integration network boundaries.

The analysis of this data will be of value to the Council, Local Integration Networks and other partners involved in delivering programmes of race equality work for Community Planning Partnerships through

- Improving the intelligence required for effective needs assessment;
- Assisting with the process of costing interventions and with resource allocation;
- Assisting service providers to plan and manage demand;
- Helping to identify gaps in service; and
- Assisting with targeting of services.

It will inform future equalities planning, including both the current review of the Equalities strategy being carried out by the Council and locally-based race equality planning linked to local Community Planning partnerships.

Scottish Refugee Council hopes that it will serve as a starting point for the establishment of improved baseline information for the development of equalities planning as recommended in the Guidance for CPPs in Oct 2008. Scottish Refugee Council also believes that it could be of value in the development of improved outcome indicators for the Single Outcome Agreement when it is reviewed next year.

Scottish Refugee Council believes the report is useful both in its own right, and as a starting point for further work to understand the needs of the population in more depth. It believes that the report also makes a contribution to a process of encouraging those who control data sources to share and compare insights arising from their data. The experience of conducting this research has confirmed that there is not only considerable value in doing this, but also the willingness from partners to work together to do so.

The literature review section of the report also illustrates the needs of the various population groups described in the statistics. This information is drawn from reputable research sources identified from our desk based research.

### **Use of Database to Support Further Research**

In the course of completing the work an Excel spreadsheet has been produced which will allow service providers to analyse their service users by network area using postcodes. This tool, which will aid the understanding of need and the targeting of resources, is freely available to any service who may require to use it.

### **National Context: Planning for Equalities in England and Scotland**

Outcome focused planning for equalities work in the context of neighbourhood renewal is more advanced in England, where the National Performance Framework<sup>1</sup> already contains appropriate indicators for understanding the effectiveness of work to promote community cohesion and good race relations. An Equalities Framework for Local Government<sup>2</sup> has also been developed and is in use in a number of areas. It is recognised that a fundamental requirement of effective planning is the availability of good quality localised data on needs and outcomes of services;

*“The new performance framework for local government includes a number of indicators (around 20 from the set of 198) which explicitly address equality issues, for example indicator 107 “key stage 2 attainment for black and minority ethnic groups”. For these indicators, data sources have been identified. But the need for information by equality characteristics does not stop there. Reducing, for example, the number of 16 to 18-year-olds not in education, employment or training (NEET) is unlikely to be successful without understanding of the obstacles faced by different groups”.*

In Scotland a great deal remains to be done in this regard, as acknowledged by the EHRC in a recent report into community engagement and equalities in Scotland<sup>3</sup>;

*“Despite progress in the development of community engagement, there can be a range of barriers to this, with evidence suggesting that equality groups remain under-represented.*

---

<sup>1</sup> Dept of Communities and Local Government 2007 ‘The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators’.

<sup>2</sup> Improvement & Development Agency 2009. ‘Key principles - Equalities Framework for Local Government’

<sup>3</sup> Equalities & Human Rights Commission 2009 ‘Good Practice in Community Engagement from an Equality Perspective.’

*Barriers can relate to social, cultural and financial issues, to the overall approach to engagement, to procedures and to practical arrangements (including specific aspects of this such as the tools used, and the attitudes of those involved). It is important that organisations address these barriers and promote good practice.”*

The development of new equalities indicators in Scotland will take some time to be concluded. Currently, there is limited existing guidance for Councils and Community Planning Partnerships (CPPs) on how best to incorporate equalities outcomes and indicators into their Single Outcome Agreements.

Scottish Refugee Council believes that an opportunity exists to influence the development of these indicators and that this report could contribute, in a modest way, to the development of the knowledge base required for improving them. Initial discussions with the Scottish Government Improvement Service seem to suggest that they would welcome collaboration of this kind. This involvement would be consistent with Scottish Refugee Council’s desire to contribute to the improvement of outcome focussed planning in order to improve the quality of life for refugees and asylum seekers.

Scottish Refugee Council has facilitated consultation between CoSLA and integration networks about the development of its Migration Toolkit. Should Glasgow take forward the use of the toolkit locally then links to the locality planning model used in the Integration Networks in Glasgow will be possible. Scottish Refugee Council has also begun a dialogue with the Improvement Service about how its work to support councils and Community Planning Partnerships could be linked to equalities planning in the city at the local level. (For more information about our findings regarding the links between race equality planning and policy development in Scotland see appendix 3.)

The report is structured as follows

- Section two explains the methodology for the report’s production;
- Section Three sets out the findings of the report. It contains a number of tables which look at the distribution of the various population groups which are the subject of the research. This sections also provides a commentary on relevant trends where appropriate;
- Section Four is a review of the literature relating to the needs of each of these population groups and the issues which affect their life chances;
- Section five contains a summary of insights from community engagement which support or illustrate the findings of the other sections; and
- Section six contains the conclusions and recommendations of the report.

## 2. Methodology

This section sets out some of the key steps that have been undertaken in the delivery of the report, and some of the key methodological challenges that Scottish Refugee Council has set out to overcome as part of the process.

All who seek to develop an understanding of the numbers of asylum seekers and refugees resident in Glasgow face difficulties in accessing reliable information on population distribution and composition, echoing a range of broader difficulties relating to the analysis of statistics on ethnicity, and between ethnicity and other factors.

These problems have been widely reported in a range of government and academic publications, some of which are quoted later in this report or its appendices. Specific difficulties relating to asylum seeker and refugee statistics include concerns about data protection, commercial confidentiality in contracts, and the challenges inherent in using statistics for reasons other than they were initially collected.

These difficulties have affected the ability of partners in the city to accurately assess trends in the asylum seeker and refugee population and what this may mean in terms of community needs and future services. This phenomenon is not unique to Glasgow or Scotland, and is an issue experienced across the UK.

When this situation is combined with the recognised shortcomings of data on BME populations from the 2001 census, and major gaps in information about numbers of migrant workers coming to Glasgow, the need for a more systematic approach to exploring the issues is obvious.

Where possible, this report has used either officially validated statistics from reliable sources, or robust statistics generated through its own services, analysing them using the tool developed to map resident addresses of the service users in each category to an individual network's boundaries.

The methodological steps in the production of the report were as follows:

- Networks identified their own boundaries on physical maps and were assisted to map their boundaries. These were then digitised with the assistance of Glasgow City Council;
- An Excel spreadsheet tool was then produced which allowed any accessible data on addresses to be plotted by network area;
- Other data was examined and included in the study, including a pilot usage of Mosaic origins software to explore the current electoral role by ethnic origin;

- Datasets with full postcode information were analysed down to integration network area level using the network mapping tool and set out in tables described below; and
- Desk research brought together a number of other validated research studies into a short literature review, focused on the social and economic needs of the ethnic groups within the city.

### **Limits in the Use of the Analysis**

Our hope in the delivery of this project was to produce definitive network statistics for all BME population groups. This has not been possible for reasons outlined above.

Therefore the analysis is a blend of information from a range of sources and care should be taken when looking at the figures as a whole.

Scottish Refugee Council is hopeful that any further phase of work in the city to gather and analyse data will allow it to be broken down in a more uniform manner now that the Excel formula has been developed which allows a wide range of data holders to do so.

Although major progress has been made with this research, there are important constraining factors;

- The datasets Scottish Refugee Council has been able to access in the time available are limited. Most are being brought together at local level for the first time, therefore further analysis of existing data will certainly be required to fully reveal its potential;
- Direct comparisons between data gathered and analysed in different ways can be problematic;
- The problem of double counting in some aspects of our data is not fully resolved, although pragmatic decisions have been made to avoid it or compensate where possible ;
- Census information is now very dated but is still the key data source on the long standing BME population; and
- Some analytical methods are still being tested such as the use of the potentially very useful Mosaic Origins software by the City Council<sup>4</sup>

---

<sup>4</sup> Mosaic Origins is a software package being tested by Glasgow City Council which can analyse the likely ethnic and/or national origins of surnames. Its use is in the very early stages and will be validated in the coming months.

The cumulative impact of these factors means that it is not yet possible to produce fully definitive statistics about exactly who is living in each area on a long term basis. However:

- The information Scottish Refugee Council have gathered represents a significant improvement on what has been available until now in terms of understanding the distribution of those from BME backgrounds who reside within the various integration network areas .
- The partnerships which have been established to access the information, and, in many cases, bring it together for the first time, create the conditions for greatly improved analysis of population figures in the future.
- The research gives us some clues for thinking about associated trends in the longer term. Scottish Refugee Council are also confident that - despite some limitations- the project will provide data which will be useful for planning purposes in the short term.

The desk research looking at the experiences of the various groups was not the major focus of the report. Therefore although it is adequate to fulfil the brief for this report particularly in relation to Scottish Refugee Council's own area of expertise, it does not comprise a full literature review covering all aspects of the lives of all BME population groups. As such it is best viewed alongside insights from other sources and as a basis for further exploratory work.

#### **A Note on Network Boundaries.**

The map of network boundaries is included as Appendix One. It was produced with the assistance both of the networks themselves, and of the City Council's Corporate Mapping section. Most networks came into being prior to the development of either community planning partnerships, or community health and care partnerships, and therefore have different boundaries to those structures. The boundaries are often at a more local level than those of the local Community Planning Partnerships, reflecting the concentration of their target population in small areas.

The following issues should also be noted:

- There is no network covering the Bailleston, Shettleston & Greater Easterhouse CPP
- The network which covers the East End CPP area is not organised in the same way as the others. Although it shares some common features with them it does not have links with the other Networks and is not involved in the wider strategic effort.
- Several attempts have been made to address the gaps in network activity in the east of the city but these remain outstanding at present. The area on the map marked 'other' falls between two existing network boundaries. It has a BME population which Scottish Refugee Council now envisages could be serviced by one of the neighbouring networks.

### **3. Research Findings.**

This next section sets out the report's findings in relation to the estimated BME population in each of the city's integration network areas.

It includes estimates of the current size of each of the key component groups within that population:

- Asylum seekers and refugees:
  - Those currently within the asylum system within each area; and
  - Those who have been granted refugee status, both in the immediate past and further back in time;
- Longer standing members of the BME community; and
- Migrant workers.

It goes on to use these estimates to generate an overall estimate of the size of the BME population within Glasgow.

#### **Asylum Seekers**

##### **Number and Distribution of Asylum Seekers Living in Glasgow**

The UK Border Agency (UKBA) provides comprehensive and accurate figures for households in the asylum system.

To produce table 1 below, figures are provided giving a snapshot of the numbers of asylum seekers with some form of active asylum claim in Dec 2009.

The figures were then analysed with assistance from the CoSLA Strategic Migration Partnership using the mapping tool which breaks them down into network areas. The totals include:

- Asylum seekers currently living in Glasgow under the New Asylum Model i.e. those who claimed after March 2007 and whose cases are not resolved;
- Those awaiting a final resolution of long term claims from before March 2007. These may be resolved in the near future through the case resolution, or as it is colloquially known the "Legacy Review", process. (NB - Most of the outstanding family cases in this process have already been resolved with the majority of applicants being granted Indefinite Leave to Remain. However, many cases involving single applicants or couples without children remain outstanding. UKBA are seeking to resolve these by June 2011. Whilst each case is

determined on its merits, a large majority of decisions so far under this process have resulted in the granting of a form of leave to remain).

- Those in Section 4 accommodation whose are deemed to have exhausted their appeal rights but who also may have submitted a fresh claim for asylum or a request for a judicial review.

**Table 1: Snapshot of Glasgow Based Asylum Claimants in the System in Dec 2009 by Integration Network**

<b>Integration Network</b>	<b>Total Households</b>	<b>Total Individuals</b>
Baillieston Shettleston and Greater Easterhouse	119	154
Central and West	66	106
Cranhill	42	102
East End	166	202
Govanhill and Pollokshields	71	88
Greater Govan	256	483
Greater Pollok	90	137
Maryhill	131	173
North Glasgow	668	1249
Other	3	5
Pollokshaws	54	104
Southside	101	170
West	266	521
<b>Grand Total</b>	<b>2033</b>	<b>3494</b>

From the above it is clear that the North Glasgow area has the greatest number of asylum seekers living within it, with substantial numbers of asylum seekers also resident in the West area and Greater Govan. It is also noticeable, particularly in the context of the lower level of network activity in area, that there are reasonably significant numbers of asylum seekers living in the East End.

## **Distribution of More Recently Arrived Asylum Seekers.**

Information is also available in relation to those asylum seekers more recently dispersed to Glasgow, through use of Scottish Refugee Council's Scottish Induction Service database, which gives something of a flavour of changing patterns of distribution, and the location of those asylum seekers facing at the time of dispersal facing the most pressing challenges.

The Scottish Induction Service (SIS) is a service run by Scottish Refugee Council which supports people newly dispersed to Glasgow as part of the contract between Glasgow City Council and the UK Government. Its role is to ensure that those dispersed to the City are fully briefed on the way the asylum system works, are assisted to find a solicitor who can represent them, receive orientation support, and information about where services are, and are supported to make contact with essential services such as primary healthcare. SIS service users spend two weeks in YMCA accommodation in Springburn before being moved on to accommodation elsewhere in the city while they await their asylum decision.

Asylum seekers recorded in this database have come through the Scottish Induction Service before being housed in longer term accommodation provided by the GHA, the YMCA or the Angel Group.

This information supports an understanding of the neighbourhood distribution of asylum seekers who are living in Glasgow under the New Asylum Model (NAM). The literature review contains further information on the impact of NAM on individuals and communities. The key issue resulting from NAM is the higher turnover of asylum seekers households in this category, the majority of whom will face rejection of their claims, at least initially, and face either appealing their cases, accepting voluntary return, or possibly detention and removal. These circumstances clearly affect the nature and the demand for services being provided by integration networks and their members and are likely to lead to greater intensity of demand.

Table 2 sets out the number of asylum seekers resident in each area engaged by the SRC's Scottish Induction Service during 2009. The table should be viewed with the following caveats;

- It represents the total number of households and individuals who have been dispersed over a calendar year, and does not track length of time in each house. This means that there may have been a turnover of occupants in the houses with some moving on to other asylum seeker accommodation elsewhere in the city and others being granted Leave to Remain;
- This table does not identify distinct housing providers although this is something which Scottish Refugee Council feel could be useful in future – particularly to assist local partners to target services to those living out with former public sector housing stock; and

- The figures in table 2 are not a subset of those in table 1, they record those passing through the system during 2009, not a snapshot of those still in the system in Dec 2009.

**Table 2: Asylum Seekers Dispersed in 2009 from the Scottish Induction Service under the New Asylum Model**

<b>Network</b>	<b>Households</b>	<b>Individuals</b>
Baillieston Shettleston and Greater Easterhouse	38	45
Central and West	32	37
Cranhill	32	33
East End	68	72
Govanhill and Pollokshields	19	22
Greater Govan	139	227
Greater Pollok	37	46
Maryhill	43	55
North Glasgow	466	709
Other	48	68
Pollokshaws	16	24
Southside	40	48
West	105	172
<b>Total</b>	<b>1083</b>	<b>1558</b>

It is notable that Greater Govan now surpasses the West of the city as being an area receiving large numbers of new asylum seekers.

Further information is available on the country of origin and family makeup of newly arrived asylum seekers. Of the 1083 people passing through the SIS system in 2009,

- 64% were male, 36% were female;
- 76% were single, 26% were in families;
- Zimbabweans were by far the largest group in 2009, with other major countries of origin being Iran, Afghanistan, China, Eritrea and Somalia are among the main nationalities; and
- Iraqi and Pakistani asylum numbers have fluctuated in and out of the top range. There have been points in the year when Nigerian numbers have been significant.

## **General Trends in Dispersal of Asylum Seekers to Glasgow**

The numbers of asylum seekers dispersed to Glasgow as part of the Home Office contract has declined significantly over the past few years for the following reasons;

- There is an overall reduction in claimants reaching the UK. There were 4,765 applications for asylum in the final three months of 2009. This is a 30% fall on the 6,778 applications made in the same period the previous year; and
- Much of the accommodation allocated to asylum seekers in the first contract is now occupied by refugees or people with Leave to Remain in Glasgow.

In general, asylum seekers now wait less time for a decision, with the UK Government trying to achieve a target of no more than a six months wait, although a recent report by the Independent Inspector of UKBA confirmed that this target is not being achieved<sup>5</sup>.

Many asylum seekers may now be in the City for a much shorter period and may make more intensive use of some services but for a shorter time as a result. Experience from our own Refugee Integration and Employment Service, which deals with people receiving leave to remain/ refugee status through the NAM process confirms that some positive decisions can now happen very fast, in as little as two weeks in some cases.

This quick turn-around can also create increased pressure on services at the point of transition from asylum seeker to refugee in terms of accessing housing, benefits and other services.

---

<sup>5</sup> Chief Inspector of the UK Border Agency Feb 2010,. 'Getting The Balance Right'

## Refugees

### Number and Distribution of Refugees Living in Glasgow

It has proved difficult in the past to generate accurate analyses of the number of people with some form of leave to remain living in Glasgow.

This report has explored one potential proxy indicator capable of generating a feel for the *minimum* size and distribution of this community; the number of GHA tenants from refugee producing countries.

Asylum seekers in Glasgow receiving a positive decision who remain in the city are most likely to be accommodated by GHA on a temporary or permanent basis because:

- GHA
  - Is the owner of the stock in which many asylum seekers are housed prior to a decision on their claim. Many of those receiving a positive decision ultimately choose to stay in the accommodation they used during this time, or to move to another GHA flat;
  - Remains the biggest provider of social rented housing within the city to people applying as homeless. It is therefore the likely destination of people previously accommodated as asylum seekers by the YMCA or Angel Group, the other contractors in the Glasgow asylum contract, who have then had to apply as homeless once their claim has succeeded and they have had to leave their former accommodation;
- Many private sector lets are expensive, may require refugees to provide a deposit, and are of poor quality; and
- Home ownership amongst this population group is currently negligible.

These figures will produce an underestimate of the actual number of people with leave to remain staying within the city, due to the lack of availability of accurate statistics on the numbers of those with positive decisions remaining long term in the city who rent privately or from other social landlords such as housing associations, or who are in temporary accommodation. Further work would be required to generate an accurate estimate of people with leave to remain in these types of accommodation.

However, one of the critical advantages of using this source of statistics is that the figures include those living in Glasgow who have been granted leave to remain under the Case Resolution or 'Legacy Review' exercise, a group not covered in previous analyses. (In fact, GHA suggest that the majority of their tenants who are people with leave to remain have received a positive decision as a result of this exercise, rather than through the mainstream asylum process).

The "Legacy Review" process is part of a UK wide exercise which seeks to resolve the cases of approximately 450,000 asylum cases that have remained in the system for a considerable length of time by considering them outwith the normal process. It has the potential to grant either full refugee status or other forms of leave to remain on human rights or other grounds. Approximately 2500 households are thought to have been affected by the review in Glasgow, with the majority of the families in the group having been granted indefinite leave to remain.

Table 3 is a snapshot of GHA figures on tenants from refugee producing countries as at February 2010. This analysis was carried out by Scottish Refugee Council with assistance from GHA and CoSLA Strategic Migration Partnership.

**Table 3: GHA Tenants from Refugee Producing States by Integration Network Area**

<b>Integration Network</b>	<b>Total Households</b>	<b>Total Individuals</b>
Baillieston Shettleston and Greater Easterhouse	18	32
Central and West	203	361
Cranhill	16	30
East End	39	79
Govanhill and Pollokshields	24	37
Greater Govan	62	109
Greater Pollok	34	59
Maryhill	68	108
North Glasgow	409	1279
Other	2	2
Pollokshaws	76	119
Southside	133	220
West	206	385
<b>Grand Total</b>	<b>1290</b>	<b>2820</b>

From this data it can be seen that, the most substantial refugee populations are to be found in North Glasgow, the West area, and the Central & West area. Interestingly, the Greater Govan area has far fewer refugees living within it than it does asylum seekers, a pattern that is likely to change as more of those asylum seekers living in Greater Govan receive some form of leave to remain.

The possibility does exist that the statistics included within the table do include some people who have migrated to the UK for other reasons than seeking asylum, however:

- There is no evidence of a substantial level of migration other than for the reason of seeking asylum, to live in social housing in the UK from countries that were identified as refugee producing for the purposes of this report, with the exception of migrants from Pakistan and to a lesser extent Nigeria. To avoid doubt people from these two nationalities have not been included in the data that generated the table above; and
- Those that do come from these countries for other reasons, for example as students, are more likely to rent accommodation privately.

### **Recent Trends in Refugee Settlement in Glasgow**

This section discusses:

- One of the key trends impacting on refugee settlement in Glasgow, the increased number of asylum seekers living in the city who have received some form of leave to remain; and
- Analyses recent patterns in refugee settlement, based on the experience of SRC's Refugee Integration and Employment Service, RIES, which is provided to those with a recent grant of leave to remain.

The increase in the number of asylum seekers living in Glasgow who receive a positive decision on their case has been due to two main factors:

- Approximately 1500 families out of the 2,500 involved have been granted Leave to Remain under the "legacy review". The evidence from GHA is that many of this group seem to have settled in the city; and
- The numbers of those granted some form of leave to remain following the introduction of the New Asylum Model (NAM) has increased to approximately 30% of all claimants after appeals, including full refugee status or other forms of discretionary leave. This represents a significant increase from pre-NAM rates and means that more of those who claim asylum are able to remain in Glasgow.

This represents an improvement in access to justice and sanctuary for claimants in line with the aspirations of UNHCR, and the objectives of the New Asylum Model. These trends also help with Glasgow's aspiration to address its population losses by encouraging settlement from those who attain leave to remain after making a claim while resident in the city. However, it also increases the requirement for appropriate services which help this group of people to settle and integrate in the city.

### **Recent Post Decision Settlement Patterns**

Experience from our Refugee Employment & Integration Service (RIES), the successor service to SUNRISE, provides further evidence that the numbers of those granted Leave to Remain who then go on to settle in Scotland has increased considerably.

Table 4 shows the distribution by integration network of RIES service users who accessed the service in calendar year 2009, i.e. those who are granted leave to remain during this time, and uses the most recent address SRC had for them at the time of running this data in January 2010

These figures are a robust measure of where those granted leave to remain have settled, the service has a very high take up amongst that group (SRC is contracted to provide a service to all of those falling into this category and is notified as soon as they are granted leave to remain). Figures include people accommodated across different housing sectors, GHA tenants, Housing Association Tenants, private sector lets and some people in hostel accommodation.

The data adds to the picture that can be obtained of the distribution of potential service users who as refugees will require housing and benefit advice services and assistance with education and employment issues.

It should be noted that those included in this table are not a subset of those in Table 3, as the figures include people not resident in GHA accommodation.

**Table 4: RIES Service Users in 2009 Residence by Network Area.**

<b>Network Area</b>	<b>Households</b>	<b>Individuals</b>
Baillieston Shettleston and Greater Easterhouse	23	29
Central and West	47	55
Cranhill	7	15
East End	50	56
Govanhill and Pollokshields	24	29
Greater Govan	71	120
Greater Pollok	26	30
Maryhill	40	45
North Glasgow	154	225
Other	1	1
Pollokshaws	8	11
Southside	31	50
West	96	147
<b>Total</b>	<b>578</b>	<b>813</b>

The key findings from this table are that the pattern of settlement of those newly receiving positive decisions is changing. North Glasgow is still the largest area of settlement, but does not have quite as high a proportion of the total as might have been expected on past patterns. Greater Govan, as might be expected from the number of asylum seekers resident within the area, appears to be becoming increasingly important as an area of refugee settlement.

#### **To What Extent are Former Asylum Seekers Settling in Glasgow?**

Historically it has been suggested that relatively few households with leave to remain have actually settled in Glasgow, with the assumption commonly made that many people choose to move to England, particularly London, after receiving a positive decision.

This understanding does not appear to be based on sound assumptions, partly as a result of a gap in the statistics; refugees granted status were not successfully encouraged to cooperate with attempts to monitor their settlement patterns makes definitive statements impossible.

For the first seven years of the dispersal contract a relatively small number of asylum seekers were granted leave to remain, with many claimants remaining stuck in the system with their cases unresolved and appeals or judicial reviews pending. The numbers of people whose case had been successful and who then left the city, although *reportedly* high as a proportion of total successful claimants, was therefore quite small as a proportion of overall applicants dispersed to the city.

Analysis of data from the Scottish Refugee Council's SUNRISE programme, which provided support to refugees granted leave to remain from Oct 2005 until January 2008 was published by the UNHCR in 2009<sup>6</sup>.

The research report concluded that around the majority of all clients dispersed to Glasgow in this time period remained in the city. The study indicated that the number of people settling in the city increased over the three years of the project although the reasons for this are not clear. In the first year of the project 67% of these supported stayed in Glasgow after gaining leave to remain, this figure rose to 75% in the second year, and to 82% in the final year.

It might have been suggested that the high number of SUNRISE service users remaining in the city was a simple function of the particular characteristics of the service users supported, as a considerable proportion of SUNRISE service users were families granted leave to remain as part of the legacy review. Many of these families would have been living in Glasgow for many years, had children who were born here and would have established themselves in the city, and therefore might have been expected to stay.

However, levels of settlement amongst SUNRISE service users granted leave to remain under the quicker turnaround New Asylum Model which operated from March 2007, also increased over the period, clearly suggesting that other factors must have been playing a role in the decision to stay.

Furthermore, internal SRC analysis of the destination of refugees using its RIES service, the successor service to SUNRISE working since 2008 with people in receipt of a positive decision (but not those from the Legacy review process) suggests that 74% of its service users remained in Glasgow, maintaining the proportion of those remaining in the city from the SUNRISE service.

UNHCR's research sought to explore further the interrelated internal and external push and pull factors which influence the decisions that people make to stay or leave the city, analysis of which has implications for future race equality planning in the city. These include access to appropriate housing, education, employment, health and well being, and meaningful social connections, and are therefore key issues for race equality planning in the city.

---

<sup>6</sup>Stewart E, 'The Integration and Onward Migration of Refugees in Scotland, A Review of the Evidence' UNHCR 2009

The report suggests that factors affecting settlement are complex;

*“...gender, family composition and community connections are important factors in understanding mobility issues. Yet there are important issues which have not been uncovered by the analysis. Differences between men and women have been highlighted but more analysis is required ..., is this trend linked to the marital status of individuals, an individual's nationality or the number of children within a family?”*

The research report also poses other interesting questions including to what extent dispersal policy itself has significantly altered the social landscape in Glasgow. Anecdotal evidence from SRC caseworkers and community based partners suggest that some refugees with status are coming to the city because of its reputation as a settlement site with a more tolerant reputation than some other areas of the UK. In order to explore this phenomenon further work would be required to analysis the immigration history of those seeking homeless accommodation or other forms of social housing in the city.

Understanding the full implications of this research for future settlement patterns will require more detailed study. However, the preliminary results appear to suggest that significantly more of those with Leave to Remain are settling in the city than in the early years of dispersal. It seems self evident this has a positive impact on Glasgow's population levels although it also establishes some new challenges for services.

## Other BME Communities Living in Glasgow

This section of the report seeks to generate estimates of the number of people from, and an analysis of the distribution of other BME communities living in Glasgow; i.e. those from the city's generally long standing communities, for example the city's South Asian and Chinese communities, and those who are more recent economic migrants to the city from countries which have newly joined the European Union.

## Distribution of Glasgow's Longer Standing BME Communities

The source for the following analysis was the 2001 Census, the most up to date detailed source available at the time of the main work on this report. The initial process of analysis involved taking figures for the whole Glasgow population, and removing particular census categories of respondent, namely those who were white Scottish, other white British, White Irish & other White. This left a total figure for Glasgow residents from (mainly longstanding) visible BME groups, and data that could be distributed by network area.

(Shortly before the concluding of this report, Glasgow City Council published 'Population by Ethnicity in Glasgow' which set out estimates of the total BME population within the city. Unfortunately there has not been time to produce a distribution of the new population estimates by network area.)

**Table 5: Visible Longer Standing BME Population In Each Integration Network Area**

<b>Integration Network areas</b>	<b>BME population as at 2001 census</b>
Baillieston Shettleston and Greater Easterhouse	979
Central and West	6502
Cranhill	12
East End	405
Govanhill and Pollokshields	7433
Greater Govan	2421
Greater Pollok	1279
Maryhill	2288
North Glasgow	2320
Other	527
Pollokshaws	1811
Southside	3432
West	846
<b>Total</b>	<b>30,255</b>

The most substantial populations of visible BME communities are to be found in Govanhill and Pollokshields network area, and Central and West. There is a substantial population of visible BME communities in every other area, save that covered by the Cranhill network.

### **Recent Economic Migrants to Glasgow from New Member States of the European Union**

The recent expansion of the European Union occurred in two phases:

- The joining of the A8 countries in 2004, Poland, Slovakia and Slovenia, Czech Republic, Estonia, Hungary, Latvia, Lithuania. (Cyprus and Malta joined at the same time but are not considered part of the A8 due to their greater levels of GDP.); and
- The joining of the A2 countries, Bulgaria and Romania in 2008.

Prior to these dates, existing EU member states had the right to prevent nationals from these states from working in their countries.

In 2004 most EU member states placed restrictions on A8 nationals' right to work, the UK, Ireland, and Sweden were the exceptions. In the UK, while allowing A8 nationals the right to live and work in the country, the Government put in place transitional measures to regulate access to the labour market via the Worker Registration Scheme, and restricted access to benefits.

In January 2007, Bulgaria and Romania joined the European Union. Nationals of these countries who wish to come to the UK to work are subject to more tightly regulated regulations including a system where a maximum of 20,000 work permits are issued each year and are only available within certain sectors of the UK economy.

*The result of these changes has been to greatly increase the number of economic migrants to the UK.*

There are huge challenges in accurately estimating the size of the population of migrant workers from the A8 and A2 countries. The groups arrived too late for the 2001 census and no reliable method of estimating the numbers has yet been devised. However, data is however available from a number of sources, from which the key trend, the peaking and subsequent decline of the number of migrant workers in Scotland, can be ascertained.

Provisional data from the Office for National Statistics (Office of National Statistics, March 2009) has revealed that 68,000 migrant workers arrived in Scotland from the new EU states in the year to June 2009, compared to 100,000 the previous year.

The Scottish Public Health Observatory (Dimensions of Diversity Population Differences and Health 2010) in summarising the migrant worker situation in Scotland as follows states<sup>7</sup>;

*“Cumulative figures suggest that almost 236,000 foreign nationals were issued with a National Insurance number to work in Scotland between 2002 and 2008. Under the Worker Registration Scheme, 101,000 people from the A8 countries registered to work in between 2004 and 2008.*

*Poles are the single largest group of recent migrants to Scotland, making up nearly one-third (31%) of foreign nationals coming to work in Scotland since 2002. Migrants have a relatively young population profile: 83% of working-age migrants were aged 18–34, compared with 35% of the Scottish working-age population.*

The picture in Glasgow is also unclear. The most recent attempt to quantify the size of this population was a study by Blake Stevenson in a report for the City Council<sup>8</sup>.

This estimated that by the end of 2007 the population was approximately 8,000. The report went on to qualify this in the following terms;

*“We know that there is currently no completely accurate means of calculating the numbers of A8 nationals in Glasgow, or of projecting growth, and we believe these figures give a reasonable estimate for the purposes of service planning. They also clearly demonstrate the need for better data collection in relation to A8 nationals both nationally, and in Glasgow”*

Of course this data could not take account of the needs of A2 migrants who have been able to come to the UK since 2008.

Although there has been minimal progress in mapping the distribution of migrant workers around Glasgow, integration networks are beginning to report that they are encountering significant populations, mainly in those areas where there is availability of private rented accommodation or where a registered social landlord is offering assistance with housing. In addition to the reported largest concentration of people in the Govanhill Area there are also reports from the other networks

---

<sup>7</sup> The Scottish Public Health Observatory 2010 ‘Dimensions of Diversity Population Differences and Health’

<sup>8</sup> Blake Stevenson Ltd. 2007, ‘A8 Nationals in Glasgow.’

of smaller populations in the West, Central & West, and Greater Govan and Greater Pollok network areas.

This seems to be confirmed by a further study carried out by Glasgow Housing Association in 2008 which also identified that migrants are settling in Govanhill, Govan, Arden, Maryhill and also other areas in the West End and city centre<sup>9</sup>.

### **Using GHA Tenancy Statistics**

Some progress can be made in the analysis of the *distribution* of migrant workers using a further range of statistics available from Glasgow Housing Association.

Table 6 shows the distribution of tenants from the A8 and A2 countries in GHA stock. It has been constructed using data from the GHA tenancy register as at February 2010.

It should be considered with the following caveats;

- **The table cannot be taken as a definitive source for the numbers of EU migrant worker by network area, and only an indication of their distribution;**
  - The figures are for GHA tenants only and do not capture data for private sector tenants or those from other registered social landlords. It therefore does not include other known groupings such as the much larger numbers of Roma migrants thought to be resident the Govanhill; and
  - The analysis of the register has been based on identifying countries of origin of those tenants from A2 & A8 nationals where this has been provided to GHA by the tenant. It does not capture those tenants who have not provided a country of origin.
- Positive Action in Housing who run the city's New Migrant Action Project confirm that there is still no reliable method in use of calculating local population distribution. As a project with considerable local experience of dealing with issues on behalf of migrant communities, they suggest that there are migrant communities clustering in some of the neighbourhoods of the city. These include;
  - Polish communities in small concentrations in Arden and Govan;
  - Lithuanians in Kennishead and Springburn; and
  - Latvians in Kennishead.

---

<sup>9</sup> Tribal Consulting, 2008 'Housing Migrant Workers: the Impact on GHA.' Glasgow Housing Association.

**Table 6: Analysis of GHA Tenants from A2 & A8 Countries 2009**

<b>GHA Tenants from A8 + 2</b>	<b>Households</b>	<b>Individuals</b>
Baillieston Shettleston and Greater Easterhouse	60	106
Central and West	33	63
Cranhill	54	87
East End	73	135
Govanhill and Pollokshields	8	19
Greater Govan	50	78
Greater Pollok	19	33
Maryhill	66	123
North Glasgow	75	160
Other	0	0
Pollokshaws	38	57
Southside	60	96
West	153	277
<b>Total</b>	<b>689</b>	<b>1234</b>

The table confirms that EU migrant populations are being accommodated in significant numbers in areas serviced by integration networks, with the West and the North of Glasgow standing out. This will require consideration by the networks concerned in terms of needs assessment, targeting of services and community engagement. It is equally clear, however, that networks will require significant assistance and additional partner support to be able to do so, as current resource allocations do not take work of this nature into account in the majority of cases.

#### **The Roma Community in Govanhill.**

The Blake Stevenson report's figure of 8,000 economic migrants did not include the Slovak Roma community in the Govanhill area which was, at that time, estimated to be about 800 migrants and dependants. Subsequent estimates from agencies involved in the Govanhill and Pollokshields Network the local Integration Network put the figure at 2000-3000 people.

Positive Action in Housing who carry out a considerable amount of work with this community also estimate that there are somewhere between 3,000 - 4,000 Slovak Roma living in Govanhill and that they have been joined by a new and particularly vulnerable group of about 200-300 Romanian Roma.

## The Overall Size and Distribution of Glasgow's BME Population

This section sets out:

- Information relation to the *distribution* of the visible BME population in Glasgow;
- Latest estimates of the visible and 'new definition' BME populations in Glasgow; and
- Information about changes to the population in some of the more disadvantaged communities in Glasgow, those served by GHA.

Bringing together the foregoing information enables estimates to be generated of the overall size and distribution of visible BME communities in the city. Table 7 provides an estimate of these total numbers for each Integration Network Area. It subdivides these by population group, capturing the information in previous tables and then provides a total figure for each area.

**Table 7: Distribution of Visible BME Population in Glasgow**

<b>Integration Network areas</b>	<b>Total no Asylum seekers Dec 2009</b>	<b>Refugees in GHA Tenancies</b>	<b>BME population as at 2001 census</b>	<b>Total estimated BME population</b>
Baillieston Shettleston and Greater Easterhouse	154	32	979	1165
Central and West	106	361	6502	6969
Cranhill	102	30	12	144
East End	202	79	405	686
Govanhill and Pollokshields	88	37	7433	7558
Greater Govan	483	109	2421	3013
Greater Pollok	137	59	1279	1475
Maryhill	173	108	2288	2569
North Glasgow	1249	1279	2320	4848
Other	5	2	527	534
Pollokshaws	104	119	1811	2034
Southside	170	220	3432	3822
West	521	385	846	1752

The largest concentrations of visible BME communities are indicated as being in Govanhill and Pollokshields, Central and West and North Glasgow. The smallest by far being in Cranhill.

As indicated above, during the final stages of the production of this report Glasgow City Council published estimates for the 2008 population of people from BME communities in Glasgow, unfortunately this was too late for the data involved to be distributed by network area. These suggested that

- The visible BME population in Glasgow in 2008 was 47,146 as against a calculation for 2001 of 31,510. Based on the analysis in this report, an absolute minimum of 6,300 of this growth will be accounted for refugees and asylum seekers.
- On the new GCC definition of Black and Minority Ethnic Communities, which expanded to encompass those who would be described as 'other white' on the census, the BME population of Glasgow is estimated as being 66,885 as against a calculation for 2001 of 47,146.

### The Changing Face of Glasgow- GHA Tenants

In the past service planners within Glasgow have often operated on informal assumptions about the nature of the population within the areas of largely social rented sector housing, believing there to be only small numbers of people from minority ethnic communities resident in Glasgow City Council, and now GHA, stock. Table 8 indicates that the picture of the population in GHA stock has now changed considerably using the broader definition of BME given above.

**Table 8 Analysis of GHA Tenants from BME backgrounds by Integration Network Area**

Integration network	Number of Households	Number of People
Baillieston Shettleston and Greater Easterhouse	131	230
Central and West	405	723
Cranhill	86	145
East End	174	340
Govanhill and Pollokshields	115	192
Greater Govan	202	357
Greater Pollok	97	206
Maryhill	249	414
North Glasgow	962	2131
Other	4	4
Pollokshaws	197	324
Southside	333	553
West	558	1058
<b>Grand Total</b>	<b>3513</b>	<b>6677</b>

GHA report that;

- A review in December 2009 found that 20% of GHA applicants were from BME groups, mainly asylum seekers, refugees and migrant workers (8000 applicants in total); and
- 19% of all lets in 2008-09 were to BME applicants (around 1,300).

GHA believe that the demand from BME communities for GHA tenancies has been significant, but that the numbers above have been inflated by the need the impact of the large numbers of people going through the Legacy Review process, and will therefore prove to be atypical in the longer to medium term.

GHA are also working to amend their application form to record data about the immigration status of their applicants which will be useful in monitoring the uptake of services from particular groups and consequently in planning the services they need to settle and integrate successfully in the city

### **Additional Analysis- Using Mosaic Origins.**

Mosaic-Origins software enables the classification of people according to the part of the world from which they are most likely to have originated, based on the names of the people concerned. Whilst use of the software is very new, Glasgow City Council plans further work over the coming months to validate this data possibly by looking at comparisons with the Council Tax register. The medium to long term aim is to prepare a set of up-to-date estimates of Glasgow's population by ethnicity, both at City and neighbourhood level.

The software has initially been applied to the City's electoral register in 2001 and 2009. This was done to obtain an indication of changes in the ethnic origins of Glasgow's population since the 2001 Census.

It should be noted that;

- this will give only a partial view of the BME population, as not all individuals from migrant groups currently in the City (e.g. migrants from Eastern Europe and asylum seekers) will be on the electoral register; and
- further work is required to validate the results from the Mosaic Origins software for 2001 against Census information on ethnicity at a more local level.

The main results suggest the following changes to Glasgow's population:

- Between 2001 and 2009 the total number of electors has fallen by 47,550;
- The number of electors originating from the British Isles has fallen by 59,000 and their share has fallen from 92.4% in 2001 to 88.9% in 2009;
- There appears to be an overall growth in the long term BME population from the time of the 2001 census;
  - the number of electors with a South Asian origin has risen by 4,600, with the largest rise (2,500) for electors who originate from Pakistan;

- The number of electors with an origin from the A8 and A2 countries (Eastern Europe) has risen by 2,250. This is mainly due to a rise of 1,900 for electors who originate from Poland;
- The number of electors with an African origin has risen by 1,550, with the largest rise (almost 800) for electors from Nigeria; and
- The number of electors originating from the Middle East has risen by 1,350. The largest rise (700) is people the software classifies as Muslim (unspecified).

## **Reflections on the Process- Potential for Future Development**

Our experience of producing this report confirms that partner organisations are keen to collaborate further to improve understanding of the needs of BME populations in the city. Once the exercise is completed, Scottish Refugee Council hopes that it will be something that can be shared across a number of agencies, and that it can be built on to provide richer ways of looking at need and its distribution across the city's neighbourhoods.

Scottish Refugee Council is keen to remain involved in bringing communities and Community Planning partners together to develop this work further. It sees no reason why future co-operation could not produce much more localised data on a wider range of relevant factors. Scottish Refugee Council suggests that this could include data on;

- The gender of those living in BME households;
- Family composition;
- Poverty;
- Levels of hate crime, detection and prosecution rates;
- Levels of cross cultural contact;
- Employment information;
- Housing information;
- Educational access and attainment;
- Health and Well being;
- Access to services; and
- Effectiveness of community engagement.

At the moment Scottish Refugee Council does not believe that data on this wider range of factors exists across the city for all of the population groups. It is for this reason that Scottish Refugee Council believes that this approach could be developed on a smaller scale involving looking at a number of additional sources to build up a fuller picture of what is happening within the population. It would then be possible to use multiple data sources for triangulation purposes. Scottish Refugee Council could, for example, look at the data provided from this study combined with other sources such as GP registrations, school records, the council tax register and combine these with more qualitative sources from dialogue with local partner agencies and community engagement.

Scottish Refugee Council feels that a fuller, more reliable, picture of what is happening could emerge from these smaller scale investigations in particular areas, and that these could help improve the quality of the general deductions which can be made about the needs and experiences of the populations within the city.

Clearly, developments of this kind would be incremental and would depend on the buy-in of the partners. Scottish Refugee Council is interested in playing a significant role in contributing to this. In addition to the development of further statistical information as described above Scottish Refugee Council recommends that this is cross referenced with;

- The outcomes of community engagement work carried out by Community Planning Partnerships and Local Integration Networks themselves;
- Administrative data sources from mainstream partners;
- The outcomes of longitudinal research studies such as Go-Well and the Scottish Refugee Council Integration Study which will both be reporting on pertinent issues over an extended period; and
- Data from the roll out of other planning tools such as CoSLA's Migration Toolkit should the Council make use of it in future.

Scottish Refugee Council is also aware of a proposal from General Register Office (GRO) for Scotland to develop and support sharing of data from a range of administrative sources, as a potential addition, or even alternative, to census information which dates very quickly and is notoriously difficult to collect.

Scottish Refugee Council believes that there could be some advantage for Glasgow in continuing the collaboration which led to this report in the context of what GRO wish to achieve and perhaps exploring whether they would be interested in becoming involved in developing a project to pilot the approach. GRO has already collaborated with Scottish Refugee Council in the past in a project to gather information about the needs and experiences of refugees and asylum seekers, and may be willing to develop the approach further.

## **4. The Needs of BME Communities- A Review of the Literature**

The challenges identified above in terms of simply generating accurate estimates for groups within the BME population in Glasgow are even more strongly present when seeking to generate accurate information on that population's socio economic status and life experiences.

Few populations are as poorly served by official statistics as Scotland's minority ethnic communities. It is only relatively recently that a small core of official statistics has been regularly disaggregated by ethnicity and there is relatively little fresh information since the 2001 Census.

SRC therefore carried out a review of the relevant research literature, aimed at generating an understanding of the issues being experienced by population groups in the study. The following is a summary of the review's key findings.

### **General Observations on Scotland's BME population**

Scotland's population has been changing rapidly since asylum seeker dispersal began in the year 2000, followed by substantial migration, firstly from the A8, and then A2 states. Meanwhile the size of the established BME populations in Scotland has continued to grow. This has brought about the most significant increases in the diversity of the Scottish population for many years. Much of this diversification has occurred within the City of Glasgow.

Given the very modest levels of population increase predicted by the Scottish Government overall (General Register of Scotland, 2009) migration is helping Scotland to meet its population targets and this is certainly the case in Glasgow where population decline is continuing.

### **Socio- Economic Needs of BME Communities**

#### **Employment**

People from minority ethnic communities are more likely than people from white communities to be unemployed or in employment which is not commensurate with their levels of education or skill, although there are wide variations even among ethnic groups. Historically for example, Bangladeshis in the UK as a whole suffer a rate of unemployment up to four times that of white people<sup>10</sup>.

---

<sup>10</sup> Scottish Government. (2008). Scottish Government Race Equality Statement.

Poverty Alliance's briefing on Ethnicity, Gender and Poverty in the United Kingdom, based on statistics from the Annual Population Survey of January and December 2004, demonstrates this. In 2004 in Great Britain, 4.2% of white British or Irish people were unemployed compared to 13.6% of Pakistani people and 12.8 % of Black African people. People of Indian and Chinese background manage better in the labour market with unemployment rates of 7% and 8.5% respectively<sup>11</sup>.

The Scottish Government's Race Equality Statement highlights the findings of the High Level Summary of Equalities Statistics in relation to employment and economic activity as follows<sup>12</sup>;

*"...adults from minority ethnic groups have a markedly lower employment rate (58%) than those from white ethnic groups (75%); a difference of 17 percentage points<sup>1</sup>. A similar difference can be observed for economic activity rates. Correspondingly, people from minority ethnic groups have higher economic inactivity rates (37%) than people from white ethnic groups (20%)."*

There is a particular issue among Asian women where rates of employment are often much lower than those of white women.

### **Educational Attainment**

Despite the issues faced in the labour market, educational attainment is often better amongst BME communities, particularly amongst girls.

*"..the percentage of S4 pupils gaining 5 or more Standard Grades at credit level (or equivalent) in 2004/05 was markedly higher for females from minority ethnic groups (46%) compared to females from white ethnic groups (39%). There is little difference in attainment by males in each group (around 30% of males in both groups).<sup>13</sup>"*

---

11

[http://www.povertyalliance.org.uk/ckfinder/userfiles/files/briefings/Briefing11\\_Gender\\_Ethnicity\\_Poverty\\_Final.pdf](http://www.povertyalliance.org.uk/ckfinder/userfiles/files/briefings/Briefing11_Gender_Ethnicity_Poverty_Final.pdf)

<sup>12</sup> Scottish Government 2008, 'Scottish Government Race Equality Statement.'

<sup>13</sup> Scottish Government. 2008 *ibid*.

## Poverty and Income

In the latest version of the Department of Work and Pensions *Households Below Average Income* covering the period 1994/95 – 2008/09<sup>14</sup>, it is again clear that people from Black and Minority Ethnic Communities are more disadvantaged compared to their white counterparts. Looking at the table on the Quintile Distribution of income for individuals by various family and households in the UK, 19% of White people are in the bottom quintile compared to 38% of Asian or Asian British people. The difference is even wider when looking at the proportion of Pakistani and Bangladeshi in the bottom quintile, which stands at 56%.

To obtain figures specifically for Scotland is more difficult. In an article<sup>15</sup> published in 2010 by the Child Poverty Action Group (CPAG) on child poverty in black & minority ethnic groups, Mark Willis stresses again the lack of information available for Scotland and reports that:

*“UK wide “statistics available up to 2007 show children of black Caribbean and Indian descent have poverty rates of 26% and 27% respectively, rising to 35% for black African children, and 54% and 58% for Pakistani and Bangladeshi children. [...] In answer to a Scottish parliamentary question it was stated that in 2002/03 to 2004/05 an estimated 42% of children with a minority ethnic head of household lived in poverty, compared to 24% of white households.”*

## Housing and Location

Again it is difficult to obtain up to date statistical information about access to social housing, private rented housing or home ownership by people of Black and Minority Ethnic communities.

In Glasgow Anti Racist Alliance's report *State of the Nation* information is presented based on the 2001 census. This states that:

- 78% of white people who rent, do so from a social landlord, only 48% of those who rent from BME communities, do so.
- BME communities are also over-represented in the figures on population living Below Tolerable Standards as 20% of BME households were accepted as living below BTS.

---

<sup>14</sup> [http://statistics.dwp.gov.uk/asd/hbai/hbai\\_2009/pdf\\_files/full\\_hbai10.pdf](http://statistics.dwp.gov.uk/asd/hbai/hbai_2009/pdf_files/full_hbai10.pdf)

<sup>15</sup> [http://www.cpag.org.uk/campaigns/articles/CPAG\\_article\\_child\\_poverty\\_in\\_BME\\_groups.pdf](http://www.cpag.org.uk/campaigns/articles/CPAG_article_child_poverty_in_BME_groups.pdf)

The same report contains projections calculated from the 2001 census by the Office of the Chief Statistician which show that BME communities are over-represented in deprived areas. According to those calculations, in 2005, 53% of migrants were living in the most deprived areas of Scotland. 11% of white people were living in the poorest 15% of the Scottish Index of Multiple Deprivation (SIMD) datazones, the equivalent figure being 10% for those of Pakistani origin, 21% for those of African origin, and 19% for people of other South Asian origins.

### **Homelessness**

Research by the Scottish Ethnic Minorities Research Unit and Heriot Watt University on Black and Minority Ethnic Communities and Homelessness in Scotland<sup>16</sup> highlights gaps in monitoring of minority ethnic monitoring by local authority and a large amount of homeless application made by people whose ethnic origin was recorded as unknown. (For example in Glasgow, 19% of applicants are of unknown origin).

The research highlights that several difficulties are faced by BME communities, the main ones of which are:

- Lack of knowledge of housing options
- Difficulties in getting information about their rights to housing and benefits
- Language differences and lack of adequate interpreting services
- Lack of familiarity with local authority and RSL housing application procedures
- Long and indefinite waiting periods
- Lack of information about local authority complaints procedures
- Fear of racial harassment in certain areas, which was not recognised by local authorities
- Lack of affordability of mortgages or private rented accommodation

### **Health**

People from minority ethnic communities also face a range of health issues, both in terms of the likelihood of becoming ill, but also in terms of this being exacerbated by unequal access to health services.

A recent report from the Scottish Public Health Observatory summarises these issues<sup>17</sup>. The report states that although improvements are being sought, there is currently limited evidence of the impact of health issues on BME communities based on reliable data. Whilst it identifies that health

---

<sup>16</sup> <http://www.bemis.org.uk/source/SE%20BEM%20Homeless%20in%20Scotland.pdf>

<sup>17</sup> The Scottish Public Health Observatory 2010 'Dimensions of Diversity Population Differences and Health'

problems are varied, complex and difficult to disaggregate in terms of their causes and effects on BME groups, it does identify a range of recent research findings including the following examples:

*“Recent UK research has shown that Indian, Pakistani and Bangladeshi infants are 2.5 times more likely to be of low birth weight than white infants. The study found that socio-economic factors were important in explaining differences for Bangladeshi and Pakistani infants...”*

And

*“..Those of South Asian ethnicity have been shown to have lower rates of childhood asthma and wheezing illness. however, households most likely to have problems communicating with British health services are less likely to report asthma and wheezing, which may account for some of the differences observed”*

Evidence is strong that mental health is poorer amongst BME communities. This is identified as being at least in part because of;

*“the effects upon wellbeing of experiencing personal prejudice, collective discrimination and structural exclusion from full and fair participation in Scotland’s material prosperity, social and power structures.”*

The report recognises specific health improvement contexts which affect many groups:

*“Scotland is still home to deeply rooted prejudice based on fear, perhaps even dislike, of difference. The more opportunities there are for people to mix, the more chance there is that prejudice will be worn down through the recognition of shared interests and the shared search for solutions, whether that be adequate housing, responsive health care or healthy choices in the local shop. Community health improvement initiatives using bottom-up community development approaches can contribute to this.”*

It also recognises that health services;

*“aspire to inclusion but can fall short in different ways for different population groups. It is difficult to design health improvement and healthcare services to be fully inclusive. Nonetheless, existing initiatives to ensure that NHS services and health improvement actions meet the needs of all parts of the population show the direction in which all services must travel.”*

## **The Impact of Multiple Discrimination.**

There is a "hidden" strand of exclusion, only now being explored in Scotland, for different sub groups within minority ethnic communities who may suffer multiple forms of discrimination. Scottish Government recognises this fact in their Race Equality Statement which states that;

*“We recognise that people from minority ethnic communities may also experience issues as a result of their gender, age, faith, sexual orientation or disability – compounding the disadvantage or discrimination. Our work will continue to explore the complexities of people’s multiple identities and the links between the other equality strands.”*

## **Hate Crime**

Reasonable quality statistics are available within Glasgow on the level of hate crime experienced by people from BME communities, although interpreting the data is not an entirely straightforward matter.

In the second annual report from Glasgow Community Safety Partnership it was confirmed that the overall number of racial incidents reported to Strathclyde Police for 2009 had increased by 10-12% since 2008<sup>18</sup>.

The report suggests that this may be due to an increased number of reports being made rather than an increase in actual incidents compared to last year. It contends that had there been a significant increase in actual crime, there would have been a reflection in the reports to other service agencies who also accept third party reports.

However, the report also highlights that there has also been a significant clustering of incidents;

*“Reports from key agencies such as Education Services and GHA have shown a decrease in 2009 compared with 2008. However, greater analysis of statistics in 2009 showed some examples of cluster incidents, e.g. more than 10% of Education Services’ total yearly figures being accounted for by one school. “*

Scottish Refugee Council’s experience of third party reporting generally supports these interpretations, although they require more careful exploration before definitive conclusions should be drawn.

---

<sup>18</sup> Glasgow Community Safety Partnership 2009 ‘Annual Report’.

Scottish Refugee Councils experience suggests that there has been a significant increase in confidence in the police from BME communities in terms of the reporting of incidents directly to the police. We believe that these improvements have largely been as a result of work carried out by Strathclyde Police to improve contact with new communities - often in tandem with Local Integration Networks and other voluntary sector agencies. More analysis is required to explore whether this trend is resulting in a greater proportion of these cases being translated into successful prosecutions.

However, the SRC's community engagement work also suggests that there may still be significant under reporting; many people still report a great deal of casual racism and harassment. This is a result of a lack of confidence in some sections of the community that reporting to the police leads to conclusive outcomes and an end to the anti-social behaviour. This may suggest that increased reporting of hate crime, although in itself positive, may peak if it does not result in a majority of reported cases being successfully prosecuted.

## **The Needs of Refugees and Asylum Seekers**

Asylum seekers and refugees in the City have a wide variety of needs depending on their experiences of persecution, and how they are treated once they arrive in the UK. Some preliminary observations about the issues facing asylum seekers and refugees are;

- Around half of asylum seekers in Glasgow are women. 80% are under the age of 40.
- Many asylum seekers suffer from mental health problems on arrival. These can be compounded by the pressures of asylum-seeking status, enforced inactivity and isolation from the mainstream of society;
- There is little information on the health improvement needs of asylum seekers and refugees, but there is compelling evidence from a variety of one-off research surveys that mental health improvement must be a priority;
- The language needs of asylum seekers and refugees are an additional barrier to inclusion with gaps in provision existing at all levels;
- Refugees need to address housing, educational and employment issues very quickly after receiving a positive decision.

## **Poverty and Placement in Communities of Disadvantage**

The vast majority of asylum seekers in Scotland live in Glasgow. Asylum seekers in the United Kingdom are generally supported under Section 95 of the *1999 Immigration and Asylum Act*. In the *Act* asylum support was separated from the general social security system and was paid below income support levels. Due to the nature of the dispersal process and the accommodation available

most live in communities where the proportion of people who are income deprived is higher than the Scottish average.

The Go Well Baseline Study<sup>19</sup> examined income sources among asylum seekers and refugees living in Glasgow and compared them to those for people from the receiving disadvantaged communities. It found that 67% of white Scots, 82% of asylum seekers and 66% of refugees are wholly dependent on state benefits or pensions.

Poverty among asylum seekers (and their children) is linked to the prohibition on working. Poverty among refugees is related to difficulty in gaining employment, which is affected by factors such as lack of information, language barriers and a lack of recognition of their qualifications.

### **Housing**

In 2008, Scottish Refugee Council and Access Apna Ghar commissioned a research report on the housing needs of refugees entitled; 'Navigating the Maze'<sup>20</sup>. This report covers the issue of homeless presentations by refugee households at the end of the asylum process, the difficulties refugees face in understanding the Scottish housing system and in accessing good quality social housing with the provision of relevant support, and the impact on refugees of concerns about personal safety resulting from fear of racial harassment.

The Scottish Government does not record statistics about the level of homelessness amongst refugees but it may be safe to say that more than 90% of refugees become officially homeless as a result of being granted refugee status and losing their entitlement to NASS accommodation.

### **Destitution**

The poverty faced by asylum seekers may extend to actual destitution. Scottish Refugee Council figures from 2006 suggested that 154 asylum seekers, including 25 children under the age of 18, were destitute in Glasgow. Almost half had been destitute for more than six months.

The main cause identified for this destitution (77%) was the refusal of asylum claims with consequent withdrawal of mainstream asylum support (Many of these households go on to submit fresh asylum claims or fresh evidence and in many cases succeed in having their claims approved.)

---

<sup>19</sup> Go Well is a repeat cross sectional study in neighbourhoods in Glasgow some of which have a high number of dispersed asylum seeker. It is discussed later in this report.

<sup>20</sup> [http://www.scottishrefugeecouncil.org.uk/pub/Housing\\_maze\\_pdf](http://www.scottishrefugeecouncil.org.uk/pub/Housing_maze_pdf)

Administrative error and delays in accessing Section 4 support accounted for a further 16% of cases.

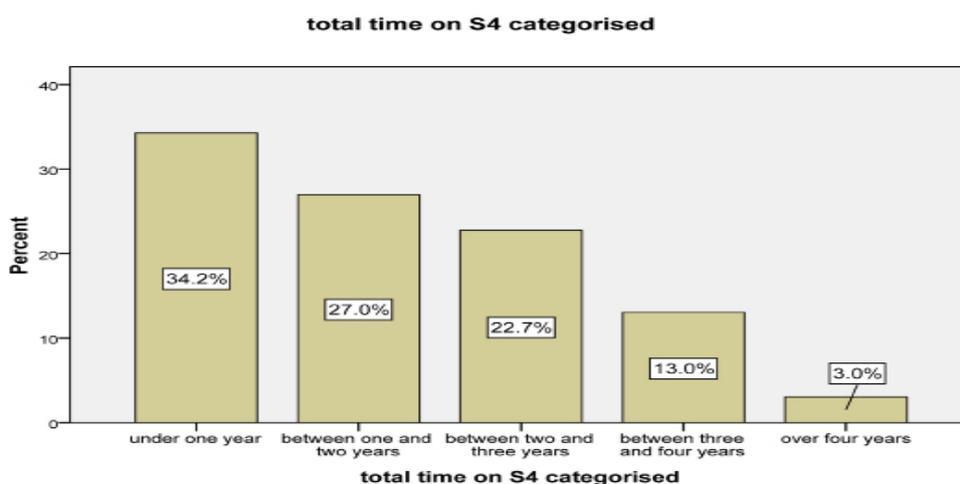
### Reliance on Section 4 Support

Section 4 financial support consists of housing and subsistence support given to refused asylum seekers who can show that they are destitute. It is meant to be a temporary solution for people about to leave the country. The measure existed in the 1999 Immigration and Asylum Act but its use was not triggered until the 2004 Asylum and Immigration (Treatment of Claimants) Act. It is an entirely cashless system which covers housing costs and provides an entitlement card with which recipients can purchase food and essential household items only.

Although Section 4 was designed for those at the end of the asylum process who are about to leave the UK, it has become the only means of support for a much larger group of people. A report by Scottish Refugee Council states that in fact what was intended as short term measure has become standard for many people<sup>21</sup>.

“Over 50% of all cases in each of the years 2006, 2007 and 2008 were related to individuals either submitting entirely new asylum claims or providing new evidence to support an existing claim.”

Perhaps even more disturbingly the report confirms that people are already on this form of support for significantly longer than it was designed for and for much longer than is sustainable given the cashless nature of the support as shown on the graph below:



<sup>21</sup> Scottish Refugee Council. (Oct 2009). Life on Section 4 Support.

The SRC research identified a number of negative consequences of the Section 4 system:

- Recipients feel that it is dehumanising.
- There is little relationship in practice between Section 4 support and any plans to return to country of origin.
- The cashless nature of the system is felt to impact on all aspects of recipients' daily lives. It is felt to have a negative impact on health and ability to maintain social contacts, and to prevent any possibility of becoming part of Scottish society.

Although Section 4 is not generally supposed to apply to families, it is increasingly impacting on households with children. In January 2010 UKBA confirmed at a meeting with the Scottish Refugee Policy Forum that 119 households in Scotland are now on section 4 support. This is illustrated by the fact that there are now a number of children in primary school in Glasgow who were born while living in Section 4 accommodation and who still live there.

The general difficulties in living without cash are exacerbated by the process of bringing up children. Section 4 was not designed to support families with children. It is highly problematic that it now does in so many cases.

### **Integration and cohesion**

The GoWell Programme is a repeat cross-sectional study of residents in neighbourhoods across Glasgow. It will undoubtedly be a major source of data and insights in the coming years and as such has relevance to the issues under consideration in this report.

The communities targeted in the study have a significant proportion of asylum seekers and refugees. As a result, GoWell published a report about its findings in relation to asylum seekers and refugees in April 2009<sup>22</sup>.

The report was based on interviews which took place across 14 study areas in Glasgow. The sample of 6,016 adults included 730 people who described their status as being an asylum seeker or refugee. The vast majority of the asylum seeker and refugee participants lived in Red Road, Sighthill, Scotstoun, and Shawbridge.

---

<sup>22</sup> GoWell Research and Learning Programme. (2009). GoWell Findings: Asylum Seekers and Refugees in Glasgow's Population Areas.

Four focus groups were held specifically with asylum seekers and refugees. The focus groups collected people's views about their sense of belonging and community; the area's image and reputation; recent changes in the area and what they thought about the regeneration process.

Some of the key findings can be summarised as follows:

### ***Positive Experiences.***

Asylum seekers and refugees particularly value local schools and churches, both being institutions which have made efforts to support people. People also appear to derive high levels of social support from each other and from specialist local services. (Further feedback from frontline services at the Scottish Refugee Council highlights the importance to asylum seekers and refugees of mosques and other religious institutions in tackling destitution.)

### ***Negative Experiences***

However, many asylum seekers and refugees face harassment from local youths. Nevertheless, many were grateful to be safe from the dangers in their own country and reported that Scottish people were friendly. They particularly welcomed the way their children have made friends with other local children. The churches and community groups were also felt to have played a major role in uniting communities and encouraging integration.

### ***Views of Receiving Communities***

Despite these positive findings there was some unease and resentment expressed by other residents. Some articulated the view that there were simply too many asylum seekers and refugees in their area.

Some local Scottish residents see asylum seekers and refugees as behaving differently to themselves, and sometimes express frustration and anger that they do not follow perceived rules of collective behaviour. Examples given by existing residents included problems with stair-cleaning within the blocks or the disposal of rubbish.

Some Scottish residents echoed the views expressed in elements of the media that asylum seekers and refugees were given too much, and repeated some of the community myths that had been engendered in the early days of dispersal by poor reporting. The report speculates that some of these views emanate from the impact of multiple deprivation in the areas concerned as well as a feeling that improvements are long overdue to residents generally.

Despite the negative views reported above, there was considerable interest among local Scottish residents in mixing with new residents to learn from each other and avoid community tensions.

There was significant evidence that social integration was occurring. Both asylum seekers and refugees and local Scottish residents described children getting on well together, getting to know each other and forming friendships.

### **Specific Challenges Facing Asylum Seeking Women**

About half of those seeking asylum in Scotland are women. It is well known that many women face particular forms of persecution, often in their country of origin and which can often involve sexual violence.

This prompted Scottish Refugee Council to produce research in conjunction with the London School of Hygiene and Tropical Medicine, which examined experiences of such women. The results have some profound implications for services in the City<sup>23</sup>.

The study argues that;

*“Violence against women is a global phenomenon. Studies repeatedly show that women around the world suffer various gender-based forms of physical and sexual abuse, coercion and threats of harm. Women’s intimate partners are among the most common perpetrators of violence, but women and girls are also assaulted and intimidated by close and extended family members, acquaintances, neighbours, and other males in positions power, such as soldiers or police.”*

This study was unusual in documenting the abuse that occurs during the refugee journey that starts in women’s home countries, and also includes other locations, such as refugee camps, detention centres, and border crossings. The study found that many women are without any social or family support on their journey to the UK which can leave them especially at risk of abuse from smugglers, traffickers, detention facility personnel or border guards. Women with children are often at greater risk, as they try to protect their children to ensure they survive during their journey.

The study also considered the cumulative effects of their experiences on women once they arrive in Scotland. The results from those interviewed as part of the Scottish part of the study are summarised below.

---

<sup>23</sup> Scottish Refugee Council and London School of Hygiene & Tropical Medicine, Asylum Seeking Women, violence and health: results from a pilot study in Scotland and Belgium. Scottish Refugee Council.

### **Asylum Process**

- 36% of women in Scotland indicated their children are present during their first asylum interview with the Home Office. This is despite the nature of the experiences they needed to be able to describe, and clearly creates potential risks to the well being of their children.

### **Violence**

- 70% of women reported having experienced physical and/or sexual violence in their lifetime.
- 38% had experienced physical or sexual violence from an intimate partner (IPV) in their lifetime and 19% had experienced IPV in the past 12 months.
- 50% of women had experienced physical or sexual violence by an individual other than an intimate partner in their lifetime.
- 65% of women reported that their children had witnessed some form of violence.

### **Physical and Mental Health**

- 54% of the women reported that their health was worse in the host country than it was in their home country.
- 57% of women were above the cut-point for Post Traumatic Stress Disorder (PTSD)
- 20% reported suicidal thoughts in the seven days before the interview.
- 50% reported 'difficulty remembering' things. Difficulty remembering was reported by a majority of women and is a common symptom of Post Traumatic Stress Disorder. This is likely to have serious implications for women's asylum testimonies and their appeals.
- Women reported high depression and anxiety levels.

### **Healthcare**

- 93% of women in Scotland reported receiving adequate health care (compared to 60% in the Belgian sample).
- 44% reported having at least one visit to A&E within the past 12 months.
- 33% reported receiving STI testing, and 54% had been tested for HIV.

These findings have significant implications for services in Scotland and indeed for the rest of the UK, if asylum-seeking women are to receive support they need to the same level provided to other women in Scotland. In particular, the high level of violence experienced by female asylum-seekers indicates the need for procedures that are able to identify and respond to women's particular protection and health needs.

In the Scottish findings, there are clear and positive messages regarding good health care provision, with nearly all women reporting they had adequate medical care and were satisfied with it. There

were issues which the report identified for further action including the nature of HIV testing, sexual health and a pressing need to link with suicide prevention strategies since approximately 20% of those interviewed in the research reported that they had considered suicide in the seven days prior to interview.

The levels of post-traumatic stress disorder amongst asylum seekers strongly suggest that more early voluntary mental health assessments and support should be offered, and that these services must be culturally sensitive and able to respond to trauma issues.

Given that the report identifies that many children have witnessed some form of physical and/or sexual violence, age appropriate mental health services should be offered and made available to children.

### **General Observations about Migrant workers**

There is a long history of people coming to the UK to study and work from all over the world. This report does not touch on the needs of migrant workers in this more general category, but instead focuses on the newer group of migrant workers who have come to work in the UK as a result of the enlargement of the European Union, in particular the A8 and A2 accession countries.

### **The Roma Community**

Further work was carried out by the University of the West of Scotland, which was commissioned by South East Community Health and Care Partnership and Oxfam in response to the arrival of Roma migrants in the Govanhill Area. Their report further explored a range of issues faced by this group, and by the services which support them<sup>24</sup>.

The report describes the experience of the Roma as follows;

*“Facing increased hardship; racism and discrimination the Roma have fled their worsening situation in greater numbers, first as asylum seekers and later, after May 2004, as ‘new’ citizens of an enlarged European Union (EU). However, they have been met by a new wave of anti-Roma attitudes emerging in Western Europe, marked by media speculation about the consequences, real and imagined, of large scale immigration of Roma from the East.”*

---

<sup>24</sup> University of the West of Scotland (2008). Report on the Situation of the Roma Community in Govanhill, Glasgow. Oxfam.

It goes on to comment on the fact that

*“those previously deemed to be ‘outsiders’ have been reconstructed as ‘citizens of Europe’, legitimate ‘insiders’ in possession of a portfolio of formal rights that cannot be limited by individual national governments within the framework of EU law, whilst at one and the same time being at risk as a result of processes of racism and discrimination operating at the local and national level.”*

The Roma are therefore vulnerable to the combined disadvantages of being both an ethnic minority and being migrant workers. They have also experienced historical, and at times systematic, abuse by both state agents and others in civic society across Europe. This has created an atmosphere and culture of mistrust within the community which can compound their isolation.

The report contends that both the UK and Scottish Governments have failed to play their part in safeguarding the rights of the Roma as a recognised ethnic group in Europe, and have also failed to promote and raise awareness of Roma rights within the UK. It goes on to describe a disconnect between the recognised rights of the Roma under EU law and the action taken to deliver these rights;

*“Indeed, whilst Roma have a right to reside and work within the UK, they have enjoyed little active protection by Government agencies in the area of employment, housing and social benefits. This has led to the increased vulnerability of this already marginalised ethnic minority.”*

The report describes a range of limitations on the rights of the Roma to lead full and active lives. These include;

- Limits on access to the labour market with the requirement to register with the workers registration scheme;
- Reliance on the part time, temporary or irregular economy, with, as a consequence:
  - Increased risk of vulnerability at the hands of gang masters and other semi-formal employment intermediaries;
  - Involvement in very low paid work often in extremely unpleasant conditions with anti-social hours;
  - Very limited job security; and
  - Inability to access the basic in-work rights and benefits many other people working in the UK take for granted, including a contract of employment, a minimum wage, pension rights, paid holidays, maternity leave, and paid sick leave.

- Limits on accessing employment advice services both due to the status of migrants and the practical barriers faced by services themselves in relation to language etc;
- Limitations on access to benefits on arrival and for those who have been reliant on work in the irregular economy outside the workers registration scheme;
- Limitations on access to affordable housing as a result of benefit restrictions on unemployed families leading to additional financial burdens on local authorities if Scottish Homelessness standards are to be met;
- Lack of appropriate social housing;
- Consequent reliance on poor quality low cost private sector housing;
- Overcrowding which can lead to community tensions;
- Language barriers leading to problems with accessing services such as health services;
- Differing cultural expectations of services e.g. GPs or Police services; and
- Historical and cultural factors affecting the expectations, access and continuity of participation in school services by Roma children

In addition to a range of policy recommendations designed to reconcile the tensions and contradictions outlined above, the report concludes that meeting the needs of the Roma require careful planning because of the many unique factors affecting their lives in the longer term. It recognises that this needs to be achieved in ways which do not disadvantage other community members and may need a combination of Roma specific services and removal of barriers experienced by Roma who need to access other services which benefit the community as a whole.

### **The General Situation for Migrant Workers.**

Recent discussions with Positive Action in Housing's New Migrant Action Project in February 2010 confirm that the issues raised in the University of the West of Scotland report and the Blake Stevenson Study are still current - and that the main types of advice and support services required by the migrant worker communities relate to:

- Housing advice and information & finding accommodation;
- Employment/careers advice & finding employment;
- Health Information including registering with a GP;
- Financial services e.g. opening a bank account; and
- Registering for work – National Insurance and Worker Registration Scheme.

The situation for service planners and providers is complicated by the division of roles between Scotland and Westminster arising out of the devolution settlement. Many key policy areas are reserved to Westminster including employment, social security and immigration, although most services relating directly to supporting EU migrants are devolved. The resulting policy tension results in UK policy which often limits access to public funds for individuals and families whilst simultaneously placing the responsibility to meet the healthcare, education, children's services, housing and policing needs of new communities on the Scottish Government and local authorities.

## **Summary**

The experiences of the communities described in this section confirm that there are common elements of need which appear to operate across all BME population groups. All of the population groups experience, active discrimination of some kind. This ranges from low level harassment as a backdrop to the lives of many minority residents – particularly those from the visible minorities – to, albeit much less common, serious racially motivated or aggravated hate crime against people. Although this is much less common it does happen and it is widely believed that the level of these kind of crimes is under-reported.

There are also additional issues facing particular groups, which both add to the hardships they face, and have challenged Glasgow's local communities to go much further in the provision of informal social welfare provision. Within each of the population groups it is clear that there are additional needs which also need to be considered. These arise from the unequal impact of factors associated with immigration status, the operation of the asylum system, the vulnerability of women and children in the refugee journey and consequent increased needs and reduce access to services. This requires that some form of additional weight is given to meeting these kinds of specific need.

## **5. Insights from Community Engagement**

As an organisation Scottish Refugee Council is committed to involving people seeking asylum in identifying and prioritising their own needs, and in finding ways to meet them.

At the time of writing this report, only a few of the Integration Networks had successfully engaged with the migrant worker or long term BME populations, although work is underway in Govanhill Pollokshields and Central and West to do this. This is partly due to considerable challenges in the methodology for engaging and maintaining dialogue with migrant workers, who work long anti-social hours, or BME communities who may have become disillusioned by experiences of other engagement processes.

However, Scottish Refugee Council's core mission has led us to develop highly effective methods of engaging with refugees and asylum seekers. This section contains a brief summary of the kind of issues they are raising.

### **Framework for Dialogue (FFD) Groups**

Scottish Refugee Council has run a number of consultative groups, called Framework for Dialogue groups, linked to local to Local Integration Networks, for a number of years. The FFD groups also take on the role of improving their members' knowledge and access to information about local services, rights and entitlements and responding to requests to engage in consultative initiatives.

The issues the groups work on are determined by the members who participate in the group, Greater diversity in the experiences of that group, as the asylum system has changed, has led to a greater diversity in the issues raised.

Groups have raised issues including access to legal assistance, the use of vouchers in section four support, responding to families facing detention or removal, local community safety issues, tackling racism and awareness raising and appropriate provision of services/ facilities in the local area. Recent issues include those raised by members who have received Leave to Remain after many years stuck in the asylum process include access to employment benefit entitlement and housing concerns. It should be noted that issues relating to the asylum systems remain the most pressing for new members and their families.

## **Refugee Community Organisations and the Scottish Refugee Policy Forum**

Scottish Refugee Council continues to support a number of Refugee Community Organisations (RCOs), which seek to represent members from either a country of origin or community of interest, such as women.

In addition to these grassroots organisations, Scottish Refugee Council supports the Scottish Refugee Policy Forum and the Refugee Women's Strategy Group, two key federated structures to ensure issues experienced and expressed by local RCOs can be dealt with more strategically with the immigration authorities and with government.

The range of issues that have been recently been the focus of the groups include childcare provision for initial asylum interviews, access to a female case owner and interpreters for women claimants, the implementation of new benefit entitlement cards and general reductions in asylum support rates, access to university places for young people within the NAM system, citizenship applications and monitoring alternatives to detention. A number of poverty related issues have also recently been explored such as access to employment and education for both asylum seekers and those with Leave to Remain, the effects of destitution and fuel poverty.

## 6. Conclusions on Data and Recommendations for Future Use and Development of the Research

In producing this report Scottish Refugee Council believes that it has contributed to a process of comparing and sharing data which has the potential to lead to a much greater understanding of the nature of needs within BME communities in Glasgow.

### General Use

Scottish Refugee Council has been able to enhance the basic data available on the distribution of BME populations at Integration Network level. It has also been able to provide a simple tool which other data owners will be able to use for themselves.

Scottish Refugee Council believes that this data will contribute to improving baseline information for understanding the composition of target populations at local level. This will assist with the future identification and evaluation of outcomes for work with BME communities.

Scottish Refugee Council is confident that this will assist Glasgow City Council to move towards improved targeting of resources for race equality work in the city's community planning partnership areas.

Scottish Refugee Council would suggest that a greater evidence of need may also assist community planning partners to attract resources from a wider range of funding sources than is currently utilised – an outcome which is of vital importance during the current constraints on public spending.

This report has been developed at the same time as the City Council has carried out a horizon scanning exercise, through ODS Consulting, looking at trends in the population of a range of equality groups in the city. This report should be read in tandem with this work.

### ***Recommendation 1:***

**Contribution to the review of allocation formulae.** The findings from this research should be used in the process development of any new formulae for the allocation of resources to equality work as Glasgow Community Planning Partnership seeks to develop its proposals for future race equality work in the city.

### ***Recommendation 2***

**The research should be used more generally as a tool for engagement by Glasgow Community Planning Partnership with the city's BME communities.** Community planning is a process which seeks full partnership with local residents in pursuing desired outcomes. The research within this report provides a tool that will be of great value as Glasgow Community Planning Partnership seeks to strengthen its links with variety of BME communities in this city, and for it to be better able to target its efforts in that regard.

### ***Recommendation 3:***

**The partners involved in the delivery of this research are supported to work closely together on further analysis of the data.** Scottish Refugee Council suggests that the next phase of this work should continue to develop work to understand local population distribution.

Scottish Refugee Council believes that the next phase of the work should also explore;

- The gender of those living in BME households by population group;
- Family composition;
- Poverty;
- Levels of hate crime, detection and prosecution rates;
- Levels of intercultural contact;
- Employment information;
- Housing information;
- Educational access and attainment;
- Health and Scottish Refugee wellbeing;
- Access to services; and
- Effectiveness of community engagement.

### **Integration Networks**

There is no doubt that integration networks will be able to use the data to improve their own planning and targeting of services in the context of their Local Integration Plans.

#### ***Recommendation 4***

**Local networks should be supported to use the research findings.** A presentation should be developed from this report which can be used by community planning partnerships to engage communities themselves in assessing needs. The information should be used by Integration Networks when developing future Local Integration Planning.

A specialist seminar should be run for integration networks focussing on improving practical understanding of the SOA and how to improve monitoring and evaluation of outcomes. This could possibly build towards the work which will be carried out by the Scottish Government Improvement Service and Equalities and Human Rights Commission in the coming year on equalities outcome indicators. The seminar should begin the process of identifying and utilisng other resources to support Networks to improve their evaluation methods on an ongoing basis.

Further links should be explored between the locality planning processes carried out by the integration networks and the methods being developed by CoSLA using their Migration Toolkit. The possibility of piloting an integrated approach locally in Glasgow should be considered if the city takes the use of the toolkit forward. During the development of the toolkit CoSLA should consult with the Networks in Glasgow about the content and utility of the toolkit and the potential for its use at local level.

**Scottish Refugee Council**

**October 2010**

## **Bibliography**

Blake Stevenson Ltd (2007) A8 Nationals in Glasgow.

Chief Inspector of the UK Border Agency (2010) Getting The Balance Right.

Concordat Oversight Group (2009) Updated Menu of Local Outcome Indicators for SOAs. SOLACE and The Improvement Service.

Concordat Oversight Group. (2008). Single Outcome Agreements Guidance for Community Planning Partnerships.

Dept of Communities and Local Government (2007) The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators.

Equalities & Human Rights Commission (2009) Good Practice in Community Engagement from an Equality Perspective.

General Registrar of Scotland (2009) Projected Population of Scotland, National Statistics Publication.

Glasgow City Council (2009) Integrated Equality Scheme 2008 to 2011.

Glasgow Community Planning Partnership (2008) Glasgow Single Outcome Agreement 2008-11.

Glasgow Community Safety Partnership (2009) Annual Report 2009.

GoWell Research and Learning Programme (2009) GoWell Findings: Asylum Seekers and Refugees in Glasgow's Population Areas.

Improvement & Development Agency (2009) Key principles - Equalities Framework for Local Government .

NHS Scotland, Internal Statistics Division – Scottish Refugee Council site- (2009) The Resource Allocation Formula in Scotland.

Office of National Statistics (2009) Office of National Statistics Quarterly Report .

Public Service Improvement Framework (PSIF). (2009). The Improvement Service.

Scottish Government. (2007). Scotland Budget Spending Review 2007.

Scottish Government. (2008). Scottish Government Race Equality Statement.

Scottish Public Health Observatory (2010) Dimensions of Diversity: Population Differences and Health.

Scottish Refugee Council and London School of Hygiene & Tropical Medicine. (2009). Asylum Seeking Women, Violence and Health: Results from a Pilot study in Scotland and Belgium

Scottish Refugee Council. (2009). Life on Section 4 Support.

Stewart, E (2009) The Integration and Onward Migration of Refugees in Scotland UNHCR/  
Department of Geography and Sociology University of Strathclyde

Tribal Consulting (2008) Housing Migrant Workers the impact on the GHA Glasgow Housing Association.

University of the West of Scotland (2008). Report on the Situation of the Roma Community in Govanhill, Glasgow. Oxfam.

## **Glossary of Terms**

**ESOL** – English as a Second or Other Language (specialist language tuition for UK residents who do not speak English as their first language).

**EU** – European Union (member states are Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, and UK).

**Exceptional Leave to Remain (ELR)** – Since been replaced by Humanitarian Protection and Discretionary Leave to Remain. This status was granted to port asylum seekers who did not meet the Convention, but who were allowed to remain in the UK for other reasons, e.g. because it would be dangerous for them to return to their home country at that time.

**Family Reunion** – people granted Refugee Status are entitled to family reunion, i.e. to have their spouse and dependent children brought from their country to live with them in the UK.

**Humanitarian Protection** – Since April 2003 this status has been awarded to people who have been refused refugee status but cannot be returned to their country of origin as they face serious risk to life or person or of inhuman or degrading treatment or punishment. It is awarded for a five-year period and at the end of this time, the circumstances of the case are reviewed. If circumstances are unchanged, a person with HP can apply for ILR. People with HP status are allowed to work and access mainstream welfare systems.

**ILR** - Indefinite Leave to Remain. Immigration status conferring no time limit on a person's permission to stay in the UK.

**Judicial Review** – Court of Session examination of whether the law has been correctly applied (in an asylum decision, or any other decision by a public body).

**National Asylum Support Service (NASS)** – Home Office department set up in 1999 to administer the new asylum seekers' support system. Now referred to as UKBA Asylum Support.

**Permission to work** – permission to work in the UK is automatically granted to any person (and their spouse and children) with refugee status, ILR, HP or DLR. An immigration rule states that if you have been waiting for an initial decision on your asylum claim for more than 12 months then you can apply for permission to work until you receive your initial decision.

**RCO** – refugee community organisation (hundreds throughout the UK).

**Refugee** – a person who “owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country”. Definition quoted from the 1951 UN Convention on Refugees.

**Refugee Status** – status awarded to someone if the Home Office decides that they meet the definition of a refugee as described in the 1951 UN Convention. A person with refugee status is now given Leave to Remain for 5 years. Towards the end of the 5 year period an active review may be undertaken of the person’s case.

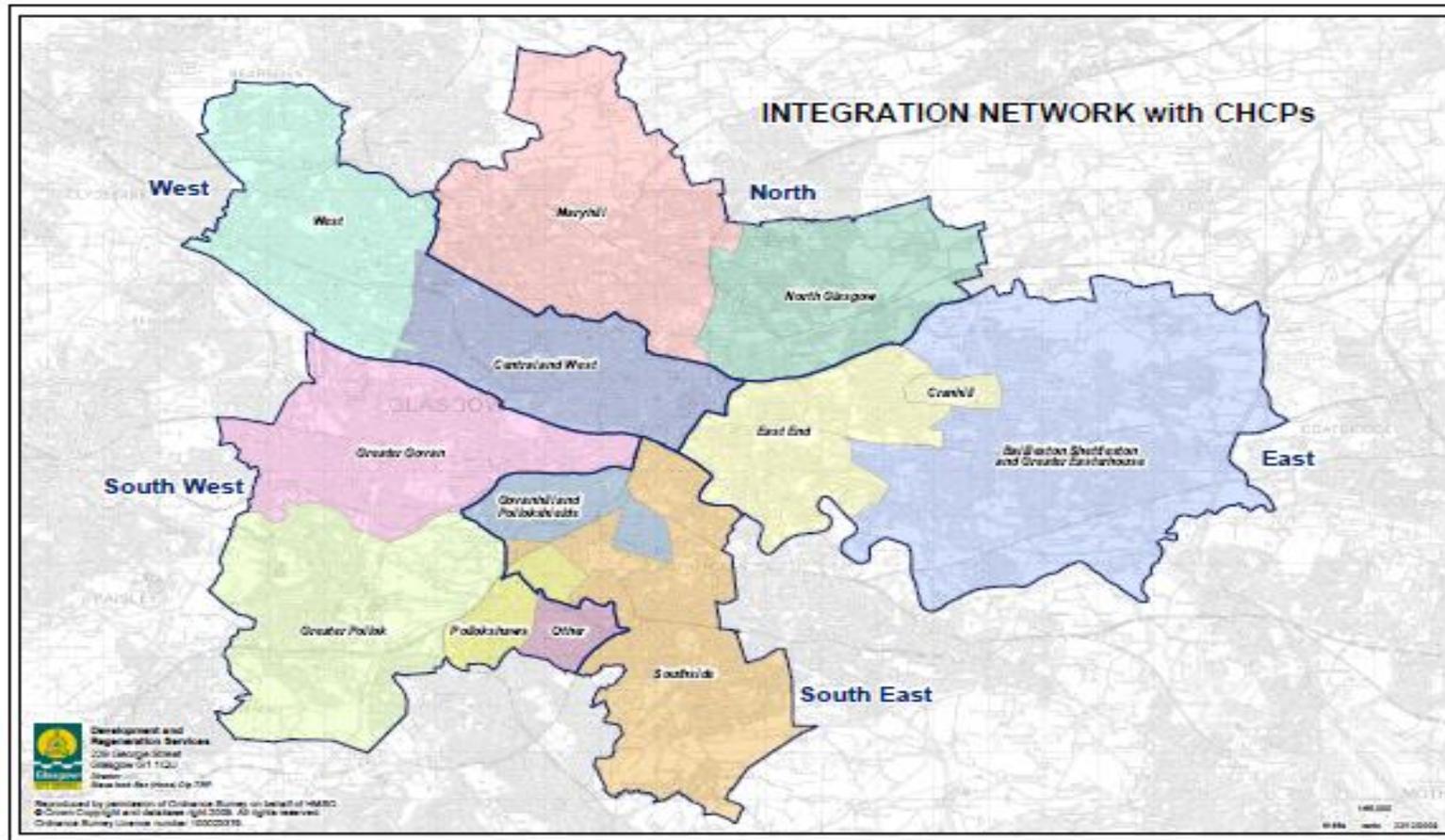
**Safe third country** – the Home Office deems certain countries to be places where a refugee is safe from persecution: all EU states, Canada, the US, Switzerland and Norway. If an asylum seeker travels through any of these states en route to the UK, s/he may be returned there on “safe third country” grounds. NB This is distinct from the White List of countries (see below).

**Settlement** – when a person is granted Indefinite Leave to Remain (ILR), this is sometimes also described as “settlement”. The term is also used to mean the process by which refugees become full and equal members of society, accessing mainstream services without disadvantage.

**UKBA** - United Kingdom Border Agency. The department of the Home Office that deals with all immigration issues.

**UNHCR** – United Nations High Commissioner for Refugees.

## Appendix 1: Integration Network boundaries



## **Appendix two - Scottish Refugee Council Community Development Role & The role of Local Integration Networks**

Scottish Refugee Council's community development work has three key strands:

- Working to promote self organisation amongst refugees and asylum seekers by supporting the formation of Refugee Community Organisations and local framework for dialogue groups in neighbourhoods where people live.
- Supporting refugee women and other marginalised groups of refugees to ensure that their needs are identified and addressed within the broader agenda.
- Supporting receiving communities to respond positively to the opportunities and challenges of increasing diversity by supporting the formation of Local Integration Networks and producing Local Integration Plans(LIPs)

### **The Local Integration Networks**

The area of our work which is most relevant to this project is support for the development of local integration Networks. Scottish Refugee Council have summarised their role at this point to highlight ways in which the data and insights in the report could be used.

Networks have been developing in Glasgow since early 2001 when significant numbers of asylum seekers and refugees came to the city. This process stimulated two parallel strands of activity:

- Where new asylum seeker and refugee communities were arriving in predominately white communities - agencies, local people and projects responded positively by delivering humanitarian support and tackling some of the myths associated with asylum. This led to the formation of local corporate structures which Scottish Refugee Council, Glasgow City Council and Glasgow Council for the Voluntary Sector helped to develop into the Refugee Integration Network concept and replicate in other areas.
- In areas with existing diverse populations the same partners helped promote a new focus on local responses to integration planning. This work looked at the needs of long established minority ethnic communities alongside those of new migrant workers and refugee and asylum seekers.

There are now nine Networks covering most of the City with two areas in the East End of the city where there are gaps (see section 8, note 1). Most of them are now independently constituted organisations able to operate autonomously and raise their own funds as well as utilise former Fairer Scotland Fund resources on behalf of Community Planning Partnerships. All now work closely with the community planning partners in their areas submitting their Local Integration Plans

for approval at the beginning of each financial year. Networks provide opportunities for local people and staff from a variety of projects and organisations to work creatively to deliver safer and more cohesive communities in the context of the National Outcomes and the Single Outcome Agreement.<sup>25</sup>

The Networks deliver significant grassroots involvement from local people, community projects, faith groups and local public and voluntary sector agencies. These partners have been involved in the planning and delivery of work to support integration of new residents and the formation of more positive attitudes. The Networks also service the Community Planning aspiration to develop a Project to Programme approach to the use of resources in a more co-ordinated way and Scottish Refugee Council would suggest that they are one of the more successful examples of this approach across the city. In terms of what they are currently delivering - and what they may have the potential to achieve - Scottish Refugee Council would suggest that Networks should continue to be viewed as a mechanism which can deliver continuity in race equality planning at the local level and as such should be considered as a key future element of the developing Race Equality strategy for Glasgow.

### **The Local Integration Plans**

A key reason for Scottish Refugee Council developing the kind of data included in this report is to assist Networks to produce their Local Integration Plans. These have been a key achievement of the Networks and have helped increase stability for the planning and delivery of local race equality and integration work over the last seven years. This is the case despite the fact that there was little previous history of supporting such work at the neighbourhood level in many of the areas. They have built on the supportive policy context delivered by the Council and the Scottish Government and now mobilise a wide array of local partners building on the positive responses made by many communities to refugee dispersal.

The plans enable communities to reflect on local circumstances, consider the impact of negative attitudes and plan accordingly. They help communities using community development methods, to improve community cohesion, build tolerance and combat racism. In this way their local work utilises the skills, knowledge and relationships within communities to implement many of the objectives of race equality policy at the broader city wide and national levels. This helps transform policy into practical local activities which make a difference to the lives of existing and new residents in the city.

---

<sup>25</sup> The National Performance Framework provides guidance to Councils and other community planning partners on how to ensure that Single Outcome Agreements reflect the Scottish Government's priorities. It is generally accepted that there are gaps in the framework in terms of appropriate outcomes and indicators for equalities

The plans contribute to the delivery of targets being pursued by The Scottish Government, Glasgow City Council, Community Planning Partnerships, Community Healthcare Partnerships and other partners in the context of the elements of the Single Outcome Agreement which relate to equalities issues. They also maintain the profile of race equality work in local regeneration areas where equalities have historically been less of a focus.

The plans support communities to;

- Deliver opportunities for inter-cultural contact such as cultural festivals, integrated events e.g. International Women's Day, awareness raising activity in schools and the wider community,
- Initiate and co-ordinate specialist services such as advice provision on asylum issues, housing and employment advice for Migrant workers, integrated youth work or language support of various kinds.
- Help to remove barriers to local services and increased direct contact between victims of racism, potential victims and the police.
- Ensure that the voices of refugees and asylum seekers, long established minority ethnic communities and other migrants can be heard in the broader debates about race equality work in Scotland.
- Deliver participation in consultation, conferences and local strategic meetings organised by the Scottish Government, Local government and other in line with community engagement objectives.

The plans also help raise the profile of the work by ensuring that the strategic thinking and the lessons learned are being fed into the development of race equality policy and strategy in Glasgow and also in Scotland. A large number of local groups and agencies are now engaged in this effort, evidenced by the fact that eight of the nine Networks played an active role in the recent Scottish Government Race Equality Conference. The localised nature of the response to the issues is also of fundamental importance as it is this which maximises the buy-in from local opinion formers and this in turn will help deliver long term change as addressing race issues becomes as commonplace as addressing issues such as housing, employment or community safety. It is also hoped that this approach will also act as a stimulus for addressing other equalities issues perhaps through the lens of promoting cohesive communities which plan for the needs of *all* their members.

## Appendix Three - Links between Demographic data, Policy & the Single Outcome Agreement

### Scottish Government Equalities Statement.

In December 2008, the Scottish Government published its Race Equality Statement (Scottish Government, 2008), which set the direction of National policy in this area. In the Statement the Scottish Government set out its vision:

*'...for a more equal Scotland that is fair and just. A Scotland which embraces diversity – whilst also fostering a sense of common purpose and goals. A place where people from all backgrounds – irrespective of their race, faith, belief and place of birth – feel respected, have a sense of belonging and are confident that they can achieve their potential. Where we acknowledge our shared aspirations and common goals as we work for the good of Scotland. A Scotland where all our communities are recognised as threads which make up the tartan of our nation's life.'*

The statement describes a Scotland where:

- *“Equality and fairness are evident;*
- *Racism, discrimination and prejudice are eliminated;*
- *We have tackled the significant inequalities in our society;*
- *Diversity of backgrounds and personal characteristics are positively valued and respected.”*

It highlights a number of themes that work will be structured around, including;

- *“ Improved opportunities for people from minority ethnic, refugee, asylum seeker and faith communities – taking action to address the barriers which are at present preventing people from those communities from achieving what they are capable of;*
- *More responsive communities, where people from minority ethnic, refugee, asylum seeker and faith communities are better supported by services, whether specialist or mainstream;*
- *Safer communities, with lasting connections between people from minority ethnic, refugee, asylum seeker and faith communities and the wider community. Communities where all feel valued and able to live safely, respecting and valuing the contributions of all. Communities where hate crime based on race or faith is tackled effectively and where such crimes, in time, are reduced; and*
- *More active and vibrant communities, with increased participation by people from minority ethnic, refugee, asylum seeker and faith communities in all aspects of mainstream community and civic activity. Increased engagement will help the integration and strengthening of community relations and develop understanding of our shared goals and aspirations. It will also contribute to the delivery of better services and provisions as the*

*needs of communities become better understood.”*

These are particularly reflected in the National Outcomes for Scotland (Scottish Government, 2007)

- National Outcome Seven - *We have tackled the significant inequalities in Scottish society.*
- National Outcome Thirteen - *We take pride in a strong, fair and inclusive national identity*

Scottish Refugee Council thinks that the data collection approach suggested in this report would help the council address these government targets in the short medium and long term.

### **Integrated equalities scheme.**

This project will also assist the council to work with others to achieve progress in implementing the general duty to promote good race relations as described in its Integrated Equalities Scheme (Glasgow City Council, No 2009). These are to;

- *“Eliminate unlawful discrimination*
- *Promote equality of opportunity*
- *Promote good relations between people of different racial groups”*

Scottish Refugee Council believes that this data will assist with the planning and targeting of initiatives which support the scheme and also help communities to plan and deliver the kind of enhanced community engagement which is needed to deliver these outcomes

### **Glasgow Single Outcome Agreement (SOA).**

The SOA for Glasgow describes a wide range of activities which were supported with the intention of delivering effective work to promote the regeneration of the city as a whole.

The partnership has undertaken a number of activities to promote equality and eliminate discrimination. Scottish Refugee Council recognises that many of the above-mentioned outcomes of the Scottish Government are to some degree already being addressed in the Glasgow Single Outcome Agreement (Glasgow Community Planning Partnership, 2009) - although not all are described in detail. The current SOA states that it promotes race equality by;

- *“funding Glasgow Equalities Partnership (an independent voluntary organisation) to develop an equalities hub to improve engagement with and develop capacity among equality groups across the city*
- *funding Glasgow Anti Racist Alliance (GARA) to work both with organisations to assist them carry out their race equality duties and with voluntary groups, communities and individuals to help them become active citizens and promote integration.*

- *developing a Race Equality Programme for Glasgow across the partnership. The aim is to produce an outcome focused action plan by March 2009. This programme of interagency activity in particular will be used to improve mainstreaming activity (making sure all aspects of our business processes (how we plan, manage and monitor our work) take account of and reflect the different needs of the population.)*
- *continuing through the Fairer Scotland Fund to fund projects that provide support for black and ethnic minority communities and disabled people.”*

It is clear that some of this work to develop a race equality strategy has now been superseded within the horizon scanning exercise being carried out by ODS consulting for the Council at the moment. Scottish Refugee Council understand that this will lead to a new overview of the race equality strategy and make links with broader equalities work in the city and are confident that this report will feed into that process.

### **Further National Work on SOAs**

Scottish Refugee Council are also aware that improving the equalities dimensions of SOAs is a recognised aim of the Scottish Government. Joint Guidance on the development of SOAs (COSLA, Scottish Government, SOLACE, Audit Scotland and the Improvement Service 2008) was produced and issued in October 2008. Under the section on scope, Community Planning Partnerships are advised to set out their duties in relation to equalities.

*“improving performance on equality will contribute to the successful delivery across a range of outcomes and further embedding equality will continue to be important in this second phase of SOAs” (COG, 2008, p.12).”*

The Scottish Parliament Information Centre, in the latest overview of the second round of SOAs published in Feb 2010, picks up this theme and reminds us that the developing statutory requirements relating to equalities matters need to be more effectively accommodated within the revised SOAs and describes how authorities across Scotland are adopting different approaches to this;

*“The treatment of equalities issues range from a minimalist approach where a general statement with regard to equalities is made to SOAs containing detailed consideration of how equalities are integrated into SOA development and implementation.”*

The latest version of the Updated Menu of Local Outcome Indicators published in Nov 2009 (SOLACE & The Improvement Service, 2009) notes that the work to improve indicators also needs to identify and resolve significant data gaps. In a modest way Scottish Refugee Council see this project as contributing to this process.

Scottish Refugee Council have confirmed that the Improvement Service, as co-ordinators of this work, are interested in the experiences of partners grappling with these problems at local level. They have confirmed to us that they may be interested in dialogue with stakeholders and hearing suggestions for additional outcome indicators. The guidance note for the latest menu of indicators identifies a number of gaps in the indicator framework including equalities and community cohesion and invites

*“Suggestions for additional outcome indicators to be incorporated within future updated editions of the Menu are welcomes and can be sent to [listen@improvementservice.org.uk](mailto:listen@improvementservice.org.uk)”*

The guidance note goes on to state that:

*“Accordingly, in addition to routine monitoring, there will be a need to undertake more in-depth evaluation of the activities and strategies implemented to achieve the outcomes specified in SOAs. This, for example, can assist with attribution of outcomes / impact and can also help to improve understanding of which aspects of the SOA strategy work well and represent good value for money.*  
“

Although, Scottish Refugee Council are keen to sign post good work already being delivered in Glasgow it takes the view that the evaluation of its impact could be improved, in order to understand what works and how it could be replicated.

Scottish Refugee Council has commented previously on the limitations of current monitoring systems feel that the use of more appropriate indicators would be helpful. Scottish Refugee Council believes that the analysis and recommendations contained in this report could help improve the way in which the Glasgow SOA addresses race equality matters in the coming years – particularly in producing clearer baseline information. Scottish Refugee Council would propose that there may be scope for discussion with the Integration Networks about how their own approach to evaluation and how this could be enhanced by links to work at national level to develop credible more evaluation techniques.

The Scottish Government Improvement Service (IS) is supporting councils and their partners to promote equalities. This includes work on the indicators framework which could be utilised to support planning and evaluation locally. Its work includes:

- Developing an Equalities Framework over the coming year in consultation with key stakeholders such as the equalities & Human Rights Commission, and promoting the benefits of this approach to other organisations;
- Integrating the Equalities Framework into the existing Public Service Improvement Framework (PSIF) (Public service Improvement Framework 2009) which is already used by a number of local authorities in Scotland.
- Supporting the Scottish Councils' Equalities Network community of practice by developing online learning tools for stakeholders. In relation to this last point the IS has discussed the possibility of assisting stakeholders in Glasgow to establish their own Community of Practice to support thinking about needs assessment, development of outcomes and indicators and reflect on practical experience.