

No More Blank Pages

Understanding more about what we need to do to support local organisations working with led by people from racialised communities

May 2021



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1. Executive Summary

In summer 2020, Locality established a three-month research and engagement project, with funding from Power to Change and National Lottery Community Fund, to improve our understanding of the support needs of local organisations working with racialised communities¹, We wanted to better understand Locality's role in being an ally across the sector, providing more effective support and capacity building, and how we work with specialist infrastructure organisations in meeting these needs.

The title for this report "**No More Blank Pages**" comes from one of the focus group contributors to this research. It speaks to the frustration felt by racialised communities tired of doing the heavy lifting for the sector, pointing out structurally racist and historic problems only to be shown blank pages when it comes to delivering solutions.

Our findings clearly show that many organisations, including Locality, have work to do to be a better ally to organisations supporting and led by people from racialised communities. We need to shift from *saying* to *doing*. This was a clear message from participants and interviewees. The commitments laid out in this report need to lead to a tangible and practical set of actions for Locality's support programme, policy work and membership services. We need to show our allyship is real and put these actions into practice with the communities and groups that we work with. The findings also have lessons for funders and other organisations in the sector, and Locality will work with sector partners to highlight the challenges and work collaboratively to secure change.

Our review of research found that trends over the last ten years have led to underinvestment in the organisations working with and led by people from racialised communities. Funding structures have not addressed the lack of representation in fundraising and funding systems, nor have they acknowledged discrimination, racism and exclusionary behaviours that systemically contributed to this underinvestment.

Historic underinvestment has created capacity challenges for community groups. This challenge was further exacerbated through the increased demand for services created by the unequal impact of Covid-19 in communities of colour. Further to this, leaders of colour were sought out to be involved in discussions about racism and structural inequality brought about by the Black Lives Matter movement. Whilst their voices and representation was and is sought after, there is still a gap in the value placed on the expertise brought by community

¹ In our original report shared with our members we used the term Black, Asian and Minority Ethnic (BAME). We recognise that this term is problematic, and our members asked us not to use it. Unless the term is used in a title or a quote in this report, we are using the term 'racialised' as defined by <u>Spark and Co</u>. We also use communities and people of colour. The use of anti-racist language is one of the areas Locality is currently researching and implementing.



organisations working with racialised communities. If left unaddressed, respondents felt that the sector will face a crisis of sustainability for both leaders and organisations.

Respondents felt strongly that long term investment was needed for the sector, so that organisations and their leaders can build sustainability and resilience whilst continuing to challenge racism and discrimination. Specific areas of support identified included: strategic and business planning, collaboration and partnership, long term funding and powerful infrastructure led by and representing racialised communities.

Respondents were asked for their views on what Locality and other organisations could do to support community organisations supporting racialised communities and leaders of colour. These asks, and Locality's initial response are set out in this report.

Locality recognises and welcomes the challenges respondents made through this research project. As part of our wider Diversity, Equity, and Inclusion work, we have pledged to play a more proactive role on race equality so that we are proactively anti-racist in our approach and practice and aim to be an ally to racialised communities and the organisations set up to support them. This report is a milestone in that journey and sets out an initial series of activities to respond to the asks identified from our members. This is not a one-off piece of work but rather our way of recognising that to create a fairer society we need to start with ourselves as an organisation, and how we work with our members.

2. Methodology

Over the period from August to November 2020 Locality staff carried out interviews with four national and regional equalities infrastructure and support organisations, a focus group with twelve Locality members representing racialised communities, and an additional survey with five racialised community organisations. We also carried out a rapid literature review which focused on capturing research and evidence from equalities infrastructure organisations about some of the issues and challenges facing the sector pre and post Covid-19. In Spring 2021 we shared and discussed the findings and recommendations with people who took part in the original research and a wider group of Locality members.

We are very grateful to the individuals who gave their time to the research and who have worked with and challenged us to develop our commitments to becoming a better ally.



3. Our Findings

The position of community organisations working with racialised communities going into the pandemic.

This part of our sector has faced historical underfunding, reduced access to capacity building and has disproportionately felt the negative impact of austerity and changes to grant funding regimes. This had already weakened the sector's position prior to the pandemic.

As evidence from Voice4Change shows, most of the organisations led by people of colour in the Voluntary Community and Social Enterprise (VCSE) sector are small or microorganisations, and there are high levels of volunteerism and volunteer-led organisations within the sector.² Prior to the pandemic, racialised community organisations were already facing significant underinvestment and lack of funding.

"Persistent severe underinvestment - and the lack of equity in funding and procurement streams had left the sector in a state of mere survival." (Black South West Network, 2020).

Even for those organisations that could access funding, much of the recent Covid-19 support funding felt too little too late.

The impact of austerity and local funding cuts

The impact of austerity and local funding cuts has fallen particularly hard on these organisations, partially due to their relatively weaker financial position going into austerity.³ In addition, the shift from core funding to contracts and trading over the last 5 -10 years have been particularly challenging within the sector.⁴ Our survey responses also showed a high reliance on grant funding, and the majority of respondents reported that less than a quarter of their income was from commissioned services.

This impact has been compounded by a lack of access to resources and capacity building programmes tailored for the sector to respond to these trends, including fundraising and business development support.⁵ The literature review also highlighted the deficiencies in

² Olulode, K. 2020. 'UK BAME Charities: The Covid-19 Challenges', Kol Social. https:// thekolsocial.com/uk-bame-charities-the-covid19-challenges

³ See for example, Black South West Network study of the impact of austerity on BAME organisations in Bristol. Black South West Network. 2018. "We want change, and they have the power: findings of Bristol BAME sector review" https://www.blacksouthwestnetwork.org/reports/research-reports

⁴ Field, Y, Murray, K, and Chilangwa Farmer, D. 2015 "A Place to call Home." Available at: https://www.ubele.org/publications; Black South West Network. 2018. "We want change, and they have the power: findings of Bristol BAME sector review" https://www.blacksouthwestnetwork.org/reports/research-reports
⁵ ibid



infrastructure support available to organisations working with racialised communities to transition and respond to changes in the VCSE funding context. Generic infrastructure support in some cases has lacked the reach, relationships, skills, and capacity to connect the sector to the range of support available.

"The evidence collected suggests that targeted, intensive and sustained support has not been offered to declining Black Asian and Minority Ethnic organisations, many of which still remain under the radar of programmes, even those with a local reach. As a result, organisations such as The Ubele Initiative and Voice4Change have had to step in, often at very short notice and usually at times of near crisis". 6

The literature review also highlighted a particular lack of support and investment geared towards enterprise and asset development in the sector.⁶ A study by the Ubele Initiative on asset ownership by racialised communities, for example, identified challenges including a high prevalence of insecure leases.⁷ This was mirrored by some of the respondents to the survey who had leases under 5 years. Focus group participants highlighted the lack of community ownership of assets by organisations led by people from racialised communities as problematic with regards to equitable wealth distribution. One participant stated:

"Locality have not always shone a light on the impact of historical, structural and institutional racism on the precarious nature of community assets for racially minoritized groups."

Lack of representation and diversity in fundraising and funding systems.

The inequalities in access to funding and underinvestment in the sector have been compounded by a lack of equity in fundraising and funding systems – including a lack of understanding of context, pressures, and ways in which racialised community organisations work.⁸

In our focus group, when discussing issues about funding, one member told us: "We are not the problem. The problem is... the processes and policies they [funders] have set." This is indicative of a sense that funding systems and processes were created to suit the needs of funders, not community organisations, particularly those working with racialised communities. We also heard about dysfunction in the information, communication, and

⁶ Field, Y, Murray, K, and Chilangwa Farmer, D. 2015 "A Place to call Home." Available at: https://www.ubele.org/publications; Scales, J. 2018. "Cultivating Diversity – BME Community Enterprise Toolkit." Available at: https://www.ubele.org/publications

⁷ Field, Y, Murray, K, and Chilangwa Farmer, D. 2015 "A Place to call Home." Available at: https://www.ubele.org/publications

⁸ Black South West Network. 2018. "We want change, and they have the power: findings of Bristol BAME sector review" https://www.blacksouthwestnetwork.org/reports/research-reports



support processes for the sector. This includes the language and codes which can lock-out racialised communities who are not familiar with funder language. Interviews with the infrastructure organisations raised these challenges as part of a wider structure of institutional racism.

"Cultural barriers (from funders) and lack of...engagement is key... not just for recent immigrants and refugees (with language barriers) but first and second generation locked out of this prism. "How things are done" is not apparent to Black and Minority Ethnic led organisations shut out of these processes where people learn how to "do things".

How funders approach and manage risk can be a key barrier to racialised communities' participation in funding streams. Traditional risk perception (assessment of previous years turnover and sustainability) does not recognise the historic and structural challenges many organisations in the sector must contend with.

Representation and diversity in fundraising and funder systems' matters because it can support a shift in perspective and understanding of the pressures and experiences of racialised communities. For example, one Locality member spoke of the frustration when funders recognised the contribution the group could make to "support their [the funders] aims, but don't think they are ready to access their funding." The onus is put on to organisations to change their approach, rather than on the funder to support that transition or to flex their funding streams.

Another trend observed by research participants is that over the longer term, funds for community-led organisations specifically led by and for people of colour default to mainstream organisations that "serve" racialised communities. This draws funding away from groups led by people of colour, impacting their ability to build their own capacity. One challenge highlighted to us was not having an infrastructure organisation led by and targeting organisations working with racialised communities with a high enough turnover to deliver a funding programme targeted to racialised communities. This example demonstrates that the risk assessments put in place by funders can inadvertently influence the impact and capacity of organisations in the sector through the funding programmes designed to support them.

Discrimination, institutional racism, and exclusionary behaviours

Discrimination, institutional racism and exclusionary behaviours within local systems and networks undermines access to funding and support for community organisations led by



people of colour. As one of our interviewees put it: the lack of capacity within the "BAME" community sector is due to historic underfunding, rather than the capability of the organisations which is often implied. It was felt that "White-led organisations are not held to the same standards and largely not allowed to fail." Interviewees also felt that a lack of capacity and resources in the sector was due to a lack of value assigned to the sector as they were expected to "do things for free" for "their" communities.

The position of the sector going into the Covid 19 crisis

The issues outlined above have weakened the position of the sector going into the crisis. We see this from research from Ubele Initiative which shows:

- Lack of reserves: The Ubele Initiative survey shows that going into the crisis "68% of Black, Asian and ethnic minority led organisations had no or only 1 month of reserves while only 19% had the minimum of 3 months and only 9% up to 6 months".
- Lower levels of paid staff: 44% of the organisations surveyed have no paid staff and service delivery is dependent on high levels of volunteers: "What we therefore see is a sector with many micro and small organisations that are almost exclusively dependent on volunteers or 'goodwill' to keep the organisation going."
- Gaps in continuity planning pre Covid 19: respondents showed clear gaps around
 continuity planning and capacity for business planning pre-Covid 19: "From the
 combined responses to the two surveys only 36% of respondents reported that they
 had in place a continuity plan; this therefore meant that two-thirds were without, or
 had not yet considered, this within their business planning process."

Impact of Covid-19 and the Black Lives Matter Movement

The disproportionate impact of Covid-19 on racialised communities, coupled with a worldwide movement against racism following the murder of George Floyd in America, has had a multiplier effect on organisations led by and serving communities of colour. Not only did sector organisations see an increase in demand for services, but community leaders were also called upon to raise and advise on antiracism further impacting their capacity.

"The concern for me is the onus placed on us as BAME leaders...this is another additional responsibility placed on us and we are still expected to continue to deliver services - much needed services"

⁹ Black South West Network. 2018. "We want change, and they have the power: findings of Bristol BAME sector review" https://www.blacksouthwestnetwork.org/reports/research-reports; Black South West Network. 2020. "Impact of COVID-19 on BAME led businesses, organisations and communities." Available at: https://www.blacksouthwestnetwork.org/reports/research-reports



Focus group participant

"How do we protect ourselves as leaders of colour? We don't have endless reserves of resilience...being mindful of burnout"

Interviewee

"It sounds like there is also a separate need for some support for ourselves, as BAME leaders, on a personal level where we can talk about how we are feeling in a safe environment."

Focus group participant

This is leading to frustration and exhaustion, (including mental health challenges for staff and volunteers). Early testimony is highlighting that the negative impact of the pandemic on the VCSE generally has been heightened for those organisations supporting racialised communities.

The trauma of people's historic and current experience of racism, the impact of Covid-19 and the additional burden of having to lead anti-racism work, was described as traumatic and triggering. As one member put it: "[it's] hard to function when your very existence and right to be is under threat."

It should be noted, however, that this operating environment is not new, but rather has had a spotlight on it. Members also identified a systemic crisis for racialised organisations in the rise in racism and hate crimes over a longer period:

"Something has changed since Brexit [there is] a newfound confidence in attacking People of Colour."

Focus group participant

A hostile external environment was further deepened by competitive funding structures and the time and resource needed to invest in a collaborative approach with partners. Organisations talked about the rivalry for the limited resources that were occasionally made available. This is echoed by the research from Black South West Network which highlighted that historic financial stability challenges within the sector have impacted the opportunities for strength through collaboration and partnership.¹⁰

Crisis of sustainability and long-term investment

The type of funding and support available is largely project based, and short term, which causes issues in terms of long-term planning and focus on impact rather than outputs.

¹⁰ ibid



There is, therefore, a focus and perverse incentive for quick wins and continuous delivery, but not strategic impact which would create sustainable change for racialised communities.

One research participant said "This has been particularly evident from funders who have pushed resource opportunities to BAME led VCSE organisations (which is welcome!) in the wake of BLM but with punishing deadlines and rigid criteria which are not fit for purpose."

Only one organisation that responded to the survey said that they felt confident about the stability of the organisation over the next year and all respondents felt unsure about the stability of their organisations over the next 3 years.

The fact that many community organisations led by people of colour survive on the edges of mainstream funding demonstrates their enterprise and ability to innovate, but a lack of long-term funding means that they can't build the partnerships and strong track record required to be a sustainable part of the wider VCSE eco-system.

Another respondent said "I think that is a function of the hostile environment. There is just enough money to insulate from criticism, but not enough for long-term work. Very little work in the BAME sector is permanently endowed and funded correctly- we are scrabbling for the crumbs from the table and are expected to be content."

Support needs in "recovery phase"

Key support needs and conclusions emerging from our findings, as well as other studies and research to date, include:

- Strategic planning and business plan development is needed to adapt and respond to the impact of the pandemic in the medium/long term – including a focus on continuity planning and sustainability, helping to rethink strategies and plan for the longer term.¹¹ There is a particular need for embedding resources for digital working.¹²
- Collaboration & partnership working at a strategic and delivery level and resources
 to enable this as well as the need for co-ordination and development support
 across the sector via national and regional equalities and infrastructure bodies
 supporting organisations working with racialised communities.

¹¹ Murray, K. 2020. "The impact of Covid-19 on the BAME voluntary and community sector." Available at: https://www.ubele.org/publications

¹² Black South West Network. 2020. "Impact of COVID-19 on BAME led businesses, organisations and communities." Available at: https://www.blacksouthwestnetwork.org/reports/research-reports



- Recognition of the expertise dedicated and specialist community organisations bring. The pandemic has exposed, widened, and deepened racial inequalities.¹³
 Community organisations led by and supporting people from racialised communities have been at the sharpest end of this crisis and must have a strong voice in shaping practical and policy responses at a local and national level.¹⁴ This is about defining the priorities of racialised communities and the organisations that support them, as they define them.
- Funding (flexibility) and fundraising (accessible information and advice about investment opportunities) support. Targeted support in accessing investment and financial assistance – but also up to date information and advice. The need for a blend of funding (including grants, wage subsidy and micro loans).¹⁵
- Powerful community infrastructure. A new and different approach is needed to think about racism within the wider context of social justice. This does not, however need to be one organisation that represents/supports the sector. As one interviewee explained: "[I]don't know why we have to have one Black organisation... to represent the spectrum of Black voices. There are many with lots of different views including how to tackle racism in the sector. Why does there have to be one black network? We wouldn't ask for one White network".

These needs have to be resourced and supported effectively as the impact of competing for minimal resource leads to division not collaboration. This should include options for strategic consortia, as well as regional partnerships, to support and advocate on behalf of the sector.

We heard from one participant: "I think the biggest challenge is being able to capitalise on the BLM movement to help organisations/communities understand how to respond effectively to the challenge of racism. Of course, our ongoing survival is tied up with others seeing the value of our work. This is easier when there is a popular view that racism needs to be addressed – harder, when society takes racism off the agenda (which will happen)"

4. Locality's recommendations and response

In analysing the research findings, and specific member asks, Locality has outlined a set of recommendations for the sector and our own organisation. Our responses set out how we will take forward these recommendations to ensure that we are anti-racist in our approach

¹³ Runnymede Trust website. 2020. "Policy responses: submissions to select committees on the impact of Covid-19 on BAME communities." Available at: https://www.runnymedetrust.org/currentPublications/policy-repsonses.html

¹⁴ Black South West Network. 2020. "Impact of COVID-19 on BAME led businesses, organisations and communities." Available at: https://www.blacksouthwestnetwork.org/reports/research-reports; Murray, K. 2020. "The impact of Covid-19 on the BAME voluntary and community sector." Available at: https://www.ubele.org/publications
¹⁵ ibid



and practice, and how we will play a role in supporting other organisations in the sector and in our membership.

1. CEO/Board statement committing Locality to being an anti-racist organisation recognising that we are currently not a good enough ally and need to do more

We have already reviewed our statement on diversity, equity and inclusion in February 2021 agreed by the Board which commits us to take action towards becoming an anti-racist organisation and supporting others to do the same. The statement recognises the need to be doing more in a wide range of areas of diversity, equity, and inclusion.

At the same time <u>Locality's CEO</u> wrote a blog reflecting on the work we had done to embed diversity, equity and inclusion in our organisation since we set out our strategic commitment in this area in 2019. This set out the progress we have made internally, priorities for our current phase of action, as well as recognising that we have a long way to go.

Locality has committed to a detailed action plan for diversity, equity and inclusion, which includes a number of direct actions across our organisation that moves us towards becoming an anti-racist organisation. This sets out action to work internally, with members, and with the wider sector.

2. A funded/resourced Locality membership network for leaders of colour with CEO/Board support

"Provide us with the foundation on which to build success". Facilitate a BAME members' national group to highlight success, raise voice and issues and support action on them"

Focus group participant

We accept this recommendation but we want to make sure that we implement this in the right way. We want to work with members to make sure this is done thoughtfully to avoid the pigeon-holing of issues that should be addressed and discussed by all members. As a member-led organisation we are keen to put in structures that build the capacity and confidence of our members, including peer support networks. We will support members to establish a member network for those supporting racialised communities and are also committed to ensuring that we support such members to have a strong voice across the whole of our organisation and our other member networks.

3. Recognise systemic discrimination and whiteness as the norm and operate in service of anti-racist practice and support our membership to do the same

Our revised commitment mentioned at 1 above recognises systemic racism, and we are embedding anti-racism practice across the organisation, from procurement to recruitment,



from grant making to member support. We also want to work with specialists in anti-racism to support our staff team to have the confidence and skills to have the same conversations with our members.

4. To be on the agenda all the time, not just when its "fashionable to do so"

We committed to addressing diversity, equity, and inclusion in our 2019 organisational strategy and recognised that we needed to be more ambitious about our work in relation to anti-racism in particular. This research is part of that journey. Our diversity, equality and inclusion action plan does not stand alone, but is mainstreamed into Locality's business plan ensuring our work to tackle racism is embedded across the whole organisation and our activities. We absolutely agree that this work needs to be prioritised over the long term and that it permeates through our work. Locality has an internal DEI Group, including trustees, and dedicated senior management resource to lead this workstream. The board of trustees are accountable for ensuring progress is made and monitored across the organisation.

We will conduct a major new research project building out from our Theory of Change, to better understand the role of community organisations in racial justice. The central argument of our Theory of Change is that local community organisations provide solutions to the big social, economic, and environmental challenges we face. We want to explore precisely what this role is in tackling racial inequalities, and how place-based community organisations can perform it most effectively. This research will shape Locality's policy positions as well as informing the development of our membership strategy.

5. "Practice what you preach about co-production by asking what the sector needs rather than hook us into funding streams that you need BAME support for"

We need to have strong relationships with our partners and members and will continue to invest time and resources to do so. This means working with a wider range of partners and to better understand the strengths of members and partners to create partnerships that feel more aligned. This proactive work will mean we are more ready to develop needs led programmes and projects, rather than always simply responding to external specifications. We sometimes need to put together delivery consortia on a reactive basis to specific funding and tender opportunities, particularly when dealing with Government funding streams for example. Building a collaborative and more equitable partnership approach will make it easier when responding to tight timescales outside of our control. Being able to have honest conversations in a partnership based on trust will enable us to collectively appreciate our individual and collective positions.

6. Use Locality's national platform to seek partners beyond our usual scope

We will seek partners beyond our usual scope in line with our resources and strategy. We recognise the value of doing so because we don't have the skills, knowledge, or experience



in every area. We also recognise, in line with our partnership work, we need the capacity and time to do this and to build it in to our way of working. This is particularly true of our anti-racist work where we know we do not have all the skills and experience and that we will need to work with partners to make progress.

7. Campaign on equitable distribution of community assets

"Locality have not always shone a light on the impact of historical, structural and institutional racism on the precarious nature of community assets for racially minoritised groups. Most wealth is inherited or passed through generation - that's also true of community wealth/land/building, etc. I would like to see Locality pushing for more EQUITY in the distribution, ownership and purpose of community assets."

Focus group participant

Influencing to prioritise funding and policy support for community assets is a key priority for Locality as the general context is a lack of national political and funding support for any work on community assets over several years. We have raised the issue of equitable distribution of assets throughout our work, including funding the "A Place to Call Home" report undertaken by Ubele and we will reflect on what more we can do through our influencing. For example, our influencing work on the forthcoming Community Ownership Fund, which is being set up by Government, provides an immediate opportunity to reset the balance in this area.

Our flagship 2020 policy report "We Were Built For This" made the case that the Community Ownership Fund "should be co-designed with BAME infrastructure organisations to ensure funding and support is targeted to strengthen BAME-led community asset ownership". And our recent "Keep it Local Manifesto" (2021) stressed that "significant structural inequalities have impacted the ownership of community assets by BAME-led organisations and communities" and that the Community Ownership Fund must be "designed in such a way that it addresses these inequalities, focusing funding particularly on places and communities with a deficit of community assets." We will ensure our continued influencing work on this important fund and on future funds puts this message front and centre as a key design principle.

8. Locality could help source and influence long term funding for community groups led by and supporting people from racialised communities to support a sustainable sector

There is a lack of funding for community groups and we continue to work with partners and funders to use our influence to focus their priorities on local communities. We recognise the specific needs of community organisations led by and supporting people from racialised



communities, and we commit to strengthening this part of our influencing work- which we have already started to do as demonstrated by our calls for specific funding streams in our "We were built for this report". There is an overarching principle that needs to be universally accepted about the power of communities to create a fairer society, and we will seek to influence where we can with funders.

A good example of our recent activity here is our continuing work with Power to Change, Social Investment Business and Ubele on the Covid-19 Community Led Organisations funding which was focused on ensuring that previous unequal access to funding by racialised community groups was starting to be addressed. Over 80% of the successful grantees for the £9.5m fund were either groups from racialised communities or supporting racialised communities. We are continuing to deliver capacity building support to grantees.

9. Hold up a mirror to our own organisation. We need to start by looking at our leadership structures and the diversity represented in them

A key ask of our members was about our understanding of equality in our own organisation, making the point that if we are going to serve diverse communities, we need to represent them. Locality has been prioritising this since we set out our strategic commitment in 2019. We have developed new policies and practice across the organisation with an urgent focus on changing our recruitment practices to focus on diversity. We've really questioned our old practices and challenged what we were doing – looking hard at changes that we'd previously made which we realised were not working. We have seen some positive results, although we recognise that it is early days and we have more to do. We are talking to specialist organisations about how we can bring even more diversity into our team, at all levels. It is through this diversity that we will develop our culture to embrace equity and inclusion in all that we do, and to reflect this to our members, other stakeholders, and the wider world.

10. Understand that some of the platforms that we use might exclude communities, so commit to understanding and using inclusive systems and processes especially around our communications e.g., Facebook

Our marketing team is addressing this by ensuring we communicate via several channels. We need to use social media, such as Facebook to communicate with members. We are carrying out user testing for our website and will use that to test the channels that are currently used and any that need adding. We can also use the user testing to start a content audit and impact on our content strategy.

We also want to ensure that members can talk to their regional teams and other members locally. Through our national webinars we hope to connect regularly with members and their concerns, and our membership team is continually updating our programme of events to



make sure members have a multitude of ways to connect and engage with us and with each other.



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