



REPORT 2

Engagement and Empowerment among Black and Minority Ethnic and other Equalities Communities in the South West Of England: A Case Study

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A Report to the Empowering Communities Consortium

A Note about this Case Study

This case study was commissioned by the South West Regional Consortium of the National Empowerment Partnership. It forms part of a set of reports reflecting research and other activities undertaken through the South West Empowerment Development Project (October 2007 – March 2008). All the reports may be downloaded from the Creating Excellence website at:

www.creatingexcellence.org.uk

- Report 1** An Overview of the Learning from the South West Empowerment Development Project
- Report 2** Engagement and Empowerment among Black and Minority Ethnic and other Equalities Communities in the South West of England: A Case Study
- Report 3** Participation and Empowerment of Children and Young People in the South West of England: A Case Study
- Report 4** Engagement and Empowerment among Older People in the South West of England: A Case Study
- Report 5** Engagement and Empowerment in Rural Local Authorities in the South West of England: A Case Study
- Report 6** Engagement and Empowerment in an Urban Unitary Authority in the South West of England: A Case Study
- Report 7** No Boundaries: A Study of Networks and Empowerment
- Report 8** Engagement and Empowerment: Measurement and Indicators

All the reports were researched and written by a joint team from The Evaluation Trust and South West Foundation with support from Professor Marilyn Taylor, Professor of Urban Governance and Regeneration at the University of the West of England. The team members were:

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These reports, as with all research, reflect the views of those who took part and are a snapshot in time and there may be other perspectives that are not recorded.

Acknowledgements

The research team working on this case study would like to express their thanks to all the people who have contributed by sharing their knowledge, observations, insight and their time (see Appendix 1).

A view expressed in interview by a number of people working in the voluntary and community sector was that they have limited resources but are continually asked to contribute to research for no recompense. A considerable level of 'research fatigue' was expressed by many individuals during this study. That said, people gave their time willingly and most remain passionate about working for change although sceptical about achieving real outcomes.

The researchers trust that the commissioners and all those committed to community empowerment will take note and incorporate the learning from this work into action planning and delivery, with the full participation of the diverse individuals and communities in the region.

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1. The Regional Context

This case study investigates engagement and empowerment among a range of black and minority ethnic (B&ME) and other equalities communities in a number of different locations across the region. Before exploring these experiences, however, it is important to note the regional context within which such work is taking place.

The South West is a large and diverse region in terms of its geography, demographics, economy and local characteristics and these differences impact very significantly on the lives of people living in the region, even before a broad range of equalities factors, including race, are considered (see Appendix 2). They also affect how local authorities can best approach work with people and organisations to achieve engagement and empowerment of the community in local decision making and service delivery.

The 2001 Census showed the South West to have a much lower proportion of B&ME people than the UK in general (2.3% compared to 8% across the UK¹), although the percentage in Bristol (8.9%), Gloucester (4.6%) and Swindon (4.8%) is much higher than in the rest of the region². The Census figures are known to have under-reported the size of the region's B&ME population, however, as the migrant worker population is growing and there are many Asylum Seekers, Refugees, and Gypsies and Travellers who do not identify themselves. A recent report published by the Black South West Network (BSWN), reviewing B&ME population data, underlines this gap in the official data, as does a paper on Migrant Workers in the South West published by the South West Observatory³.

Inequality and discrimination

In areas with small Black and ethnic minority (B&ME), populations, people tend to be more isolated, marginalised and threatened by racial harassment (NRU 2004)⁴

This statement is supported by the findings of the Rural Racism Project based in Plymouth⁵, which identified four key factors contributing to the prevalence of racism in rural areas:

- a denial of the existence of black and minority ethnic people by key agencies
- a failure to acknowledge the needs of different minority ethnic groups through a 'colour blind' approach to working practices across sectors
- a belief that racism is somehow confined to urban populations
- the lack of empirical evidence to support the claims of victims

This sense that *'there is no problem here'* was confirmed in the case study interviews:

*There have been four redundancies [related to our work] due to no cash contribution from Cornwall and Devon. These councils think there are no issues for B&ME people and communities.
(Worker at Fata He, Plymouth)*

Many of the people interviewed from B&ME communities feel that inequalities and disempowerment are experienced by all disadvantaged or 'equalities' groups in a variety of ways. At the same time, many are not comfortable with the B&ME label as they do not identify with a homogenous B&ME community and see it as a convenient political heading that attempts to merge many communities and individuals into a single category. From this perspective, the concept of a B&ME community is seen as diluting the differences in cultures and needs of different people, and the B&ME 'label' is itself experienced as disempowering. It was strongly expressed for example that the experiences of black people as an obvious minority ethnic group are felt to be very different from those of other white ethnic minority groups:

*It is fine to work with all minority ethnic communities but not to lumber them all in together. This makes it difficult to identify the specific needs of black people and they are present due to the history of black people in Britain.
(COBG member, Bristol).*

Individuals' experiences and perceptions of racial equality are inextricably linked to their feelings of engagement and empowerment. There are many statistics available about the lack of achievement of black males in schools, over-representation of black and minority ethnic communities in the Youth Justice system, the particular isolation of some B&ME women, and the prevalence of hate crimes. These experiences of inequality are reflected in the feeling frequently expressed among interviewees that the design and delivery of public services does not often take into account the different needs and starting points of diverse communities.

At a Local Area Agreement (LAA) consultation event in Bristol for the Voluntary and Community Sector (VCS), focused on equalities priorities, the view was expressed that there is in relation to health and wellbeing 'a *lack of appropriate services and interventions for B&ME populations in an outdated Eurocentric system*' (notes supplied by Voscur staff member, Bristol).

The state of the VCS

It is important also to note also the views expressed by interviewees about the current political climate and the state of the voluntary and community sector in the UK. These perceptions provide the backdrop against which the work of any organisation to achieve the engagement and empowerment of black and minority ethnic people takes place. There is a marked concern among many VCS groups about the future of much empowerment work that is seen to be producing results. The feeling that worthwhile initiatives are not valued and may not be sustained

does not contribute to a sense of empowerment for anyone. There is a feeling that groups are fire-fighting to survive, often putting in many unpaid hours to deliver the support services that they are passionate about towards empowering B& ME people. The demise of funding for empowerment initiatives that have been viewed as having some success such as C-Net in Bristol leads people to wonder why yet another new initiative [the National Empowerment Partnership] has come along.

*It is empowering in a way to meet and talk like this but we have limited capacity to do so. It is often disappointing that our views and the recommendations from research like this are not acted upon.
(Interviewee from COBG, Consortium of Black Groups, Bristol)*

Several interviewees who work in B&ME infrastructure organisations said that the trust they had begun to build in local government and statutory agencies, in terms of their commitment to equality issues and to real engagement and empowerment, had gone into reverse recently due to repeated disappointments. They feel that whilst there are many resources spent by both local authorities and VCS organisations on a plethora of strategies and initiatives, there are few real outcomes, and many front line and local infrastructure organisations (LIOs), B&ME groups and VCS groups are struggling to survive.

*It must be recognised that we are in a society where racism and institutional racism still exists. As long as this is the case black people will continue to be disempowered. Decision-makers have no understanding of this. In politics a change of power also dictates priorities for action. there is no sustainability or chance to build on good work.
(COBG Bristol member)*

Tensions within and between communities

The perceived tension between the broad human rights agenda and specific equalities issues was a major concern of people working in local B&ME infrastructure organisations. Although there is an appreciation that all equalities issues are a matter of human rights, and that the two agendas logically sit together, there are nonetheless suspicions that their amalgamation under one Commission may give a particular message about political priorities that leads to a hierarchy of inequalities and a 'bun-fight' for resources. This is seen as a 'divide and rule' approach which is potentially disempowering to the B&ME voluntary sector (and all other equalities groups), and ultimately to the people they work with. It raises the important question of the level of trust between B&ME people and statutory organisations and local and national government.

The government (local and national), is creating new races e.g. Somali people, they are East African and new migrants but on local monitoring forms they are listed as a separate group. This creates a 'group' who are seen to be taking resources away from others by some which can lead to

tension and conflict not cohesion and empowerment. (COBG Bristol member).

The situation is political, B&ME issues and needs now come under Equality and Human Rights, and it is no longer a priority to address specific needs. (COGB Member, Bristol)

The move to the right politically in the UK means that engagement and empowerment are becoming dirty words on one hand while Equality and Human Rights is espoused on the other. (BDA worker, Bristol)

The government agenda is for integration, an agenda of assimilation - not empowering to minority groups. (BDA worker, Bristol)

As the case study interviews carried out in Bristol and Plymouth show, all this is set against a history of mistrust of statutory agencies by members of B&ME groups. From the perspectives of the B& ME workers in the voluntary and community sector and local authority workers involved, the political, social and economic context for their work is complex and shifting and it can appear that the engagement and empowerment of people from B&ME communities is a very long way off. A continuing passion is evident, however, among all those interviewed, to work for empowerment. There are also some positive reports of real achievement, with a particular welcome for the recent 'Voice4Change England' initiative.⁶

2. Methodology and Overview

This regional case study gives a broad rather than detailed picture of engagement and empowerment among black and minority ethnic people. It looks at highly selected areas of work, largely undertaken by local infrastructure organisations, and their work towards the engagement and empowerment of B&ME people, rather than in-depth at a sample of the wide range of voluntary and community groups and Local Authorities (LAs). These interviewees cannot be regarded as 'representative' of the B&ME people and local governments in the region, and the findings should be read with this in mind.

The Regional Consortium for the National Empowerment Project advised that the research should include the experiences of Gypsy and Travellers in the South West and new migrant workers in Cornwall, as there are significant numbers of people within both communities and the issues around their empowerment can be contentious. A separate researcher was assigned to gather evidence from each of these groups. It would have been equally valid to research community empowerment work with Asylum Seekers and Refugees, black women or any other group who see themselves as black and minority ethnic communities, but resource constraints meant that the team needed to be highly selective.

The case study therefore focused on five areas of engagement and empowerment work in relation to B&ME communities, and the findings are presented in five corresponding sections:

- the work involving Fata He, Plymouth Communities Partnership and the LSP
- the work of The Black Development Agency, particularly around the Abolition 200 (2007) programme in Bristol with the Consortium of Black Groups and Bristol City Council
- the work on engagement and empowerment with new migrants in Cornwall
- the work of Gypsy and Traveller communities mainly in Bristol area
- feedback on the use of the 6-box evaluation tool and findings from interviews with key people in Bristol and Plymouth City councils about their work against the new PSA21 targets for local government.

In phase one of this work, the team interviewed a wide range of front-line groups by telephone, seeking initial information about engagement and empowerment work across the region. That data has been revisited and drawn on in this study where appropriate. Although the team would have liked to speak to all these groups and to B&ME volunteers and residents in greater depth, this was not possible during the time frame.

Further interviews were then carried out in the five selected case study sites face-to-face where possible or by telephone and email. Interviews frequently led to other contacts and to reports and publications of relevance. These were followed up on the occasions where time allowed.

There is some overlap with the Plymouth case study (see Report 6) and the researchers have shared rather than duplicated data where possible.

3. The work of Fata He to establish B&ME representatives on Plymouth's LSP Board

3.1 Fata He (West African word for *inclusion*), Plymouth

Fata He is a voluntary sector organisation established seven years ago and with an original aim of leaving an empowered local B&ME community in the Cornwall, Plymouth and South Hams areas within five years and to '*redress social and economic inequalities relating to black and minority ethnic individuals, families and groups within the city of Plymouth*'. It became a social enterprise in 2003 and works closely with other local, sub-regional and regional organisations. Fata He has been recognised as the lead B&ME local infrastructure organisation since 2004.

Fata He aims to support B&ME people to form their own sub-regional forums such as Unity Cornwall and Unity Plymouth (who meet regularly to update each other on local activity, government decision-making and policy and who have a voice in local decision-making across sectors), with the intention that B&ME people have a direct not representational link and a voice in shaping service delivery. They support a range of initiatives across the sub-region, sit on the Board of the Plymouth LSP, and work closely with statutory organisations to develop best practice.

Fata He has worked towards the empowerment of B&ME people in the Plymouth area in many ways and through a variety of initiatives but all those interviewed mentioned the process of securing effective places for B&ME people on the Plymouth LSP Board as a particular achievement. They also reflected, from a variety of viewpoints, on the nature and success of this representation in terms of real empowerment. The conversations led to information on a wide range of other work by Fata He in the area relating to engagement and empowerment among B&ME communities, particularly with Asylum Seekers and Refugees, with black ex-offenders, B&ME forums in Cornwall, South Hams and Plymouth, and with B&ME women's voices when taking up health services.

The case study includes a brief summary about B&ME engagement with the work of the Devonport Regeneration Community Partnership (DRCP) and comments on the work of Plymouth Community Partnership (PCP) to evaluate community engagement and empowerment. These activities are covered more fully in the Plymouth Case Study (Report 6) as is the context and activities of Plymouth City Council around community engagement and empowerment.

3.2 The work of Fata He with Plymouth Community Partnership to establish B&ME representative places on the Plymouth LSP Board.

During 2006-07 the LSP was restructured around four new Theme Groups: 'Healthy'; 'Wealthy'; 'Safe and Strong'; and 'Wise'. Two elected community representatives sit on each Theme Group, one of whom may be from any group in membership of Plymouth Community Partnership (PCP), the largest infrastructure organisation, and the other of whom must be from a Neighbourhood Renewal priority area. The work of the Theme Groups is overseen by the LSP Board, which includes five members from each sector (public, private and community/voluntary), plus the Chairs of the Theme Groups. Two of the community/voluntary places on the Board are reserved for PCP and Plymouth Guild, and one for a representative of the city's B&ME communities. Fata He is currently holding this place, while supporting and training two B&ME mentees to take over the role. The remaining two representatives are elected community representatives from PCP's membership.

Initially Fata He was invited to take up a single B&ME place on the LSP Board but this was viewed by many as a 'tick-box' approach to B&ME representation and involvement in decision-making. A PCP spokesperson said that it had been a

hard fight to get B&ME LSP Board members as previously the LSP had no understanding of B&ME people's issues. There are now two non-elected B&ME people sitting alongside Fata He on the Board, acting as community representatives. They do not have places on the Theme Groups or the Executive but there is a voluntary sector rep on the Executive. B&ME reps do attend decision-making sessions of the Board. In 2006, the first B&ME reps were from the local Race Equality Council (REC), but they did not attend regularly. The current reps are local residents who are not affiliated to any particular group and have a place for three years.

B&ME reps are offered regular mentoring support by the CEO of Fata He and meet prior to LSP sessions to discuss agenda items and ensure that their voices will be heard. Support and capacity-building training for B&ME reps is also offered by the Neighbourhood Renewal Outreach Worker at the PCP. It is the long-term aim that the current reps will shortly be able to mentor other B&ME people coming forward to take on the role, establishing a cascade model to ensure that people have the knowledge and skills to participate fully in the work of the LSP Board. A worker at Fata He commented that previously the LSP did not appreciate the need for capacity-building in order to empower individuals to participate in LSP work.

PCP provides ongoing support and training for all the community representatives on the LSP and an induction programme for those newly elected. PCP further supports the reps on the LSP Board by ensuring they are well briefed and prepared in advance of every meeting and have an opportunity to talk through papers. The representatives attend quarterly support meetings facilitated by PCP to share and reflect on their experience.

Funding for training and mentoring of B&ME reps had previously been from the 'Community Engagement [CE] Fund' for the CE Networks but currently comes to the PCP from the Neighbourhood Renewal Outreach pot via a ring-fenced 'Safe and Strong Communities Fund' and is part of the LAA plan. From April 2008 the funding source is not clear.

In talking to one of the B&ME reps, staff at PCP and Fata He staff supporting the reps, it became clear that there were common issues around empowerment affecting all community reps, but that some were felt to be specific to B&ME people due to historical and cultural factors in the Plymouth area, or experienced particularly strongly.

- Community representatives receive too much paper work which makes it difficult to monitor what is happening at Theme Group level - they have requested a summary report with a standard format.
- Community representatives are not clear who is accountable for decisions once made by the Theme group and reported to the Executive Group They have requested clarification of roles, especially that of the Board, and a review of the need for an Executive Group.
- There is a lack of Third Sector representation on the City Development Company Board. Membership has been requested by elected community

reps and information sought as to why the wealthy theme is chaired by the private sector.

- There is little representation at Theme Group level by any of the three 'priority' groups: B&ME people, children, older people, resulting in a request that processes for engaging with these groups should be publicised.

PCP's Neighbourhood Renewal Outreach Worker also commented that there was a need for further resources to familiarise reps with LSP structures and themes and the mechanisms by which they work which are not transparent to community reps.

Community reps do not feel they are on the same footing as those from other sectors as they are the only ones that receive training and are frequently questioned by others about who they are representing and how far they 'represent' their communities. They report that they often feel that they are rubber-stamping decisions that have already been made.

There is a monthly newsletter which the community reps can feed into, which goes out to 400 PCP member groups, but there is little input from these community groups as reps do not often get contacted. The worker commented that they need more information about who talks to the reps and more resources to enable them to have a higher profile. The election of community reps via PCP membership is not felt to be ideal but is a pragmatic approach. The reps are in a position to find out about and report on local issues and priorities and can meet the 'movers and shakers' within the city, but how far they are able to gather input from communities and to influence decisions is not very clear. One of the B&ME, LSP representatives who has been in the role for eight months commented that, in terms of the role of B&ME reps and the engagement and empowerment of B&ME people in the area, '*we are getting there – it is too early to say yet*'. He expressed a greater need to let people know that the B&ME reps are there for residents, but that there is currently no clear mechanism for this to happen.

Community representatives have a limited amount of time to do their work and have commented that their employers are not always favourable about releasing them for LSP duties. There is no allowance for back-fill.

There is real dissatisfaction with the 'representational' role of B&ME LSP Board members and Fata He would prefer there to be mechanisms for people to have a direct voice into the LSP.

Effective Engagement and Empowerment through the LSP

Those interviewed cited a range of factors that they would consider as evidence of real engagement and empowerment:

- Equality of access, rights, and voice for B&ME people
- Specific issues and concerns among B&ME people taken on board
- For B&ME people to feel as much part of the community as others
- Having real influence and decision-making power (all community LSP Reps)
- Being contacted regularly about local issues (all community LSP reps)

The key ingredients of effective engagement and empowerment for B&ME, LSP community reps were summarised by those interviewed at Fata He, PCP and Plymouth CC as:

- Getting the basics right, with effective communication between the LSP and B&ME people: *'they need a communication strategy - there have been some improvements but still a lot of jargon, timing of meetings wrong'*.
- An understanding of the third sector and B&ME issues, and the creation of opportunities for B&ME people to shape service delivery from Plymouth City Council
- Resources - human and cash for a vibrant third sector
- The LSP partners (especially the Police) knowing who the community reps are and using them fully
- Widening engagement – currently it is the same people who are always involved
- PCP starting with proper consultation / engagement, and not adopting a tick-box approach through community reps
- Much better notice being given of community consultations.

3.3 Fata He's wider engagement and empowerment work

The CEO of Fata He stated that while there is a history of community development through Plymouth City Council, Plymouth Community Partnership (PCP), the old Community Empowerment Networks and more recently the Change-Up consortia, this has not generally been experienced by B&ME people as positively as by others in the community. However, there are now some good examples of partnership working towards engagement and empowerment of B&ME people between Fata He and other bodies in the area. The learning from these more positive experiences is explored in section 8, alongside learning about continuing barriers to effective engagement and empowerment.

One of the B&ME LSP reps emphasised that in more rural parts of the region there is an 'invisibility' of B&ME people which is disempowering in itself. The rep also recalled his own experiences of racial harassment as a student at Plymouth University which eventually led him to leave. He commented that if reporting such incidents to a white person, there was a lack of trust that the matter would be taken forward. He felt that steps were finally being taken to deal with such incidents but that *'it is a bit late and we should be doing better by now'*.

Asylum seekers and refugees in Plymouth

The funding through the Community Empowerment Network (CEN) for a Community Liaison Officer to link the asylum seeker and refugee (ASRs) community with the LSP ceased with the demise of the CENs. The former liaison officer now takes on case work for Refugee Action but cannot carry out the difficult work of supporting this community to be involved in the work of the LSP.

There are a number of groups supporting ASRs in Plymouth and there is a recent proposal to form a temporary ASR Advisory group that would link to the LSP. There are concerns about the current mechanisms for engagement with the LSP through public meetings, which would deter people from coming forward. Working through written reports and papers may be preferable and may be trialled in future.

Fata He and Devonport Regeneration Community Partnership (DRCP)

Fata He report that since 2001 they have been pushing for the inclusion of local B&ME people in the planning and delivery of initiatives in the DRCP area. Historically, there has been a troubled relationship between Fata He and the DRCP Board, which this study does not have the space to relate in detail. In May 2005 the CEO of Fata He presented a paper to the Board, criticising DRCP's approach to involving B&ME people in the area⁸. A DRCP spokesperson commented that the paper was highly influential and resulted in DRCP revising its approach to diversity by:

- Forming an Inclusion and Diversity Reference Group with the support of Fata He
- Reviewing behavioural procedures in May 2006 (Governance Handbook)
- Reaffirming equal opportunities contractual arrangements in 2006
- Rolling forward anti-discriminatory training into 2006
- Supporting a community cohesion approach through a number of projects/activities funded by DRCP, often with the direct support of Fata He

The DRCP Inclusivity Policy Statement was developed in consultation with and supported by Fata He and adopted by the Board in August 2005. It was then launched at a Fata He conference in September and Respect festival in October 2005. A spokesperson for DRCP stated that Fata He had influenced the further improvement of their Diversity and Equality plans. Recently a Community Development Worker at Fata He has been identified to act as a link with DRCP-funded projects and possibly to re-establish a social network there.

Fata He as a source of expertise

The CEO of Fata He reported continuing difficulty in getting recognition as a lead LIO from some statutory agencies such as the Primary Care Trust who traditionally communicate with the Race Equality Councils. However they do meet regularly with Cornwall and Devon Councils' diversity officers and have gained recognition for their B&ME empowerment work in Plymouth, for example work to ensure the same opportunities for B&ME families within the Sure Start scheme.

A worker at Fata He commented that the expertise within Fata He is underused in terms of research and evidencing, a point that was also mentioned by members of the Consortium of Black Groups in Bristol in relation to their membership. The involvement of B&ME organisations is generally felt to be somewhat tokenistic. As one long-standing B&ME activist/worker commented at

a focus group meeting for the Plymouth Case Study *'we get invited onto everything to satisfy political correctness but feel like 'very lonely voices'*.

This situation is exacerbated by the tension that can develop between different B&ME organisations struggling for their own survival as, for example, in the relationship in Plymouth between Fata He and the REC. This competition for power among B&ME organisations, and the unevenness of their recognition by statutory agencies, does not give a clear voice to the communities that they are perceived to represent.

3.4 The lack of demographic information

Several people interviewed felt that mechanisms need to be put in place to ensure that the B&ME rural voices are heard. One of the barriers to empowerment is seen to be the lack of reliable statistics on B&ME communities in the region. This is supported by recent reports from BSWN⁹. Without reliable statistics being made public B&ME individuals and communities may remain hidden in people's consciousnesses as well as geographically, which is not conducive to their engagement in local affairs. It is interesting to note that the Plymouth LAA document recognises that, particularly with respect to B&ME communities in Plymouth, the data available are patchy or dealing with such low numbers as to be statistically unreliable. Therefore a priority for Plymouth's LAA is to improve the recording of BME perspectives in the data sets. Action plans are being developed setting out how the partnership will address the issues identified. These will consider whether more qualitative data could inform the development of the LAA and the delivery plans beneath it. By April 2007 partners will be developing delivery plans designed to meet Equality Impact Assessments.

3.5 Measuring Engagement and Empowerment

Fata He monitors and evaluates all its activities and events and has an archive of reports and photographic evidence. A key worker commented that they have a culture of learning from feedback in order to improve. The worker is currently undertaking PhD studies which draw on the work of Fata He and the engagement and empowerment of B&ME people in the area. This in turn is feeding into the continual improvement of the organisation's work. Fata He are also about to start work towards the PQASSO Quality Mark. It is not clear how far the learning from all this evaluation work is being disseminated beyond Fata He and whether resource restrictions are inhibiting the sharing of good practice.

PCP employs a research officer to monitor and evaluate community engagement activity undertaken for the LSP. This is carried out largely through 'Question Time' meetings to gather feedback on the work of service providers against the LSP's four main themes. Meetings are run by public sector delivery staff and followed up 3 months later to see what has changed. The PCP take the comments and questions and may then write up case studies. All records and reports are available from the PCP web site. These events are reported to be well attended by residents. There is also an annual survey of members. This is a

good model but looking through recent reports there was little mention of specific issues facing B&ME residents.

4. The Black Development Agency and the Consortium of Black Groups around Abolition 200 in Bristol

4.1 Background to The Black Development Agency (BDA), the Consortium of Black Groups , Voscur and Bristol City Council's Local Area Agreement

BDA is the only B&ME led Council for Voluntary Service in the region and works to '*empower black and minority ethnic communities by building up their skills, ability and capacity to enable a sustainable Black Voluntary Community and Social Enterprise Sector (BVCSES)*'.

BDA are '*committed to and resolute in driving forward the racial equality and human rights agenda on behalf of the black and minority ethnic voluntary and community sector, for the benefit of all communities*'¹⁰.

BDA leads and supports community development and capacity-building, facilitates local networks, offers information, advice, support and training to groups, has an advocacy role and gives advice on funding.

Two of the significant initiatives that have emerged from the BDA umbrella are the **Black South West Network (BSWN)** and the **Consortium of Black Groups (COBG)**. BSWN has become an independent body since 2006 and is the regional network for the B&ME third sector. BSWN is the voice and campaigning body for B&ME organisations and individuals with links to government, statutory and voluntary organisations. It aims to support the engagement of B&ME organisations with the process and delivery of services at local, regional and national level. The BSWN has national co-operation but the national platform is changing with the coming of the 'Voice4change England' agenda.

The Consortium of Black Groups '*provides a forum for black and other minority ethnic individuals representing voluntary and community groups in Bristol and the surrounding areas*'¹¹, and aims to particularly '*influence the service delivery groups under the Bristol Partnership as they shape the key policy areas overarching our local lives*'. The COBG also provides an information exchange service to its membership on the work of their individual organisations.

Voscur is the key local infrastructure organisation for the voluntary and community sector in Bristol and is a well respected CVS. It has a strong campaigning voice on all local statutory, voluntary and increasingly private-sector decision-making forums as well as offering the full range of CVS support to organisations.

Voscur's work towards the empowerment of B&ME people comes under equalities work and there is a dedicated Development Manager for Equalities. Voscur's work aims to '*strengthen the voice of equalities groups*'...at strategic level in the city and to '*increase awareness of equalities issues in the VCS sector*'⁸.

Voscur offers generic and bespoke equalities training for organisations and has made a major contribution to the production of the Bristol Equalities Toolkit, which offers a range of good practice tools and information on equalities guidance and legislation. The training and toolkits contribute to skills and capacity-building within VCS organisations in front line work, to support them in embedding engagement and empowerment across all equalities groups. Along with BDA, Voscur plays a role in supporting the Community Empowerment Network as identified in the Networks and Measurement case studies.

4.2 Bristol City Council and the Local Area Agreement (LAAs)

There has been no in-depth investigation into the work of the City Councils in this case study other than to interview key people about council activities against the new PSA 21 indicators in Bristol and Plymouth. Other information came to the research team as part of the initial round of telephone interviews. In-depth information on engagement and empowerment work by Plymouth City Council is covered in a separate case study.

In Bristol, community engagement is top of the list of the Council's general priorities¹². Bristol City Council has developed a Citizens Panel for e-petitions with 2,000 participants, and two citizen's juries which are intended to be representative of the population and to allow local people to raise challenging issues. New people are drafted on to the panel every few years. There have been 84 different e-petitions over three years. Panels are commissioned by senior officers or members for specific purposes and are reported back as part of the planning process.

At the time of investigation there was no evaluation data available to assess whether this mechanism is effective in engaging and empowering B&ME people or indeed local people generally. The University of Bristol has recently carried out a review of the initiative which has been published but is not yet available to the research team. There is acknowledgement that these tools can be useful but do not change the way in which local authorities consult with their residents.

There have been a series of consultations with the VCS on the Local Area Agreement (LAA) targets and indicators, and recently there was an equalities workshop in Bristol attended by a range of equalities groups to gain views on what needs to be included in the Agreement in relation to equality issues. Although there were differences in many priorities between B&ME groups and the Council, the actions to follow the workshop are not yet known by the researchers.

The Council's work on capacity building among B&ME groups is partly through funding to infrastructure organisations such as Voscur and BDA, and partly through its own Community Development Team. Funding for **Community Empowerment Networks** (CENs), in Bristol and Plymouth has ended but their work is effectively continuing through Voscur and PCP in their support to LSP representatives. This work is explored in the Networks case study. The question remains of how effectively the representatives are supported and how the engagement and empowerment role is carried out.

4.3 The Black Development Agency (BDA) and the work of the Consortium of Black Groups (COBG) around Abolition 200 events in 2007 in Bristol:

This study focuses on the process of the campaigning work undertaken by the Consortium of Black Groups in relation to the planning and roll-out of events during 2007 to commemorate the abolition of slavery in the UK through 'Abolition 200'.

COBG have a small group to address issues of LAA engagement, Abolition 200 and the LSP agenda. The three interviewees from the group spent some time discussing Abolition 200 events, as issues for local African/Caribbean people are still unresolved. They felt that B&ME people had had little involvement in the initial planning for the year of Abolition 200 in Bristol despite Bristol City Council's (BCC) considerable efforts at consultation and involvement through a number of public events. BCC employed an Asian person to plan the process and events. This was felt to be very disempowering for people of African and Caribbean decent.

The draft report on the Abolition 200 events written by the Steering Group raised the overriding issues of **history** and **trust** between black people and the local government in Bristol:

One of the reasons for the suspicion around some arrangements for the year is because of a long history of mistrust between some individuals and organisations in the community... and public sector and Bristol City Council. No one in Bristol talks about a golden era... for race relations and many feel the city has never adequately stood firm against the racist behaviour still evident. The perceived reluctance to address the re-naming of Merchants Quarter' (new shopping centre)... impacted on people's perceptions in the lead up to Abolition 200.¹³

COBG presented their ideas for Abolition 200 which were shelved but their Position Statement did prompt an expression of regret from BCC. They felt that the preparation and consultation for the event was rushed and inadequate. Their main criticism was that the year should not to be a one-off celebration, but an examination of African and Caribbean people's history and contributions to world history and development and importantly should leave a legacy for future generations that would lead to lasting change and empowerment. The tone is

one of a desire to create an opportunity to learn, to influence policy and of future reconciliation within the city:

Working with and sharing the insights of likeminded partners from the faith community, business world, political parties and community groups, we will open a process of radical reconciliation. It will be based on the idea that building a city of genuinely strong race relations will be free but it will not be cheap. COBG Position statement June 2006.

An article in *Contact*¹⁴, BDA and Race Equality and Human rights quarterly magazine, put it like this:

The COBG made a powerful call for a dissociation of African people from the 'celebrations'.....But the conflict created a debate that for the first time since the 1980s, had Bristol engaged with 'Black politics'.But ultimately, 2007 was mostly about safe cultural events rather than action on social and political equality. It was like 12 Black History months one after the other.....

One thing that 2007 has done is show that a city like Bristol cannot deny involvement in the [slave] trade. Twenty years ago you could go into a library and ask about Bristol's role in the trade and a librarian would say there was none.

In March 2007 there was a commemoration service at Bristol Cathedral, 'The People's Service of Commemoration and Reconciliation', organised by the city's black churches with 1000 people attending. There was a protest outside the cathedral and the views of those concerned were that events during the year could not 'gloss over' the need for permanent change.

It is acknowledged that there have been some positive achievements throughout the year such as the Black Bristol Archives project and Breaking The Chains exhibition at the Commonwealth museum which runs until October 2008 and has achieved national recognition.

BCC is now employing Legacy and Culture Officers and there is some dialogue concerning funding for 2008 legacy work. The Steering Group for Abolition 200 issued a report in January 2008 with many recommendations (among others relating to the four major themes of service delivery, education and young people, health and well-being and cultural representation). It urged that the Steering Group be asked to continue as a Legacy Commission with a 3-5 year mandate to drive forward standards in service delivery. There is little clarity on the way forward at the time of this research.

A particular point made during interview echoed one of the major themes in the draft report of the Abolition 200 Steering Group:

There is still a great need to redress the balance and embed learning about African Caribbean and other cultures, histories and contributions

into mainstream education and life. Without this the legacy of assumed superiority of the colonising cultures may long continue even if it is not articulated... There is a history before and after slavery. All our children need to learn about the huge contribution to the world by Africans, South Americans etc... as well as the impact the colonisers and slavery had on these cultures.

An article in Kontakt, referenced above, ended however on a note of measured optimism:

I would settle on the fact that with the intensity of the year clear, it has been recognised as the beginning of mainstreaming of the African-British story.....If the legacy is that at least one African heritage historian emerges with academic rigor and the calibre of an Eric Williams, CLR James, Richard Hart or Madge Dresser. Then we will be making progress.

4.4 Understanding the Black perspective

Interviewees from COBG gave many other examples of B&ME people having to fight for a voice and for recognition of their history and cultures. The three COBG members were interviewed together during this study and they raised the points below calmly but passionately, emphasising the need for action on existing research and the resourcing of existing projects:

The cycle of research using our skills, knowledge, time and energy with no action against recommendations is a waste of public money.

VCOs are a bank and source of information and expertise. BME people and communities have the answers to where we are, where we need to go and want to see something done from the collection of their views.

There is cash for repeated research into the empowerment of Black people and other disadvantaged communities while small VCOs struggle to find cash for delivery. We participate as we respect the time you (researcher) are putting in but are not optimistic about the outcomes.

They noted the importance of recognising the specific needs of different BME communities:

*It is fine to work with all minority ethnic communities but not to lumber them all in together. This makes it difficult to identify the specific needs of black people and they are present due to the history of black people in Britain. **Recognition of this is a kind of empowerment..***

Who decides these labels/terms and why not ask the people they are directed at what they wish to be known by. Why BME not B and ME. I was always looking at the 'and' that disappeared. This is disempowering, I don't know where I am in the BME thing.

One interviewee used the term 'post racial' to describe this political shift and commented that it had begun to erode any trust that B& ME people and groups may have begun to build in the government's commitment to addressing their issues and to their empowerment:

A new language of the 'Faith Community' has developed over the last decade in response to the terrorism issue, again this is a 'divide & rule' tactic. This use of language has to be 'grappled with' by small VCOs. For example, following an incident in Stapleton Rd , Bristol, the police invited residents and VCOs to a meeting to find a way forward – this was narrowed down to 'Muslim Groups' – the interviewee said that Muslims share a religion and are not an ethnic group.

4.5 Black and Minority Ethnic Groups and the Voluntary Sector

There was some disillusionment expressed about established VCOs working with B&ME people and their issues, which the interviewees said needed to be made explicit and acted on. The comments were about the accountability of some local groups and what they were doing, and also about the time that some VCOs spend on debating and writing strategies and policies and on creating toolkits. These activities can make it appear that B&ME issues are being addressed but, while important, do not directly enable engagement and empowerment on the ground.

During conversations with the Director of BDA, the following points were made about BDA's need to be involved both at a macro policy level and in micro delivery/capacity-building work towards self-help for the engagement and empowerment of B&ME people.

- BDA is trying to hold its market position against mainstream organisations in a competitive environment – this is not empowering to B&ME people
- B&ME groups need to get into the enterprise agenda, have strong governance, and generate some independence from funders and statutory agencies – this requires economic equality
- BDA and Race Equality Councils are often overlooked by statutory agencies where they could carry out work expertly; the work of B&ME VCOs is not acknowledged or only acknowledged when convenient.
- There is further disempowerment for B&ME VCO groups through over-scrutiny by funders and a lack of trust in some cases. It can seem as though only large, mainstream organisations are trusted to deliver services, rather than small, specialist groups. This raises strong feelings in small B& ME groups about equality and control issues, and also means they struggle to survive.
- The culture of B&ME communities does not align with local, regional and national organisational cultures, i.e. the targets and hoops they are expected to jump through are very Eurocentric. Small groups need dedicated support

and time for capacity-building – or entirely different approaches – if they are to be able to participate.

The final comment was *'why does the B&ME sector exist? Because mainstream agencies are not meeting their needs'*.

People at COBG commented that there is a will to work to empower B&ME communities among statutory agencies, and passion among grass roots groups to get involved, but the lack of dialogue and agreement on process can result in disempowerment.

4.6 Monitoring and Evaluation

Interviewees reported that GOSW have expressed concerns about the lack of evidencing of outcomes among B&ME VCO groups, despite recognising the important activity of these groups in communities. This is experienced as demotivating. There is a feeling that groups are fire-fighting to survive and to deliver the support services that they are passionate about towards empowering B&ME people. Evaluation is acknowledged to be valuable and necessary but there is little capacity or will to carry this out, particularly if there is a perceived lack of trust from statutory and funding bodies towards B&ME groups. There is also the feeling that more creative and appropriate methods of evaluating and evidencing should be used.

BDA are developing a Competence Framework for all their activities but the draft was not available at the time of the research. They are also considering working towards the PQASSO Quality Mark this year. There is however an archive of reports on initiatives such as the Taharka Project (advocacy for B&ME people receiving statutory services) and C-Net (a BDA/Voscur project to develop the Community Empowerment Network), from which there are lessons to be learned about good practice and partnership working.

5. Migrant Workers in Cornwall

5.1 Background

It appears that so far no agency has taken on the specific remit of engaging migrant workers directly in decision-making but there are significant efforts to make services more responsive to the needs of migrant workers. These efforts give insights to the processes that are important to enable effective community engagement. The key agencies involved are:

- **Kerrier District Council's Migrant Worker Action Group (MIGWAG)**
- **Cornwall Strategic Partnership's Migrant Workers Group (MWTG), and**
- **Amber Initiatives in Plymouth**, (set up by A8 immigrants and other members of the community to provide advice and support and to facilitate integration into the local community),

Other organisations such as churches, the Race Equality Council, housing associations, youth projects and the CAB have also had a role in this work.

At strategic level work is largely focussed on addressing what is perceived as a problem and on maximising the economic contribution of new migrants to the area rather than on empowerment. **Equality South West**¹⁵ has identified the need for migrant worker co-ordination and are seeking funding to begin work on this. Equality South West have repeatedly pushed the fact that Cornwall's economy is reliant on labour supplied by Migrant Workers, one of their goals is to dispel divisive myths about Migrant Workers '*taking our jobs*' and to avoid the emergence of a stigmatised '*second class*' group that exists outside of mainstream community life. Equality South West recognise a need to embed the true situation about the contribution of Migrant Workers in the minds of some decision-makers and statutory agencies.

In December 2007 the South West Observatory published a report 'Migrant Workers in the South West'¹⁶, commissioned by the RDA, to gain better understanding of the scale and nature of migrant working in the region and its impact on business and the economy. This outlines information from the voluntary sector on the issues facing migrant workers and their aspirations which affect engagement and empowerment. Importantly it highlights the lack of reliable baseline data relating to new migrant workers.

With migrant workers registering at the place they first work, and with some 40% being seasonal, it is very difficult to assess their numbers in Cornwall. The estimates range from 8,000 to 13,000 for the county with very roughly half of those concentrated in the two boroughs of West Cornwall, Penwith and Kerrier. The two largest single groups of migrant workers are Portuguese, concentrated mainly round St Austell, and Polish, who form more than half of the A8 (the eight Eastern European countries to recently join the European Union), migrants .

The work that the majority of people are engaged in is agriculture, manufacturing, particularly food processing, and tourism. Many migrant workers, especially those working in agriculture, live in accommodation, usually caravans, provided by their employers. Estimates of how many speak functional English vary, but at least 33% of those working for employers who responded to the Cornwall County Council research in 2006 were attending ESOL classes. Lack of English is frequently cited as an issue by employers and by public sector staff who are providing services.

One of the researchers noted:

Engaging hard to reach or marginalised communities depends on the attitude of the wider community which in relation to migrant workers in Cornwall has generally not been welcoming.

5.2 Meeting the Needs of the Migrant Worker Communities

Devon and Cornwall Police have appointed a Neighbourhood Beat Manager for migrant workers. His role is to make connections with the migrant workers, break down barriers and work at a strategic level to build partnerships with other agencies such as the Gang Masters Authority, the local authorities and the other emergency services.

The Neighbourhood Beat Manager has set up the successful Responsible Employer Scheme whereby employers receive an information pack to assist their businesses and employees in terms of meeting Health & Safety standards and the legal requirements of employing people. However, much more work is needed with small employers, and the police do not have the resources to carry on working as intensively as they have been so far.

Kerrier District Council set up the Migrant Workers Action Group (MIGWAG) in 2004 in response to the concerns about unauthorised caravan sites on some farms and the appalling conditions that had been uncovered there. MIGWAG is made up of all the agencies with enforcement powers that relate to people's living or working conditions such as Environmental Health, Police, Health and Safety Inspectorate and the Gang Masters Licensing Authority. Penwith Council has now joined and others are considering. As MIGWAG was set up specifically to use enforcement action where necessary to ensure the rights of migrant workers, its membership consists entirely of agencies with enforcement powers.

Due to the information sharing protocol that MIGWAG members have agreed to enable this to be effective, they explain it is not possible to include any non-statutory agencies for data protection reasons. The first joint visit to a farm led to the discovery of 100 people living in 11 caravans and workers being charged for the van that took them to the fields and for the rubber bands for the bunches of daffodils. Enforcement measures followed from a number of different agencies. The publicity that resulted had a huge impact on standards and levels of co-operation from employers generally.

An innovative information sharing protocol between members enables joint action to be taken whenever appropriate including visits and guidance to employers as well as enforcement where necessary. As a result accommodation standards have generally improved to an acceptable standard. Employers have also been provided with guidance on good employment practices followed up by enforcement where needed

MIGWAG run an Action Week every year when staff from a range of member agencies visit companies known to employ and house a number of migrant workers. As part of this exercise, interpreters are used to gather information directly from migrant workers about their working and living conditions and their concerns generally. The visiting team spoke to 419 migrant workers during their 2007 Migrant Worker Action Week. MIGWAG is now taking a role in providing

factual information to the media, being proactive as well as reactive to help dispel some of the myths.

Two years ago the **Cornwall Strategic Partnership set up the Migrant Workers Group (MWTG)** in recognition of the growing importance of Migrant Workers issues in Cornwall, to look '*at the issues surrounding Migrant Workers; their needs, implications surrounding service delivery and their impact within communities*'.

About 120 agencies and individuals are members with some 40 attending on a fairly regular basis. The education sector has always been active and colleges have an important role in feeding back what they hear from ESOL students.

Health services have been slow to recognise the impact of migrant workers on their work, in particular the lack of awareness migrant workers had of the availability of free health care. However, the Cornwall PCT is now playing an active role on MWTG. Employers are expected, as a part of being a Responsible Employer, to encourage workers to register with a GP.

MWTG's achievements so far include the production of a Welcome Pack – an A5 booklet in Polish, Russian and Portuguese as well as English which covers a very wide range of information that migrant workers arriving in Cornwall might need. The Welcome Pack is distributed via all the statutory and voluntary agencies that might have any contact with migrant workers. The pack is now being revised incorporating feedback from agencies and migrant workers themselves. There has also been a conference to raise awareness and disseminate information across agencies. A side effect of producing the Welcome Pack was a much greater appreciation of the importance of accurate translation, and the county now has a register of translators and interpreters.

In Cornwall the **Local Area Agreement** (2006), has specific outcomes and action plans for work to reduce inequalities among migrant workers and improve access to services; also for work to reduce inequality and discrimination generally for the benefit of all individuals and communities in the area. It states that '*equalities and diversity issues are ones that all of the other LAA outcomes need to consider*'.

An outcome in Cornwall's Local Area Agreement is: '*Reduce social exclusion for migrant workers, addressing equality of access to services for health, education, crime, worklessness and housing.*' This gives MWTG the legitimacy to keep working at the issue especially at the top of organisations where commitment may not be as great.

The MWTG is aware that there is a lack of base data against which to assess progress in achieving this outcome. Plans to implement the LAA outcome include rolling out the West Cornwall MIGWAG approach across the county, consulting directly with migrant workers through focus groups, improving the information base and continuing to train front-line staff in all agencies about the issues migrant workers face.

MWTG also recognise the need for a strategy to change the community's perceptions about migrant workers, and are already taking a proactive approach with the media. They also want to build stronger links with the Community Engagement strand of the Cornwall Strategic Partnership.

Amber Initiatives was set up in Plymouth by A8 immigrants and members of the local community to provide advice and support to people from the A8 communities and facilitate integration into the local community. They are often cited as doing invaluable work by the statutory sector, yet they have only a little funding and that from the Probation Service, and they still rely entirely on volunteers.

A helpline operates every evening of the week rotating between Polish, Lithuanian and Russian. A website provides information in Latvian and Czech as well. Amber Initiatives also run ESOL classes on Sundays and information workshops. More recently, Devon and Cornwall Probation Service have funded Amber Initiatives to also deliver their services in Cornwall including a few drop in sessions for all parts of the migrant community not just offenders. However, the telephone helpline continues to be the most relevant as so many migrant workers live on remote farms. Amber Initiatives also provide informal interpreting services for the police and other agencies, seeing this as a part of their role of being a bridge and a mediator between migrant workers and the wider community.

Amber Initiatives have recently conducted research on behalf of the police into the views and attitudes of migrant workers which is due to be published soon.

Stoneham Housing Association have secured Supporting People funding from Kerrier District Council on a pilot basis to appoint two workers, one Polish speaking and the other Russian/ Lithuanian speaking to provide advice on all housing related issues to migrant workers in West Cornwall. The need for the role was identified by MIGWAG to whom the worker reports. In practice, the support worker provides advice and sign-posting service on a wide range of issues, not just housing.

Let's Talk was an initiative by 'Bridging Arts' and the West Cornwall Faith Forum to help local communities interact with Cornwall's migrant workers, using art and photography as a catalyst to encourage dialogue and understanding. The first stage was launched in November 06 in Kerrier and Penwith. Faith groups have since been pioneering efforts to open community centres and buildings to welcome migrant workers. **The Elim church in Camborne provides** a Welcome Night every week for the workers on a local farm where 600 migrant workers are employed and live in caravans. The church runs its services entirely from its own resources.

The church, which acts as a busy community centre, provides somewhere safe and warm where people can socialise in larger groups than can be squeezed into

a caravan. The intention is to help build links with the local community and to provide activities that would be of interest. Workers have reported that migrant workers do not like using mainstream community facilities especially in groups as they face hostility from the local community. The church have found that attitudes have changed among those who have volunteered to help run the evenings.

Cornwall Race Equality Council has been on the MWTG from the outset, and believes that the group has been fairly successful in bringing together all the agencies, statutory and voluntary, with an interest in migrant workers. The REC itself does not have the resources to do casework with individuals, and instead signposts anyone who approaches them. The ability of the voluntary sector to support migrant communities is constrained by the costs of interpreting and translation.

Fusion at Young People Cornwall works with schools, youth centres and other agencies in order to improve cultural awareness, tolerance and understanding and is Cornwall's leading youth work project dealing with issues around racism and diversity. The project runs workshops around respect and difference and offers one-to-one support to anyone who is struggling as a result of being from a different group.

In the last six months the project has begun working with children of migrant workers, particularly in the schools with a significant number of Portuguese young people. Schools and the Connexions service have approached Fusion for support with ESOL training. In liaison with the County's Equality and Diversity Service and Amber Initiatives, youth workers are setting up drop - ins specifically for young people from migrant worker families because their families otherwise worry for their safety if they go out. Through Peer Education, young people, including some from migrant worker families are being trained to deliver the workshops in schools.

The Citizens' Advice Bureau was heavily involved in writing the Welcome Pack. They have until recently been able to deliver some advice in the Launceston office in some East European languages. They are now applying for EU Convergence funding to appoint and train three people from the equivalent service in Poland with a view to them working in the CAB for a year before returning home. There are also plans to set up video links to other CAB offices so they can access an advisor who speaks Polish if needed.

5.3 Engagement at the right level

The majority of migrant workers in Cornwall come from previously Communist countries and hence often have a deep distrust of the state, and have little awareness of the basic rights they have in Britain. Many are here simply to make some money and go home again. Many are being exploited, and in some industries may continue to be, and a large number speak little or no English. Those working in agriculture can be geographically isolated with no transport. The host community is all too often unwelcoming. When people have

considerable practical problems such as poor housing or exploitative employers, these issues have to be tackled effectively before people are likely to be motivated to become engaged with wider issues. All of these factors mean that community engagement in the usual sense is starting from a much lower base than in the wider community.

The migrant workers are not a cohesive group, coming as they do from a range of countries, age groups and social backgrounds. Therefore engagement has to be small scale and at a local level to capture the range of needs and views e.g. focus groups of people drawn from a single country and working in a particular industry. Consulting and engaging people in the places they go to anyway like ESOL classes and church can be more effective than setting up a separate event.

Efforts to engage migrant workers directly in statutory decision making have been confined to a couple of annual conferences on migrant worker issues which a few migrant workers have attended, and three focus groups that were held as part of the County's research in 2006. For the most part, the statutory sector depends on others to represent the views of the migrant workers to them like the churches and voluntary organisations. There are nonetheless some interesting lessons to learn about engagement from what has happened so far in enabling services and the community to adapt to the arrival of migrant workers.

In responding to the issues that face migrant workers, there have been some exemplary partnerships and innovative working in the statutory and voluntary sectors. This in part reflects the fact that Cornwall, being culturally and geographically isolated, has a proud tradition of doing things its own way. People in different agencies tend to know one another informally and often wear a number of hats, which contributes to successful partnership working.

With the arrival of the migrant workers in such numbers being quite a recent phenomenon, some of the responses and specific services are even more recent, with a couple of the most interesting developments having taken place in literally the last few months. This does mean that there has not been the time to evaluate the impact of much that has happened. The focus of interviews therefore was to identify what the constraints on community engagement have been and how this community's needs have been identified and responded to. **Much of the current activity has been about ensuring basic human rights for migrant workers, a prerequisite to engagement and empowerment.**

5.4 Measuring engagement and empowerment

There has been agreement across all sectors that MIGWAG and MWTG have been effective because of the strength of partnership working between very different statutory agencies and the voluntary and community sector. These partnerships have resulted in very practical and joined up action which has made a significant difference to the quality of migrant workers' lives that would not have been possible by any agency working alone. The partnerships have also meant that feedback from migrant workers, wherever it has been picked up for example

in an ESOL classroom or in the course of an advice call has been passed on to relevant agencies. What also became clear during our interviews is that the formal partnerships both build on and foster an effective informal network of contacts that do a lot of problem solving 'behind the scenes'.

Although Amber Initiatives and the Stoneham Support Worker have both only been active for a few months, agencies are aware of how much better they understand some of the issues as a result of getting feedback from these staff who are engaging in people's first language. Fusion Project also spoke about the impact of training up young people from migrant worker families to deliver training. Directly involving skilled people from the relevant community provides an effective route to engaging them.

Migrant workers have arrived so recently in Cornwall in any numbers that the situation provides an opportunity to 'get it right' in terms of integrating and engaging a new 'equalities' group and in terms of monitoring and evaluating processes and outcomes.

6. Gypsies and Travellers

6.1 Background

This aspect of the study focuses mainly on discussions with Bristol City Council's Gypsy and Traveller Team but also with Bristol MIND and Cornwall Travellers Education Team Leader. It looks at a few selected communities in the region.

The term 'Gypsy and Traveller' encompasses Romany Gypsies, Irish Travellers, New Travellers, circus and fairground show people and is a collection of communities. It is not necessarily a community that wishes to identify itself and step forward to become engaged.

Local authorities have links with Gypsy and Traveller communities through specific services such as the Councils Equalities and Cohesion team and with other work including Avon & Somerset Constabulary Diversity Unit and Community liaison Officer as well as education, (for example Cornwall Travellers Education Team, South Gloucestershire Travellers Education Group) and health (for example, the MIND mental health project in Bristol with Gypsy and Traveller communities). South Somerset is the only District Council to employ a Gypsy liaison officer (see the South Somerset case study).

6.2 Gypsy and Travellers work in the Bristol area

Engagement of the Gypsy and Traveller (G & T), community in local decision-making and the wider community is seen as very important by the head of the Gypsy and Travellers team at Bristol City Council (BCC), and by some politicians. The team has a strong focus on linking with other agencies especially Education, Health, Police, but as mentioned above in its early year there was a greater focus

upon containing the problem of unauthorised encampments in Bristol, particularly in the summer months rather than with engagement or empowerment. There is a long history of hostility towards people from this community which is a considerable barrier to engagement but there have been some project-based achievements.

There is reportedly a range of political views reflected in BCC at elected member level from predominantly hostile to concern or empathy, but with across the board consensus of concern about unauthorised encampments. It is probably seen as a containment problem by most politicians and as a financial/legal problem by senior managers. There has been significant local authority investment in site development and management but also specific investment in capacity-building, engagement and empowerment among G & T communities through the Outreach and Community Development Worker and a whole team approach.

The team works mainly with Gypsies and Irish Travellers and show people, many of whom are now settled in Bristol. A rough estimate by the manager is of 300 families in Bristol with approximately 15 on the two authorised sites and others 'hidden' in temporary accommodation, homeless accommodation or in private flats. Only a small percentage of G&T community is currently 'nomadic. There are strong links to Gypsies and Travellers in the surrounding more rural areas of the former Avon authorities.

The Gypsy and Traveller team consists of 3 F/T+ 1 P/T (0.6) staff (F/T Team Manager, project Admin Officer, Traveller Site Manager, P/T Community Development Outreach Worker (the only specialist G & T local authority Community Development Worker in the South West and probably in England). BCC has 2 sites; a 1 x 12 pitch residential site (2006), and a 1 x 20 pitch transit site (1999).

Within this city location there is a history of local hostility to G&T communities reflected in negative media coverage particularly over unauthorised encampments in the 1980's and 90's. Those working closely with G & T people have reported that there is a fear among people of identifying themselves as gypsies or travellers which is a disempowering place from which to engage with the world. Many G & T people see their two main problems as lack of good sites and racism.¹⁷

Bristol City Council – design of 12 pitch residential site opened in 2006

Consultation on the site design was carried out with G&T communities using 'Planning for Real' methodology, but only with the G&T community.¹⁸This is a structured system for engaging and consulting. Initially it was carried out on a possible site near Bedminster Down though subsequently it did not get planning permission but the lessons learnt from the exercise about how the site should be designed were used when the South Liberty Lane site was eventually commissioned in 2006. It is reported to have made a real difference. The old site designs were based on DoE guidance using traditional concrete slabs but the G&T people consulted asked for blend of such slabs with 'chalet style' flexible

itches to enable homes to be linked up differently. The site is now three times oversubscribed but there has been no specific evaluation of the Planning for Real exercise itself, or evaluation of views about the site.

Bristol GTAA (Gypsy & Traveller Accommodation Assessment [GTAA])

The Housing Act of 2004 (S225) made it a duty for councils to assess the accommodation needs of Gypsies and Travellers. In Bristol this was carried out by researchers from Buckingham and Chiltern University¹⁹.

The G & T team manager expressed concerns over the process and outcomes and felt that the exercise only reached a limited number of people as forums were attended by 10-12 people at any one time and young people attended only once. He reported that the forum has not considered issues other than the GTAA, and that some G&T people were far from happy with the way that the study/ forum role emerged. This was a great pity as it was something that the team had launched independently with the view of creating a group that would cover many different issues of interest to the community. He felt that it had been taken over by the study steering group and become very orientated to the needs of the professionals. Some community members were content with being involved in that way like the Showmen's Guild but others were not. The Avon-wide, Gypsy and Travellers Forum has not met since the end of the study.

In making approaches to 'settled' G&T in the community to take part in the GTAA assessment the manager was struck by numbers not wishing to be identified as from G&T community through fear of discrimination/ hostility. Capacity building for the community to become its own advocate remains a target of the team's work and they are looking at ways to move forward upon this; there are currently very few G&T activists and local organisations.

A worker made the observation that setting up and running forums, holding big meetings, establishing other formal structures can be very intimidating for G&T parents who do not have skills or knowledge of processes. Meetings can also be dominated by powerful G&T people pursuing their own ends and not necessarily acting as representatives or delegates.

Myths and Facts about Gypsies & Travellers – BCC Equalities Team

One of the recommendations of the very comprehensive and important report, 'Common Ground' by the Commission for Racial Equality [CRE] in 2006, was that local authorities should :

Actively promote better public understanding of Gypsies and Irish Travellers, and the consequences of unmet need for sites; and take steps to counter stereotypes in the media and in public perceptions²⁰

Bristol (and South Glos) were 2 of the 9 authorities that took part in the CRE research which was very wide ranging. The report has received nationwide publicity; has helped engage local politicians and senior managers, and has been

released through the local press and media. However, no objective evidence of the impact, success or outcomes of the project has been collected.

The Gypsy & Traveller team were instrumental in assisting the community in writing a Myth Busting Booklet that is published by the City Council, facilitating a G & T community forum for the sub-regional G & T Accommodation Assessment and establishing representation of the G & T on the City Councils Race Forum. The team have also worked with Bristol Victim Support, SARI (Support Against Racist Incidents), and Bristol Mind. The team have recently developed a partnership with Bristol PCT to specifically work on community capacity-building, engagement and empowerment among G & T communities relating to mental health services.

Bristol MIND mental health project

The G&T team was approached by MIND wanting to do some work in the area as part of a wider study into aspects of access to mental health services, especially lower levels of engagement by B&ME communities including Gypsies and Travellers. The principal research question was-

How can voluntary and statutory services best work to support people with severe mental illness who are perceived as being hard to engage? The study includes focus on the specific needs of people from black and minority ethnic groups and gypsy and Traveller communities.

The researcher at MIND (Assertive Outreach Research Project) commented that it was not an evaluation of any kind of clinical intervention, but all about access to services and factors in non-engagement.

The baseline information showed that Gypsy and Traveller communities had been absent from those already engaged with statutory and voluntary mental health services; therefore the researchers needed to look for a 'way in' to the G & T community and did so using a Traveller employee of Bristol City Council G & T team. The worker advised on the approach, with avoidance of terms like 'mental health problem' but use of less medical terms like 'nerves' ' stress' etc; also helping to introduce researchers into the G&T community in such a way as to avoid mistrust. The research used a semi structured interview process with nine G&T people in the survey and G&T people having input to defining terms and issues. Initial conclusions are that to make it easier for people to get help, staff felt that services needed to:

- Actively go out to meet people
- Offer help in a range of areas and be open and flexible
- Enable relationships and trust to be built
- Be linked into other services, especially GP's
- Consider the needs of the whole family

It was also seen as helpful if a known worker could take part in assessments for other services as an informal advocate, to sit alongside the person and help to explain the situation. It was felt that this would help to increase understanding,

and help to make sure that needs were identified properly. One staff member came from a specialist service for the deaf. Other staff felt that some features of this service would be helpful for Gypsies, Travellers and Show people. Positive features of this service were:

- People could contact the service themselves to ask for help- as could friends and family
- The service worked with all kinds of problems from mild to severe
- Staff worked actively to make contact with the community by going out on visits
- There was a flexible approach where staff went out and saw people wherever was best for them

This service was seen as being available because people from the deaf community had a strong voice and had put pressure on people in power to get something done.

The second phase of the research will be action-based, looking to improve access to mental health services. The work will include discussion with Bristol's director of public health about a strategy for travellers' health. The researchers have reflected on the methods used but it is too early to provide and 'before and after' evidence on participation or engagement in relation to the intervention as it was not that kind of study. With baseline involvement in health services at zero it is expected that this kind of assertive outreach will have some level of positive impact. The research contract ends in August 2008 and the team are looking to take the findings forward with communities and service providers, and reflect on what does and doesn't work well in accessing services.

Bristol City Council is considering a community development worker approach using outreach and signposting rather than health visitors among gypsy and travellers. The emphasis is more about making existing services accessible to Gypsy and Traveller communities than empowerment.

6.3 Measuring engagement and empowerment

Understanding of key issues has been inhibited by an absence of good quality research into the nature of Gypsy and Traveller communities, their needs and wishes; and into the effectiveness of different types of intervention. The researcher felt that there is a lot of effort being put into getting more engagement with some small scale success as mentioned above; and to a lesser extent empowerment; but that hard evidence is scarce and non-existent in places.

The Bristol MIND Mental Health project has produced a number of valuable learning points and Cornwall Traveller's Education Team has made reflections on the limitations of standing forums and bureaucratic engagement methods, but overall they have not been set up with engagement and empowerment in mind. They have touched few people, have not been systematically evaluated against the new government Public Service Agreement 21 engagement targets or

otherwise, and there is little or no hard evidence that their involvement has materially affected higher level outcomes.

The researcher introduced the six-box evaluation model during the main interview with BCC's G & T manager and the result is the completed form (Appendix 3), which includes comments on factors felt to be important in engagement and empowerment of G & T people. Other factors mentioned at interview were-

- Honesty, openness and trust on all sides
- A willingness to take time to establish links/networks

6.4 Other examples of positive engagement

The G & T team manager reported a consultation exercise carried out by **Avon and Somerset police** who invited G&T members to a forum at the Memorial Stadium in Bristol. This involved facilitated discussion groups to give the police feedback on how G&T people saw them. This was reportedly successful. 50 participants attended and there was good informal feedback. It is not clear whether any structured feedback or outcome evaluation was carried out.

Cornwall Gypsy and Traveller Education Team, Equality and Diversity Service:

The Cornwall Traveller Education Team is now part of the Equality and Diversity Service (E & D), Services for Children, Young People and Families. The work is both strategic and frontline and has a strong partnership approach..

Strategically, the service works towards ensuring that all policies, procedures and practices within the Children's Services and in schools do not disadvantage the G & T communities in Cornwall. This involves consultation, participation and engagement with service users, usually informally to enable all voices to be heard. The E & D Service provides training and raising awareness sessions for other agencies so that they can better meet the needs of the G & T communities. These sessions are often co-facilitated by Gypsies and Travellers.

Frontline support involves working directly with individual and groups of families to respond to their needs and support them around access to services; working with schools to promote positive images of G & T culture in the curriculum; encouraging schools to include G & T representatives on their governing bodies; providing e-learning opportunities for mobile G & T; and partnership working with other groups such as TravellerSpace and Fusion particularly around building capacity and addressing racism.

There has been little formal research due to lack of capacity. However, there are plans to carry out action research in the near future.

7. The Six-box Evaluation Model and the Use of the PSA21 Indicators

An examination of the use of PSA21 indicators across all five examples considered in this case study, and using data gathered by each one, is made in section 8 of this work. Here we will make summary observations on the six-box evaluation model from all those interviewed in this case study.

Researchers used the 6-box evaluation model in a variety of ways or not at all during interviews depending on the individuals they were talking to. With some people it was possible to work through it in a conversational manner; with others it was clear that people preferred to talk freely to the topic guide prompts and had so much to say that introducing the model did not seem appropriate. It was possible to test the model and gain some judgments on it as a tool in a sample of interviews. One interviewees' comment was:

I can put a lot in each box but it looks off-putting and would take a lot of my working time. It is better to discuss using the type of questions you are asking (DRCP worker).

One of the researchers commented that:

It provides a structure into which information can be 'dropped' or cross referenced and clearly does the job of distinguishing between objective fact and participant judgment. This is useful in this context and highlights that many of those reporting on what has happened can be seen as having significant interest in demonstrating success.

A spokesperson at DRCP made the general observation *that 'evaluation of engagement and empowerment is difficult.... There is no straightforward answer [about methodology]. She put the question to me 'does engagement and empowerment have to be evaluated - is it anyone else's business in terms of individuals?'*

The general feeling among researchers and interviewees who commented on the model was that the thinking behind separating out fact and judgment was sound and that it could highlight where the gaps in evidence & planning were. But it was felt to be unfriendly in design, difficult and time consuming to use and beyond the comprehension of smaller groups due to the language used.

8. Key Learning Points from this Case Study

8.1 Factors and considerations that may enable the engagement and empowerment of B&ME people to be embedded in our communities

Acknowledging history

- Acknowledge that the aspirations and starting points of different individuals and of different B&ME communities are not the same and that there is not a single B&ME population (for example, this case study has encountered entirely different histories and needs among new migrants, established African-Caribbean communities, Gypsies and Travellers and Asylum Seekers and Refugees). This requires education for everyone into the histories and cultures of different cultures and reinforces the importance of local approaches to engagement and empowerment.

Trust and commitment

- Build trust and commitment to the empowerment of B&ME people through partnerships between these people and statutory, private and voluntary agencies.

Structures

- Examine the 'representative' role in relation to engagement and empowerment among all communities but particularly with B&ME people. Find out what the people being 'represented' prefer – inspirational leadership, a direct voice, local forums?
- Develop mechanisms to share good practice between organisations and communities .e.g. Unity Cornwall, Unity Plymouth, GOBG, BSWN.

Engagement and empowerment processes

- Make a commitment to working through community development principles across sectors. Different and creative ways of engaging and empowerment work are needed that begin with people's various starting points and that use different media as well as the written word, for example music, art and drama.
- Raise awareness of meeting/consensus points and build on these to reduce fear and discrimination which are barriers to engagement and empowerment e.g. sharing, fun activities across all cultures.
- Understand that the work of small, well networked groups can bring real achievements; this requires investment in community development

approaches throughout organisations, not just at the top and grass roots levels, so that appropriate processes are understood and shared.

- Provide adequate resources for a community development approach – engagement and empowerment is a process not a finite ‘project’ for individuals, organisations and communities.
- Acknowledge and utilise the knowledge and expertise of people working in B&ME infrastructure organisations and smaller VCS groups about what will work in terms of engagement and empowerment.
- Make more provision for English language teaching in a manner appropriate to people’s cultures among new migrants and refugees.
- Build motivation for engagement and empowerment through local achievements which are clearly demonstrated; this requires monitoring and evaluation but there is little currently being carried out effectively due to lack of resources, motivation, inappropriate methodologies imposed by funders and others and sometimes a lack of skills.

8.2 Factors and considerations which may act as barriers to the engagement and empowerment of B&ME people

‘Bad’ history and experience

- Recognise that the lingering effects of historical conservatism, overt racism and the perception in more rural areas of the South West that there are no or very few, B&ME people and therefore no issues to take into consideration for community development, override any attempts to properly engage and empower B&ME communities and individuals.
- Understand that experiences of stereotyping, mistrust, overt hostility and racism lead many Gypsies and Travellers and other B&ME people to report a deep suspicion of becoming involved in mainstream ‘democratic’ processes which is a significant barrier to engagement to empowerment. Many B&ME people do not feel safe to be critical about decisions made and services available in their communities.

The ‘post-racial’ perspective

- Pay attention to the growing feeling among B&ME people that not only are they now considered one homogenous group but that, in policy terms, the focus has now shifted away from any concern with racism to one that is dominated by issues of community cohesion, faith and counter-terrorism agendas.

- Understand the impact of placing 'equalities', 'community cohesion', 'human rights' and 'engagement and empowerment' in different conceptual boxes due to the different words being used. There is no engagement and empowerment if people feel disempowered through not having their human rights met, being discriminated against or feeling fearful of their neighbours. This use of language is perceived as a way of diluting or parking difficult issues.
- Recognise the importance of language both in terms of how B&ME communities are referred to and how the issues raised are described.

Invisibility

- Address the lack of accurate demographic data on B&ME people in the region, which tends to minimise and obscure their place in the region and makes it difficult for their needs to be made explicit.

Structures and organisational culture

- Recognise how the 'project' culture in politics filters into VCS practices. Constant political change and funding of short-term projects (three years is short term), counteracts the embedding of engagement and empowerment among B&ME people, organisations and communities. Lessons learned and trust built cannot be carried into the future.

Resources and sustainability

- Address the lack of resources for sustainable empowerment work across all sectors.
- Understand that the macro-concepts of engagement and empowerment that pervade big organisations can unwittingly be absorbed and mimicked by local LIOs, resulting in them becoming disempowering to the very B&ME people they are seeking to serve. Much work can go on at this level with little positive outcome on the ground.

APPENDIX 1 – People and organisations contributing to this study

Organisation and role	Address
Plymouth Community Partnership	
Plymouth Community Partnership M&E Officer (via ET)	
DRC Devonport, Programme Co-ordinator	MOD, Mount Wise, Plymouth PL1 4JH
Plymouth Community Partnership, NR Outreach worker	
Fata He Plymouth	
LSP Board Plymouth	
Full Circle Project	
Plymouth City Council	
Trustee, Amber Initiatives	PO Box 285, Plymouth, PL4 6WW
Bristol Mind, Assertive Outreach Project	
Bristol City Council, G&T Team	
BDA, Director	
(GOBG) Bristol	
BSWN	
Voscur, Equalities Action Group	
Avon Travellers Ed. Service	
Bristol City Council	
Cornwall Equality and Diversity Service	
Social Inclusion Co-ordinator, Inclusion Cornwall	Lemon Quay House, Lemon Quay, Truro TR1 2PU
Chair of Migrant Workers Task Group	as above
Assistant Research & Information Officer	Chief Executive's Dept., County Hall, Treyew Road, Truro TR1 3AY
Environmental Health, Kerrier DC	Council Offices, Dolcoath Avenue, Camborne, Cornwall TR14 8SX.
Migrant Workers' Officer, Cornwall & Isles of Scilly	Launceston Police Station, Moorland Road, Launceston, PL15 7HY
Social Exclusion Worker, Cornwall Rural Community Council	Clay TA WC, Fore Street, St. Dennis, St. Austell, PL26 8AF.
Youth work Manager, Fusion Project	Young People Cornwall, 61 Lemon Street, Truro, TR1 2PE
Chair, REC Cornwall	PO Box 89, Truro TR1 1ZD
Social Responsibility Officer, Diocese of Truro	Diocesan House, Kenwyn, Truro TR1 1JQ
Community Development Officer, Crossover Project	Dolcoath Lane, Camborne TR14 8RY
Floating Support, Stoneham	1st Floor, 17 High Cross Street, St. Austell, PL25 4AN
Manager (until recently) CAB	The Orchard, Market Street, Launceston, Cornwall, PL15 8AU

APPENDIX 2 – What is understood by ‘Equalities’ groups:

Women
Black and minority Ethnic communities
Disabled people
Older people
Children and young people
Lesbian, gay and bisexual people
Faith communities

Source – Voscur Annual Review 2007 & www.voscur.org/resources/equalities

APPENDIX 3 – 6-box evaluation from conversation with the leader of Bristol City Council’s Gypsy and Traveller Team.

	Inputs ; baselines¹	Processes- the ways of working that deliver the outcomes	Outcomes- the difference made
Verifiable facts	<p>No hard data about no’s of G&T nationally or locally</p> <p>No hard data about ‘before’ / baseline position on engagement in respect of any of the intervention examples quoted in this report (F)</p> <p>Size of team as in Section 2C above.</p>	<p>See case studies – little/ no verifiable facts</p>	<p>Anecdotal reports of decline in number of complaints; (before sites set up reported 1,000+ complaints per annum – lower now but not recorded). Decline in amount of adverse publicity in local press – no hard facts.</p> <p>No researched evidence of views of G&T community</p>
Practitioners’ and Participants’ judgments	<p>IH judgments – see above on 4 examples</p> <p>Ideally need to cross check with opinions of others</p> <p>No formalised collection of views of participants before the 4 examples of engagement interventions – but anecdotal suggestion is that there was initial suspicion on part of G&T, which had to be handled carefully and skilfully to encourage involvement</p>	<p><i>NB some practitioners’ judgments likely to be influenced by own vested interests – e.g. in showing ‘success’</i></p> <p>Intervention should be :-</p> <ul style="list-style-type: none"> - endorsed at highest poss. Political/ mgt level -informed by real understanding of G&T community – particularly perceived racism; -allocated time and resources – e.g. travel expenses; -facilitated e.g. by current or former travellers; -should ideally use a funded wide membership forum with an ability to contribute properly to its agenda (not ‘top-down’) and define problems and issues from its own perspective; -should allow resources for development of G&T members unfamiliar with structures and processes 	<p>No budgets handed over to G&T; 2 places on Race Forum but no formal place in decision-making bodies other than limited GTAA forum. Ongoing perception of racism by G&T community</p> <p>However, the 4 case studies show some success in engaging G&T people in specific exercises. Impression is that involvement in site design and site provision has reduced overt conflict.</p>

References

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- ³ Migrant Workers in the South West. Executive Summary. December 2007. www.swslim.org.uk
- ⁴ Neighbourhood Management Pathfinder Programme: Round 2 Guidance on developing partnerships, strategy and a Delivery Plan 2004 NRU.
- ⁵ http://www.monitoring-group.co.uk/TMG%20services/rural_racism_project.htm
- ⁶ <http://www.voice4change-england.co.uk/>
- ⁷ <http://www.fatahe.com/>
- ⁸ Valuing Diversity and Difference in the Community. Azumah Kwartey Titus-Glover. Effective Mechanisms for the Provision and Participation of B&ME people in Devonport's NDC Programme. May 2005. www.fatahe.com/downloads
- ⁹ www.bsw.org
- ¹⁰ BDA Annual Report 2006/07. www.blackdeva.org
- ¹² see www.bristol.gov.uk
- ¹³ Report of the Abolition 200 steering group DRAFT available from www.voscur.org.uk;
- ¹⁴ Abolition in review, Rob Mitchell in Kontakt. BDA and Equality & Human Rights Service quarterly magazine January – March 2008
- ¹⁵ www.equalitysouthwest.org.uk
- ¹⁶ <http://www.swslim.org.uk/documents/themes/lt12-report.pdf>
- ¹⁷ Travellers Times – Issue 30, P4
- ¹⁸ <http://www.nif.co.uk/planningforreal/>.
- ¹⁹ <http://www.bristol.gov.uk/ccm/content/Environment-Planning/Planning/planning-policy-documents/new-policy-docs/gypsies-and-travellers.en>
- ²⁰ <http://www.equalityhumanrights.com/Documents/Race/Services/Common%20ground%20full%20report.pdf>