



A Review by BEMIS of Engagement in Scotland

By Councils for Voluntary Service

With Ethnic Minority Communities

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ACKNOWLEDGEMENTS

We wish to thank the sixteen Councils for Voluntary Service (CVS) who took the time to complete the postal questionnaire and to send us copies of their reports and publicity leaflets. This information is invaluable in terms of promoting best practice and in encouraging those CVS whose practice is less developed to explore new ways of working. We acknowledge that there are a number of CVS who did not respond to our postal survey but who do engage with their local ethnic minority communities. We would hope to also involve them in sharing their expertise and learning.

EXECUTIVE SUMMARY

1. In November 2006 BEMIS undertook a Review of Engagement with Ethnic Minority Communities in Scotland by Councils for Voluntary Service (CVS). Only one quarter (16) responded to the postal survey – seven predominantly rural, seven predominantly urban, and two mixed urban and rural. BEMIS focused on five ‘indicators of engagement’ - community profiling; involvement of service users; provision of support; monitoring and evaluation mechanisms in place; and improvements identified.

2. **Key findings**

Overview

- In comparison to the public sector CVS in the main appear to be slow in addressing their general responsibilities, identifying lack of resources as the main problem.
- Only seven CVS are engaging with ethnic minority communities through community profiling, involvement of service users, provision of support, and have made a start at monitoring and evaluation and identifying improvement measures.
- Rurality is not necessarily an issue; however six rural CVS in our sample are failing to engage either with ethnic minority communities or with race equality issues, giving as the reason that their ethnic minorities are either ‘very visible and integrated’ or are ‘invisible’ migrant workers.

Community profiling

- CVS are missing out in opportunities for learning from and linking up with public sector partners involved in race equality work - very few CVS access ethnic minorities area profile or service user data collated by public sector agencies.

Involvement of service users and provision of support

- Only half of the CVS involve ethnic minority service users or provide support - one CVS commented “we provide generic support to organisations” suggesting a lack of awareness of specific support needs of ethnic minority community groups.

Monitoring and evaluation, and identification of improvement measures

- A minority have any monitoring and evaluation in place, and of these most have only made a start but have no results as yet; and as a result the range of examples of improvements required is generally very limited.

3. In order to support this work there is a call for additional central government funding particularly in supporting the needs of rural groups including funding for dedicated workers. Other measures proposed are:
 - closer working relationships with statutory agencies
 - translation services; advice on language issues and on supporting user involvement
 - support for social enterprises

Conclusions and Recommendations

4. Although there are resource issues there appears to be a lack of priority given to engaging ethnic minority communities or to addressing race equality issues. Improvements are needed, through collaborative work with public sector agencies and with ethnic minority communities on an individual service user basis as well as with representative structures, on the following:
 - raising the game of CVS who are failing to review whether they are serving **all** sections of their communities, and whether they should be linking up with public sector agencies in order to promote race equality.
 - the proactive use of development staff, websites and newsletters, recruiting ethnic minority board members, and ‘piggy-backing’ on the promotion of individual’s rights to services by public sector workers.
 - The provision of premises for evening and weekend meetings tailored to the needs of ethnic minority group members who work anti social hours.
 - sharing best practice as members of cross-sectoral partnerships; seeking opportunities through community planning to mainstream race equality on a cross-sectoral basis as part of community planning funded programmes.
 - investing in information collection, such as the use of databases of contacts and needs and resources, in order to review the needs of, and services provided to, ethnic minority communities.

5. BEMIS in conjunction with SCVO can facilitate and promote voluntary sector involvement in race equality work through:
 - sharing best practice across CVS and promoting agreed standards.
 - promoting joint seminars and training at a local level between key public sector agencies, CVS, and ethnic minority voluntary sector networks.
 - sharing best practice with ethnic minority voluntary sector network organisations, across local authority boundaries, and focusing on specific issues such as personal safety and race hate crimes, the needs of the ethnic minority elderly, carers, or young people.

**A REVIEW BY BEMIS OF ENGAGEMENT IN SCOTLAND
BY COUNCILS FOR VOLUNTARY SERVICE
WITH ETHNIC MINORITY COMMUNITIES**

1. Background to Review

- 1.1 In November 2006 BEMIS undertook a review of engagement with ethnic minority communities in Scotland by Councils for Voluntary Service (CVS). Within the context of The Race Relations (Amendment) Act 2000 the aim of the review was: “to assess experience in rising to the challenge of engaging with ethnic minority communities (new and more established) in planning, reviewing and delivering services.”
- 1.2 The Race Relations (Amendment) Act has shifted the race equality agenda by introducing a statutory general duty to eliminate racial discrimination and to promote equal opportunities and good race relations. In March 2002 The Scottish Parliament approved new specific duties designed to help public authorities to better meet these general duties. In particular the focus was on making real improvements to racial equality or race relations such as in educational performance of different groups, their health, relations within the workplace or within local communities. By November 2002 public authorities were required to publish their race equality schemes (RES) and educational authorities their race equality policy (REP).
- 1.3 While Councils for Voluntary Service (CVS) are not bound by specific statutory responsibilities, as bodies operating in the public arena and in some cases contracted to provide public services, there is an onus on them to promote good race relations – see CRE Guidance¹.

Voluntary and community organisations often promote good race relations directly in the services they provide, but can also work with or provide services on behalf of public authorities. Like other organisations, they are bound by the general prohibition of racial discrimination enshrined in the Race Relations Act 1976 (RRA). Unlike public authorities, they do not have a legal duty to promote race equality. However, their connections to the local community, and their ability to stimulate and support community participation, mean they have a crucial role to play in helping public authorities to promote good race relations. In certain circumstances, therefore, voluntary and community sector businesses may have a contractual liability for meeting certain requirements of the race equality duty: principally when working under contract to public authorities.

Steps you can take to promote good race relations

Advise and support individuals in exercising their rights and obtaining redress.
Establish standards of behaviour and an ethos of respect, reflecting shared values and promoting racial equality among staff and volunteers, and make provisions for any cultural needs your staff and clients might have.
Organise or support events and activities to celebrate diversity and promote understanding.
Make public your commitment to combat and eliminate racism, and put this commitment into practice.

¹ CRE Voluntary Sector Guidance at http://www.cre.gov.uk/duty/grr/voluntary_guidance.html

Respond to incidents of racism and racial harassment in your own sphere of responsibility, including providing advice and support for victims.
Promote cooperation, shared values and responsibilities throughout your work and in the community.

- 1.4 The CRE in Scotland is now calling for MSPs to support the parliamentary motion (S2M-5429) which proposes a more strategic approach to promoting race equality in Scotland by strengthening the Scottish Executive's commitment to developing a race equality strategy and action plan.

“Racial inequalities affect everybody in Scotland, regardless of their ethnic background. For example, the barriers that prevent people from ethnic minority backgrounds from accessing or progressing in the labour market do not simply affect the individuals concerned; they also result in less revenue to pay for our public services and to stimulate economic growth. The inequalities that result in people feeling excluded from Scotland's political and civic society can result in tensions which impact on everyone in society. Yet, progress towards an equal and integrated Scotland remains slow and patchy... if the (Scottish Executive's) strategy and action plan is to bring about substantial change it must set out a completely new approach to race equality, which is led from the very top...it must: include measurable, outcome-focused, departmental targets; put in place an infra-structure and resources that will encourage sustained progress towards race equality and integration; include provisions for monitoring progress in implementing the strategy and action plan; and be accompanied by leadership.”

- 1.5 The review by BEMIS is therefore timely in that it looks at engagement by Councils for Voluntary Service (CVS) with ethnic minority communities. It also allows comparison with a separate study by BEMIS of engagement by public sector agencies in Scotland.

2. Evidence reviewed

- 2.1 This small scale study is based on a postal questionnaire sent to 60 Councils for Voluntary Service (CVS). Responses were received from a quarter (16 CVS – 7 rural, 7 urban and 2 mixed) distributed across Scotland as follows:

| | |
|------------------------|---|
| North of Scotland | 2 |
| North West of Scotland | 1 |
| North East of Scotland | 2 |
| Central Belt | 4 |
| West of Scotland | 5 |
| East of Scotland | 0 |
| South of Scotland | 2 |

- 2.2 The review focused on five areas:
- a) community profiling
 - b) involvement of service users
 - c) support provided
 - d) monitoring and evaluation mechanisms
 - e) improvements identified

And it also requested feedback on measures to support engagement by CVS. Respondents were asked to assess their agencies on these dimensions on a four-point scale, and to then provide examples of actions taken. Some provided reports as evidence. This qualitative information provides a snapshot of the focus and content of race equality programmes and of actions by CVS across Scotland.

3. Key findings

Overview

3.1 There is evidence of good practice by a minority of CVS. Seven CVS were identified as providing evidence of engagement with ethnic minority communities on a consistent basis through community profiling, involvement of service users, provision of support, backed up by monitoring and evaluation and improvement measures. But even these CVS ticked the box - have made a start but no results - on one or more of the indicators of engagement. Those who have linked up with public sector agencies as part of cross-sectoral partnerships or initiatives appear to be further ahead in the process.

3.2 Rurality does not necessarily appear to be an issue. A rural CVS was one of the top four CVS selected in terms of providing evidence of seriously addressing race equality work. However the other six rural CVS in our sample appear in the main to be failing to fully engage either with ethnic minority communities or with race equality issues. The reasons given by these CVS are that their ethnic minority communities are either very visible and appear to be 'integrated' or are 'invisible' migrant workers.

3.3 Community Profiling

Indicator: Area profile of ethnic minority population; list of voluntary sector organisations; list of ethnic minority community venues; workforce profile; profile of service users

Two urban and one rural CVS have profiled their local community and collect information such as - lists of ethnic minority community venues, lists of voluntary sector organisations focusing on race equality or ethnic minority needs, workforce profiles, and service user profiles. Despite public sector agencies collating such information very few CVS appear to have accessed such information or have made use of this expertise.

3.4 Involvement of service users

Indicator: Use of a variety of means to effectively engage ethnic minority communities

Only one rural and one urban CVS have a current profile of their service users by ethnicity, while two other rural CVS and four urban CVS were able to demonstrate ways in which they are involving service users – half of the CVS in our sample. The following are examples of user involvement :

- working with diversity/equality forums, network organisations, translation services

- recruiting a Board member from an ethnic minority community
- open forums, migrant workers community engagement events
- social inclusion partnership project with local authority
- listening survey

Unfortunately the CVS that undertook the listening survey could not follow up on the issues raised because of lack of resources. The reason given was that CVS need to cover project costs and, without additional funding, taking forward findings from a survey of ethnic minority users is not possible.

3.5 **Support**

Indicator: Successful provision of range of support to ethnic minority communities to better engage in services

Eight CVS reported on the support they provide to ethnic minority communities – three rural and five urban CVS. This consists of the following :

- direct support to member groups including grant funding
- support in establishing new groups including premises and funding bids
- support to network organisations e.g. gypsy traveller association, polish group
- signposting to other groups and meeting places
- use of multi-lingual signage and production of translated PR materials; packs for overseas workers/students
- offering premises for ESOL classes
- running information events e.g. on community safety
- capacity building training, committee skills training with interpreters

Some CVS reported that they did not deliver specific support services because – “we build capacity of members regardless of ethnicity”... “we provide generic support to organisations.” This suggests a lack of awareness of specific support needs of ethnic minority community groups.

3.6 **Monitoring and Evaluation**

Indicator: Use of various methods to monitor and evaluate the effectiveness of consultation and engagement activity

Seven CVS (2 rural) reported some level of monitoring and evaluation of ethnic minority needs and services. However the two CVS (both urban) with the highest scores on monitoring and evaluation in place reported that - they had only made a start but have no results as yet. The following are examples given of monitoring and evaluation :

- client feedback, evaluation of training events, evaluation of groups being supported
- use of equality indicators; monthly statistics reported quarterly to Board meetings
- assess findings from consultation on race equality strategy; identify needs based on local authority/health service reviews

One CVS reported their feedback was “there are no BME users of our general services” but did not go on to suggest how they might address this. Another

reported that “they were seeking resources to monitor, evaluate and support need” suggesting that any further monitoring work could no happen without additional resources. This suggests generally a low level of monitoring systems in place and/or lack of access to monitoring data on service users produced by public sector agencies.

3.7 Improvement

Given the low level of monitoring and evaluation and general engagement with ethnic minority communities the range of examples of improvements required was generally limited. 8 CVS (2 rural) reported on the following improvement measures:

- publication of publicity leaflets in different languages
- publication of packs geared to needs of specific client groups - packs for overseas workers/students
- staff professional development – Islam and Muslim culture course
- investigating ‘hidden’ BME population
- access to translation services

3.8 Measures to support engagement

One urban CVS commented that “they were aware of what wanted to do but needed dedicated resource.” Another rural CVS reported that the Scottish Executive did not currently sufficiently address the funding needs of rural groups, suggesting that an overemphasis on relative numbers disadvantaged rural ethnic minority communities. In addition to funding support other forms of support required are:

- translation services and advice on language issues
- closer working relationships with statutory agencies
- advice on supporting involvement of service users
- support for social enterprises
- dedicated workers

4. Conclusions and Recommendations

4.1 This review provides a snapshot of the range of work being delivered on the ground by CVS. The level of detail provided by some respondents is a good indication of commitment to engaging ethnic minority communities in the review of services, and in involving service users in identifying approaches to tackling community needs and concerns. These CVS are in the minority. Although there are resource issues there appears to be a lack of priority given by approximately half of the CVS to engaging ethnic minority communities or to addressing race equality issues. It’s worth noting that the one CVS which has recruited an ethnic minority board member came out in the top four CVS in terms of level of engagement.

The following are some of the key areas where the public sector is targeting improvements and where there may be opportunities for CVS and their members to be involved in joint work with ethnic minority communities on an individual basis, as well as through networks and representative structures.

- 4.2 **Being proactive** and creative in getting the message across. CVS have their own websites, newsletters and may employ development staff who work on an outreach basis. They are therefore well placed to be proactive in consulting with current and potential users, or in promoting discussion on race equality issues in the national press - such as 'islamaphobia' and the backlash for many ethnic minority families of 'the war on terrorism', or the implications of the influx of migrant workers and their families from Eastern Europe. There are opportunities for 'piggy-backing' on public sector initiatives such as: the production of DVDs using interpreters (or signers for community members with other forms of disability); specially designed leaflets explaining individual rights to services, how to access services, and ways of having a say; the use of outreach workers for running one to one surgeries or open days in centres used by ethnic minority members (e.g. shopping centres).
- 4.3 **Being transparent** in terms of implementation of policies and strategies. Public sector agencies with developed monitoring/evaluation systems and feedback loops for reviewing progress and obstacles to be tackled, appear to be successful in encouraging ethnic minority service users to get involved in service planning. Some CVS need to raise their game in terms of reviewing whether they are serving all sections of their communities, and whether they are linking up with public sector agencies in promoting race equality best practice.
- 4.4 **Keeping colleagues informed.** There is evidence from some local authorities (where different departments from the same agency completed questionnaires) that they are not always good at sharing learning across departments, and in keeping colleagues abreast of developments and initiatives. Similarly CVS are not always good at sharing their best practice or in seeking help financially, and in kind, from the public sector to further develop race equality work.
- 4.5 **Cross-sectoral partnerships** between public sector agencies at a local level, involving members of ethnic minority communities as equal partners, appear to work. Where the public sector is well placed to lead and to invest targeted resources, CVS can benefit both in terms of shared knowledge, and also in learning how to address service issues which have a bearing on race relations. Equally members of ethnic minority community groups may feel that their time is better used in that they do not have to attend endless meetings and input to endless consultations.
- 4.6 **Exploiting opportunities for extending contacts.** Public sector staff who work mostly 9 am to 5 pm find that engaging with ethnic minority workers who are self-employed or in industries involving anti-social hours working practices, is a challenge. Given that some CVS have to undertake evening and weekend work they are well placed to establish contact with this section of the ethnic minority population by providing their own premises for meetings. They can also signpost to other meeting places in the community. There are also opportunities for 'piggy-backing' on the out-of-hours work of public sector workers as a way of promoting CVS services.

- 4.7 **Research** in the sense of designing what information is collected, and how, and reflecting on the information that is collected, is critical to race relations. The more that CVS invest in this the more apparent may be the need to continually evaluate and improve on how they assess and review the needs of, and services provided to, ethnic minority communities. CVS that do not invest in collecting good quality information find this is a major obstacle to their work. Key to this is the use of databases of contacts and needs and resources. Another is creativity in terms of getting feedback on the opinions and views of ethnic minority communities, which may be helped by closer links with public sector research and intelligence programmes of work.
- 4.8 **Mainstreaming.** The public sector identified the importance of agency-wide engagement strategies with managerial commitment at a corporate level, backed by political commitment at a local and national level, and supported by appropriate investment in terms of dedicated funding streams. Given the role of CVS in community planning there may be opportunities for CVS to involve themselves in mainstreaming race equality on a cross-sectoral basis as part of community planning funded programmes. One route may be through advocating secondments.
- 4.9 BEMIS, in undertaking this review, is keen to facilitate and promote voluntary sector involvement in race equality work. The following are practical ways in which this might be achieved.
- **Sharing best practice across CVS:** A CVS national workshop to show-case best practice, and examples of tools used, by urban and rural CVS for engaging a range of ethnic minority service users.
 - **Sharing best practice with public sector agencies:** Promoting joint seminars and training at a local level between key public sector agencies, CVS, and ethnic minority voluntary sector networks to share learning and examples of best practice. This might be funded through community planning budgets, as well as public sector departmental or professional development training budgets
 - **Sharing best practice with ethnic minority voluntary sector network organisations:** This is core to the work of CVS. In the same way network organisations can provide an input to capacity building and support to newly established ethnic minority groups. There is scope for further development of this work across local authority boundaries, and focusing on specific issues for ethnic minority communities such as personal safety and race hate crimes, the needs of the ethnic minority elderly, carers, or young people.
- 4.10 This review is only scratching the surface of what is happening on the ground. It does however suggest some progress by a minority of CVS. It highlights the need to further promote best practice and learning between CVS, and suggests the need for agreement on standards for CVS across Scotland. The role of SCVO and BEMIS is critical to further developing the engagement of CVS with Scotland's ethnic minority communities.

APPENDIX ONE

Profile of CVS Respondents

(CVS Report)

APPENDIX ONE

Profile of Respondents

Profile of Councils for Voluntary Service who responded

| | |
|------------------------------------|----|
| (1) Total population | 60 |
| (2) Total respondents | 16 |
| (3) Predominantly urban | 7 |
| (4) Predominantly rural | 7 |
| (5) Mixed urban & rural | 2 |

Note

- (1) Total population equals the number of Councils for Voluntary Service invited to take part in the survey
- (2) Total respondents equals the number of Councils for Voluntary Service who returned a completed questionnaire
- (3, 4, 5) Councils for Voluntary Service were classified in terms of whether they covered geographical areas that were either more urban than rural, vica versa, or fairly balanced between urban and rural areas.

The following are the Councils for Voluntary Service who completed postal questionnaires

AAVO
ALVO
CBAVS
Create Ltd
Falkirk & District
Hamilton & East Kilbride
N.Lanarkshire
PKAVS
Stirling
DVA
Gordon Rural Action
Islay & Jura
Renfrewshire
SCSS
Voluntary Action Orkney
West Dunbartonshire

APPENDIX 2



Introduction

This survey is being circulated to Councils for Voluntary Services, key local authority departments, health boards and police forces across a good proportion of the country.

The main aim is to assess experience in rising to the challenges within the Race Relations Act as amended and to the associated need to engage with ethnic minority communities, new and more established, in planning, reviewing and delivering services.

A parallel study is being carried out from the perspective of the voluntary sector. The results will contribute to further local discussion as to what the next steps might be in taking this agenda forward, based on successful models of current practice and the active involvement of all partners.

We ask for practical examples of what works, honest identification of barriers to progress and anticipated next steps. In all cases it would be extremely useful to have hard copies of the work that is flagged up or pointers as to where relevant material can be found e.g. authority websites.

1 Community Profile

For planners and service providers, the quality of information about the local communities and their needs is crucial to the delivery of better services. In this first section we are looking at the range of relevant information or data that might be available to you.

Which of the following do you have access to? Please supply copies or further details where relevant,

- An area profile including its ethnic minority population and characteristics

YES

NO

- A list of voluntary sector organisations (including those which focus on race equality or ethnic minority community needs) that you fund

YES

NO

- A list of ethnic minority community venues e.g. places of worship, complementary language classes, social centres etc

YES

NO

- Current workforce profile including ethnicity of all staff

YES

NO

- Current profile of service users by ethnicity

YES

NO

2 Involvement

In this section, we are looking for examples of the ways used to seek out the active participation of service users and potential users and how successful they have been in reaching communities and providing learning opportunities.

Statement

We use a variety of means to effectively engage ethnic minority communities

Assessment Scale

Use the following scale to indicate which best reflects your situation

1. We have not yet addressed this issue
2. We know what to do but are yet to start
3. We have made a start but no results as yet
4. We have a practice that has made a difference

Evidence

Please indicate the range of different methods you have used and provide one detailed example indicating planning involvement evaluation and impact.

(By way of illustration only this might include outreach, open days, Consultative events, community forum, etc)

3 Support

This section focuses on the different types of support that can help communities and authorities increase the benefit of participation.

Statement

We successfully provide a range of support to ethnic minority communities to better engage in our services

Assessment Scale

Use the following scale to indicate which best reflects your situation

1. We have not yet addressed this issue
2. We know what to do but are yet to start
3. We have made a start but no results as yet
4. We have a practice that has made a difference

Evidence

Please indicate the range of support made available and, in more detail, one example of support that has been evaluated. (By way of illustration only, this might include capacity building, in-kind assistance e.g. IT support, funding e.g. specific development posts, consultative events, sponsorship, etc.)

4 Monitoring and evaluation

Of central importance to all activity are the mechanisms used to identify progress and impact. With a view to identifying what works, this section looks to the effectiveness of different approaches.

Statement

We use various methods to monitor and evaluate the effectiveness of consultation and engagement activity

Assessment Scale

Use the following scale to indicate which best reflects your situation

1. We have not yet addressed this issue
2. We know what to do but are yet to start
3. We have made a start but no results as yet
4. We have a practice that has made a difference

Evidence

Please provide evidence of the range of methods used together with one detailed example of how this approach has assisted service improvement. (By way of illustration only, this might include: monitoring service use, client feedback, evaluation exercises, use of equality indicators etc)

5 Improvement

Related to the previous set of questions and based on the need to learn lessons, this section looks at what further action has been identified including the need for additional support or guidance. Please attach any further detail.

Statement

We have identified a number of improvement measures across all areas of activity

Assessment Scale

Use the following scale to indicate which best reflects your situation

1. We have not yet addressed this issue
2. We know what to do but are yet to start
3. We have made a start but no results as yet
4. We have a practice that has made a difference

Evidence

Please provide an example of an improvement measure of next step action for each of the preceding sections e.g. Involvement, Support and Monitoring and Evaluation

6 Sources of Support

In addition to what you may have identified as your own organisation's next steps, are there other measures that might be necessary to support your efforts? (By way of illustration only, these might include practical guidance and support currently missing at the moment for the sector or public authorities more generally, the role of audit and inspection, of the community and voluntary sector and of central government.)

**THANK YOU FOR TAKING THE TIME TO COMPLETE THIS SURVEY
PLEASE REMEMBER TO ATTACH ANY RELEVANT SUPPORTING MATERIAL**

PLEASE PROVIDE THE FOLLOWING DETAILS ABOUT YOURSELF:

NAME: _____

POSITION: _____

ORGANISATION: _____

ADDRESS: _____

PHONE:

EMAIL:

Please send all completed questionnaires and any attachment to:

BEMIS, Centrum Building, Third Floor, 38 Queen Street, Glasgow G1 3DX

You can use enclosed addressed envelope however a stamp is needed as we are not able to judge the weight of any included documents that you might attach.