

Scottish Refugee Integration Forum
action plan



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FOREWORD

I am very pleased to be able to present this report of the Scottish Refugee Integration Forum and thank all those involved for their hard work. Scotland has always been a welcoming country and we should all give proper recognition to the hard work and dedication that has gone into this document to ensure that this reputation remains justified.

Many asylum seekers and refugees come to Scotland fleeing from terrible oppression and persecution. In Scotland they seek sanctuary and a place to rebuild their lives, a place where they can meaningfully contribute to the community they live in. Many of the recommendations laid out here are aimed at giving people the opportunity to do just that.

The report clearly lays out achievable and measurable actions in six different areas; Positive Images, Community Development and the Media; Housing; Justice, Community Safety and Access to Justice; Children's Services; Health and Social Care and; Enterprise, Lifelong Learning, Employment and Training.

The Forum was able to draw on an extensive range of experienced and knowledgeable people including obtaining the views and concerns of asylum seekers and refugees themselves. I hope that all levels of service providers will consider how best to use this very valuable resource and learn from the recommendations laid out here. There are no illusions about the challenges ahead. There is a great amount of work still to be done to make these recommendations into reality. However, the commitment I have seen to this Forum's work, from the very start of the process, by the huge number of people involved from a wide range of organisations, gives me confidence that a great deal will be achieved through this report.

We can learn much from the broad range of people who come from different countries. We can learn from each other and from all those who live within our borders. With the opportunity to live, without fear or persecution, asylum seekers and refugees have the potential to contribute greatly to the diversity and prosperity of Scotland. This Action Plan and its supporting Document is aimed at providing the tools and opportunities to do that.



Margaret Perren

Scottish Refugee Integration Forum

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Margaret Curran, MSP

Minister for Social Justice

Scottish Refugee Integration Forum Action Plan

This document is the Action Plan of the Scottish Refugee Integration Forum. More than 50 key actions are set out here which are likely to make a real difference to the lives of asylum seekers and refugees in Scotland. This Action Plan is realistic and practical, and can be implemented within a relatively short time scale. Although much of the work of the Forum has concentrated on Glasgow, this Action Plan is national in its focus, with many of the key actions relevant to any area where asylum seekers or refugees settle.

This document sets out only the key actions agreed by the Forum. A supporting document (available from www.scotland.gov.uk) contains a wealth of material prepared by the Forum and its Satellite Groups, including a summary of the issues which underpin the key actions set out here, as well as more than 100 additional proposed actions. This document will be used to inform policy development in the future.

The Scottish Refugee Integration Forum was established in January 2002, with an expected lifespan of 18 months. It has the following remit:

- in partnership with the Scottish Executive and in consultation with the wider public and voluntary sector interests to develop action plans to enable the successful integration of refugees¹ in Scotland and the provision of more accessible, co-ordinated and good quality services.

The Forum was also asked to:

- consider all matters necessary to assist refugees to integrate into life in Scotland;
- collect and disseminate examples of good practice from around the country; and
- play a key role in promoting positive images of refugees as members of society.

A draft of this Action Plan was consulted upon during the autumn of 2002. A specific refugee and asylum seeker consultation exercise was undertaken. This involved running focus groups in seven refugee languages as well as two English groups across Edinburgh and Glasgow.

~~The outcome of this process indicated that the work of the Forum was~~

¹ In this context "refugee" means those found to be refugees under the terms of the 1951 UN Convention and also those

given exceptional leave to remain as persons in need of protection under the European Convention of

well received and considered appropriate in scope. However, it was stressed that the primary concern of asylum seekers related to their asylum claim.

Membership

The Scottish Refugee Integration Forum has been chaired by Margaret Curran, Minister for Social Justice.² The membership of the Forum is as follows:

Professor Alastair Ager	Director of Centre for International Health Studies	Robert Aldridge	Director of Scottish Housing for Single Homeless
Kathleen Bolt	Principal Legal Officer for the Commission for Racial Equality		
Philippa Bonella	Scottish Council for Voluntary Organisations		
Father Chris Boles SJ	Action of Churches Together in Scotland		
Eric Byiers	Strategic Manager, Fife Council (CoSLA representative)	David Comley	Director of Housing, Glasgow City Council and Chair of the Scottish Asylum Seekers Consortium
Ken Corsar	Director of Education Service, Glasgow City Council	Sally Daghlian	Chief Executive of the Scottish Refugee Council
Brian Dempsey	Board Member of Scottish Business in the Community	Kaliani Lyle	Chief Executive of Citizens Advice Scotland
John McLean	Assistant Chief Constable, Strathclyde Police		
Linda McTavish	Principal of Anniesland College		
Sister Isabel Smyth	Scottish Interfaith Council		
Mark Batho	Head of Social Justice Group, SEDD		
Rachael Reynolds	Home Office Refugee Integration Team		

Way of working

The Forum has met five times since January 2002, but the bulk of its work has been carried out through six Satellite Groups. These groups were established by the Forum following its meeting in March 2002, and were charged with the development of the component strands of the Action Plan in each of six areas, broadly corresponding to Scottish Executive departments.

The Satellite Groups brought together a wide range of those with a

² The Forum was chaired for its first two meetings by Iain Gray, then Minister for Social Justice.

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direct interest in working with asylum seekers and refugees. Membership of the Satellite Groups was drawn from faith groups and organisations in the public, private and voluntary sectors. The full membership of the Satellite Groups and their method of working is set out in the supporting document.

It became clear that the Satellite Group structure could not provide effective coverage of a small number of key cross-cutting issues, and three groups drawn from experienced practitioners were convened specifically to discuss translation and interpretation, advice and information and community preparation.

In each case, at the request of the Scottish Executive, the groups identified a small number of key actions which have been included in the Action Plan.

Wider context

The Forum is aware that this work is not taking place in isolation. The Forum recognises the significant role which the public and voluntary sector is already playing in supporting refugees and asylum seekers in Scotland. At a national UK level, the Home Office is coordinating the development of a similar action plan. The Forum has remained in close contact with the Home Office throughout the production of its Action Plan.

More generally, implementation of the Race Relations (Amendment) Act 2000 is likely to bring about a number of changes in the ways in which public authorities approach their work with minority ethnic communities generally, and with asylum seekers and refugees. The Act places a new duty on public authorities to ensure that in arranging its functions due regard is paid to the need to:

- eliminate unlawful racial discrimination; and
- promote equality of opportunity and good race relations.

Wherever possible, the Forum has developed its Action Plan within the overall context of the legislation, particularly in seeking to avoid making

specific recommendations in areas (for example in relation to the overall policy approach taken by public authorities) in which it is expected the legislation will have its most significant impact.

Action Plan

The remainder of this document sets out the Action Plan of the Scottish Refugee Integration Forum. Only the key actions are set out here. The supporting document sets out in some detail both the issues which underpin the key actions, and a further range of actions which the Forum believes will also be necessary to achieve the full integration of refugees in Scotland. The sections of the Action Plan mirror that of the supporting document, with the first four groups of key actions relating to cross-cutting issues, and the remainder to each of the service-specific areas considered by the Satellite Groups.

Key Actions: General Cross-Cutting Issues

- (1) There is a need to **recognise and address racism** in Scotland in all its forms. It is recognised that the Race Relations (Amendment) Act 2000 has been implemented from November 2002, and that this has led to an increased focus on racism, but there will be an on-going need to ensure that the work which is being undertaken is effective.
- (2) The Scottish Executive should ensure the wide dissemination of work which is currently being undertaken in Glasgow to **identify experiences and best practice** in the integration of asylum seekers and refugees.
- (3) The Scottish Executive should prepare guidance on the need to implement structures which will **facilitate multi-agency working** in each area.
- (4) The Scottish Executive should take the lead in ensuring that **statistical and tracking information** about the asylum seeker and refugee communities in Scotland is gathered at a national and local level.
- (5) The Scottish Executive should take the lead in ensuring that services providers, asylum seekers and

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refugees in all areas can **gain access to specialist services.**

Key Actions: Translation and Interpretation

- (6) There is a need for clear guidance from the Scottish Executive to public sector organisations **to ensure that they can have access to translation and interpretation** where this is a necessary part of their work. This should focus in particular **on the use of interpreters** and on the training of staff specifically in working with interpreters (in mainstream and emergency settings).
- (7) Steps should also be taken to identify whether additional resources could be made available nationally or locally **to allow individuals and community groups to obtain interpretation services** where these are required as part of the process of facilitating community development and integration.
- (8) A **national certification/accreditation body for interpreters and translators** should be established.
- This body should take the lead in the development and monitoring of standards and play a part in developing a better understanding of the professional standing of interpreters and translators.
 - A Scottish register of interpreters and translators accessible to commissioning organisations should be developed.
 - A list of "stand-by" interpreters (who are qualified and experienced, but who work in other areas, and for employers who may be prepared to release them in emergency situations) should be developed.
 - One of the key functions of such a national body would be to increase standards. There is a need, however, to ensure that the contribution which interpreting and translating work is making to the social and economic integration of refugees is not lost, and that any approach to, for example, certification, is inclusive.
- (9) Extensive use should be made of the Scottish Translation,

Interpreting and Communication Forum Good Practice Guidelines to help **public agencies develop effective means to communicate with target audiences**. Consideration of effective methods of communication should include the use of oral and written translation, partial and summary translations, telephone helplines, the use of tapes, and the use of cascading briefings as well as the use of new technology.

Key Actions: Information and Advice

(10) A team should be created within a specific organisation or specific posts and budgets identified within a number of organisations charged with:

- **Delivering appropriate training** on legal, rights and support issues to organisations delivering advice, information and signposting services.
- **Developing networking** activity between such organisations.
- Facilitating the **dissemination of information** on current legal, support and rights issues, and changes to relevant legislation, as well as the **sharing of best practice**.
- Supporting the development of sufficiently funded **local, city-wide and council-wide strategies** to meet advice, information and signposting needs, ensuring the provision of seamless services, with access to expert services where required.
- Supporting the development of resources which **assist asylum seekers and refugees to self refer** to services.
- **Developing the capacity of organisations outwith major dispersal and settlement areas** to meet the advice and information needs of asylum seekers and refugees.

(11) Government agencies and departments working with asylum seekers and refugees must **audit the quality and appropriateness of their work** with the service user group. Particular attention should be paid to assessing the skills, knowledge and awareness of frontline staff. **Training and awareness raising** should be undertaken based on needs identified in the audit.

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Key Actions: Community Preparation

- (12) The Home Office and NASS should **provide information to communities in advance of dispersal**, and ongoing planning information should be maintained and shared by service providers.
- (13) Public and voluntary sector organisations and local networks should undertake **proactive work to stimulate and support a range of types of activities to promote integration** in the local community, including the development of services and, for example, social, cultural and sporting activities.
- (14) Partnerships, which are properly funded and involve all stakeholders, should take a strategic approach to **supporting front line staff and volunteers** from the start of the process of preparation for integration.

Key Actions: Positive Images, Community Development and the Media

- (15) **National and local politicians should take a key role in promoting refugee integration**, targeting key opinion formers in the media and giving a coherent and appropriate message which is based on the content of the SRIF Action Plan.
- (16) **The Media Sub-Group of the Scottish Asylum Seekers Consortium should be developed, enhanced and resourced**, with participation and support from the Scottish Executive to take forward the media strategy set out in full in the supporting document. The implementation of the media strategy should be monitored by a partnership of the SASC Executive Group and the Scottish Executive reporting in summer 2003.
- (17) The Scottish Executive should commission follow-up and further **attitudinal research** (building upon and integrating with research undertaken to support the anti-racism campaign and other existing projects), including exploration of issues affecting refugees to monitor attitudinal change. This research should involve ongoing media monitoring of refugee issues.

(18) The **Framework for Dialogue process**, a partnership between the Scottish Executive, the Scottish Refugee Council and Glasgow City Council, should be continued to enable sustainable input from refugees. This process should:

- Develop structures and mechanisms to allow continuing dialogue to take place.
- Build the capacity of new and existing groups and services to engage in dialogue.
- Develop citizenship education and work with the existing community.
- Ensure that refugees are aware of their rights and have appropriate information.
- Allocate appropriate resources (financial and other) to enable this community development work to take place in a way that reflects the long-term nature of this work.

(19) A short piece of research should be commissioned by the Scottish Executive to **identify the statistical and demographic information which is currently gathered by different services**. The indicative information gathered should then be used to inform community development and service planning (generally), as well as to project the likely need for particular services.

(20) **Community planning partnerships, community learning plans and community budgeting in areas of resettlement, as part of their race equality schemes, must make refugee issues an integral part of their work.** They should:

- Take action to promote the integration of a range of groups (including faith communities).
- Develop and build the capacity of existing/emerging groups.
- Develop and examine the resources required for integration at a local level.
- Strengthen local networks.

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- Improve consultation and planning at a local level.
- Develop the capacity of existing services and enable people to access these services.
- Emphasise the importance of the whole community enjoying life together through music, culture and sport, as well as recognising the importance of developing services.

Key Actions: Housing

(21) A pathfinder project should be designed and developed in Glasgow to ensure that all people have **access to independent support, advice and advocacy, to enable them to access appropriate housing**. The project should provide "floating" support in the form of a proactive outreach service to people who receive positive decisions. This should be funded through "Supporting People" and should be evaluated.

(22) All housing legislation and guidance should be proofed to take account of the barriers which refugees face, and housing services should ensure that issues relating to refugees are mainstreamed. To facilitate this, a checklist of potential evidence of mainstreaming and proofing should be prepared, which might include examples such as:

- The new Code of Guidance should refer specifically to refugees and should identify them as a vulnerable group in priority need.
- The Code of Guidance should reflect that refugees should not be deemed to have a local connection with their dispersal area.
- Homelessness and housing strategies should include reference to refugees and should be assessed by the Scottish Executive on the degree to which they do so.
- Refugees should be given more than one offer of housing and the offers made should be reasonable and appropriate, with, as the Homelessness Task Force suggests, all reasonable efforts made to meet the preferences of the person concerned. The Scottish Executive should take steps to

identify that this is being implemented.

- Temporary housing should not be used for permanent re-housing unless, following assessment and information, a refugee has expressed a preference for this. The Scottish Executive should take steps to identify that this is being implemented.

- Communities Scotland should seek the views of expert groups about the relevance of refugee issues in local authority areas identified for inspection.

(23) The Scottish Executive should commission a third party to develop a report which will **outline a basic service specification** of what should be expected in the provision of housing support and services to refugees. (This should include the identification of practice points and issues.) This should be followed by an assessment of current provision, with a 12-month follow-up study being undertaken to highlight developments undertaken and further actions required.

(24) Ongoing work should be undertaken to ensure that services are provided to meet refugees' needs in all relevant parts of Scotland, and that these are fully funded, comprehensive and appropriate.

(25) All local authorities and housing associations should ensure that their housing advice, information and allocation policies, procedures and practices take account fully of the rights and needs of refugees. These services must be fully accessible to refugees, and staff should be provided with appropriate training and guidance to ensure that provision is based on a thorough understanding of the issues.

(26) Every refugee, on being granted refugee status, should have sufficient **information provided to them to enable them to understand the housing and welfare benefits systems**. Such information should be an integral part of provision within any "Welcome Pack". Information should be made available in appropriate languages and in a range of formats (including verbal, written and internet-based information).

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Key Actions: Justice, Community Safety and Access to Justice

- (27) The needs of asylum seekers and refugees must be recognised and considered by all institutions engaged in the civil and criminal justice system and involved in the provision of legal advice and representation. The Forum expects that all institutions will assess the relevance of all functions, services and policies in relation to ethnic minority communities and refugees in particular where appropriate within the framework of the Race Relations (Amendment) Act 2000. We expect this process to be demonstrated in community planning and reflected in minutes, reports and action plans.
- (28) The operation of the **regulations governing advice and assistance should be reviewed by the Scottish Executive**, in consultation with the Scottish Legal Aid Board, the Law Society and specialist practitioners, to ensure that they adequately reflect the work involved in dealing with asylum applications. Such a review should be completed within four months, and if changes to the regulations are considered necessary, they should be drawn up and put before Parliament as soon as possible thereafter.
- (29) The Scottish Executive, the Law Society and the Scottish Refugee Council should work together to identify funding, through the Scottish Executive, if necessary, **to deliver this expert training in asylum and immigration law in Scotland for as long as those seeking refugee status continue to be dispersed to Scotland**. This training should commence as soon as possible and certainly no later than March 2003.
- (30) It is recommended that each local authority area within Scotland should, in the implementation and review of its race equality scheme, **prioritise a review of mainstream advice agencies to ensure that those agencies** can and do access training in relation to translation and interpretation, specialist areas of the law

and responding to diversity, and ensure that these agencies can access and fund interpreting and translation facilities. This, with the local authority's assistance, should/may become a condition of funding in furtherance of the authority's duties under the Race Relations (Amendment) Act 2000. The review should also recognise the vulnerability of particular groups seeking advice, such as women and young people, and the benefits of accessing a comprehensive service within one setting. Promotion of such services should be developed to increase accessibility of all ethnic minority communities, including refugees.

(31) **A community advocacy project should be developed in an urban location with a sizeable refugee community, which trains refugees to assist other refugees to access services and exercise their legal rights.** This pilot should be developed and funded by the Scottish Executive with a view to implementation in January 2004. It should be monitored and evaluated with a view to rolling it out to other areas.

(32) The safety of refugee communities should be mainstreamed into community safety partnerships across Scotland and built into the community planning process. It is recommended that all local authorities should be required to produce **joint multi-agency strategies for dealing with racially-motivated crime** through their community safety partnerships. Multi-agency forums should be set up, where not already in place, to take this strategy forward. The strategy should include arrangements for the joint monitoring of racist incidents. It should also take account of the Guidance on the Reporting and Recording of Racist Incidents which the Scottish Executive plans to publish early in 2003 (although in the interim the Scottish guidance provided on RaceActionNet may be helpful). Incidents reported to any of the participating services, including housing and schools should be considered. It is expected that all local authorities in Scotland will have in place the above arrangements by 30 September 2003 and will put in place an evaluation system which monitors

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outcomes, including the victim's perspective, and reports on an annual basis through the Community Safety Partnership.

(33) In recognition of the need to address the behaviour of the perpetrators of race-related offending, it is recommended that, in the first instance, the Scottish Executive commission work to identify potential **pilot projects which tackle racially-motivated behaviour among young people**. (This work should consider projects which are already underway in Glasgow and elsewhere working with adult offenders who have committed racially motivated crimes, as well as the extent to which measures focused on young people could be incorporated within elements of the 10-point Youth Crime Action Plan which Ministers announced in July 2002.) This preparatory work should be completed by early 2003, with pilot projects being developed for implementation from June 2003.

Key Actions: Children's Services

(34) In the next review period the Scottish Executive and Local Authorities need to ensure that all **Children's Services Plans take account of the specific issues facing asylum seekers and refugees**, particularly in relation to addressing racism and culturally sensitive issues such as gender and first language, and ensure that the needs of those in vulnerable groups (for example those children that are unaccompanied or looked after, have particular support needs or physical or mental health issues) are properly identified and addressed. Children's Service plans should also include consideration of pre-5 schooling.

(35) **Asylum seekers and refugees must be properly consulted** during the process of the development of Children's Services Plan (and any other strategies or action plans which impact upon them).

(36) The Scottish Executive should consider funding a pilot project to allow **the development of "children's support plans"**. These plans would build on the experience of individual education plans, would be developed by young asylum seekers and refugees themselves (supported by staff), and would cover in- and out-of-school services. One advantage of this approach would be to assist children's services providers to identify where their services are not meeting the needs and rights of children. This should be done by early 2005.

(37) The Scottish Executive should prepare guidance for the range of bodies which sponsor or accredit training in Scotland to ensure that **anti-racist approaches**, and the specific needs of asylum seekers and refugees, are included in all basic training, induction training and on-going staff development. It is essential that this guidance is comprehensive in its distribution, covering all aspects of children's services, and all staff involved in their delivery.

(38) Children's services agencies should audit, and if necessary, revise current provision to parents and children to ensure that **information is accessible, comprehensive, readily understood and accurate**, and that it is being received and used by asylum seekers and refugees. Local information on services should complement that produced nationally by the Scottish Executive. Auditing of both national and local material will be an ongoing process.

(39) The Scottish Executive should consider ways to improve the **supply of EAL and bilingual teachers**, and should give consideration to how best to develop and implement a quality assurance framework and accreditation.

(40) In recognition of the central role of schools in the integration of asylum seekers and refugees, the Scottish Executive and local authorities should seek to improve ways of disseminating research and good practice and commission research as necessary in supporting School Boards, staff, children and parents for the

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arrival of asylum seekers and refugees. Sufficient resources should be provided for this. It should also be noted that the experience of asylum seeker children being educated in Scottish schools has been very positive and should be maintained where possible.

(41) There is a need for the Scottish Executive (and Home Office) to **identify and address a number of urgent funding, legal and policy issues**. (A range of issues were identified by the group, including, for example, clarifying the relative provisions of the Children (Scotland) Act and UK Immigration legislation, providing additional guidance on the duties of agencies under the Children (Scotland) Act, ensuring parity between Scotland and England and Wales in relation to the support available to public agencies and the measurement of school performance. This is not a comprehensive list, and it is important to stress that a comprehensive assessment, rather than a response to these points, is required.)

(42) In recognising the importance of community-based youth work for asylum seekers and refugees specific reference to their needs should be made in community learning plans in the national review next March.

(43) To support actions numbered 34-42 the Scottish Executive should consider developing specific guidance on children's services funding.

Key Actions: Health and Social Care

(44) Given the health needs of asylum seekers and the requirement to invest in securing their access to services (through the provision of interpreters, extended consultation periods, etc.) there are significant additional costs in providing appropriate health and social care for these groups. Due **responsibilities and mechanisms for allocating resources** to enable appropriate local service developments - across NASS, the Home Office, the Scottish Executive,

Health Boards, Health Trusts, Social Work Departments, voluntary agencies, etc. - need to be clarified.

(45) The Scottish Executive, working with the Ethnic Minority Resource Centre, should address the apparent barrier to accessing services for asylum seekers and refugees by **ensuring that there is adequate information available about health and social care services** in accessible and readily understood formats. This should be complemented by information made available by service providers about local services.

(46) There is a need for a substantial programme of **awareness raising for health and social care professionals** within the overall framework of the implementation of Fair for All and the Race Relations (Amendment) Act 2000.

(47) There is a need for Health Boards and Social Work Departments, working with the Ethnic Minorities Resource Centre as appropriate, to develop **core information and guidance** to allow health and social care professionals to deliver an appropriate service to asylum seekers and refugees. (Examples of this could include information about disease profiles within countries of origin, cultural norms with respect to bereavement, the provision of appropriate foods, and guidance on the use of interpreters.) This should be supplemented by appropriate training.

(48) There is a need to **document and disseminate the lessons from the approach taken by service providers in Glasgow** (and, where relevant, in other areas within the UK) to the provision of services for asylum seekers and refugees, particularly in identifying means of

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planning and delivering services in an integrated manner. Specific consideration should be given to identifying good practice and developing guidance for areas with low, as well as high concentrations of asylum seekers and refugees.

(49) Given evidence that the sharing of information between service providers has been an important factor in shaping the development of effective services for asylum seekers and refugees, the Ethnic Minorities Resource Centre, working with the CLO and those working on the development of Joint Assessment Protocols should consider the development of **guidance for all agencies on effective and appropriate means of sharing such information**. This guidance should balance the need for information for shared planning with the need for patient confidentiality.

(50) Health Boards need to ensure that service planning takes full account of the particular **needs of refugees who have been in this country for many years**, and whose needs have historically not been fully acknowledged.

Key Actions: Enterprise, Lifelong Learning, Employment and Training

(51) The Scottish Executive should take the lead (working with all interested parties) in the development of a **national strategy for ESOL**, building on the recently published adult literacy strategy. While this work is being undertaken, the Scottish Executive should consider the use of pathfinder resources to test a range of alternative approaches to current provision.

(52) Prior to the agreement of a national strategy, there is an urgent need for **adequate resources to be made available to support the provision of English language tuition** (both on a stand-alone basis and in conjunction with vocational courses) for those asylum seekers and refugees who require it, to allow them to integrate as quickly as possible. Given the current zero

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