

Food Insecurity Voucher Pilot

Findings and Recommendations

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Asylum Seeker	Someone who has left their country of origin to seek refuge in another country and is currently waiting for a decision to be made on their claim. They are not eligible to claim mainstream benefits due to the NRPF condition and in the majority of cases they are not allowed to work.
Asylum Support	Asylum Seekers who do not have anywhere to live and/or money to support themselves – i.e. are "destitute" – are entitled to "Asylum Support". This is administered by the Home Office and includes housing (contracted to Mears) and basic living expenses consisting of £40.85 per person, per week.
No Recourse to Public Funds/NRPF	Someone subject to immigration control and has no access to public funds. NRPF prohibits access to most mainstream welfare benefits and support/services that are conditional upon certain benefits including things like housing support, free school meals or Healthy Start vouchers. In response to legal action there has been an extension of free school meals and Healthy Start/Best Start vouchers to some children with NRPF, however the conditionality attached to this extension means that many children are still missing out.
Undocumented migrant	Also often known as 'irregular' migrant. There is no legal nor broadly accepted definition of an 'irregular migrant', though the term is commonly used to refer to people who are in the UK without the legal right to be so - including refused asylum seekers. Irregular migrants are not permitted to work in the UK, claim benefits, or access some public services, such as university education, social housing, and most healthcare. Nor can they rent private accommodation, open bank accounts, or acquire driving licences. If an irregular migrant is found by the authorities, they risk being detained and removed.

Introduction

Govan Community Project delivered a short term, small-scale supermarket voucher pilot from February to end of March 2022 on behalf of the Scottish Government. The goal was to reach communities including people seeking asylum and people who might otherwise have No Recourse to Public Funds and who experience severe financial hardship or destitution, with a primary focus on tackling food insecurity. This pilot was aimed at gathering data to support the draft national plan to End the Need for Food Banks, alongside the main pilot already being delivered by Citizens Advice Bureau.

The aim of the pilot was to ensure that access to this alternative food support option is as inclusive as possible for individuals who would otherwise be referred for charitable food aid. This was done by identifying and working with referral partners who regularly engage with individuals and families in the asylum process. Whilst the pilot did not exclusively target people seeking asylum, the group of referral partners were identified in recognition of the fact that many people seeking asylum who engage directly with them may not have contact with the other mainstream agencies where the main pilot scheme was offered.

The pilot aimed to:

- Reach as many people as possible, inclusive of those in the asylum process, who would otherwise be referred for charitable food aid to provide them with an alternative food aid option (i.e. the voucher)
- Better understand the mechanisms that allow this to be done effectively and fairly (i.e. how community organisations can work in partnership to deliver such an alternative).
- Scope the level of demand for any alternative to charitable food aid, for a system which would be inclusive of all individuals and families in need, regardless of immigration status.

The pilot launched on 7th February 2022 and the funds were spent by 31st March 2022.



A one-off, digital supermarket voucher was distributed by referral partners to individuals and families who are experiencing hardship and who would otherwise require some form of charitable food aid support (e.g. food parcel or pantry voucher) or support meeting other basic needs. Due to limited funds and the short timescale of the pilot, applicants were eligible for only one voucher. The fund was distributed on a first-come-first-served basis and Govan Community Project managed the budget spend.

Govan Community Project adapted their already existing system for distribution of digital supermarket vouchers, and designed and developed this system to be accessed by referral partners and developing guidance documents on how to use the system.

Referral Partners

The pilot involved 18 Referral Partners. The majority were community organisations that support inclusion. The referral partners deliver frontline services which are regularly accessed by those who may not be engaging with mainstream services, including people in the asylum/NRPF community.

Referral partners were responsible for promoting the pilot scheme within their agencies, making an assessment of need at the point of contact with the applicant and gathering relevant data required for processing the referral.

The following organisations signed up as a Referral Partner:

10. Milk Cafe
11. North Glasgow Integration Network
12. Pollokshields Development Agency
13. Safe In Scotland
14. Safety Awareness Glasgow
15. Unity Centre
16. We Are With You (Glasgow Community Links
Service)
17. Women's Support Project
18. Youth Community Support Agency

More Information on the referral partners can be found in Appendix 1.



Systems Used

The voucher pilot was delivered primarily using GSuite - Google Sheets and Google Forms. Digital vouchers were distributed via Whatsapp using a semi-automated process integrating Whatsapp with Google Sheets.

Set up guide

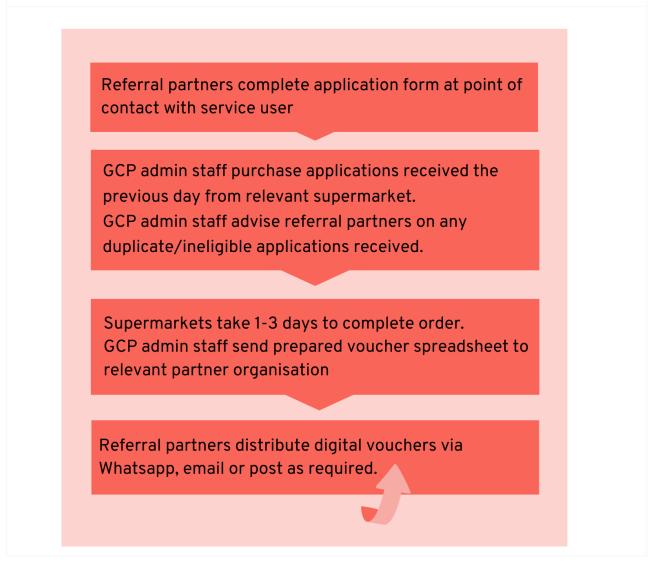
What you will need to distribute the digital vouchers



- GSuite (Google Sheets) or Microsoft Office (Excel)
- Whatsapp on a work phone
- Whatsapp Web linked to your work phone

Process Flow

The following diagram shows the process used from application to distribution of the vouchers.



Vouchers provided

A choice between Asda and Tesco vouchers was available for recipients to choose from. The voucher value provided was £20 per person, increasing by £20 depending on the size of the household.

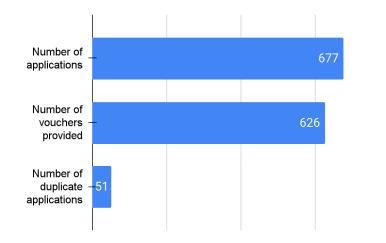
Single person	£20
Couple with no children	£40
Lone parent with one child	£40
Two parent family with one child	£60

The supermarket voucher value was calculated as an equivalent to the value of a food bank parcel and used the values from the CAB voucher pilot as a guide. Due to the limitations of the systems and the timeframe available, however, the decision was taken to offer a couple £20 per person rather than £30 as offered in the CAB voucher pilot.



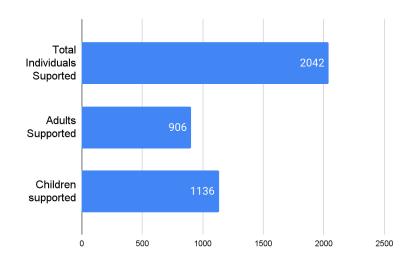
Number of Applications

The total number of voucher applications received was 677, with 51 duplicate applications.



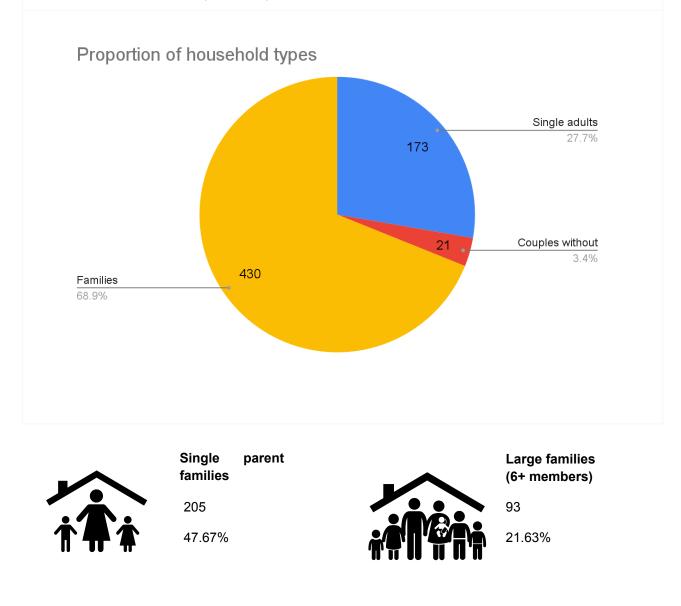
Number of Individuals Supported

A total of 626 vouchers were distributed, with 2042 individuals (including children) benefiting from the scheme. This figure was broken down to 906 adults and 1136 children supported.



Vouchers provided by person profile

70% of the beneficiaries were for families, with just under 50% of those being single parent families. 22% of the families were large families with 6 or more family members. A very low proportion of applications (under 4%) were for couples without children.



Reason for need

Whilst the pilot scheme was open to anyone in need, due to the referral partners involved and the high level of engagement with individuals and families in the asylum process with these organisations, and indeed the high level of food insecurity experienced by this community, all of

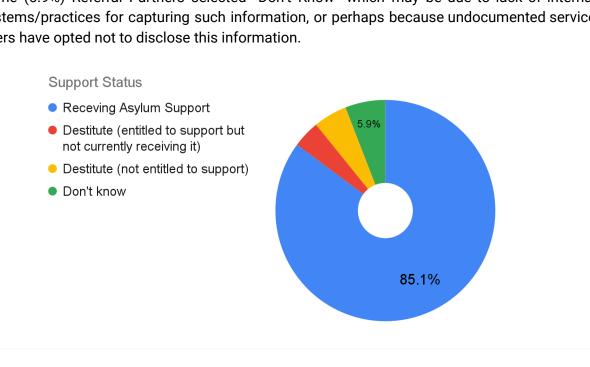
the applications received were from individuals in the asylum/NRPF community. The main reasons for the need driving food insecurity for this community are: the NRPF condition; asylum seekers being prohibited from working; low rates of Asylum Support (£40.85 pp/per week); or destitution due to 'failed' asylum claim.

For purposes of consistency of evaluation with the voucher pilot delivered by Citizens Advice Bureau, the main reason of need can be best categorised as unemployment. This category is imperfect because although 100% of beneficiaries were unemployed, they are prohibited from working due to the conditions of their immigration status.

100% Beneficiaries

Unemployed

To better understand the nature of need among beneficiaries, the pilot measured whether applicants were receiving Asylum Support, which is administered by the Home Office and includes housing (if needed) and basic living expenses. Referral Partners selected that **85.1%** were known to be "Receiving Asylum Support" (breakdown below), while 4% were "Destitute: entitled to support but not currently receiving it" (for example, due to delays by the Home Office in processing claims for support) and 5% were "Destitute: not entitled to support" (for example, due to Asylum refused and appeal rights exhausted and undocumented status). Some (5.9%) Referral Partners selected "Don't Know" which may be due to lack of internal systems/practices for capturing such information, or perhaps because undocumented service users have opted not to disclose this information.



'Receiving Asylum Support' breakdown:				
Section 98	Hotel accommodation provided. Considered full board (i.e. food provided) therefore no financial support provided. No cooking facilities available.			
Section 95 (hotels)	If Section 95 has been granted but no accommodation available yet for dispersal, the individual will stay in a hotel until they can be dispersed and will receive a weekly allowance of £8.24. They will continue to be provided with meals at the hotel.			
Section 95 (dispersed)	Once dispersed to Section 95 accommodation, there is a weekly allowance of £40.85 per person in the household. This money can be withdrawn from a cash point or the ASPEN card can be used in shops.			
Section 4	Accommodation and financial support in form of weekly allowance of £40.85 per person in the household. Money cannot be withdrawn in cash from the ASPEN card.			
Pregnancy/c hildren allowance	Extra money for children/pregnancy provided per week: Pregnant mother £3, Baby under 1 year old £5, Child aged 1 to 3 £3			



Feedback and Analysis

Feedback was gathered from both Referral Partners and Beneficiaries. The feedback was gathered as a survey questionnaire using Google Forms. Respondents were able to submit their answers anonymously. Referral Partners were sent the form by email and beneficiaries were sent a link to the form by Whatsapp, by the Referral Partner who had processed their voucher. Some beneficiaries with language barriers were supported to complete the form over the phone with a member of staff.

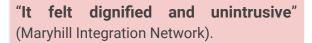
The questions broadly covered the following themes: the dignity and succour afforded by vouchers, the impact of vouchers on support and services, and the accessibility and functionality of the vouchers.

The dignity and succour afforded by vouchers

The feedback from both referral partners and beneficiaries was overwhelmingly in favour of shopping vouchers as a response to food insecurity, due to the dignity and succour they afforded for a group of people who have little access to either. Referral partners responded unanimously that they considered vouchers to be a helpful intervention for their service users, due to the extreme poverty from low and insecure income and/or destitution experienced by service users, as well as the stigma attached to using food banks.



Vouchers "are a great resource for families and individuals who have no recourse to public funds." (Pollokshields Development Agency). Adding more context to this, one referral partner pointed out that "the amount of the voucher (£20) represents 50% of the weekly amount received on asylum support Even the asylum seekers who are (£40). receiving weekly money find it difficult to buy enough food" (Govan Community Project -Casework Team). This feedback was amplified by other referral partners. "I cannot explain how beneficial it was, especially the individuals" undocumented (Safety Awareness Glasgow).



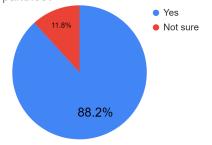
The other reason why vouchers are such a helpful intervention for people experiencing food insecurity is the stigma attached to food aid. This stigma prevents people from getting

the support they need. A broadly held view is that there is no stigma attached to using vouchers. Vouchers lend an element of privacy; when using a voucher to pay, no one is to be the wiser about one's financial situation or immigration status.

"Most of our Syrian/Muslim women would not like to be seen at food bank, so these vouchers really helped them get the support they badly needed in a discreet way" (Women's Support Project).

Attesting to the overall sense of dignity that this contributes to, one referral partner explained that using vouchers "helps a general feeling of being in the community, a sense of wellbeing and overall improved health" (Maslow's Community Shop).

Do you consider that vouchers better met the needs and preferences of beneficiaries, compared to food banks/pantries?



The feedback was much the same from both beneficiaries and referral partners: shopping vouchers are a more dignified response to food insecurity because they better meet people's needs and preferences, compared with food bank parcels or pantry shops. The factors that contribute to this are the improved access to culturally appropriate food, food that meets health and dietary requirements, as well as improved accessibility with regards to transport and opening times.

"Vouchers are really helpful for like us people because food banks we can use only 3 times for 6 months, also we use fresh food rather than tin foods, so please support more vouchers" (beneficiary).

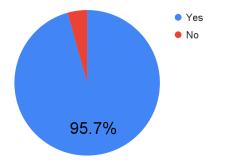
Referral partners pointed out that: "[Beneficiaries] could go to their nearest Tesco or Asda instead of their nearest foodbank, which sometimes involves travel costs and is only open at certain hours on certain days. All of this, including not having to stand in line waiting to be supported, contributes to a sense of dignity and normalcy" (North Glasgow Integration Network). Given that supermarkets are open more or less any time or day, accessibility is greatly improved compared with traditional forms of food aid, which involves waiting for a food referral to be completed, then waiting for the appropriate day/time to go to the food bank/pantry itself, and then usually having to stand in line waiting to be supported. This factor is a huge contributor to overall dignity.

Choice is a key contributor to a felt experience of dignity. In this respect, vouchers for supermarkets are key because of the variety of essential items available in one place. This includes items like over-the-counter medication, baby equipment and clothes. Shopping vouchers allows for healthier dietary choices to be made. As one beneficiary responded, "I bought healthier

food. I felt weaker before." And indeed, since "everyone has different needs" (beneficiary) and so a voucher is far more person-centred.

The hardship experienced over lack of choice is especially keenly felt by families with children. "A great many of the clients I speak to (especially those with children) are not satisfied with the options available at food banks because they (and especially their children) have specific cultural and nutritional

Do supermarket vouchers meet your needs better than a food bank or pantry?



needs. So vouchers give users agency in what food they get for themselves" (Amina -Women's Resource Centre). How this contributes to overall wellbeing is suggested by one comment by a beneficiary who said, "my son has been asking me for something again and again, and I keep on telling him he has to wait. Now I got this voucher I bless God for it because immediately I can get my son what he needs."

Food banks "do not cover even basic needs" (beneficiary).

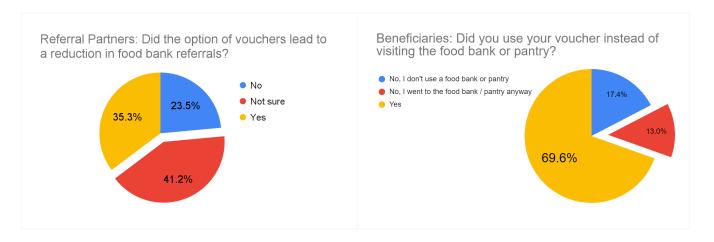
While choice was vastly improved through the offer of Asda and Tesco vouchers, referral partners and beneficiaries felt that a better choice of shopping outlets would be welcome, particularly with regards to better access to Halal and culturally appropriate foods. Nevertheless, along with the ability to choose, offering a sense of "being in charge" (beneficiary), there is dignity in the fact that the choice available is predictable: "I know what I'll be getting" (beneficiary). This refers to the fact that food banks and pantries rely on food surplus, and so availability of essential items can never be guaranteed.

The impact of vouchers on support and services

Did the option of vouchers lead to a reduction of food bank referrals or food support provided?

Only 35.3% of referral partners said that vouchers led to a reduction of food aid support, with a significant 18.8% saying that there had been no reduction and the majority (43.8%) saying they weren't sure whether there had been a reduction. Given the short-term nature of the pilot, with only one voucher available per applicant, this result is not surprising. Simply put, "Not everybody

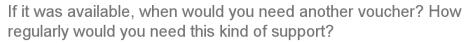
was able to get referred in the provided timescale of the pilot" (We Are With You). However, the insights of referral partners shed some light on the deeper rooted issues that influence this finding. Referral partners reported that beneficiaries said they didn't need to use the food bank while they had the voucher, however that once the voucher was spent they would continue to use the

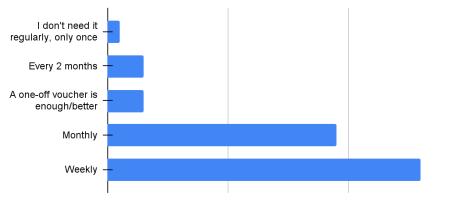


food bank to make their income stretch far enough to meet other basic needs. The resounding feedback was that, as a one-off, the voucher provided temporary relief, but that the issues causing the need for food aid are still present. As such, in real terms, the vouchers provided as part of this pilot "supplemented the demand for food packs ... they did not reduce the support required" (Pollokshields Development Agency). Another factor that was noted was that, when food aid is available and support to meet other basic needs is not, people will use food banks to make the money they have stretch to meet other needs. "It was a huge benefit as it allowed our clients to buy non

food items such as clothes from George. We did not experience any drop-off in numbers following the distribution of vouchers" (Croftfoot Church Pantry).

The overall picture is corroborated by feedback from beneficiaries. The majority (68.2%) of respondents said that they used their voucher instead of visiting the food bank or pantry. However when asked how long the voucher lasted, a similar number responded that the voucher had lasted a week and almost all respondents said they would need this kind of support on either a weekly or monthly basis to feed themselves and their families.





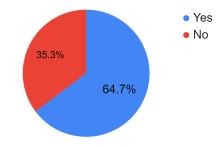
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Did the option of vouchers lead to an increase in demand for services?

Over 60% of respondents said that the option of vouchers increased demand for their services. For some referral partners, the increased demand was significant: "Word of mouth of vouchers increased demand on the helpline (the number of calls to our helpline more than doubled during this project)." (

Did the option of vouchers lead to an increased demand for your services?



Govan Community Project - Casework Team). Those that didn't experience an increase in demand responded that they only offered vouchers to current clients only or that the vouchers provided through the pilot were offered in lieu of their existing voucher scheme, funded through other means. For those who reported an increase, respondents said: "Being able to offer money to clients is always rare, so of course they told their other asylum seeker friends to contact me" (North Glasgow Integration Network). Furthermore, since beneficiaries can use the voucher to choose items of immediate need for their family, vouchers are preferred by clients. A few referral partners observed, "We saw people who had not previously accessed food banks (due to issues with the food provided) come forward for a voucher as they are struggling on asylum support payments, especially with rising cost of living."

"There was a higher demand for supermarket vouchers than our normal demand for food banks as vouchers are preferred. The vouchers represent a significant amount for people whose normal income is £40 per week. People told us this made a huge difference to them, and of course they then told their friends about it" (Govan Community Project - Casework Team).

"As an outreach caseworker I am always looking to find more clients. One positive impact of this was that many more people got in touch with me and I am still supporting them after the pilot scheme." (North Glasgow Integration Network).

Were beneficiaries more likely to access other forms of support, alongside the voucher?

Over 60% of referral partners said that beneficiaries were more likely to access other forms of support alongside the voucher, and a notably similar percentage of beneficiaries responded that they had received other support at the same time as applying for their voucher. Comments from referral partners suggest that a key factor that influenced this was the **trust gained from better supporting people to meet their basic needs.** And that this trust then opens up to further opportunities for support. Trust is crucial because people "are more likely to disclose



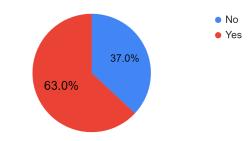
other issues they may be having" (Women's Support Project). "As we met immediate needs with the vouchers it has increased trust with our organisation and led to further connections with our groups and 1-2-1 work" (Glasgow City Mission).

Referral Partners: Were beneficiaries more likely to access other forms of support alongside the voucher?
Yes
No
Solution
Solution
64.7%

The referral partner at Amina (Women's Resource Centre) said: "Service users referred people they knew who could use the vouchers, and this opened up the potential for wider support that Amina could offer these referrals as well." Indeed, one referral partner purposefully chose to give the voucher to the applicant in person, as the "the contact was good for building relationships with them and introducing them to our other services available" (Glasgow City Mission).

Whilst not all beneficiaries may have received additional support directly alongside the voucher, the option of vouchers led to members" "more engagement with (Maryhill Integration Network) overall. "People heard about us from people who were supported with vouchers, and those who engaged, whether new or not, valued the support and wanted to be more involved with what we offer. ... Some grew to show interest in our ESOL classes especially, but in general, others have wanted to keep updated with what we can offer to the community." (Cranhill Development Trust).

Beneficiaries: Did the organisation help you with anything else at the same time as applying for the voucher?



Those referral partners that said that beneficiaries were not more likely to access other forms of support alongside the voucher, said that this was due to a lack of staffing capacity to meet the demand. In the case of the Govan Community Project casework team, who distributed 42.1% of the all vouchers distributed as part of the pilot, the voucher pilot negatively impacted on staff time and capacity. They reported that caseworkers had to dedicate all available staff time to voucher distribution and signpost elsewhere for casework support for the duration of the pilot.

The lack of capacity undermines the trust gained from better supporting people to meet their basic needs as it leads to a de-personalised approach, which tends to result in other support needs being missed: "All of the applicants contacted us via email or whatsapp and we didn't have much of a dialogue, whereas I usually find if I'm talking to someone in person we discover what other forms of support are needed" (Maslow's Community Shop).

Nature of support provided alongside vouchers

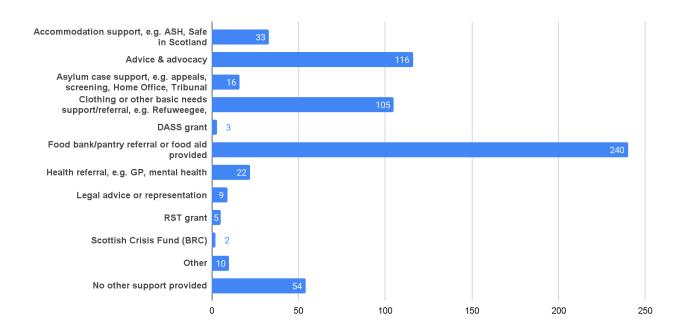
Due to the NRPF status of all beneficiaries, none met the criteria for a SWF Crisis Grant. Due to the lack of alternative cash-based supports available to people in the asylum/NRPF community, the vouchers did



Didn't meet criteria for SWF Crisis Grant

not lead to an uptake in other sources of financial assistance. The low instance of Scottish Crisis Grant applications made (only 2 applications), corresponds with the data showing that the majority of beneficiaries were in receipt of Asylum Support and are therefore not eligible. Therefore, income was not increased for beneficiaries as a result of the pilot, beyond the value of the voucher provided.

At the point of application, referral partners selected what forms of support were provided alongside the application:



Support provided alongside voucher

As 'Other', referral partners listed

- Integration/Social Activities
- Creative activities
- Gym membership
- Hotel support

- Aberlour Crisis Fund
- SRC family keywork referral
- Referral to Amma Birth Companions
- Signposting to British Red Cross



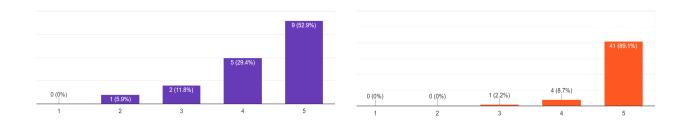
The broad range of support provided further reflects the findings that better supporting people to meet their basic needs opens up to further opportunities for support.

As part of the feedback survey, Referral Partners said that the following support was provided alongside applications:	As part of the feedback survey, beneficiaries said that the following support was received alongside applications:
 Advice on benefits, money management or asylum claim support. Basic needs support such as SIM card, clothing referrals etc. subsidised/second hand household items etc. Employment/volunteering opportunities Hardship grants Learning/education opportunities, including ESOL classes Mental health and wellbeing support, incl. sports activities Transport costs Referrals and signposting to other local support 	 Mother & Baby support and advice ESOL class Signposted another organisation Food provided, food bank referral, pantry voucher Accommodation advice & support Clothes Hate Crime 3rd Party Reporting matter Helped to fill in a necessary form, understanding letters Transport Digital inclusion

The functionality and accessibility of vouchers

Were the vouchers easy to provide? Were the vouchers easy to use?

With 1 being "Difficult" and 5 being "Easy", Referral Partners (left) and Beneficiaries (Right) responded:





Was there a significant increase in the amount of time needed to support people?

The digital vouchers were found in the main to be both easy to provide for referral partners and easy to use for beneficiaries. Correspondingly, most referral partners did not report a significant increase in the amount of time needed to support people.

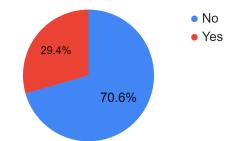
Although over 60% of referral partners reported that there was an increase in demand and that the option of vouchers resulted in beneficiaries receiving additional support, only 29.4% reported that there was a significant increase to the amount of time taken to support people. This for the most part due to the system in place which, once referral partners were familiar with it, was found to be straightforward and easy to use. The digital voucher and online system worked well in the context of staff working from home. "I think the systems in place worked very well and were a lot easier than getting and distributing physical vouchers" (Cranhill Development Trust).

"It was very seamless for us to incorporate this into our working as it sat within a team already providing this kind of referral/support" (Youth Community Support Agency).

Some referral partners said that the process involved less staff time and was an easier process compared with food bank referrals and urgent need grant applications, while others reported that the voucher process "took on average 30-40 minutes per client start to finish, which is in line with out other 1-1 support referral appointments" (Youth Community Support Agency).

However, a number of technical issues arose

Was there a significant increase to the amount of time needed to support people?



such as service users having difficulties opening the vouchers, links having to be re-sent, plus service users not having access to Whatsapp, a smart phone or mobile data, meaning vouchers had to be printed out in the office. While these were referred to as "all small things" (Maryhill Integration Network), it should be noted that the staff time and capacity needs to be there in order for the impact to be manageable.

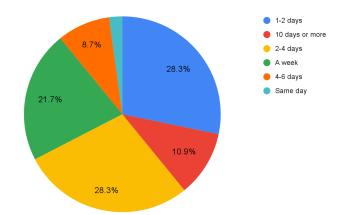
Other referral partners that reported an increased demand for their services as a result of the vouchers experienced an increased workload, despite the process itself being straightforward. A factor influencing this was clearly that the pilot was launched with little lead time, offered on a short term basis and as a one-off, and so many referral partners took it on in addition to their normal workload rather than replacing or reducing existing workload involved in referrals and applications. "It would be better to have had more time to plan alongside service delivery to make the delivery more manageable. Vouchers were

popular so demand was extremely high as they are much better than foodbank provision" (Govan Community Project - casework team).

Time waiting for voucher to be received

Beneficiaries waited on average 2-4 days to receive their voucher.

Beneficiaries reported that this time led to some anxiety and worry and that both their immediate needs would be met and anxiety would be alleviated if the voucher had been available at the point of contact with the referral partner. As one beneficiary put it, when "asylum seekers need help [it is an] emergency."

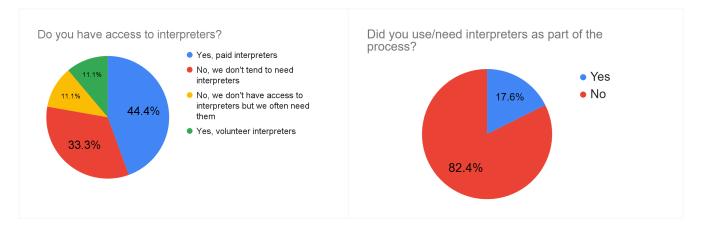


What was it like waiting for your vouch before it arrived?	ier	What difference would it voucher immediately?	make receiving the
just trying to manage worried worried maybe cancelled kept checking my phone		not stress ide my needs sooner my money isn't enough not worry buy go shopping the so meet my baby's ne what i need right o buy my needs i'd be sure of he	take away some anxiety essentials sooner ame day eeds way immediately



Language barriers

Another impact on time needed to support people may have had to do with language barriers, however the majority of referral partners responded that they did not use or need interpreters as part of the process. Where there was an expressed concern with language barriers, this was for translated instructions on how to use the voucher rather than as part of the application process.



Note that only a small proportion of referral partners had a need for but no access to interpreters.

Digital access and inequalities

As noted above, although a small minority, some service users do not have access to Whatsapp, a smart phone or mobile data, meaning vouchers had to be printed out and posted or provided in person.

"Some groups are less likely to have Whatsapp so that made it more complex to distribute their vouchers. Chinese/ Vietnamese speakers make up high numbers of the asylum population but we had relatively low uptake from this group (possibly because they don't tend to use Whatsapp)"

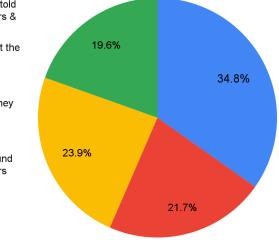
(Govan Community Project - Casework Team).

Where & how vouchers were accessed

Beneficiaries were asked how they found out about the vouchers, and the results show how community and social networks play a very significant role in how support is accessed. As the vouchers were not advertised publicly, the proportion of 'word of mouth' knowledge sharing is significant.

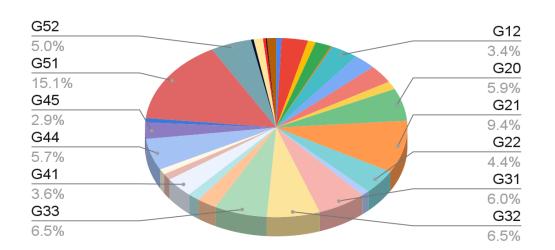
The highest proportion of vouchers were provided to the following postcodes: G51 (15%), G21 (9%) and G32 & G33 (both

- Another organisation told me about the vouchers & where to apply
- A friend told me about the vouchers
- I contacted the organisation about something else and they told me about the vouchers
- I volunteer at the organisation and I found out about the vouchers



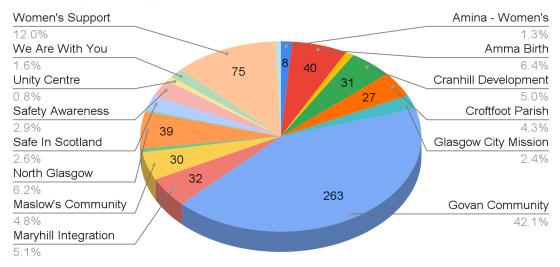
6.5% respectively). However, it is notable that the distribution of vouchers by referral partner does not reflect where beneficiaries are based geographically.

	G1	G2	G3	G4
	7	4	20	6
	G5	G11	G12	G13
	12	1	21	17
	G14	G15	G20	G21
	20	9	36	58
	G22	G23	G31	G32
Vouchers by	27	6	37	40
Postcode	G33	G34	G40	G41
	40	15	9	22
	G42	G43	G44	G45
	7	6	35	18
	G46	G51	G52	G64
	5	93	31	2
	G69	G74	G77	PA
	7	2	1	7



Vouchers by postcode

Vouchers by referral partner



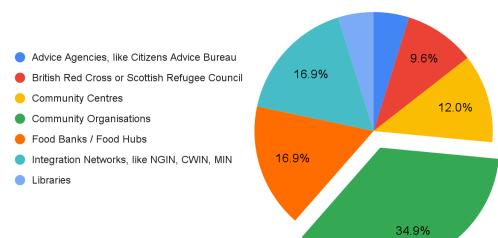
A high number of referrals were processed by Govan Community Project and there are a number of factors which may have influenced this. For instance, the vouchers were informally referred to as "GCP vouchers" and so signposting from other organisations who were not signed up as referral partners came to Govan Community Project, as well as signposting from referral partners who only made applications for existing clients. Other factors worth considering are that Govan Community Project already had a high level of digital engagement through existing advice and advocacy work as well as regular telephone helpline hours, which may have made vouchers more accessible.

Furthermore, Govan Community Project had during the Covid 19 pandemic already established a city-wide, voucher based food support service so is known in the asylum community as a point of contact for providing this type of support.

Referral partners were well placed to distribute vouchers

Both referral partners and beneficiaries agreed that community organisations are well placed to distribute vouchers because they understand people's needs and are "easy to access" (beneficiary). As already identified, trust is a significant factor, and the fact that since these organisations know the people they are working with, they are well placed to distribute vouchers. Beneficiaries responded that: " [I] am satisfied with community organisations giving out the vouchers."

"Community Organisations, Integration Networks, like NGIN, CWIN, MIN: These organisations are closest to understanding people's needs. More convenient and reaches more people"

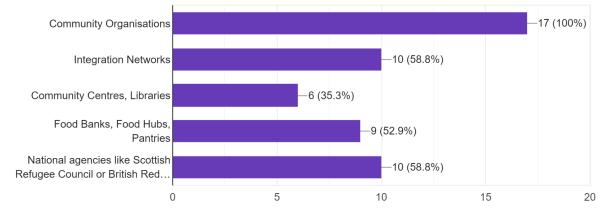


Beneficiaries: Who do you think should distribute vouchers?

However, beneficiaries indicated that vouchers should be available at a range of settings, because "not all people have access to groups" (beneficiary) with one beneficiary suggesting "All of above" that vouchers should be distributed by all agencies listed, Advice Agencies, British Red Cross & Scottish Refugee Council, Community Centres, Community Organisations, Food Banks/Food Hubs, Integration Networks and Libraries. Another beneficiary suggested that vouchers should be provided "Direct to families" to mitigate barriers. Referral Partners unanimously agreed that Community Organisations were best placed to distribute vouchers, however responses also indicated a multi-agency approach was appropriate.



Referral Partners: Who do you think should have a role in distributing vouchers? ^{17 responses}

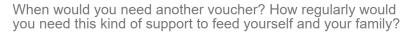


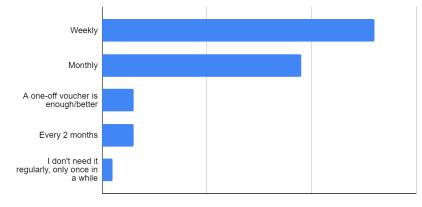
"These organisations have more trusting relationships with service users. They are more aware of vulnerabilities and sensitivities, and are careful in their approach and interaction around the process of application and distribution of vouchers. Community organisations and Integration Networks would be quicker to respond to service users and process vouchers as opposed to larger organisations" (Maryhill Integration Network).

Identified Gaps, Barriers, and Areas for Improvement

A one-off voucher is just a sticking plaster

For those in the asylum process, with no recourse to public funds and receiving just £40.85 in Asylum Support - not to mention undocumented individuals who are completely destitute - a one-off voucher is just a sticking plaster and the urgent need continues as soon as it is spent. And indeed, this sticking plaster doesn't last for long, "as £20 [per] person is not a lot" (Maryhill Integration Network). For vouchers to go far enough to meet this chronic need, they need to be available regularly. Beneficiaries in the main felt an adequate support would take the form of weekly (54.3%) or monthly (41.3%) vouchers.





Choice is still limited

Whilst supermarkets offer a far greater degree of choice than food banks, they largely do not supply halal meat or culturally appropriate foods. The suggestions ranged from adding the option of budget supermarkets such as Lidl and Aldi, to offering a shopping card that can be used at African grocers and Halal butchers, as well as on clothes and shoes.

"It is difficult to purchase meat and ingredients for some communities which is religiously and culturally different" (beneficiary).



Both referral partners and beneficiaries felt that a better choice of shopping outlets would be welcome. The word cloud shows the suggested recommendations from beneficiaries.



Impact of time taken from application to receipt

Having to apply for vouchers and wait days for vouchers to be provided means that immediate need cannot be met and crisis or emergency situations cannot be averted. The anxiety of waiting erodes dignity.

"Having supermarket vouchers immediately available means it is easier and quicker to respond to immediate crisis (ie. people can go and buy themselves food), and then can solve other issues in different timeframe (eg. support being stopped)" (Govan Community Project - Casework Team). As an effective stopgap, vouchers need to be available in-house for immediate distribution. However, it was also noted that if vouchers are provided regularly, then they can be relied upon and so mitigating many emergency situations.

Referral partners also noted that applying for vouchers and going through a third party also uses **more overall staff time** and resources which would be saved by having immediate access.

Accessibility barriers

Travel is a significant barrier for those in need of food aid so the option of digital vouchers removed the need to travel to collect the voucher and choose a supermarket at a manageable distance from where they live, thereby further reducing travel expenses. However, it was noted that because there was only a choice between Asda and Tesco supermarkets, many still had to use public transport to use their voucher. Commenting on other accessibility concerns, a referral partner pointed out that reliance on Whatsapp proved another barrier for some groups and suggested that digital exclusion and language barriers are compounded making some groups hard to



reach. To make the vouchers more accessible, the following improvements were suggested:

- Option of instructions explaining how to use the voucher translated into community languages.
- Option to send the digital voucher by

email as well as Whatsapp.

 Option of either digital or physical voucher for those who don't use Whatsapp or have a smart phone.

Limits of the application system

Although found to be straightforward and simple to use, there were a number of limitations to the system used to deliver the voucher pilot, which could be overcome if referral partners had direct access to application/registration details. This would ultimately result in less duplication of work between organisations and mitigate against mistakes being made. "I would have liked a system where I could see if a voucher was a duplicate and therefore not being sent" (North Glasgow Integration Network).

"There was some confusion with other referral partners and we ended up receiving calls from people asking for their vouchers despite being supposed to have received them from another organisation which had made the application. We then found it hard to follow up with other [organisations] to see whether they had already applied. Not all [organisations] had kept track of this." (Govan Community Project - Casework Team).

"There were some issues with a couple of the vouchers where people went to spend them and found the money was already gone. It was not possible to trace what had happened but it seems like there had been duplicate vouchers in some instances. This was very upsetting and humiliating for people who experienced this as they did not know they didn't have the money until they got to the checkout." (Govan Community Project - Casework Team).

As well as providing improved security around digital vouchers to avoid them being sent to the wrong person, a system that is up to task would need to include:

- A way of keeping track of the applications made.
- Feedback or transparency about refused/ineligible applications.
- Better checks and balances in the application process, such as names of both parents/partners in the household, checks on number and age of children.



A note on duplication

Duplication of support is common between organisations that are regularly accessed by individuals in the asylum/NRPF community, as there is a tendency for service users to be in contact with more than one agency across the city, particularly with respect to food support. Considering this, 51 duplicate applications is a relatively low number. Many of these duplicate applications were due to confusion on the part of beneficiaries as to the source of the funding, i.e. applicants didn't realise they were applying for the same voucher from GCP as North Glasgow Integration Network, for example. Language barriers may have contributed to this, plus also the fact that there was no project branding differentiating these vouchers from vouchers received from other sources.

Uneven organisational capacity

The voucher pilot demonstrated the variable levels of organisational and digital resources and capacity that community organisations enjoy. For instance, a significant number of organisations didn't have staff mobile phones or systems in place for recording data. This had an impact on service delivery and partnership working:

"I think it is important for the distributing organisation to have proper systems and processes in place to distribute the vouchers (e.g. database with phone numbers, record of application etc). There were issues with people applying through organisations that

The scale of need

There was continued demand beyond the scope of the pilot, however applications were closed once funds had been exhausted.

"It was an eye opening experience, to the scale of the need of this scheme" (Safety Awareness Glasgow).

According to Mears, the asylum

didn't keep records and <mark>it was very difficult to follow up there"</mark> (Govan Community Project - Casework Team).

Most referral partners were not familiar with the system for sending digital vouchers. In the same vein, the coordination of referral partners across the city led to cross pollination and learning. "I think in the future if we offer voucher support ourselves, we would try to do it in a similar way" (Cranhill Development Trust). However, with access to a centralised system, referral partners would not be hampered by the uneven access to resources and capacity across organisations.

accommodation provider contracted by the Home Office, there were a total of 5459 individuals (including children) in asylum accommodation in Glasgow in March 2022. This figure does not of course take into account other migrant groups with NRPF, including undocumented individuals. This pilot supported only 2042 individuals. As

noted, as a form of support that better meets people's needs compared with food surplus based food aid - as a preferred, more dignified option - there may be more demand for vouchers from qualifying individuals than presently being seen at food banks.

Short-term, one-off, limited schemes are not fair or dignified

As the data shows, the pilot could only help a fairly small portion of the asylum seeking population.

"Not everybody was able to get referred in the provided timescale of the pilot" (We Are With You).

Short-term and time limited schemes are not fair or dignified. "It was difficult to communicate this to people when the budget was finished as it did not feel fair that some had missed out despite having the same need" (Govan Community Project -Casework Team). A sense of 'scarcity' demotivates staff from opting into schemes which don't have a long term offer - for fear that they will raise expectations only for them

to be dashed. "If this were to be an ongoing thing it would be essential to have adequate budget to provide ongoing support to all who need it, therefore would require much larger (Govan Community Project budget" Casework Team). It is also unfair on staff and puts undue stress on already limited capacity. Many referral partners took the pilot on in addition to their normal workload and some organisations had insufficient capacity to meet the demand without negatively impacting existing services. And, since this lack of capacity leads to a de-personalised approach, which tends to result in other support needs being missed, this further erodes the dignity of service users.

Who has a duty of care for asylum seekers and people with NRPF?

Referral partners welcomed the pilot from Government coming Scottish funding as there is a widespread concern and criticism of the fact that third sector find themselves with the burden of providing support that is the obligation of statutory agencies and their contractors. One referral partner pointed out that Home Office contractors such as Mears and Migrant Help could and should issue vouchers as standard practice, which might also ensure all housing officers "actually" visited the families in their district. Some beneficiaries pointed out that not everyone is connected to organisations through community groups, and so do not have access to the support provided by them. Since community organisations are small and have limited capacity and resources, they tend to have restrictions on who qualifies for their support, usually only offering vouchers to their existing service users. As such, in practice, the qualifying criteria is not whether there is the need, but whether people are keyed in with a third sector organisation.





Recommendations for Scottish Government

Vouchers should form a regular support for asylum seekers and people with NRPF

For those in the asylum process, with no recourse to public funds and receiving just £40.85 in Asylum Support - not to mention undocumented individuals who are completely destitute - a one-off voucher is just a sticking plaster and the urgent need continues as soon as it is spent. For vouchers to go far enough to tackle chronic food insecurity and its attendant impacts, they need to be available regularly. Long term reliance on food banks has a detrimental impact on health outcomes, especially for children. As well as improved dietary choices available, since there is no stigma attached to using vouchers, the dignity they afford contributes to a feeling of belonging in the community and so overall wellbeing and health is improved. Further, if vouchers are provided regularly and are adequate, then they can be relied upon and so mitigating many emergency situations. Taking into account the demand on distributing organisations, monthly support is recommended.

Vouchers should be available for wide choice of shopping outlets

In order to maximise the dignity and choice afforded by vouchers, vouchers should be redeemable at a wide variety of shopping outlets. For people in the asylum process, the dignity of choice involves access to culturally appropriate foods, and so including regional grocers (e.g. African and Middle Eastern shops) and Halal butchers is recommended.

Significant level of statutory investment is required to adequately meet the scale of need

To adequately meet the level of food insecurity experienced by asylum seekers and people with NRPF, the support would need to be provided regularly. Since the number of asylum seekers in Mears accommodation far outstrips the number of people supported through this pilot, a significant level of statutory investment is required to adequately meet the scale of need. At this scale, and given the long term nature of the need, the burden should not and cannot fall to third sector organisations, whose limited capacity and resources creates unintended barriers and so erodes dignity.

Vouchers should be available at the point of contact

As an effective stopgap to meet immediate needs of service users experiencing food insecurity, vouchers should be available at the point of contact for immediate distribution, without the delays involved in awaiting the outcome of an application. This is both practical and the most dignified approach for beneficiaries.

Distributing organisations should have direct access to vouchers in-house, without the requirement of going through a third-party. This is also more practical and efficient from the perspective of staff time and capacity and a more efficient use of resources overall. (See more below.) Nevertheless, the option of either digital or physical voucher should be available.

Multi-agency approach and city-wide coordination

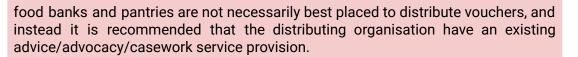
No single organisation, whether community organisations or larger agencies, has the capacity or the reach and relationships necessary to support the entire asylum seeker and destitute NRPF population of Glasgow. Given the scale of the need, as many organisations as possible should be involved in distributing vouchers in a coordinated multi-agency approach. Coordination between organisations is crucial if a multi-agency approach is to be effective and to avoid duplication of support and work (more on this below).

A place-based approach, targeting funding to organisations where there is a high population of asylum seekers in Mears accommodation, mitigates barriers created by public transport costs. However, it should also be taken into account that, with widening dispersal, asylum seekers are now being housed in other areas outside Glasgow City.

Distributing organisations should be accessible and have good knowledge of the needs of their service users

Community and social networks play a very significant role in how information is shared and support is accessed. Therefore, since they have trusting relationships with service users and are more aware of vulnerabilities and sensitivities, community organisations and Integration Networks should have a role in distributing vouchers. Furthermore, these organisations are perceived to be more responsive and accessible.

It is important that distributing organisations should also have a good understanding of different support types and the needs of people in the asylum system/with NRPF. As the feedback shows, vouchers lead to a better uptake of support, and so a good understanding of the needs of these community groups enables the right wrap-around to be offered. Therefore, food aid providers such as



Capacity building and investment in organisational infrastructure for distributing organisations

Since vouchers better meet people's needs and so are a preferred form of support, there would likely be more demand from qualifying individuals than currently experienced. And with beneficiaries more likely to access support alongside vouchers, overall demand will therefore likely also increase. Therefore, alongside funding for the voucher scheme, investment in capacity building and in organisational infrastructure may also be required. Another consideration is that, for a multi-agency approach to be effective, there needs to be a shared, basic level of capacity and organisational infrastructure, particularly with regards to systems and processes for gathering and recording personal data. More on this below.

A centralised, cloud-based system

Development of a bespoke cloud based registration and distribution system could address some of the issues around organisational capacity and time delays in accessing vouchers. This would allow referral partners to keep track of applications and check for existing registrations, so avoiding duplication of work and support. A centralised, more automated system may also present an opportunity for individuals with digital skills to self-refer (such as those who choose not to engage with support agencies or have not yet established those community links).

Conclusion

Since immigration policy is a reserved matter, there is limited scope of addressing the root causes of food insecurity for the asylum seeker and NRPF community in Scotland. Ending the need for food banks in Scotland therefore requires a specialised and targeted approach to respond to the food insecurity experienced by this group. Vouchers are recognised as a useful substitute to food parcels as they make a greater degree of choice possible and so improve the dignity of people experiencing poverty and hardship. For people with a NRPF condition, shopping vouchers may be the only appropriate form of support available, given the potential implications of a cash-based support on Asylum Support eligibility. A commitment to the dignity of all people in Scotland requires a significant level of investment targeted at supporting asylum seekers and people with NRPF.

Appendices

Appendix 1: Information on Referral Partners

Organisation	Area/ Remit	Address	Postcode	Activities & Services
Amina - Women's Resource Centre	Head Office - South. Helpline is across Scotland.	Citywall House, 32 Eastwood Avenue, Glasgow	G41 3NS	Amina offers a range of tailored support services on a one to one basis eg national 'listening ear' helpline which also offers Islamic advice through a scholar, employability guidance, befriending, as well as through peer group support eg violence against women 'self-healing' workshops, refugee work to support the integration of people new to Scotland.
Amma Birth Companions	City wide	Suite 433-434 Baltic Chambers, 50 Wellington Street, Glasgow	G2 6HJ	Support vulnerable people who are going through adversity during their pregnancy and after giving birth. They can provide companionship during and after the pregnancy to help new parents feel supported. Amma advocates for the people who use their services.
Community INFO source / W-ASH	City Centre	The Albany Centre, 44 Ashley Street, Glasgow	G3 6DS	Community InfoSource works with marginalised communities in Glasgow, primarily with asylum seekers and refugees, to put their ideas into action and to secure their rights. Community InfoSource currently have three main projects: Challenging Violence Against Women, Women & Asylum Seeker Housing, and Wellbeing Projects.
Cranhill Development Trust	East	109 Bellrock Street Glasgow	G33 3HE	Offer employability services through training and volunteering opportunities. Provides access to computers to combat digital exclusion. Integration services to help with casework for New Scots and ESOL classes. Offers health and wellbeing classes to the community including a community garden, community meals, fitness classes and social classes to help meet other people in the community. Govan Community Project does outreach casework within their space

Organisation	Area/ Remit	Address	Postcode	Activities & Services
Croftfoot Church Pantry	South	318 Croftpark Avenue Croftfoot Glasgow	G44 5NS	Croftfoot Church Pantry is a food bank run by a group from Croftfoot Parish Church for asylum seekers and refugees, and all those in need in the Croftfoot area. The Pantry provides fresh fruit and vegetables, bakery, cereals, pulses, tins, toiletries and other household goods. The Pantry is situated in the grounds of Croftfoot Parish Church, opposite Croftfoot Primary School.
Glasgow City Mission	Central	City Centre Project 20 Crimea Street Glasgow	G2 8PW	Help people who are affected by poverty, homelessness, addiction and loneliness. They meet immediate needs, work with their guests on improving their physical and mental health, help them access more suitable housing, counselling and advocacy. They serve lunch and dinner to people on a walk in basis. They also have an Overnight Welcome Centre for people who need emergency short term accommodation.
Govan Community Project	South	The Pearce Institute, 840 Govan Road, Glasgow	G51 3UU	Govan Community Project is a community-led organisation working with asylum seekers and refugees. Services include Advice & Advocacy casework support and pantry vouchers for asylum seekers, as well as community learning groups such as men's group, women's group, homework club and ESOL classes.
Maryhill Integration Network	West	Maryhill Integration Network 35 Avenuepark Street, Glasgow	G20 8TS	MIN works in partnership with Citizens Advice Bureau and Scottish Refugee Council to provide information and advice. MIN Voices gives refugees and asylum seekers a voice in the many issues they experience, at local and national levels. It is an advocacy and peer-support group for people to have their voices heard.MIN has a Women's Group, Men's Group and ESOL classes,
Maslow's Community Shop	South	70 Shaw St, Govan, Glasgow	G51 3BL	Maslow's is a second hand goods shop, volunteer run with profits going back into the community. They provide free clothing & household goods to asylum seekers and people in the local community who are experiencing hardship.
Milk Cafe	South	452 Victoria Road, Glasgow,	G42 8YU	A social enterprise which runs as a cafe Wed-Sunday and hosts classes on Monday and Tuesday including hospitality skills, employability training and gain ESOL and IT support.
North Glasgow Integration Network	North	Barmullock Community Centre, 46 Wallacewelll Quadrant, Glasgow	G21 3PX	North Glasgow Integration Network (NGIN) aim to promote the integration of asylum seekers and refugees through consultation, identifying needs and activating solutions, together with the host community, in order to create improved quality of life. They aim to help people who live in North Glasgow to live, learn and socialise together in harmony and with respect for each other.

Organisation	Area/ Remit	Address	Postcode	Activities & Services
Pollokshields Development Agency	South	15 Kenmure Street, Glasgow	G41 2NT	Develop services which promote integration and the regeneration of the community and aim to improve the quality of life of the most vulnerable in the community. This could be through providing food provisions and essentials; encouraging community engagement through Women's Groups and Homework Club; educational classes such as digital literacy sessions.
Safe In Scotland	West	Full address not available. Accommodati on on Great Western Road.		Safe in Scotland-formerly Glasgow Night Shelter for Destitute Asylum Seekers- provides accommodation for destitute asylum seekers for up to 18 months. People will have access to essentials and also information and advice relating to their asylum support claim.
Safety Awareness Glasgow	South	Orkney Street Enterprise Centre, Unit C2 18, Glasgow	G51 2BX	Helps new Glaswegians to settle into the city safely through educating on health and safety. This can include cyber safety, personal safety and road safety.
Unity Centre	South	22 Ibrox St, Glasgow	G51 1AQ	Unity Centre provides advice and support to anyone in the asylum process and anyone detained by the Home office. They can offer practical support when someone is destitute including referrals to foodbanks/information on a fresh claim and helping to access accommodation. They fight against deportations and removals. Unity Centre can help people to gather important documents and information when someone is at risk of detention.
We Are With You (Glasgow Community Links Service)	City-wide (Asylum seekers specialist)	Maryhill Red Practice, Maryhill Health Centre, 41 Shawpark St, Glasgow	G20 9DR	We Are With You (Asylum Seeker Specialism) works to reduce the barriers in accessing health services to some of the most vulnerable groups in society; to identify barriers to health and wellbeing and link people to local support services, community based initiatives and appropriate activities; to offer a person-centred service and be responsive to the complex multiple issues affecting Asylum Seekers, Refugees and their families; and to share the learning with the GP practice teams and the city wide network of CLWs, to better inform their work and the support offered to asylum seekers.
Women's Support Project	West	Adelphi Centre, 12 Commercial Rd, Glasgow	G5 0PQ	The Women's Support Project works to end violence against women. Based in Glasgow, we work across Scotland to raise awareness of the root causes, extent, and impact of male violence and for improved services for those affected. Offers support for migrant, refugee and asylum-seeking women in Glasgow who are socially isolated and / or have experienced violence or abuse. Befriending, short courses and community-based events.

Organisation	Area/ Remit	Address	Postcode	Activities & Services
Youth Community Support Agency	South	48 Darnley St, Pollokshields, Glasgow	G41 2SE	Through a range of services YCSA helps Black and Minority Ethnic young people, aged $10 - 25$ embrace their potential to become active and valued members of our diverse society, developing the skills and leadership abilities to succeed in life. They also provide support for unaccompanied minors.

Thanks and Acknowledgements

Thanks to all of the individuals and organisations who gave their time to take part in this pilot project. The individuals and families that benefited from this scheme are very thankful, and many were overwhelmed with joy because of the succour that this voucher brought them.

Special thanks to all the frontline staff involved in delivering the pilot, many of whom went above and beyond to meet the demand.

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