



Guernsey Voluntary and Charitable Sector Study

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Research Team Members

The research team members were all based in the School for Policy Studies, University of Bristol. The team consisted of:

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Glossary and Note on terminology

AGC	Association of Guernsey Charities
BITC	Business in the Community
CAF	Charities Aid Foundation
CAMHS	Child and Adolescent Mental Health Services
CAPP	Corporate Anti-Poverty Programme
ESV	Employer Supported Volunteering
GCF	Guernsey Community Foundation
GDA	Guernsey Disability Alliance
HSSD	Health and Social Services Department
JAVO	Jersey Association of Voluntary Organisations
JRF	Joseph Rowntree Foundation
KPI	Key Performance Indicator
LGBT	Lesbian, Gay, Bisexual and Transgender
NAPSI	National Action Plans for Social Inclusion
NCVO	National Council of Voluntary Organisations
NPO	Not for Profit Organisation
MAXQDA	This is a package for Qualitative Data Analysis
OCM	Open Method of Coordination
OECD	Organisation for Economic Co-operation and Development
ONS	Office for National Statistics
SSP	States Strategic Plan
SPSS	Statistical Package for the Social Sciences
VCS	Voluntary and Community Sector and /or

Voluntary and Charitable Sector

(The first usage is more common in the UK and Europe, while the latter usage is more common in Guernsey, and is generally used in this sense in the later chapters of the report)

Guernsey Voluntary and Charitable Sector Research Study

Executive Summary

The following is a brief summary of a report on Guernsey's voluntary and charitable sector (VCS), that was conducted for the Guernsey Community Foundation during 2010 and 2011. The detailed findings and list of recommendations of the Bristol University School for Policy Studies are published in the final report which is available online.

1. The study's focus was on social inclusion, and how voluntary and charitable organisations try to overcome the barriers and inequalities which prevent people participating on equal terms in society. Its aim was to identify gaps in provision and ways to fill them. Its methodology included a literature review, focus groups and a questionnaire.
2. The report reviews literature and research, from the UK and Europe as well as Guernsey, on social exclusion, social inclusion, the voluntary sector and its changing relationship with the statutory sector. Some of the themes of this broader review are reflected in the findings of the study of the VCS in Guernsey.
3. Most households in Guernsey are not at risk of becoming poor in the near future, but the 2007 Household Expenditure Survey indicated that 16.6% of respondents lived in households with an income below 60% of median income. Those most affected by poverty are lone parent households, single pensioner households and households with children. This means poorer diet, worse health and housing, greater vulnerability to crime and less social support.
4. The States has a social inclusion policy, laid out in 2009 in its Social Policy Plan (part of the island's overall Strategic Plan), and updated in the 2010 to 2015 States Strategic Plan. It is originally based on the Corporate Anti-Poverty Programme of 2002. Financial restrictions have required prioritisation within this Plan. Moreover the Health and Social Services Department, setting out its 2020 Vision in May this year, asserted that cost, changing demographics and inefficiencies in provision mean that "the current model of health and social care cannot be sustained" and that "partnership and joint working with ..the third sector ..needs to be developed and strengthened".
5. Guernsey's voluntary and charitable sector is not regulated in detail. However charitable organisations above certain levels of income and assets must register with the Income Tax Department, and organisations can also register with the Association of Guernsey Charities.
6. Using the data held by these two bodies, the study categorised in a matrix some 200 voluntary and charitable organisations by their activities, funding arrangements, and type. Six 'clusters' of 20-40 similar organisations were created

from which were sampled six focus groups each comprising up to 10 potential participants, with average attendance of 7 participants. With the help of the States Social Policy Group, a further three focus groups were developed for the statutory sector, each comprising some 15 potential participants, with average attendance of 9 participants.

7. To gauge the opinions of the sector more widely, a questionnaire was sent to all the voluntary and charitable sector organisations on the matrix, either by post or electronically. Of the 198 approached, 31 completed and returned the postal version and 41 completed and returned the electronic version, an overall response rate for the survey of 36.4%.
8. Based on the focus groups' discussions, the report notes that "There was generally an acceptance and acknowledgement that Guernsey, despite its image as a prosperous jurisdiction, does have problems regarding equality and inclusion." The groups generally considered vulnerable to social exclusion by participants in the focus groups and the survey include disabled people, disadvantaged young people and children, low income families and individuals, people with serious illness, people with mental health difficulties older people, carers, people involved in the criminal justice system, drug users, unemployed people, homeless people, those experiencing domestic abuse, people from minority ethnic groups, and migrant workers.
9. The barriers to inclusion are numerous: restricted mobility, lack of access to information, limited ability to engage in activities independently, unmet support needs, limited choices, loss of confidence, increased stress, social isolation, difficulties obtaining suitable housing, poverty, increased crime and so forth. Prejudice, stigma and lack of understanding are felt to be key problems.
10. To help counter this, Guernsey's voluntary and charitable sector covers many of the affected groups, providing a wide range of direct services, campaigning and awareness raising, and generally "plugging what would otherwise be substantial gaps in provision." The sector helps people make informed choices about their circumstances, offers emotional and practical support in cases of illness and bereavement or for victims of crime, provides skills and equipment to those in need, and offers health and social care services. Particular strengths of the sector include its 'grass roots' connections and accessibility, flexible and creative responses to need, and its ability to mobilise volunteers and funding.
11. However, the sector also confronts significant difficulties in promoting social inclusion. There is an overlap among the large number of small organisations, and considerable scope for improved cooperation among them. There is a lack of reliable information, especially a cohesive demographic database for Guernsey, but also a database of funding sources, and accessible information about volunteering and about the voluntary organisations themselves. There is a problem of staff recruitment, whether voluntary or paid, in Guernsey's full-employment economy, with difficulties recruiting volunteers to provide services or run activities, and particularly for committee roles. The demands of increased

professionalisation in the sector can cause difficulty for under-resourced and under-staffed organisations, whether in the form of enhanced financial accountability and auditing, conforming to tighter health and safety regulations, or meeting and monitoring best practice standards. Insufficient resources and training can cause problems for voluntary organisations responding to increasingly complex needs.

12. The questionnaire reveals additional data on the sector's main areas of activity, main beneficiaries and types of organisation, plus information about their premises, equipment, income sources and IT support. Some 61% of respondents said their funding was sufficient for their work, 64% said their premises were sufficient, and 56% said volunteer levels were sufficient. But insufficient funding and other assets including IT and premises are key factors limiting the work of Guernsey's voluntary organisations. The lack of volunteers, training and transport also remain central resource issues. Although respondents described their links with other VCS organisations as good, many agree these could be improved. The most important existing linkages involve sharing information, joint forums and joint projects.
13. The relationship between Guernsey's voluntary and charitable sector and the statutory sector is also analysed. Positive aspects discussed in the focus groups include a variety of funding, referral-based and more strategic policy relationships, mutual respect, and accessible States deputies and officials. Specific examples of good practice in partnership working include the Domestic Abuse Strategy, the Drug and Alcohol Strategy, the Sports Commission and the Arts Commission. But the involvement of voluntary organisations in States policy development is underdeveloped. There can be difficulties for organisations to retain their independence and flexibility when bound by funding guidelines and by increasingly stifling regulations and police checks. Twenty-two percent of questionnaire respondents said their organisations received States funding. Some respondents said the links with the States had been affected by the lack of an overall strategy and could be improved if the States acknowledged the skills and expertise found in some organisations.
14. On the issue of funding, the report finds that the sector recognises the need to be held accountable, but there is unease that the States chooses not to fund some services knowing the voluntary sector will pick them up. A lack of transparent communication and liaison mechanisms between the sector and the States is said to create an over-reliance on personal relationships, and difficulties for smaller organisations to make effective contact, while a lack of trust is another problem. The division of responsibility between the two reflects broader political questions about public finance and taxation policy.
15. Organisations which are local branches of a UK body have a variety of relationships with that body. The advantages of affiliation include support with management, policies, literature, statistics, fund-raising and training. However more negative experiences include increased regulation and reduced local autonomy, an outflow of funds to the parent body, the costs of travelling to

training off the island, and the need to adapt or 'Guernsify' imported policies and literature.

16. Among the groups for whom there is insufficient provision, a clear focus of concern is a lack of suitable accommodation, employment and support for disabled people. Young people who are disadvantaged through family difficulties, poverty, marginalisation from education or employment, and mental health difficulties require further provision, as do young and low income families in problematic housing situations, carers, isolated older people, and minority groups including minority ethnic groups, and lesbian, gay, bisexual and transgender young people.
17. Other identified gaps in provision include housing inadequacies, a shortage of locally based community centres and play facilities, with community development support for the most excluded communities, and accessible information for incomers and migrant workers. One proposal in the study is for a young people's advice and counselling service, which could also provide a basis for support groups. There is also a significant legislative gap in relation to a comprehensive framework of equality legislation and training.
18. The study found a commitment amongst the majority of participants in the study from both sectors to enhanced joint working between the voluntary and charitable sector and the States. Of the forty six respondents to a question about who should fill the identified gaps in provision, 89% see the solution to be partnership between the VCS and the States rather than either acting alone.
19. The report outlines a number of conclusions and recommendations. Guernsey's voluntary and charitable sector is rooted in the local community and uniquely able to mobilise volunteers. But it lacks an overall mechanism to communicate with itself or with the States, and statistical data is lacking. Funding is a problem, and the pressure on volunteers is growing. The result is that it is under-resourced.
20. There is a range of functions which could be shared to provide additional support to the sector. These include volunteer recruitment and training, policy and research resources, IT and media support, community capacity building, information about the sector and about funding sources, and opportunities for enhanced networking amongst organisations working in similar areas of provision.
21. An umbrella body or resource centre could provide the base for many of these functions to "develop the coherence and infrastructure of the sector." This would provide the sector with enhanced links and networking, and shared ideas, skills and resources. It could also "develop a representative body that could advocate on behalf of the sector, support the sector's engagement in strategy and policy development and provide a liaison channel and contact point for States departments and deputies and for organisations outside Guernsey."

Guernsey Voluntary and Charitable Sector Research Study

Chapter 1: Introduction

1.1 Background

Guernsey Community Foundation approached Bristol University early in 2010 with a view to setting up a study 'to evaluate the role that the charitable sector plays in social policy provision in the Island, how this might be improved and how the tension between public and charitable provision might be resolved'. At a meeting between the Guernsey Community Foundation Advisory Group and Sarah Cemlyn of Bristol University in March 2010, it was decided that the project would focus on voluntary and charitable organisations that promote social inclusion. A brief working definition of this concept was agreed as 'social inclusion is focused on overcoming barriers and inequalities that prevent people participating on equal terms in society'.

Following this meeting, a project proposal was developed by Bristol University, and after feedback and revisions this proposal was agreed in June 2010. The Project started in August 2010.

1.2 Project Aims

The project has had the following aims:

- To draw together information about the shape and scope of the voluntary sector in Guernsey
- To investigate the role of the sector in relation to the promotion of social inclusion
- To explore gaps in provision to promote social inclusion as perceived by voluntary sector organisations and statutory partners
- To consider what infrastructure, support and training are needed by voluntary sector organisations in promoting social inclusion

- To explore the relationship and balance between voluntary and statutory provision in promoting social inclusion, and between parent organisations and local branches, including any tensions in these relationships and in the balance between sectors and organisational levels
- To explore ways of alleviating these tensions and enhancing collaboration between the sectors and organisational levels in promoting social inclusion
- To develop proposals about how identified problems and tensions might be addressed
- To develop proposals about where additional resources might best be targeted

These aims have been central to the development of the project. They reflect the aims and philosophy of the Foundation, as illustrated in the initial brief for the research project.

“The Guernsey Community Foundation has been set up to bring about real improvements to the community and to the lives of the people most in need. It is an outcomes funder meaning that the focus is on the difference funding makes, rather than on which organisations receive the funding. ..it recognises the vital and important role that the charitable sector has in helping achieve certain outcomes....A strong, well-resourced charitable sector is crucial to a healthy and well-functioning society....As a foundation for social entrepreneurship, it will divide its efforts into two main parts:

1] Researching, educating, influencing, and working with established organisations.

2] Raising funds and awarding grants to local organisations (Guernsey Community Foundation 2010).”

Clearly this project falls within the first of these areas of work and is focused on research. While commissioned to implement this aspect of the Foundation’s aims, this has been an independent study. Although there has been a link with the

Foundation's Advisory Group, as discussed in chapter 3, the process of the study has been determined entirely by the academic team.

1.3 *Shape of this report*

This report is structured as follows. The next chapter comprises a review of policy, theory and research concerning the voluntary sector in Guernsey and in the UK, with some reference to broader European literature; a discussion of the concepts of social inclusion and exclusion; and a review of social policy relating to social inclusion in Guernsey. This chapter also includes discussion of the methods used to search for and select relevant literature.

The third chapter discusses the overall methodology of the rest of the project, which included six focus groups with representatives of voluntary sector agencies and three focus groups with representatives of statutory sector agencies; a questionnaire sent to nearly 200 agencies in the voluntary sector; analysis of the various data sources to present the findings and compile this report; and liaison with the Guernsey Community Foundation (GCF) advisory group.

The fourth and fifth chapters present the findings from the focus groups and from the questionnaire respectively. The sixth chapter draws overall conclusions from the study and explains the background to the recommendations, which are presented in chapter seven.

A reference list of literature used throughout the report is included at the end of the report. Documents prepared for participants in the study are included in the appendices.

Chapter 2: Literature Review

2.1 Introduction

This chapter provides a review of the literature on the voluntary and charitable Sector and the promotion of social inclusion in Guernsey. The term ‘voluntary and charitable sector’ or ‘VCS’ is used to describe the sphere of activity in Guernsey made up of organisations which are non-governmental, self-governing and not run for the purposes of profit making¹. This review begins by setting Guernsey’s VCS situation in a broader context, by outlining the development of the voluntary and charitable sector, and the notion of ‘social inclusion’ in Europe and the UK. Following this, information on Guernsey’s social provision is drawn together, focussing on the role of the state and the VCS in relation to the promotion of social inclusion on the island. The search strategy used to identify relevant studies is provided in Appendix 1.

2.2 The VCS in the United Kingdom and Europe

2.2.1 The growing importance of the VCS

The importance of voluntary agencies for enhancing and complementing public social provision has long been acknowledged in Europe and the UK (e.g. Beveridge, 1948), though the VCS has particularly gained prominence in these countries over the last 25 to 30 years (European Commission, 1997, 2000; Salamon *et al.*, 1999; Anheier, 2002). As well as being called upon to represent communities in consultations and partnerships, the sector has also increasingly been drawn upon to deliver services which had been previously managed by local or national

¹ In the UK, the VCS is also often described as the ‘voluntary and community sector’, the ‘not-for-profit sector’, or the ‘third sector’, whilst internationally, it is more often referred to as the non-governmental sector. Though these agencies are called ‘voluntary’, they often employ paid workers, but would usually include some unpaid volunteers, normally within the management structure.

Government. Some organisations have now become very large. For example, the largest private employer in Germany is Caritas, a Catholic welfare association and, in France, not-for-profit providers, such as *Séours populaires*, are not far behind in size. Thus, voluntary services are now often seen as an alternative to public provision, rather than an adjunct (Spratt *et al.*, 2007).

Across Europe, including the UK, a number of similar, as well as country-specific factors have driven this expansion. First, is the general expansion of the service economy as a result of a change from industrial to post-industrial societies in the European countries. The growth of the VCS has also been reinforced by demographic developments, in particular, an increasing demand for services as a result of the rise in the numbers of older people of the 'baby boomer' generation.

An increasing recognition of the value of the VCS has also played a significant role. In the UK, successive Conservative and Labour Governments saw the VCS as having a potential role and contribution across a wide range of welfare and social functions, though not necessarily for the same reasons. The previous Conservative Government (1979-1997) was keen to exploit the potential of the VCS as a more economic means to deliver services (Clarke *et al.*, 2000), whilst New Labour (1997-2010), pursuing a 'neo-communitarian' strategy, emphasised the usefulness of the VCS as mediating between the state and citizens (Spratt *et al.*, 2007). Most recently, the 'Big Society' flagship policy of the Conservative Party (2010) also seems to place a high value on the VCS, encouraging people to take an active role in their communities (Downing Street, 2010). This is to be achieved through supporting co-operatives, mutuals, charities and social enterprises; setting up a 'Big Society Bank' and introducing a national citizen service (Third Sector Online, 2010). Supporters of the policy have said that it addresses '*...an unmet demand in our nation to do good*' (Blond, 2010), allows voluntary organisations to compete with the large providers, and gives people a stake in society and the economy.

2.2.2 Reforms to the public sector

Generally speaking, the VCS has increased in size and reach at the same time that the functions, structures and role of the public sector have undergone profound change. Throughout Europe, this has been particularly apparent over the last thirty years, with increasing privatisation of state services according to the philosophy of the emergent realm of 'New Public Management' (Ferlie, 1996). For example, during this time, successive UK Governments have set out to 'modernise' and reduce the public sector, albeit using different rationale. The Conservative Government of the 1980s set out to develop a 'mixed economy' to deliver welfare services, often on the grounds that the public sector was dysfunctional and inefficient (Clarke *et al.*, 2000; Harris *et al.*, 2001). New Labour continued with this trend, though preferred to describe a 'third way'² of restructuring public services, sidestepping the state versus market dichotomy (Giddens, 1998; 2002). Now, the new Conservative and Liberal Democrat Coalition Government is carrying out the deepest cuts to public services for 60 years (Institute of Fiscal Studies, 2010) on the grounds that it is unavoidable and necessary to repair a financial deficit (Telegraph, 2010).

The reduction of the public sector has also often been justified on the grounds that the quality of service provision does not depend on whether services are managed or funded by the public, private or voluntary sectors (Topping, 2008). Furthermore, the VCS is often seen to have positive advantages over the other sectors, in terms of being more user-focused; more able to connect with 'hard-to-reach' user groups; more innovative; less bureaucratic; more cost-effective; offering greater choice; and being more responsive and appropriate to local solutions (Leadbeater, 1997; Giddens, 2000; Scottish Executive, 2005). The sector has also increasingly gained credibility as providing a 'voice' to local communities and residents, particularly in promoting 'alternative voices' (Diamond, 2010: 11). Thus, replacing or augmenting large state agencies with locally responsive voluntary organisations has been widely seen to be in the public interest (Giddens, 2002).

² The 'third way' refers to an attempt to synthesise right-wing economic policies and left-wing social policies (see Giddens, 1998).

However, some argue that the VCS has grown as a result of an 'anti-statist' drive (e.g. Harris *et al.*, 2001) and/or a neoliberal agenda (e.g. Harvey, 2000; 2005)³. Whether or not this is the case, from this perspective, the current cuts to public services are seen to be ideological, rather than necessary (e.g. Serwotka, 2010). In the UK, this critical view has meant that the Big Society policy has generally met with a sceptical response by most of the UK national press, opposition parties and unions, as well as the VCS (Charity Urban Forum, 2010). For example, Ed Milliband, now the Labour Party leader, said the Conservative Party was '*...cynically attempting to dignify its cuts agenda, by dressing up the withdrawal of support with the language of reinvigorating civic society*' (in Watt, 2010), and the national officer for the community and non-profit sector of the trade union, Unite, Rachael Maskell, called the policy '*...smoke and mirrors for an avalanche of privatisation*' (Maskell, 2010).

2.2.3 Changes in the structures and methods of the VCS

The situation whereby the state and VCS, to some extent, compete with each other, yet are also interdependent, inevitably causes tensions. The VCS is often dependent on the state for support, either in terms of direct funding from national or local Government, or indirect support through tax advantages and so on, and for inclusion in decision-making partnerships. This support has enabled voluntary organisations to grow and develop, and may have increased their influence, but some have argued that this has come at a cost. It is alleged that the increasing reliance on state-controlled funding has meant that the nature of the VCS has now altered (e.g. Fyfe, 2005).

In particular, it is argued that the need for Government funding and support can undermine the VCS's traditional independence from the state. The VCS needs to be close to Government to gain influence and support but sufficiently distant to be, or

³ Neoliberalism, based on neoclassical economic theory, is a market-driven approach to economic and social policy which endeavours to increase the role of the private business sector in the economic and political activity of the state.

appear to be, independent. This is a delicate balance and sometimes state requirements for accountability have been interpreted by the VCS as insensitive or interfering (Kendall and Knapp, 1996). The state, as the more powerful partner may, at times, challenge the values of the community organisation and, in some cases, it may be that VCS groups are '*...pressurised to conform to the practices and demands of the statutory sector*' (Milbourne *et al.*, 2003). It is said that the VCS can be 'captured' by those who want to promote their own agenda, including state actors, who tend to co-opt local leaders and listen to the voices which are most congruent with their needs (Diamond, 2010). There are especially difficulties when a group's campaign is at odds with Government policy or if it is seen to be engaging in political activity⁴ (Kendall and Knapp, 1996). However, some analysts argue that the state tries hard to respect the autonomy of the funded organisation (*ibid.*)

In addition, VCS organisations may find themselves becoming more bureaucratic as the need to prove their worth as partners and funding recipients has meant the emergence of a number of management systems more usually associated with large public sector organisations such as mission statements, target setting, performance indicators, business plans and detailed monitoring (Clarke *et al.*, 2000; Ling, 2000). These structures, however, may undermine the VCS's usefulness, in terms of its flexibility and responsiveness to individual circumstances as they arise (Spratt *et al.*, 2007). Contracts have been an attempt to formalise Government support for the sector, although, whilst they can be seen to provide security and clarity, on some occasions the limitations and duties can be burdensome to VCS groups (Kendall and Knapp, 1996). Whelan (1999) argues that these types of arrangements allow the statutory partners control without direct responsibility, leaving the VCS partner to shoulder any risk.

⁴ UK law on political activity is rather complex. Recent Charity Commission guidance states that '*So long as a charity is engaging in campaigning or political activity solely in order to further or support its charitable purposes, and there is a reasonable likelihood of it being effective, it may carry out campaigning and political activity*' though this '*...must never be party political*' and '*...political activity cannot be the only way in which a charity pursues its charitable purposes*' (2010).

Consequently, a number of commentators have noted a split within the VCS, between the larger contracted service deliverers and smaller, grassroots initiatives (Milligan and Fyfe, 2005). The larger organisations are associated with professional staff, formal management, and service delivery to 'passive' user groups. By contrast, the smaller organisations are less formal, more responsive to local need, often client-led, and more likely to be concerned with reinvigorating civil society (Spratt *et al.*, 2007). However, generally, the VCS remains diverse and varied with many organisations not following this trend (Fyfe, 2005).

In all European countries, governments are now 'down-sizing' as a result of, or under cover of, the recession. In the process, they are 'off-loading' some of their traditional tasks to private, non-profit making organisations and commercial providers. The voluntary sector could, in theory, seize the opportunities created by a retreating state. However, financial support for the third sector is now also waning as major cutbacks to public spending have hit many voluntary sector organisations hard in recent years (Third Sector Online, 2011a). Newer, more innovative groups have tended to miss out in these times of fiscal austerity. In addition, competition for funds has created difficulties within and between VCS groups. In an attempt to reduce costs, organisations have to consider how to avoid jeopardising the quality of their service or their ethical commitments. One solution to these tensions has been for VCS organisations to turn to self-generated funding through increasing fees or running income generating events or increasing the use of unpaid volunteers. Such cuts are often associated with other forms of commercialisation; as well as more competitive practices in the VCS (Anheier, 2002). Thus, voluntary sector organisations can come to act more like profit-making organisations, leading one analyst of the voluntary sector in Europe to comment '*...sharp distinctions between non-profit and for-profit providers do not appear pertinent anymore* (Bode, (2006: 347). Reduced public funding may increase the need for such strategies and bring about a qualitative shift in the VCS.

2.2.4 The relationship between the state and the VCS

Relationships between the state and the VCS vary across Europe. Anheier (2002) identifies five different overall models. Firstly, the French notion of the 'économie sociale', emphasises economic mutualism and the economic importance of the non-profit organisations (Archambault, 1996); in Italy, local 'associationalism' is seen as a countervailing force against church and state powers (Barbetta, 1997); in Germany, the principle of 'subsidiarity' favours local, decentralised services and places primary responsibility for welfare in the hands of the VCS, but with substantial state support (Anheier and Seibel, 2001; Zimmer, 2001); in Sweden the VCS tends to take the shape of democratic social movements who make demands of the state (Lundstrom and Wijkstrom, 1997); whilst, in the UK, a 'pragmatic' approach of a nationalised health care system exists alongside a decentralised, non-state system of charities providing much social service provision (Kendall and Knapp, 1996).

Some authors (e.g. Morison, 2000; Fyfe 2005; Spratt *et al.*, 2007), see the relationship between the VCS, the state and the private sector in terms of three corners of a triangle, between which there are significant 'tension fields'. Each partner evaluates how its interests can best be served by engaging with the other and negotiates within the power relations that occur.

One of the ways the state has tried to manage this tension in the UK was the introduction of the 'Compact', which outlines the parameters within which the relationships between the state and the VCS operate. This contract, first drawn up in 1998, and re-written in 2009, aims to improve the relationship between the two sectors for mutual advantage (Cabinet Office, 2009). Almost all Local Authority areas have now developed a Local Compact in partnership with the VCS. The priority themes for the updated 2009 Compact are involvement in policy development; allocating resources; and advancing equality. Each entails a number of commitments on both sides. Government pledges include involving the third sector in policy development and planning services well in advance, whilst the VCS obligations include the requirement to be clear about representation processes and to provide feedback to contributors on outcomes (Cabinet Office, 2009). However, research

(Grotz, 2007) shows that some voluntary organisations are reluctant to use Compact principles to challenge unfair practices because of fear of losing future funding.

Another programme, ChangeUp, set up in 2004⁵, also intended to improve relations between the sectors by delivering more effective support to voluntary agencies (Home Office, 2004). This was a ten year strategy for meeting the support and development needs of the VCS in the UK, through helping with financial procedures, information technology, capacity and governance. However, the ChangeUp programme, recently withdrawn, has also been criticised in that it focused primarily on specific themes and did not help with enabling greater collaboration within the sector (NCVO, 2010).

In addition to these programmes, 'partnerships' between the voluntary sector and the state have become an established approach for managing relations between the sectors in many European countries (Benington and Harvey, 1998; OECD, 2001; Andersen and van Kempen, 2003). Such partnerships have been built around varying frameworks, including the principle of subsidiarity in Germany (Sachße, 1994), the system of 'verzuiling'⁶ in the Netherlands (Dekker, 2001), as well as the Compact in the UK. In Jersey, the States has sought to engage more fully with Jersey citizens in policy development, especially young people (Gilchrist, 2005). Partnerships have been considered useful to ensure co-ordination in the setting of priorities and alignment of services; overcoming social divisions; addressing complex, cross-cutting policy issues, such as social exclusion; as well as providing improvements in the quality, cost-effectiveness and efficiency of public services through the pooling of resources (Ling, 2002; Cowell and Martin, 2003; Lowndes and Sullivan, 2004).

However, the *process* of developing local partnerships is extremely important. In particular, it is important to be aware of and address the disparities of power between partners (Geddes, 1997; Craig and Manthorpe, 1999; Gordon *et al.*, 2002b;

⁵ In 2006, the management of the ChangeUp programme was taken over by Capacitybuilders.

⁶ This term describes the division of Dutch and Belgian societies according to different religious or ideological 'pillars' with their own separate social institutions

Entwistle *et al.*, 2007). In addition, it is essential to ensure they are sufficiently inclusive. Partnerships have typically been dominated by state actors, such as local authorities, with business and voluntary and community sector involvement very weak (Taylor, 2000; Gibbs *et al.*, 2001; Davies, 2002). Furthermore, many local partnerships have been dominated by a small group of elite local actors, who may not be representative of the constituencies they are deemed to serve and who may use their partnership membership, opportunistically, for self-interest (Olsson, 2003; Lowndes and Sullivan, 2004; Geddes, 2006). A unique approach to the governance of local partnerships has been adopted by the Welsh Assembly Government. In a serious attempt to be more inclusive, the Assembly has placed a statutory obligation on local partnerships to ensure equal representation for the public, private and voluntary sectors — the so-called ‘three-thirds’ principle. They also stipulate that at least 40% of members should be women (Welsh Affairs Committee, 2002). The three-thirds principle has improved the involvement of the VCS in the policy process and has encouraged new groups to get involved in voluntary networks (Chaney, 2002). However, partnerships continue to be dominated by local government because it has greater resources to service partnership meetings. Furthermore, grass-roots community groups have tended to be overlooked in favour of “safe” representatives of the voluntary sector umbrella organisations. Therefore, it is still necessary to address the unequal capacities within and between sectors (Olsson, 2003; Lowndes and Sullivan, 2004).

2.2.5 Relations between horizontal and vertical

The previous UK Labour and Conservative Governments emphasised the need for greater horizontal (multi-dimensional) and vertical (multilevel) integration in both policy making and service delivery with regard to inclusion (Pemberton, 2008). However, some analysts argue that the policies pursued, including a plethora of area-based interventions, have generally resulted in the fragmentation of public sector service provision (e.g. Rhodes, 1996; Sullivan and Skelcher, 2002).

With reference to the EU, the 'Open Method of Communication' framework (see section 2.2.7) to tackle poverty and social exclusion has been a key instrument in terms of supporting vertical integration as it combines European-level objectives and evaluation with the production of National Action Plans on Social Inclusion (Pemberton, 2008). These, in turn, should be informed by groups and people with direct experience of social exclusion (*ibid.*).

2.2.6 Relationships with business

With public spending cuts now being implemented throughout Europe, it is likely that relationships with business will become more important to VCS organisations including new sub-contracting and partnering arrangements (NCVO, 2010). Partnerships between business and the VCS take many forms, including corporate donations and sponsorship; as well as non financial support, such as employer-supported volunteering (ESV), or the free use of equipment or premises. Businesses also benefit from these relationships with the VCS, as association with a 'good cause' can enhance their public image. In addition, ESV can create personal and professional development opportunities for employees. However, the Funding Commission in the UK (2010) identified a need for better brokerage of the relationship between the business and voluntary sectors, in order to match needs and skills and bridge the gap between their different cultures. The organisation emphasises that this would help to overcome barriers in the communication and understanding between the sectors⁷.

2.2.7 Need for capacity building and infrastructure in the VCS

In the UK, research shows the need for capacity building in the VCS: i.e. developing knowledge, skills (especially financial literacy, demonstrating impact and good

⁷ In the UK, there are a number of different models of brokerage currently available from a range of organisations including the Charities Aid Foundation (CAF) and Business in the Community (BITC).

governance/trusteeship), resources (human and financial), power and networks within the sector (NCVO, 2010). Infrastructure organisations (i.e. voluntary sector umbrella support organisations) are well placed to provide capacity building services. Such organisations provide a strong voice on issues of common concern; help to shape government policy; enable access to information; give advice and support; build connections between organisations; and create opportunities for mutual learning. They also play a key role in brokering relationships with other stakeholders within the private and public sector. The need for and potential of an organisation fulfilling these functions in Jersey was investigated in a study in 2007 (JAVO 2007). However, it is very important that these organisations develop their outreach potential carefully. In the UK, only 18% of voluntary and charitable groups receive support from infrastructure organisations (Third Sector Online, 2011b).

Information technology and social media have also been highlighted as means of developing and improving the VCS (NCVO, 2010). There is scope for making greater use of these media, to provide on-line support and advice; build connections, disseminate information on policy, standards, good practice and funding; and provide diagnostic tools that enable VCS organisations to make informed decisions (e.g. Funding Central, in the UK). However, it is important to be aware of the 'digital divide' and ensure marginalised groups and individuals are not missing out.

In summary, we can observe a number of key themes regarding the VCS in Europe and the UK: the growing importance and significance of the VCS in the UK as a direct provider of public services; the dominance of a neo-liberal discourse on the failure of the public sector; a change in the structures and methods of the VCS; Government attempts to manage the relationship between the two sectors; a range of models with regard to the scope and roles of the voluntary sector in Europe; and the need for capacity building and infrastructure in the VCS.

2.3 Social Inclusion

The concepts of 'social inclusion' and 'social exclusion' are now fundamental to both British and European Government policy (Levitas, 2006). There are different national traditions in thinking about these terms which relate to their origins (Silver, 1995). European policy focuses on social exclusion as a relational issue involving a lack of social integration and power, with individuals becoming detached from a broader moral order (Room, 1995), while in Britain there has been a tendency to include, or focus on, exclusion resulting from poverty (Gordon, 2006; Levitas, 2006). This emphasis in Britain can be traced to Peter Townsend's work on poverty which proposed a relative definition in terms of lacking '*...the resources to obtain the types of diet, participate in the activities and have the living conditions and amenities which are customary, or at least widely encouraged and approved, in the society to which they belong*' (Townsend, 1979: 31). This definition of poverty, based on a distributional analysis, moves beyond income to resources and also includes an element of social participation.

The previous UK Government's definition recognised the varied uses of the term and opted for the following statement:

Social exclusion is a complex and multi-dimensional process. It involves the lack or denial of resources, rights, goods and services, and the inability to participate in the normal relationships and activities, available to the majority of people in a society, whether in economic, social, cultural or political arenas. It affects both the quality of life of individuals and the equity and cohesion of society as a whole (Cabinet Office, 2009).

The term continues to be used in a range of different ways, depending on underlying political positions. Levitas (2005) identifies three discourses of exclusion in the UK – RED (a redistributive discourse, focused on inequalities in income and wealth as being central to exclusion), SID (a social integrationist discourse, drawing on the

European approach referred to above, focused on a lack of labour market participation) and MUD (a moral underclass discourse, focused on moral and cultural deficiencies of 'problem' groups, such as single mothers and unemployed young men). While MUD directly blames poor people for their situation, SID also includes a focus on moral integration (as discussed by Jordan, 2000).

Critics argue that MUD and SID are particularly problematic because they obscure the inequalities of income, wealth and other resources that exist, not only between the included and excluded, but also among those who are included (Levitas, 2005; Gough *et al.*, 2006). Social exclusion both results from and causes inequality, in wealth, power, status, resources and access to services. Although discussions of 'inequality' focus primarily on inequalities of income and wealth (Held and Kaya, 2007; Ridge and Wright, 2008), wider dimensions of inequality, for example in relation to education, health and ethnicity, are also important to consider (Hills *et al.*, 2009).

As a result of these divergent understandings, it is not surprising to find that various sets of indicators have been used to measure 'exclusion'. In the UK the Department of Social Security (DSS) published *Opportunity for All: Tackling Poverty and Social Exclusion* (DSS, 1999) which set out 40 indicators on which the annual assessment of the Government's progress in tackling poverty and social exclusion would be based. In 2000, the EU launched an 'Open Method of Coordination' (OMC) on Social Inclusion, emphasising the need to reduce poverty and social exclusion by 2010 through National Action Plans for Social Inclusion (NAPSI) (Pemberton, 2008). Recent NAPSI have included a set of common EU indicators (the 18 'Laeken indicators') espousing a RED/SID interpretation of exclusion to monitor progress across EU member states and to exchange best practice (Armstrong, 2006).

The brief definition of social inclusion used initially by the Guernsey Community Foundation in setting up this research project, and which informs the approach taken by the research team, aims to reflect the themes of structural inequalities, multidimensional barriers to accessing resources, rights, goods and services, and the importance of participation:

‘Social inclusion is focussed on overcoming barriers and inequalities that prevent people participating on equal terms in society’.

2.4 The VCS and Social Inclusion

2.4.1 The importance of the VCS for promoting social inclusion

The importance of VCS groups or alliances of community organisations (including faith-based groups) for facilitating social inclusion and cohesive communities was identified in recent research for the Joseph Rowntree Foundation (Blake *et al.*, 2008). By dint of its reputation for grassroots local development and community engagement, the VCS is considered to be well placed to offer services to socially excluded people, where needs are differentiated, or have been unacknowledged or previously unmet (Scottish Executive, 2005; Spratt *et al.*, 2007). These local and minority issues were considered to be difficult to identify and engage through large bureaucratic state-controlled organisations and of little interest to the private sector (Morison, 2000). Voluntary organisations are seen to be especially able to engage with the most excluded people in society because there may be distrust of state provision or the market amongst such groups (Kendall, 2000).

2.4.2 Community Development

Community development has been defined as *‘a set of values and practices which plays a special role in overcoming poverty and disadvantage, knitting society together at the grass roots and deepening democracy’* (Community Development Foundation, 2009). As this definition implies, community development work has, historically, been the approach to enabling and empowering the VCS to address social exclusion. However, at least in the UK, community development has declined in recent years as the focus has changed towards greater emphasis on ‘hard’ quantitative targets in the monitoring of anti-poverty and social inclusion work in

deprived neighbourhoods, rather than long-term qualitative community work (Alcock *et al.*, 1999). Assisting local people to come together to develop groups and activities on the issues they identify as important is key to developing 'community capacity' (Mayo, 1994; Taylor, 1994; Popple, 1995) and can enable disadvantaged groups to take up services targeted towards them, develop community based solutions to shared problems, and increase their ability to engage with statutory partners and others in the VCS and advocate on behalf of their communities. Yet, if 'community involvement' is to genuinely empower poor communities, professional or skilled community development work is a necessity (Cemlyn *et al.*, 2005). However, this requires long-term core funding and the strategic support and commitment of partnership bodies (*bid.*).

2.5 Background Information on Guernsey

Guernsey is located in the English Channel, roughly 30 miles from the French coast and 70 miles from England. The Island has an area of approximately 24 square miles and a resident population of 62,274 (Policy Council, 2010a: 7). The Bailiwick of Guernsey includes a number of other islands in addition to Guernsey - Alderney, Sark, Herm, Jethou, Brecqhou and Lihou. These other islands are mainly self-governing and so this report applies principally to the island of Guernsey itself. Although Guernsey is geographically closer to France, it is a dependency of the British Crown and the UK Government is responsible for its international representation and defence. However, Guernsey is not represented in the UK Parliament and Acts of Parliament do not apply in the islands unless they are also passed by the Bailiwick's Parliament. Special terms were negotiated for the Channel Islands on the UK's accession to the European Economic Community so that, though Guernsey can trade with the European Union, as it is now termed, without tariff barriers, other EU rules do not apply, for example in relation to equality directives developed under the 1999 Treaty of Amsterdam.

Guernsey's Parliament and legislative assembly is called 'The States of Deliberation'. This body is democratically elected, though there are no political

parties. Executive work is carried out by the Policy Council and ten geographically based Departments, each of which has a Committee with a Minister and four elected board members (Policy Council, 2010a). The States Committees are organised on an almost federal basis, with virtually complete control over the areas they supervise (Massey, 2004). The agenda for States meetings, the Billet d'État, is usually based on State Reports, submitted by the Departments. Occasionally Requêtees are put forward, which are in effect Private Members Motions. For some time, the Government of Guernsey has come under pressure to modernise the political structures. This led to the publication in 2000 of the Harwood Report which included recommendations for better co-ordination of policy, governmental reform into more executive-led systems and a dramatic reduction in the number of civil service structures (Harwood, 2000). Some changes have now been implemented, and more strategic overall planning is currently in progress (Policy Council, 2009b, 2010b) but the recommendation to change to executive Government remains contentious (Ogier, 2009).

Guernsey's economy mainly depends on the financial services industry - banking, fund management, insurance etc – which accounts for about 23% of employment and about 55% of total income. This sector has grown while tourism, manufacturing, and horticulture (mainly tomatoes and cut flowers), once the mainstay of the island's economy, have been declining (CIA, 2010). Low taxes mean that Guernsey and Jersey are often perceived as offshore 'tax havens' for wealthy individuals and companies (Massey, 2004). However, the Bailiwicks took action to address criticism of their role as tax havens, agreeing in 2002 to adopt OECD principles of exchange of information and transparency in relation to tax information. By 2009, the OECD recognised that Guernsey had substantially implemented the OECD tax standards (Policy Council, 2009a).

The overall economic performance of Guernsey is good (Policy Council, 2009a: 7), with a Gross Domestic Product of £1,903m in 2009 (Policy Council, 2010a). Following the recent economic downturn, the States anticipates a return to growth of around 2% per annum (Policy Council, 2010b). The employment rate, at 76.6% in 2008, is above the average for the EU-15, which stood at 67.3% (Policy Council,

2009a: 20). Using the International Labour Office definition, unemployment increased slightly over the ten years to 2009, but remains very low, at 1.1% in March 2010 compared to 7.6% in the UK (Policy Council, 2010a: 25). The Guernsey Quarterly Labour Market Bulletin (Policy Council, 2011a) showed a slight annual decrease in unemployment at the end of March 2011, and a 1.8% increase in numbers of people employed, standing at 32,186.

There has been an emphasis on controlling population growth in the islands as the population is already considered to be dense (Massey, 2004, Policy Council, 2010b) and there is a high rate of immigration (Guernsey has the 26th highest rate in the world) (CIA, 2010). This objective has been generally pursued through controlling housing availability and the right to work (Massey, 2004). However the States has recently been consulting on a revised population policy on the basis that housing control and immigration regimes are insufficient for a comprehensive population policy (Policy Council, 2011b). As elsewhere, the age profile of the population is changing, with a higher proportion of older people (Policy Council, 2011b). The last census in Guernsey was in 2001 (States of Guernsey, 2001). According to a study in 2002, the resident population comprises 58% of people who were born in Guernsey, 34% in the UK, 2.5% in Europe, 4% in other parts of the world and 1.5% in other Channel Islands (Gordon *et al.*, 2002a). There is no detailed information available on the ethnicity of those from other parts of the world.

2.6 The Public Sector in Guernsey

Guernsey has low public sector expenditure as a percentage of GDP (currently around 21%, compared to 43% in the UK (Policy Council, 2009a; HM Treasury, 2010). However, the public sector remains important and the authorities have not privatised all public services or utilities, preferring to establish trading boards in most cases (Massey, 2004). Neither have they introduced some of the public sector reforms carried out in the UK, such as the Private Finance Initiative (PFI), performance-related pay or internal markets (*ibid.*). From 1987 Guernsey operated a policy known as 'The Staff Number Limitation Policy' (SNLP), which effectively

enforced cuts in the public sector in a manner akin to the type of reforms implemented in the UK. The SNLP controlled the total number of permanent posts in the public sector, with a view to a reduction in the long term, and encouraged an increase in 'outsourcing' (*ibid.*). The policy was replaced by budgetary control in January 2008 (Policy Council, 2007c).

In 2009 the Policy Council of Guernsey published the first 'States Strategic Plan, 2009-2013', setting out the medium term policy and planning for the States of Guernsey (Policy Council, 2009b). This replaced the Business Plan 2004-2008, and linked public finances to policy priorities for the first time. The States Strategic Plan (SSP) includes the Fiscal and Economic Plan, Social Policy Plan and Environmental Plan, and is reviewed annually. The first such review was in 2010 (Policy Council, 2010b). The intention is to provide clear direction for the States and to make the Government more accountable (Policy Council, 2009b). In order to strengthen accountability, the SSP introduced key performance indicators (KPIs) to show whether the States are meeting their objectives. These are published in 'Sustainable Guernsey, 2009' (Policy Council, 2009a).

The 2009 States Strategic Plan flagged up impending financial difficulties, anticipating a structural deficit of, approximately, £110m from 2010-2013. It warned that '*The medium term fiscal position is highly volatile, and more uncertain than for many years. However, one fact is beyond dispute. The States faces tighter constraints on expenditure than it has faced for many years*' (Policy Council, 2009a: 2269). Efficiency savings would be used to fund some new service developments, but '*...only the most essential initiatives will be able to proceed in 2010...the prioritisation process will continue to be tough*' (Policy Council, 2009b: 2264). The 2009 Plan reported the intention to develop a strategic approach to prioritising new service developments, rather than the previous case by case approach fragmented between departments. Priority initiatives relevant to social inclusion to be pursued in 2009-2010 under the Social Policy Plan (see section 2.9) included: safeguarding vulnerable groups; improving mental health services; child and adolescent intensive outreach services; a children and young people's plan; a domestic abuse strategy; a drug and alcohol strategy; and a disability officer (*ibid.*: 2274).

The 2010 updated States Strategic Plan (Policy Council, 2010b) reported a deficit of £39.1m, with uncertainty about the speed of further reducing the deficit, a continued need for financial stringency and therefore continued reliance on efficiency savings to fund new developments. The priority initiatives for development listed in 2010 included services in the areas of mental health, disability, domestic abuse, children and young people, criminal justice, housing, obesity and employment law (Policy Council, 2010b: 1160).

2.7 The VCS in Guernsey

There is no known study of the VCS in Guernsey, although a study of the VCS in Jersey raised some parallel themes (JAVO 2007). The UK Charity Commission does not cover Guernsey. The Association of Guernsey Charities performs some similar functions, in terms of providing information to its members and the broader public, though it lacks the regulatory capacity of the UK organisation. The website of the Association of Guernsey Charities provides details of local charities, with links to their websites. There are currently 279 members of the Association (Association of Guernsey Charities 2011a). Organisations range from substantial grant making charities, through charitable institutions and service providing organisations, to numerous small fundraising and social groups. Three types of charitable organisation are recognised in Guernsey: a Charitable Trust (small groups, or groups that do not have a general membership, but are covered by a trust deed); a Charitable Company (usually a Company Limited by Guarantee); and an Unincorporated Charitable Association (neither a Trust nor a Company) (Association of Guernsey Charities, 2011b).

In 2007, a Policy Council Report on Charities and Not for Profit Organisations (NPOs) highlighted the lack of regulation of NPOs and charities in the Bailiwick (Policy Council, 2007a). The Report raised concerns about the possibility of misuse of money and recommended that, in the future, the States should legislate in order to enable the establishment of a regime to oversee such organisations. However, it did not propose that such a regime should be established immediately but emphasised

that the scheme should be introduced only after extensive local consultation and careful consideration of the local impacts.

As a result of this, all charities and non-profit organisations in Guernsey, with £5,000 or more annual turnover or £10,000 or more assets, are now required to register locally with the States of Guernsey Income Tax Department on an annual basis. There is, therefore, also a list of charities and voluntary organisations on the Income Tax page of the States of Guernsey website.

2.8 Social Exclusion in Guernsey

Most households in Guernsey are not living in poverty and are not at risk of becoming poor in the near future (Gordon *et al.*, 2002a)⁸. Furthermore, Guernsey's social performance indicators are broadly positive, with the majority of the Strategic Plan targets being met (Policy Council, 2009a: 9).

However, over 3,000 households in 2002 (16%) were found to be poor, according to an accepted definition of relative poverty (i.e. they have a low income and do not have at least four of the necessities of life due to a lack of money (Gordon *et al.*, 2002b)⁹. This relative poverty rate does not seem to have substantially changed in the years immediately following this report, as the most recent Guernsey Household Expenditure Survey (Policy Council, 2007b) (data 2005/2006) indicated that 16.6% of respondents lived in households with an income below 60% of median income. Furthermore, 11.1% lived in households with an income below 50% of median income and 7.6% lived in households with an income below 40% of median income, indicating the depth of poverty. In Guernsey, as is the case in all countries, poverty affects particular groups. The 2002 study showed lone parent households (63%);

⁸ According to this report, people are defined as living in poverty if they have a low income and are unable to afford four or more of the 'necessities of life' as defined by the majority of islanders (see Gordon *et al.*, 2002a).

⁹ This is better than in the UK, where 22% are now living on less than 60% of the median income, the European standard indicator of relative poverty (data for 2007/2008) (JRF, 2010a) and is about the average rate of relative low income for the EU (JRF, 2010b).

single pensioner households (43%); and large households with children (26%) were the most affected (Gordon *et al.*, 2002a). Over three years later, the Guernsey Household Expenditure Survey (2005/2006) showed a similar pattern with lone parent households (53.4%), single pensioner households (64.2%) and households with children (18%) the most affected by poverty (Policy Council, 2007b). It should be noted that these surveys are not directly comparable as they use different definitions of poverty but, even so, it is evident that they show a similar pattern.

In Gordon *et al.*'s study (2002a), poor people in Guernsey were particularly affected by difficulties in keeping their homes free of damp, keeping warm in winter and affording the higher cost of clothes and medical care. In addition, 35% said that they had an inadequate diet by today's standards and 9% said they could not afford to feed their children adequately (Gordon *et al.*, 2002a). The high cost, and often inferior quality, of housing in Guernsey was a major issue in general, but particularly for the poorer sections of society. Poor people in Guernsey had worse health than those who are more affluent. There was also an unequal risk of experiencing socially harmful events, with poor people significantly more likely to suffer from crime and other harmful events: 91% of poor people had experienced a harmful event, compared to 73% of those not living in poverty (*ibid.*).

Poverty contributes to social isolation. Gordon *et al.*'s study showed that, though people born in Guernsey had better social support networks than those born elsewhere in Britain, people with a lower income tended to have less social support. In the Survey of Guernsey Living Standards (Gordon *et al.*, 2002a), 91% of poor parents said that they went without some essential social activities and financial security in the previous year and that they could sometimes not afford food, clothing and other 'necessities' for their children. Consequently, those reporting that they were poor most frequently reported social isolation and depression. Local services provide a means of participating in the community. Lack of availability, or 'collective exclusion', from public and private services affected close to one-third (31%) of respondents. Lack of affordability or 'individual exclusion' affected one in seven (14%) respondents (Gordon *et al.*, 2002a). Poor people are more likely not to be able to use public and private services (including sports facilities, museums, galleries,

dentists and cinema/theatres etc.) because they are either too expensive or not available where they live. In addition, the majority of people felt that there was an inadequate bus service in many areas. Though people may be socially excluded in Guernsey on the basis of factors other than poverty, such as race or disability, currently there is only data available on economic factors in relation to social exclusion.

2.9 Social Inclusion Policy in Guernsey

It has been noted that '*Guernsey has a long history of effective anti-poverty policies*' going back to the 16th Century (Gordon *et al.*, 2002b: 3). However, while the welfare systems of the past were relatively effective for alleviating poverty, some of the policies had become outdated by the 21st Century. Following the Survey of Guernsey Living Standards, carried out between 2000 and 2002, the States of Guernsey voted in favour of an anti-poverty strategy and Corporate Anti-Poverty Programme (CAPP) with a target of halving relative poverty by the end of 2008 from its 2000/2001 level (Policy Council, 2003). Eventually the CAPP was subsumed under the Government Business Plan, which in turn was incorporated in the States Strategic Plan, as it was felt that progress to address relative poverty should be monitored in the overall context of other Government priorities and actions. States Priority 4 (Redistribution of Wealth) of the Government Business Plan included the commitment to the service priority to '*Redistribute wealth wisely within the community*' with a Priority Objective '*To consolidate and develop policies to help and empower those on low incomes and vulnerable members of the community, to share in the advantages of a largely prosperous economy*' (Policy Council, 2007c: 1000).

However, the 2006 CAPP update advised that, as a consequence of the financial situation of the States, in which expenditure had grown to levels which were '*no longer sustainable*' (Policy Council, 2006: 868), it was necessary to reduce public spending, so progress in achieving the original aims and objectives of the programme would be '*slower than originally envisaged*' (*ibid.*: 869). In addition,

relative poverty is likely to be affected by an Economic and Taxation Strategy which came into effect in 2008. Under this strategy, the basic rate of income tax on company profits was reduced to 0%, (with some specific exceptions), whilst indirect taxation (alcohol, tobacco, taxes on property and motoring), was increased. In effect, the new taxation strategy shifted some of the burden of taxation away from companies and onto individuals.

In 2007, the Scrutiny Committee, which was monitoring the performance of the anti-poverty strategy, raised concerns about the progress made to date because of a lack of information and evidence. The committee particularly highlighted the lack of clearly identified objectives, priorities and resources, alongside the difficulty in assessing the impact and performance of the strategy. In addition, they perceived a lack of cohesion between different actions to reduce poverty; and insufficient explanation of how the selected measures would help meet the targets for poverty reduction (Policy Council, 2007d). When the States originally approved the CAPP in 2003, it was agreed that a repeat of the Survey of Guernsey Living Standards should be undertaken early in 2009, in order to help identify the overall progress made by Guernsey's Anti-Poverty Strategy, and to assess how effective the CAPP had been in delivering that strategy (Policy Council, 2006). However, it was decided to defer this until after changes to the tax strategy had taken effect (Policy Council, 2007c), and subsequently the decision to repeat the Survey has been rescinded (Policy Council, 2010b).

In 2009, the States Strategic Plan 2009-2010 (Policy Council, 2009b) contained Guernsey's social inclusion policy, laid out under the Social Policy Plan. This recommended the adoption of a series of core values and strategic objectives. These were amended by the 2010 States Strategic Plan (Policy Council, 2010b) to include 'equality' in the fourth bullet point below:

- Foster an inclusive and caring society which supports communities, families and individuals
- Assist people to help themselves and become independent where possible, by encouraging personal responsibility

- Promote active and engaged citizenship
- Promote, and remove barriers to, equality, social inclusion and social justice
- Meet welfare needs and reduce poverty
- Improve housing availability, quality and affordability
- Maintain a healthy society and safeguard vulnerable people
- Maintain the Bailiwick as a safe and secure place to live
- Promote equality of educational opportunity
- Encourage all who need, or are able, to work to find employment

Sustainable Guernsey 2009 provided data on how well the States Plan was being implemented (Policy Council, 2009a). Here, the Social Policy Group listed key performance indicators relating to two policy objectives that concern social inclusion: meet welfare needs and reduce poverty; and eliminate discrimination. The indicators were to reduce relative poverty; reduce the number of children in relative poverty; and to reduce discrimination. However, in recognition of concerns about clarity of objectives and the resources available to progress them, the document acknowledged the need to refine these indicators and also stated that there is no time series data regarding relative poverty and there is no data on discrimination.

There is still limited legislation on discrimination in Guernsey. The overarching legislation regarding discrimination in Guernsey is the Prevention of Discrimination (Enabling Provisions) (Bailiwick of Guernsey) Law, 2004. However, this Law applies only in relation to employment with regard to workplace discrimination on the grounds of gender, marital status or gender reassignment. There is currently no legislation regarding discrimination on the grounds of race, disability, sexual orientation or religion (or gender and gender reassignment outside of the workplace) though there is now work on this (Policy Council, 2009a : 36). In relation to human rights, the European Convention on Human Rights applies in Guernsey (Policy Council, 2011b).

In addition to the Corporate Anti-Poverty Programme, in 2008 the Health and Social Services Department started to establish a disability forum to work in partnership with all departments, charities, professionals and organisations in relation to disability matters on the island. In a report recommending anti-poverty policies for Guernsey, Gordon *et al.*, (2002b) stated that Government should take the lead on addressing problems of poverty but that the development of partnerships between statutory agencies, voluntary organisations and communities was also vital in combating poverty. This report emphasised the role of the VCS to address poverty on the island (Gordon et al, 2002b).

The Billet d'État for May 25th, 2011, contains the Health and Social Services Department's '2020 Vision', a key report which sets out a vision of the health and social services system and lays the foundations for its reform. It is a radical document which asserts that cost, changing demographics and inefficiencies in provision mean that '*...it is very clear that the current model of health and social care cannot be sustained*' (Billet d'État VIII, 2011: 495). Among the policy changes proposed are a new focus on the prevention of ill health, rather than simply treatment; and enabling individuals to remain at home longer, rather than moving into care.

The 2020 Vision document lays out a number of options for organising the service, stating '*Maintaining the status quo is...not an option*' (Billet d'État VIII, 2011:466). These are a) a fully employed model where all aspects of health and social care are provided by HSSD or another States Department; b) a mixed economy of States employed and independent sector organisations (including the voluntary sector); c) a fully devolved model where no States Department employs health and social care staff (*ibid.*:494). Point 6 of 18 key points in the document states '*States partnership and joint working with and between the third sector (charities and not for profit non government organisations) needs to be developed and strengthened*' (*ibid.*: 465). The document also promises that there will be an '*open debate with all stakeholders*' on these proposals (*ibid.*: 466).

The Billet d'État for May, 2011, also contains an outline of the proposed new older people's strategy which is being developed and recommends '*changing the emphasis from institutional or bed-based care, to care in community settings*' (Billet d'État VIII, 2011c: 517). It goes on to say '*Whilst, inevitably, there will be heightened costs associated with delivering more community services to a growing number of older people...effective partnership working with Third Sector organisations - housing associations, community and voluntary groups - offers an opportunity to mitigate the financial impact on States' funds*' (ibid.: 518).

Therefore, new policy proposals seem to offer significant scope for the voluntary sector in Guernsey to influence the shape of services and take up new opportunities for service delivery that enables greater social inclusion. However the implications for the resourcing of the voluntary sector remain to be explored.

2.10 Conclusion

The States of Guernsey has affirmed a commitment to achieving better social inclusion and the local VCS may be the one of the means to deliver better services and more representative inclusion. However, this should build on the strengths of the VCS and not be seen as a means to cut costs. Relationships between the sectors must also be managed carefully to avoid the kind of tensions and difficulties that have been outlined with regard to the UK and Europe. This research may help to enable Guernsey to avoid the potential pitfalls and achieve a harmonious and effective combination of States and VCS provision. In the current economic climate, it will be important to make the most of all the agencies that can act as a voice and offer protection to socially excluded people in Guernsey.

Chapter 3: Methodology

3.1 Introduction

As indicated in the introduction, the methodology of the study had a series of stages. These were designed to build upon each other, and use a variety of methods to explore the work of the VCS and perceptions of its contribution, strengths and difficulties. This chapter explains the process of developing and conducting the voluntary and statutory sector focus groups, how the focus group data were analysed, the process of developing the postal / email questionnaire including input from the focus groups, and the conduct and analysis of the questionnaire survey. The role of the GCF Advisory Group will be discussed, and ethical procedures will be outlined.

3.2 Literature Review

The literature review is part of the overall methodology. The conduct of this part of the study has been discussed in the preceding chapter, supplemented by Appendix 1.

3.3 Matrix of charitable organisations

The Guernsey Community Foundation, with assistance from the Association of Guernsey Charities and the States of Guernsey, drew up a matrix of nearly 200 organisations in the voluntary sector from two sources, namely Income Tax and the Association of Guernsey Charities, using and extending the existing categories of the AGC database. This matrix was made available to the research team and formed the overall sampling framework for both the six voluntary sector focus groups and the subsequent questionnaire distribution.

The matrix categorised organisations according to their area or focus of activity, as well as providing information about their funding arrangements, relationship with a parent body, and contact details. Although it was hoped to provide information on the size of organisations, this proved not to be possible.

The following categories were used in the Guernsey VCS matrix:

- Receives grant funding from States of Guernsey in 2008
- Branch (or subsidiary) of larger off island organisation or independent
- Small/ Medium/ Large organisation
- Area or target client group(s)
 - Environmental/ Social/ Other function
 - Disability (excluding mental health), and including learning difficulties/special educational needs)
 - Mental Health
 - Other health
 - Drug/ Alcohol/ Tobacco
 - Domestic Abuse
 - Youth/ Children
 - Older People
 - Counselling (or similar)
 - Housing
 - Law and Order
 - Church/Religious
 - Education/School
 - Community, welfare and/or general advice and guidance
 - Other (specified) or breakdown of community
- Type/purpose of organisation
 - Charitable Trust
 - Overseas Aid
 - Non-profit organisation

3.4 Focus groups: Reasons for choosing focus groups

Markova *et al* (2007, p. 32) define focus groups as 'a research method based on open-ended group discussions that examine a particular set of socially relevant issues'. In similar vein Krueger (1994, p. 6) sees such groups as 'a carefully planned discussion designed to obtain perceptions on a defined area of interest in a permissive, non-threatening environment'.

Focus groups were selected as a key element of the methodology for several reasons. They would enable the research team to gain access to many more participants than if single interviews had been conducted. They provided a setting in which participants could exchange and develop ideas together, draw on diverging as well as consensual perspectives, and highlight views on the significance of different issues (Krueger, 1998a, Robson, 2002). The focus group format reflects the importance of dialogue, interaction and sharing knowledge within a social context (Markova, 2007), that also informs the collective endeavour to promote social inclusion.

3.5 Development of focus group samples

The intention of the study was to develop 'purposive' samples of focus group participants (Morgan, 1998), selected not randomly but according to the type of organisation they represented and therefore the expertise they could bring to the group (Flick, 2009, Shank and Brown, 2007). The aim was to include representation from different types and levels of organisation. Another aim was to achieve a balance between similarity and diversity (or homogeneity and heterogeneity) in the focus groups to promote fruitful dialogue (Krueger and Casey, 2000, Markova, 2007, Robson, 2002).

To this end the Guernsey VCS matrix was divided into lists of the different types of groups, and consideration was given to the most appropriate linkages between them. This was in order to form broadly equivalent numbers for six sampling frames or

clusters, which would have some internal coherence in terms of the focus of activity. Six clusters were then drawn up of organisations working in broadly similar fields according to the matrix categories of organisational activity. Some groups were listed under more than one category, and they were included under each of these with cross-referencing to avoid duplication in the final sample. The description of the organisation's purposes included in the matrix was used to make judgements about which might be the priority focus for the purposes of the sample in these cases.

The diversity within these sampling clusters varied because there were much higher numbers of some types of organisation, for example those within the health and disability fields, while there were much smaller numbers of other types of organisation, for example counselling or environmental groups, so that more categories needed to be combined within one cluster in these cases. The sampling frames or clusters also comprised uneven numbers; the two more diverse clusters comprised smaller overall numbers, to try to reduce the level of diversity and ensure some commonality of experience within the focus groups derived from them. However all the clusters contained more than 20 and less than 40 organisations. The list of types and numbers of organisations in each sampling frame is included as Appendix 2.1.

Within each of the categories that were brought together in these six sampling frames, a purposive sample of 10 participants was developed for each focus group in order to meet the aims of the research. This involved developing more detailed categories of organisation by breaking down some of the matrix categories, drawing on the organisational description, and also cross-referencing with other information in the matrix, for example whether organisations were affiliated to parent bodies or contracted for services by the statutory sector. The criteria then adopted to select the sample of focus group participants within each cluster were as follows:

- i. Representation from the various types of organisation included in the cluster
- ii. Inclusion of single organisations that have a unique focus that might otherwise be excluded

- iii. Balance between independent organisations and those with a parent body
- iv. Representation of organisations that have financial partnerships with the statutory sector and / or appear to cover statutory type work
- v. Where there are broadly parallel female/ male groups and one is included, aim to include the other
- vi. Inclusion of umbrella bodies if there are several organisations in the cluster whose perspectives they might represent

The research team's relative unfamiliarity with Guernsey meant that this selection was based only on the information in the matrix rather than informal knowledge. This had the significant advantage of ensuring independence of the process, and arguably occasional disadvantages, for example not recognising the salience of a particular organisation as in bullet point ii) above.

It had been agreed with the Advisory Group that the focus groups would aim to recruit 10 participants, while recognising that 8 was a more realistic expectation of eventual attendance. This sample size accords with research on focus groups (Krueger and Casey, 2000, Robson, 2002). For each cluster, a list of 10 organisations was drawn up to which invitations were sent, with a reserve list of organisations. Each organisation contacted was invited to send a representative to the respective focus group. If confirmed attendance was insufficient, organisations were invited from the reserve list when contact could be made.

The departmental clusters for the three statutory sector focus groups were developed through consultation between the research team and staff members of the States Social Policy Group, to include all departments whose work did or might involve liaison with the VCS in the promotion of social inclusion. The samples of key relevant officers for the focus groups were then compiled by staff members of the States Social Policy Group within this framework. The different types of department included in each of the three clusters are recorded in Appendix 2.2. The number of

potential participants in each cluster was higher than the numbers invited in the voluntary sector, from 15 to 16 for each focus group, although it was recognised that demands on officers probably meant that actual attendance would be lower than this.

3.6 Contacting potential participants

The focus groups were planned over two research visits from 24th to 26th November and 9th to 11th December 2010. One voluntary sector group and the three statutory sector groups were planned for the first visit, and the remaining five voluntary sector groups were scheduled for the second visit. In discussion with the Advisory Group, timings of meetings were arranged to try and maximise the possibility of attendance for participants from the different sectors, taking into account other commitments. The GCF had arranged the venue and refreshments at St Martins Community Centre.

The first means of contact to VCS organisations was by a postal letter of invitation, including information about the project and the conduct of the groups, a form for indicating consent to participate, an outline of the topics to be discussed in the focus group, and a draft version of the questionnaire. A copy of the fuller study outline available on the GCF website was also sent. These documents are included in Appendices 2:3 to 2:7.

The information also included an expanded definition of social inclusion, and those invited were asked to decide if their organisation contributed to an aspect of social inclusion in deciding whether to attend. The documents were sent with a self-addressed stamped envelope to potential participants four weeks before the planned group meetings. Where replies were not received by the requested date two weeks later, organisations were followed up wherever possible by email and / or by telephone. The reserve list was used in each of the clusters to generate a viable sample (see section 3.7). This was an intensive stage of the research. When revised contact details were obtained, the matrix was updated accordingly. The research team was advised about two new organisations to add to the matrix at this

stage, one of whom was included in a reserve list, invited and attended a focus group.

For the statutory sector focus groups, postal invitations with letters, project information, consent forms, topic guide and draft questionnaire, as for the voluntary sector groups, were followed up by email and telephone, this subsequent contact sometimes being initiated by the States personnel.

3.7 Conducting the focus groups

These processes resulted in a good level of attendance for all nine focus group meetings, which each lasted for one and a half hours. The numbers attending the different groups, including the gender balance, and the numbers invited from a reserve list for VCS groups, are presented in tables 3.1 and 3.2. As with the primary list, not all those invited from the reserve list were able to attend.

Table 3.1 Attendance at the VCS focus groups

Focus group	Number attending	Female	Male	Number of organisations represented	Number invited from reserve list
1	9	5	4	7	5
2	7	4	3	7	3
3	8	6	2	8	1 and one from another cluster
4	8	3	5	7	1
5	5	1	4	5	2 and one from another cluster
6	4	0	4	6	4

The attendance at the voluntary sector groups was nine, two groups of eight, seven, five and four participants respectively. In three cases in the larger groups, two representatives came from one organisation. Where this occurred, it was made clear that the balance of discussion in the focus group needed to reflect all the organisations represented. In the group of four participants there were six organisations actively represented. The attendance at the statutory sector groups was 11, eight and seven respectively.

Table 3.2 Attendance at the statutory sector focus groups

Statutory focus group	Number invited	Number attending	Female	Male
1	15	11	6	5
2	16	8	4	4
3	15	7	3	4

Moreover, given the nature of the VCS in Guernsey, including the multiple involvement of active volunteers as discussed in the next chapter (section 4.4.7.1), participants were frequently able to draw on their experience of another organisation than that they were directly representing in the group, to illustrate particular points in the discussion. The boundaries of this were noted and maintained, but in general it was helpful that some people drew on other roles and therefore were able to add additional perspectives from a wider range of organisations than those directly included. Statutory participants might also be involved in voluntary sector groups, for example on management committees, and on occasion speak from that perspective.

From the perspective of the research team, all the focus groups yielded a high level of valuable data representing participants' perspectives and exchange of views on the various topics addressed in the groups, following the topic guide that had been distributed in advance. The topic guides were broadly similar for both voluntary and

statutory sector groups, exploring the key questions to which the study was addressed. They covered the perceived strengths and difficulties of the sector in promoting social inclusion, the relationships and balance between the statutory and voluntary sector including examples of good practice in partnership working, relationships between parent organisations and local branches, identified gaps in provision, and infrastructure and resources that would enhance the work of the sector. The topic guides are included in Appendices 2:5 and 2:10. The voluntary sector groups were also asked to give constructive feedback on the draft questionnaire to assist the research team in framing the most appropriate questions in an accessible way.

The focus groups were all conducted by the research team leader in conjunction with an experienced research assistant, and recorded for subsequent transcription. The team approach enabled the team leader to act as moderator / facilitator, while the other team member was able to support the whole process (including ensuring recording equipment was working), take notes and provide a summary of the discussion to participants at the end, in order to check if it met their understanding of the main points covered and to stimulate any further comments (Krueger, 1998a). The GCF administrator assisted with welcoming participants. However, only the researchers remained present during the focus group meetings.

Two individual interviews were also held. One was at the request of a statutory participant who had been unable to attend the relevant focus group. The other was at the request of the research team, with a representative of a minority cultural organisation, to follow up and gain additional perspectives on issues raised in some of the focus groups.

3.8 Transcription and analysis of focus group data

The focus group and interview recordings were fully transcribed to facilitate analysis, while the latter occurred over several phases to ensure a thorough process (Krueger

and Casey, 2000, Markova *et al* 2007). Detailed reading and familiarisation underpinned the analysis (Ritchie and Spencer, 1994). The transcripts were imported into a qualitative software programme (MAXQDA) for content coding and qualitative data analysis. The texts were examined in detail to note the themes discussed and each relevant section of text was coded according to that theme (Stewart *et al*, 2007).

This resulted in 50 different thematic categories, addressing needs and characteristics of the voluntary sector, aspects of social exclusion and inclusion, attributes of the services provided by the voluntary sector, features of the relationships between voluntary sector agencies and statutory departments and parent bodies, and ideas for development. A full list of the thematic categories that emerged from and were applied to the focus group data is included in Appendix 3.1. All substantive parts of the focus groups were coded under at least one and sometimes several of these categories. The overlap resulted from more than one theme being addressed within participants' contributions, and from thematic categories interweaving with each other.

This first stage of analysis facilitated the production of an initial report, drawing together and elaborating the different key themes. This formed a basis for further development drawing on both the MAXQDA coding and analysis, and an iterative process of revisiting the full transcripts in order to ensure that all themes were included, and that the interpretation of issues and quotations was effectively contextualised within the discussion where they arose. The critical rigour of the overall process was aided by the involvement of three different members of the research team in aspects of the analysis, balanced with the continuous involvement of two of the team in the planning, fieldwork and analysis stages (Ritchie, Spencer and O'Connor 2003, Spencer, Ritchie and O'Connor 2003).

3.9 Limitations of the focus group methodology

There were of course limitations to the focus group research. The voluntary sector focus group participants were all involved with managing, providing or (in the case of trusts) funding services within the sector, while the statutory sector participants were at a further remove from the sector (though this could be accompanied by a broader perspective on the sector). None of the focus group sample was selected as beneficiaries or potential beneficiaries of the organisation, although they might have direct experience within smaller mutual support groups, or experience of another voluntary organisation's services: indeed these linkages occurred during the focus group discussions. However it is important to acknowledge that the target groups did not have a direct voice within this research, though some had advocates on their behalf.

This was an exploratory study to map the issues as perceived by those actively involved either directly in the sector, or in liaising with the sector on behalf of the States. A more substantial study would have involved a broader range of participants in focus groups or interviews including beneficiaries, for example disabled people, young people, parents in States housing, or people with substance abuse issues. Nonetheless the participants were invited to review the sector's work from different angles and to comment on both strengths and difficulties. These perspectives, combined with the exchange of views and some divergence of views within the focus groups, combine to provide important insights into the current situation of the voluntary and charitable sector in Guernsey, and possibilities for the future.

3.10 Background to the questionnaire

The questionnaire was designed to gauge the opinions and experiences of VCS organisations more widely in Guernsey, by being distributed to all on the matrix of voluntary and charitable organisations used in the study, including focus group participants.

3.11 *Amendments to the questionnaire arising from the focus groups*

The voluntary sector focus groups were also invited to provide comments on the draft questionnaire that had been circulated and was available for review at the groups. These comments were recorded and transcribed, for use in refining the questionnaire prior to distribution. A series of constructive comments were made. For example they included suggestions for making the language and style of the questionnaire more accessible and simpler to complete; for adding additional categories, for example to the lists of purposes and beneficiaries of the organisation, and the types of premises needed; for amending the options for hours of volunteers and for income bands; and including a succinct definition of social inclusion / exclusion. The Advisory Group (see section 3.18) also offered suggestions on the phrasing of questions. The compilation of these suggestions was of great assistance to the research team in revising the questionnaire.

3.12 *Maximising the response rate*

In order to maximise the response rate, based on the experience of contacting focus group participants, it was decided to send the questionnaire electronically to all organisations for whom the research team had email contact details. They would be given the choice of receiving the questionnaire by post instead if preferred, and research team contact details were given for this request. Those organisations for whom only postal addresses were available would be sent the questionnaire by post, but also given the choice of receiving it electronically if they informed the research team of this request and supplied an email address. Therefore both pen and paper and electronic versions of the questionnaire were prepared for postal and email distribution across the voluntary and charitable sector. The final version was based on the feedback from the focus groups and the Advisory Group and is included in Appendix 4.

3.13 *Design of the questionnaire*

The questionnaire provided for scaled or pre-coded responses on the main issues to be addressed by the research and discussed in the focus groups, in order to facilitate data inputting and analysis. For example respondents were asked to rate their views of funding, premises, training, IT support; links with other voluntary sector agencies; and the level of perceived collaboration between the statutory and voluntary sector, or between different levels of an organisation. They were asked about which groups of people they perceived as being particularly socially excluded. There was also space for additional comment or for identifying 'other' categories of response, and for ideas about improvement and development. In addition, respondents were asked initial contextual questions about the staffing and remit of their organisation, the population group served, the management arrangements, and scaled questions about broad resource levels.

3.14 *Postal questionnaire*

The questionnaire was sent out accompanied by a letter and information outlining the aims and methodology of the project, and a consent form which organisations were asked to complete and return with the completed questionnaire. Self-addressed stamped envelopes were included in the survey package that was sent by post.. The postal versions of the survey were sent out beginning February 1, 2011 with a closing date of March 18, 2011 for return of the postal surveys. Reminders to complete and return the survey were not sent out for the postal version of the questionnaire.

3.15 *Electronic survey (e-survey)*

An electronic version of the questionnaire based on the postal version was produced in MS Word and emailed to those organisations consenting to participate in the

study. Consent was via a preliminary email sent out by a research assistant on the project. As in the postal survey, organisations were asked to respond to questions with regard to their willingness to participate in the study and to identify a person within the organisation who would be best placed to complete the e-survey. Once consent was given, the specified person was sent an email with the information outlining the aims and methodology of the project. The electronic version of the survey was attached with specific instructions on how to fill out the e-version and the process for saving and returning the completed e-survey to the research team.

The e-survey was launched February 7, 2011. Email reminders were sent to all organisations which agreed to complete and return the e-survey but had not done so by the closing date of March 18, 2011. The project researcher was responsible for administering the e-survey, dealing with queries or problems people had filling out the survey and for entering and analysing the data from the e-surveys. There were some initial problems with different versions of computer operating systems which would not allow some text fields to be completed, but these were addressed by the project researcher and a revised version sent out to those organisations reporting difficulties completing the electronic version of the survey.

3.16 Questionnaire / e-survey response rates

As shown in Table 3.3, a total of 198 organisations were approached to complete the questionnaire. Thirty-one (24.4%) completed and returned the postal version of the questionnaire and 41 (57.7%) completed and returned the e-version of the questionnaire. Four organisations approached via email declined to participate in the study. In addition, two questionnaires came in too late to be included in the analysis (three and four weeks after the extended deadline respectively). In total, 72 VCS organisations completed and returned the questionnaire for an overall response rate of 36.4%. This compares satisfactorily with response rates achieved by Island Analysis within Guernsey, a research consultancy in whose survey work in Guernsey response rates vary between 25% and 40%.

Table 3.3 Postal questionnaire and electronic survey requests and responses

Survey type	Posted / Attached in email	Completed and returned	Response rate
Postal questionnaires	127	31	24.4%
Electronic (e-version)	71	41	57.7%
Total	198	72	36.4%

3.17 Data coding and analysis

Completed postal and electronic surveys were reviewed by the project researcher and assigned a code to retain anonymity of the respondents and their organisations. The questionnaires responses were imported into SPSS (Statistical Package for the Social Sciences), a computer package for quantitative data analysis, for coding and analysis, using a specifically created template. Numeric and text responses were entered into SPSS: the numeric response questions with single or multiple choice responses; and verbatim text responses for comment boxes appearing in the questionnaire. Open-ended, qualitative comments, of which there was a very wide range, were post-coded, in other words the coding was derived from the data as with other qualitative findings, but converted into numerical coding for quantitative analysis using SPSS. Some information was redacted to retain the anonymity of the organisation and/or the survey respondent.

The bulk of the analysis was via frequencies tables generated through the statistical software, which presented both the number of responses for a particular question and the percentage for each frequency (or number). A similar procedure was carried out for open-ended (or text) responses, but similar text responses were recoded and grouped together to form summative response categories. Such recodes and grouped responses are identified in chapter 5.

3.18 *Advisory Group*

The research was commissioned in order to assist the Guernsey Community Foundation in developing its work on a sound footing. The Advisory Group was responsible for reviewing and agreeing the research proposal, managing the contract with Bristol University, receiving and reviewing reports of progress at key stages, and providing feedback on draft research documents, including the focus group materials and the questionnaire. An initial meeting was held in August 2010 at which Sarah Cemlyn, the research team leader, outlined the proposed research, and a number of issues were discussed including the matrix of charitable organisations for use in the study, practicalities for the focus groups including appropriate venue, timing and access, and arrangements for the final report. It was agreed that the Advisory Group would have the opportunity to comment on the draft final report, and would be available to respond to requests from the research team for information, advice or comment where local knowledge would be of assistance. The Advisory Group would not influence the research findings or the conclusions and recommendations drawn from the study.

3.19 *Ethical considerations*

Ethical approval for the study was sought and obtained from the School for Policy Studies Research Ethics Committee, which required a full account of procedures for ensuring informed consent from participants and confidentiality of data. All potential participants in the focus groups and all potential questionnaire respondents were sent an outline of the research and an explanation of what their participation would involve. All focus group participants completed a signed consent form, while questionnaire respondents indicated their consent via a form attached to the questionnaire and by returning the questionnaire, either by post or electronically. The purpose and conduct of the focus groups was outlined again verbally at the start of each group, including the recording of the sessions, to ensure that all participants

understood and agreed to the conditions. It was made clear that participants could withdraw at any time without giving a reason.

Chapter 4 Analysis of Focus Group Data

Part 1: The Role and Characteristics of the VCS

4.1 Introduction

This section of the report summarises the discussions held at the six focus groups with voluntary and charitable sector participants, and the three focus groups with statutory sector participants, as well as including comments from the two individual interviews with one statutory and one VCS informant. The identifiers '[V]' and '[S]' are used with quotations to indicate whether they originated from a voluntary or statutory sector focus group.

Overall, the VCS focus groups discussed the perceived strengths and difficulties of the sector in promoting social inclusion; the relationships and balance between the statutory and voluntary / charitable sectors; relationships between parent organisations and local branches; gaps in provision; and infrastructure and resources that would enhance the work of the sector in promoting social inclusion. The statutory sector discussions reflected the same major themes, with somewhat less attention to the relationships between parent organisations and local branches, but including a focus on the specific role of the statutory sector in relation to funding and partnership issues.

This chapter presents the themes that emerged from the data analysis under the following topic areas:

- The role of Guernsey's VCS in relation to the promotion of social inclusion
 - Understandings of social inclusion
 - How Guernsey's VCS promotes social inclusion
- Particular strengths of the VCS in promoting social inclusion
- Difficulties of the VCS in relation to promoting social inclusion
- Relationships between the VCS and the States in Guernsey
 - Positive aspects of the relationship between the voluntary/ charitable and statutory sectors
 - Difficulties in the relationship between the voluntary/ charitable and statutory sectors
- Ways of alleviating or addressing tensions and enhancing collaboration between the sectors in promoting social inclusion
- Relationships between parent organisations and local branches in the VCS

- Gaps in provision and legislation to promote social inclusion
- The infrastructure, support and training considered to be needed by VCS organisations in promoting social inclusion

4.2 The role of Guernsey's voluntary / charitable sector in relation to the promotion of social inclusion

4.2.1 Understandings of social inclusion and social exclusion

There appeared to be a range of understandings about social inclusion / exclusion, and how voluntary sector services were addressing these issues. Most focus group participants understood social inclusion in relation to people participating on equal terms with other members of society, and promoting their wellbeing. Social exclusion would occur with the existence of barriers that would prevent this participation and undermine wellbeing. This is akin to the broad explanation that the researchers provided to the focus group participants, both in the preliminary information about the focus groups, and in the discussions. It was one that was, on occasions, queried and explored, but never challenged. For example, some participants interpreted the topic as solely being about whether the VCS in Guernsey itself excluded people, rather than how it tackled social exclusion in society, as indicated by one participant's comments: *'Well we'd all like more inclusion, we're trying to recruit people!'*. This aspect of social inclusion will be discussed later, as one of the challenges for the VCS in Guernsey, but, until then we will focus mainly on the wider meaning of the term.

There was generally an acceptance and acknowledgement that Guernsey, despite its image as a prosperous jurisdiction, does have problems regarding equality and inclusion. For example, one participant said:

[S] *"...when we have inspectors come...they assume that Guernsey is lovely and wealthy and there can't be any problems here, we don't have to worry about social- economic differences, so what we do is we take them from Fort George, which is the posh houses just down the road from here, and then five minutes along the road we drive them to through to one of our worst estates and what strikes them is... we've got very rich affluent families but they're alongside some who are just not like that."*

Although not specifically asked to talk about the barriers to social inclusion, this was inevitably discussed. The main social groups that were generally considered at risk of or vulnerable to social exclusion were: young people and children; people

experiencing serious illness; drug users and their families and friends; older people; people involved in the criminal justice system; disabled people; single parents; people lacking education and skills; unemployed people; homeless people; ethnic minority groups; 'foreign workers'; and people living on low incomes. For example, there was repeated focus on the issues facing young people not in education, employment or training (often referred to as NEETS), as outlined by one participant:

[S] "...we did a survey of NEETS and there's 350 ... and what we found was they led chaotic lives, they were very negative about themselves and Guernsey, they didn't see a future that was positive and it was clear that not only were people struggling to contact them but that they were making a point of avoiding contact for whatever reasons."

There will be further discussion of the issues facing the different excluded groups later in this chapter.

- The barriers to social inclusion were described in terms of a range of factors:
- restricted mobility
- lack of access to information
- limited ability to engage in activities independently
- unmet support needs
- limited choices
- loss of confidence and self-esteem
- increased stress and self-destructive coping behaviour
- difficulties in accessing work, education and social activities
- social isolation (e.g. for foreign workers as a result of working very long hours)
- difficulties in obtaining suitable housing
- inappropriate mainstream services
- increased crime
- low income
- lack of recognition of identity or needs
- lack of understanding and awareness of problems (e.g. lack of expertise for teaching children for whom English is their second language)
- diminished access to services and cultural activities (e.g. a lack of youth and community centres and play facilities on the States' housing estates).

Among these barriers, prejudice, stigma and a lack of understanding were often key problems. The comments below identify problems of discrimination and prejudice in relation to minority ethnic groups, disabled people, offenders or ex-offenders, and gay, lesbian, bisexual or transgender people, though a 'sea change' in relation to homophobia was also noted.

[S] *“...I’ve been working this week in one of the schools on you know racist issues, because people of mixed race...are getting all sorts of nasty kind of, on Facebook, cyber bullying...even people from Eastern Europe...over the years an increasing amount have had a hard time...Portuguese before them...”*

[V] *“...I think in the general public, people still think about people with disabilities as we say wheelchairs and white sticks. They don’t encompass you know all the other disabilities which are not immediately visible.”*

[V] *“...there’s a gap in sort of social housing, particularly for ex offenders, a sort of half-way house type thing. You come out of prison with nothing, you go back to where?... there’s a cultural attitude, I don’t think it’s in States but I think it’s just generally ... which was expressed by somebody I used to work with who said just put them on a boat and sink them in the harbour... to ex offenders particularly and to substance misuse issues.”*

[S] *“...We’ve got a current example of [name of year group and school] where there’s this little girl who’s horrified about the amount of racism going on that is not being challenged by the staff...if you want to look how to socially exclude a group, carry on that kind of language.”*

[S] *“...I would say it’s a very homophobic island... quite recently we were one of, in fact, something like the third or fourth major jurisdiction in the world that hadn’t lowered the age of consent for homosexuality ...Now we’ve, most recently, in the last 12 months...actually lowered the age of consent... You couldn’t have done that even five years ago...So actually it is changing.”*

These comments indicate some of the range and depth of social exclusion in Guernsey. The next section discusses how the VCS in Guernsey addresses problems. We return to discuss additional gaps in provision for excluded groups towards the end of this chapter (section 4.8).

4.2.2 How Guernsey’s VCS promotes social inclusion

There was a very wide ranging discussion regarding how the VCS focus group participants considered their organisation to contribute to social inclusion, relating to the groups they worked with and the services they provided (including direct services, fundraising and advocacy), as described below.

4.2.2.1 Groups that the VCS works with

The VCS in Guernsey covers most of the potentially socially excluded groups, as described previously. In addition, a great deal of issue based work with the general population takes place, offering support when people may be experiencing greater needs or crises. For example, there is work on a variety of health issues; bereavement; crime; relationship difficulties or breakdown; financial and legal problems; fostering and adoption; as well as working to prevent various problems. While available to all, these services are, however, more likely to be needed by people who are socially excluded (although it may on occasion be more difficult to attract disadvantaged people, for example to a universal screening service). Furthermore, the VCS enables access to services and programmes which have traditionally been difficult to obtain for people who are socially excluded e.g. arts activities, sports, conservation activities.

4.2.2.2 Range of services and activities

The VCS in Guernsey is perceived as extremely vibrant. with estimations of around 400 groups, Not all of these focus on social inclusion in Guernsey, but those that do provide a wide range of services, plugging what would otherwise be substantial gaps in provision. These include direct services, outreach work, advocacy and campaigning, fundraising and liaison with other bodies within and outside the sector.

The direct services also cover a wide range, for example from provision of mobility aids, to advice, to housing provision, to youth work. In some cases the VCS is the only or major source of provision. One participant commented:

[V]... with young people, if it wasn't for the voluntary and charitable sector, 90% of the work that goes on wouldn't happen

4.2.2.3 Information to inform choice

One fundamental aspect of the VCS work in Guernsey is providing information to inform individual choices, open up new opportunities, and to let people know what services are available to them. Information is provided through websites, newsletters, telephone help-lines, drop-ins and various forms of face-to-face contact and outreach. The services are particularly targeted to people who may miss out on information, such as young people and people who are isolated as a result of illness, disability or old age. Several participants, from small mutual support groups to voluntary organisations with funded staff, described their work in terms of providing information,

as in these examples:

[V] *“... I was diagnosed seven or eight years ago with [name of condition]...I was told these are the alternatives...go away and think about it, come back and tell us what you want. And the medical profession will not advise you as to which treatment... because I think they're terrified of being sued...Where do we turn to get advice? ... And so we decided that, there was a group of us that, if we came together we could form an organisation that was there to talk to other people who were diagnosed with this problem... We would like to think and hope we are helping people make an informed choice... We all recognised that we had been in this situation and we wanted others to have a better chance than we had.”*

[V] *“...Unfortunately there is still a lot of ignorance with what is available ... at the moment we've got two outreach workers, youth workers, and their job is basically to go to meeting places for young people, estates and that kind of thing, and try and inform them, get them to understand and realise what is going on and what is available for them...”*

4.2.2.4 Emotional support

Much of the voluntary sector provision is also based on providing emotional and practical support. The emotional support provided takes many forms, including mutual peer-support and professional counselling. Examples of the work in Guernsey includes: supporting cancer patients; providing bereavement services; listening to those affected by crime; providing telephone support for people with particular problems; setting up social groups for foster carers and adoptive parents; and linking experienced parents with those who are struggling in the role for various reasons, as described below:

[V] *“...We recruit parents, offer them training and... match them with families who are experiencing times of stress – they go in once a week for 2 to 3 hours on a voluntary basis to provide friendship and support to those families and, not to do for parents, but to enhance their self esteem, their parenting skills and to move them on. And it's highly effective because it's a very non threatening way of working with families because we're not a statutory agency, we're not associated with any statutory agencies, so that works really well.”*

4.2.2.5 Practical support

In addition, the sector provides a range of practical support, in the form of skills, equipment, finance and accommodation for those experiencing difficulties. For example voluntary groups are involved in providing emergency accommodation for homeless people, housing for disabled people and vulnerable young people, and low cost accommodation for people on low incomes; helping people to fill in forms; providing a contact centre for parents to be with their children either on an informal basis or under supervision; paying for relatives to accompany sick patients who have to go to the mainland for treatment; and providing mobility equipment or other aids. Some charitable trusts provide small grants for essential items for low income families or individuals.

4.2.2.6 Health and social care provision

Furthermore, the VCS in Guernsey provides a number of direct health and care services. For example, it offers a carer service to enable older people to stay in their own homes; health screening tests; and a hospice. Even when they do not provide services directly, VCS organisations play a vital role in ensuring people can access the services they need in both the statutory and voluntary / charitable sectors, receiving and making referrals, signposting and assisting access to States services. There are groups that specifically carry out these signposting services, including smaller specialist mutual support groups signposting for example to specific health services (and providing information to health services for patients to be signposted to the group in turn), and larger, partially funded organisations signposting to a wider range of agencies and services. However, most voluntary organisations provide this information in the course of their general work. They also encourage people to use services that they may have hesitated to ask for having formerly '*soldiered-on, on their own...*'

4.2.2.7 Reducing isolation, strengthening community

Guernsey's voluntary groups are also very active in reducing isolation. They arrange for people to get out and about in the community and engage in community activities, such as by providing facilities or equipment for people who may not otherwise be able to go out or running social clubs and sports activities. For example, they pay for adaptations to cars so that disabled people can still get around independently.

Therefore, many of these initiatives involve bringing people together, particularly those who are sharing a similar experience, such as young mothers, drug users, people with a specific illness or older people. It was suggested that ***'one of the beautiful things about Guernsey is it still has a very strong community'***. However it was also noted that while families ***'look after their own'***, some are moving away leaving older people more isolated, increasing the importance of mutual support groups.

[V] *".. I think there are strengths in just getting people together. Whether it's at a grassroots level, whether it's just seniors getting together for a lunch, or people who are bereaved getting together just to chat through some of their issues or people in prison, whatever it is – there's a real strength in community..."*

[V] ***"...We're all in the same boat, we're all in the same age group near enough you know. But they all enjoy helping each other"***

On the other hand, participants who discussed life on some of Guernsey's most disadvantaged estates presented a very different picture, which indicated severe barriers to community mobilisation and identity for people who experience high levels of exclusion already.

[V] *"...so there was no sense of community on that estate at all, and that was the big problem that either people were like you say people who had been there because there were problems, or they were there trying to get off - so there was absolutely no sense of community."*

4.2.2.8 Building confidence, increasing involvement and awareness

Many voluntary projects have an explicit goal to build confidence, for example running structured programmes to develop confidence in young women. They also provide education and training, and activities to help people build skill and increase wellbeing. They increase access to arts and sports, for example, via groups under the umbrella of the Guernsey Arts Commission or the Guernsey Sports Commission. In addition, they organise cultural events that involve the whole community or specific parts of the community. One participant who works with a particular ethnic minority group said that it is important to hold cultural events so that new arrivals could meet longer term members of the ethnic community, as well as local people. Thus, the VCS plays an important role in improving quality of life for marginalised people.

4.2.2.9 Fund-raising

Another important role for the VCS in Guernsey is fund-raising. Many groups have been successful in raising money, through donations, bequests, and fundraising events. Sometimes this is vital for the needs of their own group and its members. However it is often also to pass funding on, channelling money into research projects and sometimes even to the States. Several charitable trusts operate from Guernsey and a few focus group participants were members of their boards. They disperse money to smaller organisations, for example providing start up funds and revenue for particular work. Even some of the very small voluntary groups gave donations out of their fund-raising monies.

4.2.2.10 Benefits for volunteers

Not only service users, members, and the wider community, but also the volunteers, themselves, enjoy these benefits of reduced isolation, greater confidence and skills development. One or two people explicitly mentioned the benefits to individuals of volunteering, for example, getting to know new people, especially for those who have just come to the island, and career enhancement by having volunteering activities on their CVs, including training they have undertaken for volunteering. Volunteering can make quite a difference to people's own lives, as this focus group participant explained:

[V] "...some of the people that we've had in the organisation over the past few years, some of the adults in fact are lacking in confidence, low self esteem and to come into an organisation like that where you're immediately sort of doing some good work, but then there's a social aspect to it as well, you sort of ... I mean there's definitely one individual that stands out in my head who is with us at the moment who's had serious drink problems in the past, and joining us, it's sort of the making of him, he's just come out of his shell completely and he you know is a different person to when he joined, and I think his self esteem has just grown and grown and grown."

4.2.2.11 Liaison, consultation, advocacy with statutory sector

Furthermore, the VCS in Guernsey is an essential point of liaison between the public and the States and it provides a vehicle for consultation with the States. Several participants from the statutory sector emphasised how important the VCS was for them as a means of consultation and communication:

[S] *“...there’s a much greater gain from using voluntary sector organisations as a communication forum, not necessarily just a direct provision of services. We mustn’t lose that and I think if there is a general perception that they’re just there to fill gaps or deliver some services that we can’t, we’re not taking the full advantage...It’s a complete network of communication, which we can use...to engage with the public of Guernsey in a...dialogue about issues...”*

Probably one of the most important activities of the VCS in Guernsey is advocacy, when someone has ‘*come across a brick wall in trying to obtain services*’, as one participant put it. In order to achieve these campaigning goals, the VCS builds alliances, networks with other voluntary organisations, raises issues through the Guernsey media, and lobbies decision makers to bring about changes in policy or provision. For example, Guernsey Disability Alliance has been very active in promoting awareness of the needs of disabled people in Guernsey.

[V] *“...The Guernsey Disability Alliance basically was formed to give one voice to islanders with disabilities, or some prefer to use the word impairments, because it was recognised that obviously a lot of the difficulties faced by people were very similar and so it’s actually it represents about 30 charities and it’s enabled those charities and the members to have one voice really to really raise awareness of the issues that today the people, the islanders face*

More generally it was considered that there was a great deal of scope for effective lobbying in Guernsey.

[V] *“...There’s the size of the island and the set up politically is an interesting combination, because it means that, depending on how well organised you are as a voluntary sector or how vocal you are, you know, you can, for better or worse, you know you can be very effective as a lobby group.”*

4.2.2.12 Challenging stigma and discrimination

Part of this work is in relation to raising awareness about the excluded groups and challenging discrimination, prejudice and stigma against them.

[V] *“...If I focus on those who are dependent upon substances, it’s about breaking down barriers into ..treatment maybe, trying to challenge long held stigmas and just giving people a voice at the first point of entry into our services.”*

A number of tools are used to carry this out, including training, campaigning,

outreach and media work and as well as a variety of other creative approaches. For example, voluntary and charitable organisations have responded positively to providing community service placements:

[S] “... *community service... that’s a fairly recent innovation here. It’s only been going two years and...we do actually see it very much as reintegration of offenders into society...we are reintegrating them by getting them to work for local charities. And it’s been incredible the generosity of local charities that they have welcomed this excluded group that a lot of people thought would be dangerous to put back into society, it would be dangerous working with vulnerable groups, ... that the community wouldn’t accept them and the community has been incredibly generous...*”.

Therefore, in a variety of ways the voluntary and charitable sector is addressing social exclusion in Guernsey. The next section looks at the particular strengths of the VCS which enable it to achieve this.

4.3 Particular strengths of the VCS in Guernsey in promoting social inclusion

Both statutory and VCS participants identified a number of inter-linking strengths which enable the voluntary and charitable sector to effectively promote social inclusion. These include its flexibility, responsiveness, accessibility, grass-roots ability to identify gaps in provision, independence and ability to mobilise human and financial resources, as outlined below.

4.3.1 Flexibility, creativity and responsiveness

A number of focus group participants emphasised the flexibility of the VCS as a strength, in the sense of having a greater ability to be proactive; and having the freedom to innovate and find ways that are more appropriate to work with people and reach new sectors of the population, as these participants describe:

[V] “...*I think the advantage with all of us, sort of, working with volunteers, is the actual amount of freedom that you’ve got. We’re not tied down. We’re not coming with a set mindset ...People can be much more flexible in what they’re doing and also in what they’re offering...And that allows them to think, not, how are we going to tick all the boxes so our department gets money next year, they can really think mmm, how can we make this service best for everybody?*”
[V] “...*[in the voluntary sector] one has more discretion and, particularly when you’re up against a social security system which, quite understandably, has to have quite tight limits in terms of means testing and, you know, thresholds of*

what people have in the bank... So one can make judgements that even though they've maybe not got down to some social security driven threshold, you can intervene and at least part assist ...I think that's a particular strength that comes from being in the voluntary sector rather than being in the state sector."

[V] "...an example of one of the things we've done is 'Poems on the Buses' where the last one was all poets who had never submitted a poem before. One instance I know that one of the particular poets was a bus driver who'd actually only just learnt to read, and then started to actually write and had a poem on the buses, which he was incredibly proud about, so that we ... our attempts have been to sort of increase the range and diversity of people who experience the arts."

There was a view from States participants that the voluntary sector's flexibility needed to be maintained even when closer partnerships developed with the States:

[S] "...you can then have them morph into sort of a quasi-statutory body which is what you don't want because you tend to lose that flexibility."

Linked to flexibility, voluntary organisations were considered to be more responsive, both in the sense of being proactive and reactive i.e. able to initiate projects and programmes and able to respond quickly to identified needs, as the following comments highlight.

[V] "...But having the charity around it gives you that degree of independence and perhaps slightly more fleet of foot."

[S] "...One of the things I was going to say about the whole voluntary sector is that they have potentially the ability to provide things quickly if they have the money which, as a statutory sector, we don't. We're like a huge slow moving machine and it takes us a long time to be able to shift to meet a new need or a specific need that becomes apparent. Whereas if they have the finances, actually a lot of these charities can respond very quickly to need and shift the direction they're going, which of course is a huge benefit..."

4.3.2 Accessibility, reducing stigma and reaching out

Following on from this, was the general perception that the voluntary sector in Guernsey is more accessible than the statutory sector and less stigmatising. States participants reflected on this attribute in relation to their knowledge of the voluntary sector.

[S] *"...I suppose they can have more credibility with their clients than some of the government services can have, because some families or clients would .. view their engagement with the voluntary sector as less, it doesn't stigmatise them as much, so that's the real value. They can outreach better than perhaps some of the States' departments or government ... down on one of the estates where we've been, we started work there where actually the...non-statutory, sort of, groups, the voluntary people actually engaged with the community far more effectively because there wasn't that stigma".*

[S] *"...I think the voluntary sector is very good at sort of touching and working with hard to reach groups that maybe have a fear of the statutory agencies as well... there's a fear sometimes of social work involvement and I think some of the smaller agencies can work as a sort of mediating factor with social services to help that process really".*

These States' participants' view of the enhanced accessibility of the voluntary sector was echoed by VCS participants engaged in such provision. This is also reflected in the importance of the sector's perceived independence (section 4.3.6)

[V] *"...It's highly effective because it's a very non threatening way of working with families because we're not a statutory agency, we're not associated with any statutory agencies, so that works really well".*

It is evident that voluntary association workers are often perceived differently to the States' employees. Their services can be used by client groups who have 'issues with the authority' or a tendency to see government as 'the nanny state'. For example, when voluntary sector drugs information workers go into schools, they are not hampered by being seen as authority figures.

[V] *"...And they are the experts on that particular subject, so the kids relate to them far, far better because they're an outside agency. They tend to be cool and trendy, whereas you know having a teacher giving that sort of subject, perhaps hasn't got the knowledge or certainly know what's happening within Guernsey at that particular time".*

The VCS often works with 'hard to reach', highly excluded or stigmatised groups. There was considerable discussion in the focus groups about the need for accessible projects for marginalised young people who would not engage with formal services.

[V] *"...People can access services they could not otherwise, due to stigma...one of the things that's come across quite clearly to our service users*

and when they're talking about other voluntary agencies is that they feel, a lot of the young people we work with feel, that voluntary agencies are more approachable than statutory... They don't feel as anxious or concerned about going to a charity or a voluntary organisation".

Projects are often initiated by people from excluded groups, who have a good understanding of the issues. For example, one minority ethnic participant who works with migrant workers from the same background said:

[V] *"...Well what they tend to do is, unfortunately, sometimes they arrive here without a penny in their pocket and they really have to do whatever they've been told to do and sleep wherever they've been told to sleep because they don't really have a choice. They can't go back. Some of them they don't speak very good English ...Sometimes it's very, very difficult to deal with these situations and we try to help them find another job or try to talk to their employers, you know, we've got a problem here, we've got a problem there, and sometimes we have to inform the housing agency or the organisations for them to do something about it".*

However it was also recognised that some groups who have experienced long-term exclusion face too many barriers to becoming an organised campaigning group.

[S] *"...And over here you can see how you know these things begin, these advocacy groups or charitable groups start at grass roots level. There's a specific need that's maybe it's affecting somebody close to them and then they get organised into providing something and you're not really going to get that, you're not going to get you know three generations down, three generations of a low income household, right that's it I'm going to go and speak up on behalf of my you know fellow impoverished. It doesn't happen and I'm thinking of say Gingerbread in the UK".*

Moreover, the stigma attached to some groups meant they were unlikely to attract voluntary support in the form of campaigning for improved services, although some organisations might be working with them more quietly.

[S] *"...there are causes that don't ever get taken up by voluntary organisations because they're not seen as kind of a positive cause to take on. So youth justice would be a prime example....I can't think of any voluntary organisation on the island standing up with a placard saying we must do more for young people to support them to stop them committing crimes".*

4.3.3 Free or low cost services

Most services are provided free or at a very low cost and this further enables access, as these participants highlighted:

[V] *“... a big part of the aim is to be as inclusive as possible, so we’re free so nobody has to worry...you can still come and see us. Nobody has to bother about that. And then we try and make sure that we are reaching the different groups whether they’re different languages, different age groups, different sexuality. We try to actually make, purposely make, the extra effort to go out and meet the needs of these people and to keep the statistics to have some evidence of what need there is in the island”.*

[V] *“...the decision was made to start charging...depending on whether they could afford to or not. And so we’ve got this, well you could say it’s a sliding scale where if somebody says “oh no I wouldn’t be able afford that” we say “fine, you know it doesn’t stop you from coming”... “Pay us what you, you know what you can responsibly afford” being the line that we use. So what it means is that you get people who can pay the full amount right down to people who can’t pay at all”.*

4.3.4 Rooted in communities, identifying gaps

It was considered that voluntary sector organisations were ‘grass-roots’ organisations, that they had their *‘finger on the pulse’* and were more approachable and closer to the needs and issues of the general public than statutory sector organisations might be, as these participants suggested:

[S] *“...You get the perception that they’re probably more in tune with the groups that they’re dealing with or they are closer to them, just because of where they sit’.*

[V] *“Well I think if you have volunteers within an organisation there’s definitely a feeling that it’s rooted in the community...And that maybe the decisions that are made are community decisions, perhaps, rather than things that have been superimposed, perhaps from above”.*

This has helped the VCS also perform an important role in identifying gaps in provision and legislation. For example, recently, voluntary groups have highlighted the need for disability equality legislation and improvements to the benefits system, regarding long term care allowances.

4.3.5 Independence, advocacy and mediation

Independence from the States was seen to be an important benefit of the VCS. This independence also enables the sector to monitor, question and sometimes criticise the work of the States on behalf of its members, an attribute that was also valued by statutory sector participants:

[S] *"...I really see [the VCS] as being separate and independent so, you know, from the perspective of advocacy for individuals then you know there is a fairness in having another party speak for them or assist them or point them in the right direction as to what is available to them".*

[S] *"...One of the most important components for me for the voluntary sector is that independent voice. It's the scrutiny. It's the ability to ask questions...for us it's so important this whole mixed pot of checks and balances of people outside questioning what we do, of the service users themselves getting somebody, if you like, for themselves on the outside to further question what we do".*

For some voluntary sector participants it was equally as important that the sector should be *perceived* as independent:

[V] *"...I think independence from statutory bodies is ... certainly for the sort of work we do is really useful.... families will engage because we are not part of the statutory organisation – social services is seen as very threatening by some families ... it feels different for people, you know. So I think that's hugely important as being seen as independent. Supportive in a way perhaps that social services isn't seen as being supportive."*

This links to the lobbying role of the VCS in Guernsey. The ability for the sector to lobby on behalf of its members was seen to be invaluable, as workers in the statutory sector are often not in a position to do this, as these participants explained:

[S] *"...so the voluntary and charitable sector are particularly important in terms of shouting from the rooftops in terms of the political side, unlike at times us, in the statutory sector, where we are more bound by a role and rules and we can't simply stand up and say some of these things, where the voluntary sector can. So it's very, very important that they're there and encouraged..."*

[S] *"... Well I've learnt over the years to watch my Ps and Qs...but then partly I don't have to say much because certainly in our work...certainly looking at children and young people, it is the case that those organisations, those*

agencies are extremely important in terms of the political side. I believe Youth Concern were the key agency on the island in the nineties who forced the hand of recognising there was youth homelessness...

One participant said this lobbying role ‘*can get quite combative*’, but often this dimension of the work was not confrontational. High profile lobbying through the press was only one approach, and there was a view that the voluntary sector understood that negotiation and joint planning might achieve as much.

[S] *“...And that actually the way for to get effective change and that’s going to bring in ...some of the services that they want is actually going to be with working with the States more closely and in planning out a ...broader strategy..., because there’s short term gains and sometimes long term losses in keep sort of hiccupping over that.”*

It was evident that the VCS in Guernsey is also valuable in mediating between the States and the general public:

[V] *“...I think the beauty of being a charity is that you are actually a kind of a liaison between the general public and authority, as in States, because, sometimes, the general public go down the, with the best will in the world, they go down the wrong alley way, if you like, when they’re dealing with States’ departments. And as a charity you do sometimes get that middle ground...”*

4.3.6 Mobilising volunteers

The ability to mobilise volunteers was frequently mentioned in the focus group discussions as another important advantage of the VCS. Guernsey was seen to be well endowed in terms of voluntary contribution.

[S] *“...Guernsey has a wealth I would say of people willing to volunteer and assist. It’s quite remarkable in fact I would say per capita.”*

Often volunteers were considered to be a very positive element due to their commitment, passion and enthusiasm. They were seen to be less likely to ‘*count their hours*’ and it was suggested that they sometimes have a higher status than paid staff because people know they are giving their time (although some people had dual status as paid workers who carried out some voluntary work and vice versa):

[V] *“...About voluntary work - because it’s not financially rewarded people have to do it with a passion. They’re obviously not doing it for money.”*

[V] *“...You very rarely get people who are, sort of, thinking right I’ve got to leave bang on time and things like that. They will give the extra time. They’ll put that extra bit in, because they’re just there because they want to do it. They’re not getting paid, so they haven’t got to be there. .. They just want to be there...”*

[V] *“...I think, sometimes, if people are willing to give the time up... it’s that they have a particular interest in it... So you tend to get that enthusiasm ... there is definitely a difference I think between the type of commitment that you get from people when they’re doing something because they feel it’s on a voluntary basis and it’s something they’re passionate about or something they believe in”.*

Volunteer commitment is underpinned by the support and opportunities for development provided by VCS organisations, as indicated in section 4.2.2.10. Many VCS participants also referred to the training that their organisations provide on a regular basis for their volunteers.

This passion and enthusiasm has enabled the VCS to carry out work that would be difficult to achieve via the States, such as to provide 24 hour support services. It was also noted that the voluntary contribution made the work cost effective and it was suggested that a lot of services probably would not happen otherwise. One participant referred to the level of voluntary input into the organisation compared to a small amount of paid staff time as *‘it’s a bit like an iceberg, where all that bit under the sea doesn’t get anything at all’*.

4.3.7 Accessing funding

As well as mobilising volunteers, the VCS was felt to be vital in terms of accessing funding that was not available to the States. There is an ability to raise funds from different sources, including trusts, both large and small; businesses; charity shops; and public events. Some of this funding is used to cross-subsidise the statutory sector, as several statutory sector participants remarked:

[S] *“...it varies with the charities and the voluntary groups...[but] sometimes people are more willing to give funding to some of the organisations and certainly some of the funding that we’ve had through or we’ve benefitted through HSSD for our clients has come through another route, because it’s been given to the voluntary organisations”.*

[S] “...we’ve recognised that, actually, as a statutory service we can’t pull in the funding to further develop the work through the voluntary sector and that actually by setting up something like a youth commission, even though it’s not going to be called that, there’s far more opportunities to develop the work that we can support as a statutory sector but not directly deliver because we haven’t got our own resources. But we can access that if we set up a charity that can then pull in money from commercial companies or from other larger national charities or whatever”.

This access to funding has enabled the VCS to fill gaps in state service provision or support state services, share the provision of services, or initiate statutory services through the support of ‘seed capital’ from the voluntary sector.

[V] “...For example the person who’s been in the role of [specialist health worker], that position was created after a major campaign six or seven years ago by private sector and an agreement was reached with HSSD to 50% share. And so it was like seed capital provided by the voluntary organisations and also to ease the role in and to afford some of the cost of that.”

[S] “... they [the VCS] might not be able to provide the services, but in the past they’ve provided finance to set up. They’ve set up some of the learning disability. They’ve funded it, but the department then took on the responsibility of it. So there’s some really nice bits of work out there, but actually it is about how you coordinate it all and the charitable sector have got a lot of money that they’re happy to help us with”.

Therefore, the VCS in Guernsey is in a strong position to promote and develop social inclusion. However, the discussion groups showed that its achievements have been despite a number of challenges, as the next section will outline.

4.4 Difficulties of the work of the VCS in relation to promoting social inclusion

Focus group participants discussed a number of difficulties that they had encountered in their work on promoting social inclusion within or in liaison with the VCS in Guernsey. The main difficulties were in relation to co-ordinating services; a lack of information and data; inclusiveness in provision; the increasing professionalisation of the sector; obtaining reliable funding; and recruitment and retention of voluntary and paid staff. These discussions will be outlined below.

4.4.1 Co-ordination problems

The issue of co-ordination and a strategic view of the activities of the various VCS organisations was one that was raised in a number of focus groups. Some participants spoke of a well inter-connected network within Guernsey's voluntary sector, partly because a number of people are involved as volunteers or board members with several organisations. This, to some extent, avoids duplication and enhances co-ordination in an informal way. Therefore, some participants felt that co-ordination was not an issue in Guernsey, for example, one said:

[V] *"...the voluntary sector, I would say, works very well together...We don't feel like we're in competition with each other... and if we need something we just (laughs) we just talk to each other..."*

However, on the whole, most participants felt that there was considerable scope for improvement in the degree of co-ordination within the voluntary sector. Some felt that there was competition between organisations, that they had to fight for their own interests, that they operated with a 'silo mentality', were protective and did not work together, and that the duplication of activities was not always helpful, as the following comments describe:

[V] *"...we ourselves aren't joined up...you know it's really difficult. We're trying to persuade government to be joined up amongst themselves and actually we, in the voluntary sector, have failed to do that."*

[V] *"...It's quite interesting because everybody fights their own corner...You hear the elderly say "oh, the children get everything", you know, and then you hear the adult disability say "oh", you know, "mental health get more" ...You always fight your own corner, but it is across the board."*

[V] *"...there's competition amongst charities on the island...So you can have subtle differences between the type of charity, where they're both fighting fiercely for the same a) support and b) funds. And actually work and profile, everything – that's what doesn't always help the charitable sector locally because, arguably, you're all kind of trying to work towards the same broad end..."*

[S] *"...Lots of pockets of really good work going on, but if any of those pockets of work would actually talk to the others then ...within government and non-government sort of organisations ... that you'd sort of think in Guernsey, being so small, that we wouldn't have that problem, you know because everyone could talk to everyone else because we're in such a small area. But it*

doesn't. It happens. When it does happen, it works very well. When it doesn't, it does cause quite a few issues."

4.4.1.1 Overlap

Several focus group participants remarked on the overlap that occurred due to the very large numbers of small voluntary groups and a tendency for new groups to be set up, even when there are existing groups that could meet the need or be developed to meet the need, or even when there is already statutory provision in that area.

[V] *"...In some areas there so much overlap it's almost impossible... So if anything a bit of rationalisation wouldn't hurt in some areas ... but you can't... They're out there, fundraising, getting things done ... so you've now got two societies doing the same job. Now you can't stop them doing that – if they want to do it they've got good reason to do it, but it does confuse the issue over who's doing what."*

[S] *"...And consequently they don't necessarily act in a structured way in terms of what they're doing...so you've got a whole sort of disparate range of people who all are trying to engage in a very haphazard way with the States and vice versa really."*

Rather than individuals or groups establishing new organisations, it was thought, they should first review what other organisations were doing similar work and how any new organisation could fit within existing structures. Indeed it was reported that the Association of Guernsey Charities directly asks people to do that who contact the Association about starting a new group. Some participants expressed a view that services would be set up because of a personal motivation, or because they attract enthusiasm or funding, rather than responding to need. A multiplicity of groups in one area of provision could cause confusion:

[V] *"...how do you [coordinate services] when you've got seven or eight or nine or probably more mental health charities in Guernsey?... it comes back to when a family has a problem. One of the things they do, and we often see it when there's been a crisis as a result perhaps of a fatality on the road or something, straight away set up a new charity, fundraise for this, that or the other and it happens all the time."*

[V] *"...The issue is we're not working together. And that's because charities get set up by someone who's got an axe to grind and they want to do that thing."*

[V] “...charities will see money attached to drugs and say well great we’ll say we’ll provide that. So I kind of do think that happens in reality. There is competition and I think there is duplication in different pockets.”

Some people felt that, because of the fashion for certain causes, some needs go unmet, particularly where they are linked to smaller VCS groups:

[V] “...The other aspect too is that this island as a vogue seems to like building things for charity...it sucks money out ... Now you know that’s bound to have an effect on other charities’ lifeblood.”

[S] “...we can get all the funding we want for somebody with a specific condition or a specific social problem and get nothing for somebody else with exactly the same needs... depending on, what, if they fit into that charity or not. So that’s where they have some sort of inequality really for people we find.”

4.4.1.2 Need for improved coordination infrastructure

It was recognised that some attempts had been made to draw organisations together, support them to communicate better and share information about their activities. Some focus groups particularly mentioned the role of the GDA in providing support and a degree of co-ordination to disability charities and how valuable they perceived this to be. In addition, some of the formal networking organisations were mentioned as aiding communication, for example the Association of Guernsey Charities. However several participants thought there was a need for increased infrastructural resources to support and develop coordination.

4.4.1.3 Attitudinal change

Some participants referred to the need for attitudinal and cultural change before organisations could share resources, reduce overlap and work together more productively.

[V] “...There could be [more partnership between charities], but it would take some attitude to change, and it might take ... it’d take a cultural change.”

Therefore some change, it was thought, needed to come from the VCS organisations themselves, as also discussed in section 4.5.3.7. They needed to pay more attention to what the current needs of the population were and how they could best be provided at a more strategic level, rather than in microcosm.

4.4.1.4 Role of States in supporting strategic development and coordination

Some States participants suggested that there were responsibilities for statutory partners in this area. VCS groups may have a difficulty identifying needs because they were often left working in isolation, not included in strategic meetings or the States may have not made the needs clear, as well as there being an issue regarding a lack of accessible data (see section 4.4.2).

However, the States participants did mention several occasions where voluntary organisations had planned their work carefully through liaison with them and research about need before initiating new projects:

[S] *“... Particular charities will... actually ask what are the needs and how could they best be provided. Other charities will do it the other way round, will tell us what they’re providing... without looking at the need first or how best to provide it and what do people want.”*

[S] *“...they are the two groups that have come to us as community services and not only to our group, to other groups. They found out where there is a need and looked at how that can be provided by pulling lots of different organisations in and professionals to actually say you know do you agree this is a need that’s been highlighted to us? What’s the extent of this need? How can it best be provided for? And not wanting to necessarily do the provision just for themselves, because I think unfortunately there’s some charities there is a little bit of a status thing about wanting to be recognised and be the providers of this you know service or solving that problem.”*

Whilst some focus group participants did relate examples of organisations working effectively together in a strategic way, there was clearly a feeling that more could, and should, be done to better co-ordinate, and so strengthen, the voluntary sector. This would need to be within the voluntary sector itself, but also with the voluntary sector having a place at the table where strategic planning and decision-making took place at an island level. A start on this seems to have been made with the various Strategy groups, as discussed in section 4.5.1.

However despite developing areas of coordination through States strategies, the majority of the views about co-ordination in the voluntary sector in Guernsey were that it is, by and large, fragmented, lacking a sense of where each organisation fits alongside each other, and may not be always taking into consideration the strategic needs of the population. However more coordinated and strategic models exist that can point ways forward.

4.4.2 Information and data

There was considerable agreement in the focus groups regarding a lack of effective data about a number of issues. There has been limited development of information systems and databases to provide ready access to information about the sector and of relevance to the issues it encompasses, as the following comments point out:

[V] *"... You come back to statistics all the time. The first thing anybody says is how many people are you actually referring to and you can only go on the figures that you've actually got...."*

[V] *"...We haven't really got very much research and most of us feel passionately that the arts make a difference... But a lot of it is anecdotal....our need, I think, now is to try and get that more statistically based to make the argument for us. Because, I think, if we need to make an argument for policy makers or politicians, we probably need to give them some hard facts...you just know it's good, but how do you actually quantify it?"*

[S] *"...'Yeah, I mean, I think one of the things that we're trying to identify through our young people survey, which Guernsey hasn't been very good at identifying, is about social inequalities... we've never really tried to create an evidence base for social economic difficulties or differences across schools and people have denied that ... they tend to think that in Guernsey they don't exist but we know from the work... that [the problem] does exist... we've really struggled to create the evidence base."*

Participants also lamented the lack of a cohesive demographic database, specifically including information on the numbers of disabled people, and that there has been no recent census or plans to carry one out. Therefore, more, and better, research data and information systems would seem to be vital to the development of the VCS in Guernsey.

4.4.3 Inclusion and inclusiveness

4.4.3.1 Inclusiveness

Some discussion took place around whether the VCS included a range of people and/or everyone that needed to be included, whether they were perceived to include everyone, and whether the way in which organisations worked enabled people to be included. Clearly, whether an organisation itself is inclusive, or is perceived to be inclusive, is an important factor in enabling the VCS to promote social inclusion. However it is only one aspect of inclusion.

Amongst the focus group participants were some that seemed to consider that inclusion meant only being prepared to include anyone that came to them. One participant said *'I'm not aware of any exclusion going on in the island'*, which seemed to stem from a perception that it was only necessary to stop excluding people from organisations in order to have inclusion. These comments suggested limited recognition or understanding of the possible barriers to inclusion, which relate to broader social, political, economic and cultural factors.

However, most focus group participants showed a greater understanding of why people may slip below the reach of VCS organisations. One reason was thought to be the cost, or perceived cost, of going along to a voluntary organisation, although provision was often described as free, low cost or flexible cost. Other reasons were thought to be due to the nature of Guernsey life: that it was a small *'intense'* community and that people may not engage with an organisation because they didn't want anyone to know that they were accessing that service, or they did not like someone else who they knew to be there, as these focus group participants described:

[V] *"...A lot of the people won't come because they don't know the people here, and they're reluctant to join something with people they don't know".*

[V] *"...people will not join somewhere because Freddy's in there, and I know Fred and I don't like him"*

[V] *"...you know they might have known people at school and had a bad time at school with a person. In a small community you're not getting away from those people, you're being re-faced with those people time and time again, and uh ... that happens with children as well. If they've been at a primary school and not got on, and that person is then a member of a youth group, they'll want to join another youth group rather than that one. That can*

happen, and that goes through your life – football teams and the whole lot I think. So the intensity of the relationship in a small island can be an inhibiting factor.”

Conversely it was also suggested that some people might not attend groups if they did not know anyone.

The size of Guernsey has implications in terms of ensuring anonymity or confidentiality when people came in for a service.

[V] *“...we’re aware of how people feel that they’re likely to know everybody who’s come in or spoken to you or whatever and that whole thing of being really, really careful with that, with managing that.”*

[V] *“...I think also with Guernsey being a small island everybody knows everybody ... you don’t have the anonymity of maybe somewhere else...so I think in some ways people in Guernsey might be less ready to come forward...Because they don’t have that sort of privacy or the you know the that they might want.”*

However other comments indicated that attention was given to how this issue could be carefully managed.

[V] *“...I think people who come for treatment, who come for chemotherapy, a lot of them don’t want people to know that they’re suffering. We tend not to use names. We don’t know names. We don’t need to know names.”*

[V] ***... the confidentiality then looms very large because we’re aware of how people feel that they’re likely to know everybody who’s come in or spoken to you or whatever and that whole thing of being really, really careful with that, with managing that.***

There were some assertions that not everyone wanted to be involved in groups or activities: *‘You can take a horse to water but you can’t make it drink’*. Some people do choose not to be involved in groups or organisations. However this leaves open the questions of whether the choices available suit all sections of the population.

Some participants considered that, even though Guernsey is *‘the size of a large town’*, there are particular difficulties in widely communicating about the benefits and opportunities that each of the VCS organisations could offer. In part, this was considered to be because there are so many organisations, that individuals may get *‘confused or perhaps overwhelmed by choice’*. One participant commented: *‘It is a nightmare and even the professionals working in the services don’t know who to go to or what you can get’*

Some perceived there to be a lack of coordinated information, in relation to both VCS groups and funding trusts, about what charities' or trusts' eligibility criteria are and what each could offer.

[V] “...It's all kept quite secret all these trust funds, isn't it?”

Whilst there had been some attempts at creating a database of all of the VCS organisations, beneficiaries would still need *'insider knowledge'* to be able to access and negotiate that. Clearly, in terms of social inclusion and the voluntary sector, the provision of clear, accessible information to potential beneficiaries about the voluntary sector options available to them is vital.

Irrespective of the way in which an organisation worked and the client group it served, there is the issue of whether organisations themselves were inclusive, or perceived to be inclusive. Some focus groups discussed the issues of discrimination and prejudicial attitudes, both on the part of the organisations themselves, and on the part of the client group. One participant, for example, related how one *'quite good'* Guernsey charity was reluctant to advertise itself too widely in case it attracted *'all sorts of the wrong people'*. Other participants reflected on the fact that their volunteers were *'all women'* or *'at least 65'*, but did not generally go on to consider whether this might, in itself, indicate a lack of inclusivity within the organisation. One fully inclusive organisation that was open to anyone considered that there were some potential clients who wouldn't consider coming to the organisation because it was perceived to be *'middle class British'*.

Some of the participants worked for organisations that were targeted at a particular group of people, and were by their very nature, exclusive to that client group rather than inclusive of all those who might want to use the service. As a result, there was the possibility of two people getting very different types of support because one fell within a particular client group and another did not. For example, it was commented that some forms of terminal illness did not receive equal attention to end of life care as others.

4.4.3.2 Inclusion in relation to minority ethnic groups

Even when the organisation was open to anyone, some organisations acknowledged that they did not have a diverse client group. One participant, for example, explained that their organisation had been trying to make contact with minority groups living in Guernsey because they wanted to make sure that their service was available to anybody who might need it. Another said:

[V] “...I think for us, if we are finding that people from other sectors of society aren’t engaging with what we’re doing then we have to ask ourselves a question, what might we need to do differently – and that’s one thing that we are doing.”

In general, focus group participants felt that those who were from minority ethnic cultures, and likely to be living in Guernsey for a short time (as opposed to second or third generation settlers) were the most ‘hard to reach’. One participant described them as *‘like an underclass – that they’re here, but they’re not here’*. It is difficult to determine what the key issues are here as to why these communities might be ‘hard to engage’, but focus group members listed: language barriers, that literature was not always available in community languages, that there was a lack of engagement on the part of the incoming communities, that workers were likely to experience exploitation, accommodation difficulties and long working hours, that many only stayed for a number of months, that they were unlikely to be accompanied by their families, and that in some circumstances there was a lack of response to reports of racism.

Probably that all of these factors combine to create a situation in which recent incomers are out of touch with Guernsey society as a whole, and the majority of VCS organisations are unable to create the circumstances in which their services might have been taken up. Churches are a possible exception, and a minority ethnic group leader who was interviewed reported active use of advice services by that community.

Generally, focus group participants considered that second or third generation incomers were less ‘hard to reach’ and rather more integrated in Guernsey life, one focus group member describing a particular ethnic group as *‘very self reliant and very motivated and very easy to engage with...they are a very robust community’*. Even so, there was some difference of opinion in this. A number of nationalities were identified where people formed relatively isolated communities, particularly if there were language barriers involved. One participant felt that engagement was made more difficult with a particular minority group because *‘they aren’t a group that particularly associate’*, or there was lack of representativeness or consistency of key members of a community: ***‘quite often the ...Association doesn’t appear to represent everybody’***. **However this sentiment glosses over the difficulties of representing everybody that most voluntary groups face.**

Focus group members also reflected on the fact that different communities that were now living and working in Guernsey may have had very different systems of service provision in their home countries and that lack of engagement with the VCS may

have been linked with a lack of knowledge about what was available, and/or a lack of expectation about anything being available.

There is one further issue that needs mentioning here. One interviewee, who was a community leader for an association for a long-standing minority ethnic group, commented that they had not been contacted by anyone in any charity to participate in activities (although this was partly linked by the interviewee to being absorbed in their community affairs).

[V] *"...No, we haven't been contacted by anyone in any charity ...to be part of them because usually we tend to be so busy with the Association itself that we do help once in a while a charity but we don't actually come as an Association."*

They had chosen not to apply for charitable status themselves, considering themselves to be a cultural group, and explained that a focus of activity of theirs was to fund-raise for other charities and hold inclusive events that anyone in Guernsey could attend. It would therefore be pertinent to comment that if only registered charities are eligible to apply to certain funding streams, or come together in certain fora, some of the cultural organisations may be subject to exclusion by the criteria being used.

4.4.3.3 Inclusion / exclusion in relation to other marginalised groups

Groups that were thought to fall into the gaps in provision included those in contact (or with a history of contact) with the criminal justice system, disaffected youth, children in care, the 'undeserving poor' or those misusing drugs or alcohol. These were not considered to be positive groups to support, because of prejudicial attitudes about what might be considered 'worthy' causes. Various participants' comments reflect these concerns.

[S] *"...I mean I've heard people say well we won't give you know we wouldn't give money to children in care because it's their fault. Do you see what I mean? And I think you know there's a, for me they are a group that perhaps do fall through gaps."*

[S] *"...children and young people are often seen to be very deserving until they're not and they get a label of say offender and they're really seen to be not deserving at all."*

[S] *"... You know special needs is a very visible kind of easy thing for people to give money towards, but when you're looking at people who are going through*

the juvenile justice system or you know just generally in poverty or need, behavioural difficulties, whatever, they're the very difficult people I think to get extra provision and extra resources for."

In the main, it seemed that prejudicial attitudes were being expressed by members of the community – those on whom the voluntary sector depended for funding and sustaining their work. If the public did not consider a particular organisation to be providing support for a worthy cause, the organisation would have little chance of raising enough money to support their activities.

Other focus group participants believed prejudicial attitudes to be endemic at all levels of society, and that there was a general, although not entrenched, 'cultural attitude' against perceived undeserving causes. One participant explained:

[S] *"...learning difficulties, for instance, where the voluntary sector can and are doing some really good work - if you then put in some criminality alongside that suddenly those young adults particularly fall off the radar because they're just not seen to be deserving. And that's a term that is quite interesting because there's always the perception of the deserving, the deserving children, the deserving poor. Therefore there's the undeserving,...and the children who are often seen to be deserving because they're children are the most undeserving when it comes to putting a criminal label on them."*

Whilst focus group participants agreed that such attitudes on the part of the general public were very influential with regards to the extent to which the voluntary sector was able to go about meeting the needs of those at risk of social exclusion, others considered that grant-giving trusts and organisations also had a role to play in this. One participant, for example, thought that charity committees could have judgemental views as well, recalling discussions about the 'deserving poor' at meetings of grant-givers.

[S] *"...I mean I sat in various charity committees that we've been invited to and you hear some extremely judgemental views and I think there's a thing here that probably it happens elsewhere, but I mean they do talk about deserving poor here."*

Several participants commented that some issues are not popular with the voluntary sector, therefore do not get taken up. Health issues or non-troublesome children are more likely to get voluntary sector support, whereas the statutory sector has to deal with all cases. This, it was thought, resulted in the VCS being in danger of primarily focusing on 'nice' causes and excluding those who were considered less worthy.

[S] *"...If we can only deal with 'nice' then ... we're only dealing with a slice of the voluntary sector."*

Some States participants felt that the voluntary sector in Guernsey, tended not to lobby for certain groups, particularly the more disempowered groups who might not self-organise (as discussed already in section 4.3.3).

[S] *"... Benefit claimants, long term sick, again without that specific you know disability, social housing tenants, single parent families, all that.... you're not going to get you know three generations down, three generations of a low income household, right that's it I'm going to go and speak up on behalf of my you know fellow impoverished. ... I want somebody out there to hold us to account and say look, those changes you're proposing in the States, that's going to impact on this...there has to be a counter voice there, somebody who's going to stand up and say actually...it's indefensible or whatever.. that's what I'd like to see."*

[S] *"...[the voluntary sector is] weighted towards health... very niche in some cases. Social inclusion in its broader sense, I don't see advocacy groups really for the homeless that are young for example or for say single parents or for you know low income families where you can't neatly pigeon hole them, you know there isn't an overt disability and stuff like that."*

There was even an apparent lack of understanding and inclusivity displayed by a few members of the focus groups. For example, a few participants appeared to blame housing shortages on migrant workers, as in the following comments:

[V] *"... I sort of did some groundwork and found that there were 2,000 Latvian people working in Guernsey... 2,000 people have found a home in Guernsey and yet there's a housing list of local people who can't find anywhere to live."
"...They might be a couple with two young children or one child, but they can't afford the rental market....all the housing stock with one and two bedrooms has been and gone, hasn't it, they've let it all go ...It's let to people with who are probably guest workers here."*

One participant referred to previous conditions for migrant workers which seemed to be considered acceptable (although these conditions had now changed).

[V] *"...Until a while back there was an agent... who used to do it. And he started off with Portuguese... and they were put up in hostels or tents.. We had an arrangement where they ... couldn't be in built accommodation, they had to be in tents– you wouldn't believe this – and that was the law... oh this was 12 years ago ... and in reality they preferred it because there was no*

cost... This particular employer had about 70 of these people ... some in hostels, some in tents, and he had a shed along his nursery where he had washing machines and cookers and refrigerators and they could cook their midday meal there and so on ... and it worked very well for many years. And then the law was changed so the men could stay in proper accommodation”.

4.4.3.4 Non-inclusive language

As indicated above, the discourse of ‘deserving’ and ‘undeserving’ was critiqued by focus group participants, but also appeared to be normalised and used uncritically at times, both in the focus groups and within some charities’ publicity in Guernsey. Some of the language used to describe minority and marginalised groups would also be critiqued in other jurisdictions, for example a reference by a statutory participant to black and minority ethnic children as ‘coloured’.

4.4.3.5 Stereotyping and prejudice

There were also comments which indicated a lack of awareness, stereotyping or direct prejudice in relation to marginalised groups.

[V] *“...with the Portuguese, especially if they’re working in hotels and so forth, very often they speak to each other and do not react very well with English people...I think it’s fair to say ... the Portuguese were not terribly well educated necessarily, they were farming stock...”*

[V] *“...Guernsey has put its very largely ... its community with learning difficulties, community with mental difficulties, out into the community for a very long time. And they have been supported, heavily supported, by social security ... so that they could ... they could have families. Now it’s not a matter of breeding, it’s a matter of education and living standard. And you can go round to the States houses and you can see how these people live - and they don’t know how to bring up children, they’ve come from a background which didn’t know how to bring up children – a lot of them don’t know how to bring up their own children, and we’re now on a third generation of not knowing how to build up children, and of course they don’t know how to behave ...”*

4.4.3.6 Barriers to involvement

Despite efforts to include marginalised groups, there also appeared to be a lack of understanding among some participants regarding the barriers and issues that affect people on low incomes, and might prevent them effectively taking up opportunities

for involvement. While this has implications for wage and income support levels in Guernsey, in the context of this study it is also an area where community development support might assist in overcoming these barriers to enable people to become more meaningfully and consistently engaged in local activities.

[V] “...Well the local community are not - the first thing we did was have an open evening and we invited - we put flyers through every letter box and 37 units of accommodation and four people turned up. ..Because we wanted to know what they wanted to do with their community centre...And one of the things they wanted was the library, which we have got the library coming in on Monday morning, but very few people use it. So it's very difficult sometimes to know what they want. And even when you provide it they don't necessarily [use it].”

[S] “...So you had a two hour surfing session for £1. Well you know sort of I'm pretty sure that most young people would be able to find £1. You know it might be that dad might have to go without his pint you know.”

[V] “...And we did have a ... we were giving a service in the past at the Bouet housing estate for literacy ... but as there was only one student and that student went away, it stopped....they had a small social centre there. I wasn't involved in it but I understood that it was going ahead, so that stopped. It's because there wasn't an apparent need as far as I can see. We didn't stop it, We stopped when there was nothing to do.”

4.4.3.7 Historical traditions

To some extent the attitudes and approaches indicated above may be rooted in some of the historical traditions in Guernsey that are less than progressive, as explained by this participant:

[S] “... the public assistance network over here you know is ... until very recently, yes, you had this parochial network of people that would turn out every Thursday night and they would see the poor and they would have a deserving box and an undeserving box... no matter how well motivated these people were it came down to their perception of who needs the money and who didn't...”

4.4.3.8 Influence of the media

The local media, notably the Guernsey Press and the Guernsey Globe, were often considered to be approachable and willing to publicise injustices raised by the voluntary sector.

[V] *"...[We work] around media a lot, don't we. ...Well we have to try yes, it depends how they report it. It's difficult otherwise to know how to communicate to change people's minds, to make your point. ...You have to rely on the local newspapers, the Press and the Guernsey Globe which comes out weekly....To raise awareness."*

However the media may also be responsible for perpetuating some of the negative attitudes to certain groups. The media were frequently described as 'very powerful', to some extent due to the nature of the political system in Guernsey:

[S] *"... if someone's thinking of moving here or taking up post... actually after a few weeks you realise how powerful and influencing a little local rag is on a community of our size."*

[S] *"...we have one national newspaper in Guernsey and this is quite an important point that we have a very democratic style of government because it's all individual representation, so no party politics. Therefore, a local national newspaper is the unelected opposition, so therefore any angle or spin is a... question on government."*

However, some people considered there was a 'pecking order' in terms of which issues were covered and even hostility towards some groups, primarily of people who had broken the law:

[S] *"...There's a very low tolerance of any sort of criminality or benefit culture. And anti-social behaviour and any sort of benefit fraud or anything is seen as, I'm not sure it's any different to the UK, but as soon as you have broken the law then you are sort of the press is very antagonistic, very judgemental, no understanding."*

Several comments highlighted that, because of the power of the media in Guernsey, the approach of the press could make problems worse for some people:

[S] *"...So therefore if there is crime or a social dilemma issue then it will be used as a spin... in order to generate a story, to say you're failing in government. And so therefore often it reflects in a very negative way about the particular social group they're talking about...it's the impact it might have and also particularly on things like the perception of crime, perception on particular age groups etc. It's very influential on people ..."*

However, some variation in the media was acknowledged.

[S] *"...You know sort of we have some media that are better than others...some media are very much more approachable and will actually take the message of what I'm trying to say and do it in a way that I want, others*

won't... Then we have the Guernsey Press you know highlighting the negative and they will always pull out the negative more often than not than the positive."

There was also a view from a statutory participant that the media can be uncritical in relation to the voluntary sector, supporting causes even when there are problems affecting an organisation.

Therefore, the discussions around the inclusiveness of the voluntary sector were wide-ranging and productive, unearthing many issues that will need to be addressed.

4.4.4 Increasing professionalisation of the sector

A number of focus group participants commented that there was now an expectation that voluntary sector organisations should work in highly professional ways, similar to statutory sector bodies.

4.4.4.1 Background to increasing professionalization

Some felt that this had been a recently developing expectation, and that it put pressure on organisations, particularly those unused to responding to formal tendering processes, negotiating service level agreements, agreeing key performance indicators or providing evidence of the effectiveness of their work. In part, the increased professionalism required was thought to come from the types of contracts and funding agreements with the statutory sector that voluntary sector organisations were increasingly getting involved with; in part it came from generally increased regulation on health and safety and safeguarding issues; and in part it was thought that it came with growth, and that the larger the organisation became so the more complex its governance requirements. Participants commented:

[V] *"...We need to be very professional these days... to have properly audited accounts. I mean it's quite horrifying for some people you know. They did their sums on the back of an envelope, suddenly it's got to go up to head office and be thoroughly audited..."*

[V] *"...And there's more people telling us how to do it. In 1960 when you look at the minutes of the meetings, they were quite straightforward and you see the minutes now you know there's more and more people telling us, fire drill and all this kind of thing. More and more pressures on individuals... You know to conform and to be seen to conform ..."*

4.4.4.2 Impact of performance measurement on VCS organisations

Some participants expressed a clear view that excessive performance measurement was inappropriate for some VCS organisations, and might detract from the direct work with service users. This included a statutory participant who was also actively involved in VCS organisations, an aspect of volunteering that is outlined in section 4.5.1,

[S] *“.....most of the difficulty now comes from the public sector and its requirements for ... service level agreements. Key performance indicators are actually, they're difficult things to measure and I can remember correspondence about people criticising [our] club, saying that what we did was in one particular area was quite amateur and we actually turned round and said well yeah, that's because we're an amateur club and don't expect us to behave professionally ..everybody plays their part within that happening within the community, so pinning down key performance indicators are quite difficult for charities and that isn't necessarily their fault because most of them are small and that's not why they do, they're in it for other reasons than setting say KPIs.”*

[V] *“...I know in the case of the work we do, every time we're measuring what we do that means we're doing less work in the classroom, now we should do 'cause you obviously had to measure your effectiveness but there is a point at which that measurement within itself ceases to be effective.”*

4.4.4.3 Health and safety and risk management

Other focus group participants commented on the stringency of health and safety requirements, the requirements for vetting staff and volunteers, anxieties about being sued, and of having policies, procedures and standards in place. There was criticism in one group of the approach Guernsey had taken to police checks, which was seen as more onerous and cumbersome than was needed.

[V] *“...But then again Guernsey in its infinite wisdom decided that actually they were going to do a completely different independent ... they're doing a Guernsey Vetting Bureau. So Jersey were going to follow the UK, and Guernsey decided that no it wasn't, it's going to set up a completely separate vetting bureau and it's going to charge us for doing police checks, and I've actually got 8 police checks in Guernsey which is just ... but it is just a constant paperwork battle.”*

However a planned change to a Vetting Bureau drawing on the UK CRB was seen as potentially simplifying the system, although *'they are just being so slow in bringing it in'*.

Another of the reasons that was proposed for the increasing demands on the voluntary sector was the worry about being sued.

[V] *"...What's driven that ... I think that's the problem in society, in that there's an expectation now that you're going to get a service. There's not an understanding that someone's trying to help you, it's an expectation that if it's not up to this standard I'm going to complain and sue you. So the training isn't to do the job better it's to cover your rear."*

Whether it is related to these expectations is unclear, but some participants noted a shift in the voluntary sector from its former advocacy role to a service delivery/business model.

[S] *"...But I do notice that there seems to be a change in some of them to a more what I'd call business like attitude and a more sort of positive action towards fund raising and a greater determination to do specific things rather than the more advocacy role which may have been traditional in the past."*

4.4.4.4 Service standards and best practice

Another aspect of professionalism that was raised was that of the standard of service that VCS organisations were able to provide. Services that in other jurisdictions would be funded with paid staff may be provided entirely by volunteers in Guernsey, for example some housing provision. There was a view that it was the nature of Guernsey to have small and informal voluntary organisations. Whilst this in itself was not necessarily seen to be problematic, there was a view from the States that standards might be lacking or erratic in the voluntary sector. This had led to a situation where the quality of services was thought to be very variable. While some services were excellent, others lacked standards that they adhered to, resulting in poorer quality services, despite the enthusiasm of voluntary groups.

[S] *"....not all voluntary groups or charitable sector groups are necessarily well organised or regulated necessarily. The advice they give may often be fantastic, but it may not be and you know you get a wide variety of quality, inevitably perhaps..."*

[S] *"...Where sometimes I have concerns, I know it's shared in other groups, is the standards if you like of and accountability of the work within those people offering a service. I can think of an example ...where the intent is*

exceptionally good, but the outcomes and what they're doing sometimes begs question in terms of how that's overseen."

One of the VCS participants seemed to take the attitude that being a voluntary service was an adequate reason for not meeting needs, although this needs to be set in the context of a purely voluntary organisation providing a service for very disadvantaged groups who are '**outcasts of any system in Guernsey**', and it may be beyond the organisation's voluntary resources to respond to adequately:

[V] *"...because we've got no paid staff that when we, if anybody sort of gives us, is difficult to us and we can say to them when their demands are great, we can say to them but look we're a voluntary organisation... We're doing this because of you know compassion for your situation, so don't bang on our counter demanding things because we're actually unpaid individuals trying to help you... if you were being paid for it they would expect more out of it..."*

However, most focus group participants felt strongly that good practice should be expected across all sectors. Participants commented:

[V] *"...So we have to keep up to their standards, which is I think that is good. It you know makes you keep up to the standards [of the parent body]."*

[S] *"...Good practice is good practice, and people at times can hide behind the fact it's voluntary....People should aspire to best practice all the time, wherever they come from'.*

[S] *"...[In the statutory sector]...we're heavily bound by checks and balances by very strong policies and procedures...by the legislation. I think that similar approach should be in the voluntary sector. It doesn't matter who they are. They need their own internal disciplines to actually manage their own staff to stop problems happening in the first place...there's never a reason not to have something robust in place in terms of protecting both sides, certainly the kids that are involved in some of this."*

However, there was a clear issue about how small organisations can manage, train and keep standards. There were also difficulties in relation to tensions regarding whether to adopt local standards, or those of the parent organisation, as will be discussed later in section 4.7.3. It was suggested that a local group can have the brand name of a national body but will be following a different 'set of rules' because the legislation is different in Guernsey.

[S] *"...when we talk about difficulties I don't think it's very explicit what the objectives of some of these organisations are... Some of them are badged with kind of, you know, big UK or charitable names, but they don't have, kind*

of, the frameworks of support etc. and it's more in name than in practice. And consequently they don't necessarily act in a structured way in terms of what they're doing."

4.4.5 Funding

An issue that generated considerable debate across the focus groups was the current funding situation. Within this, the availability, security and amount of funding was discussed.

4.4.5.1 Sources of funding

Three main sources of funding appeared to be statutory sector contracts, grant-giving bodies and financial trusts, and voluntary donations (which were often very generous). It was considered that Guernsey's voluntary sector had fared quite well in terms of its funding in the past, but grants were now considered to be harder to get and the availability of funding sources was thought to be shrinking. Participants reflected:

[V] *"We're constantly having to try and find funding for our initiatives and that can be really challenging, because we're up against so many other worthy organisations also battling for those same pots of money"*

[V] *"...[name of Foundation] is probably the biggest giver of money... Now everybody is coming for funding for wages because the tap is being turned off by government... we say but the States should be paying for this...And it happens all the time and it's getting worse. The trouble is that they're sealing the tap off but we've relied entirely, well not entirely, very, very largely on the financial services sector whose budgets have actually been turned off."*

In this situation large groups with access to professional expertise and raising high levels of funds could squeeze out smaller groups.

[V] *"...There's less money around at the moment and I think those charities who are small who probably have one or two or three officials – there are no other volunteers – are finding a heck of a struggle.. when you've got an army of people the word gets spread quickly, whereas if you've got a limited audience relating to your charity, that puts pressure on in raising the money."*

[S] *"... you get the big high profile things... Fantastic vision for the future, but it's absorbing a lot of the money that's available on the island for charitable"*

donations and maybe some other charities that could have a huge impact for a relatively small amount of resource find it really difficult to raise money.”

Some participants said that they were aware of some of the companies that would distribute small amounts of money or goods, indeed a smaller trust was represented in the groups, but that there were only a few bodies that they were aware of that distributed large awards. Many groups approached these organisations so it is very competitive. Moreover knowledge of the various trusts is not always easy to obtain, and accessing the correct one depends on individual knowledge

[S] *“...And there’s certain ones that will give you money for one thing, but not for another, so it’s experience, insider knowledge as well.*

Finding funding for new initiatives, in particular, was becoming increasingly difficult, despite acknowledgement of needs within the States. Therefore, some needs are going unmet.

[V] *“...Statutory services know exactly where the gaps are...They’re fully aware and you go and talk to them and they say yeah, but we’ve got limited funds...we’re not going to be an island that’s booming in the next ten years...And they have to choose.”*

[V] *“...[The States] They’re very much aware of setting a precedent, aren’t they?...They don’t want to put things in place that aren’t going to be able to be followed through, so they don’t do it anyway.”*

None of the focus group participants mentioned being directly involved with a VCS organisation that had closed down because of a lack of funding, but some reported stories of services terminating or groups disbanding for this reason.

Whilst this lack of funding was the predominant view, it was not a universal view – one participant had successfully raised a million pounds in six months; another said that they had been approached by a charitable trust and asked if the voluntary organisation fitted their remit. Even so, where to find funding was an issue debated in a number of focus groups.

[V] *“... this is a very generous island, but it is sometimes really difficult to identify what’s out there. ...I think we’re all aware there are loads of trusts out there ... and they all have their own field that they want to support. But we don’t know where they are – we know they’re there but we don’t know how to access them... A central register would be absolutely fantastic.”*

A way of coordinating funding needs and funding offers was clearly necessary as there is a situation whereby some funders do not advertise for fear of being inundated, while other trusts do not get sufficient applications, or may distribute funding within existing networks.

[V] “...once in a while we’ll stick something in the paper to say ... we have X thousand pounds to give away, please send your requests in – and we’ll not receive one...we’ve sat round the board table... and we’ve kind of pondered two requests ... there are other charities ... one with £150,000 that struggles to give away money..It’s just connecting with those that need it.”

[V] “...And in funding too – you know a couple of charitable trusts set up around the place that have got money they don’t know what to do with it. Which is I think crackers”.

[V] “...Now one of the biggest beneficiaries on the island I think has been [name of group], do you know why? – because I was a director of [that group] before. So every meeting I’d always got that on my mind and I’d say to the guys ‘Look they need a new ...’ – I’m afraid that’s how it works.”

Some focus group participants said that there is a perception that some VCS organisations were filling gaps that statutory sector services should be providing for disadvantaged groups when it came to applying for funding for their services because there was an expectation by grant-givers that such services were ‘core’ (or elsewhere were provided centrally) and they should therefore be provided or funded by the statutory sector itself.

4.4.5.2 Short-term and insecure funding

Even if funding had been agreed for a particular organisation or cause, the changing priorities of those awarding grants, and the short-term nature of some of the funding created uncertainty and a lack of security for VCS organisations.

[V] “...And I think as well you do realise that you know that there are other things which crop up. I mean the big impacts that you do get is if suddenly there’s a tsunami at the other side...and you’ve arranged a flag day and you think well that’s had it basically. You know that the big impact charities are going to pull on that money for a certain amount of time.

[S] *"...businesses probably tend to like to switch between different things as well...So they have, so say for a couple of years they will sponsor one particular thing and then they'll shift focus onto something else."*

[S] *"...as we've seen in other jurisdictions there is a tighter belt on financing and so therefore where you rely on provision and it becomes more vulnerable through potentially not receiving funding, then that's something I think from the statutory bodies we've got to be very careful of the reliance factor and making sure that there is, a vital service isn't lost if you like...in some areas we're seeing maybe not continuing funding going forward and if I just think that there should be some caution from our side that if that dries up we're reliant on provision through the voluntary and charity sectors, we've got to be careful."*

Reliance on donations could be insecure where global events and disasters might impact on local fund-raising.

[V] *"...another factor that should be mentioned is ...the rising of local charities for people overseas. And I have to say although it's a worthy cause, I don't necessarily agree with that when we've got lots of problems inhouse."*

This point led to a brief but pertinent discussion about the relationship between the Guernsey community and the global community

[V] *"...But perhaps that's also because as the world has changed, people's concept of what is their community has perhaps widened, and that impacts on this."*

"Yeah it'd be sad if we just looked inwards I think."

Because of the funding shortages, VCS organisations are now having to work harder to ensure their funding is continued, though there were different reactions to this including welcoming the enhanced accountability, as shown in these comments:

[V] *"...One of the things is that we do have to make representation every now and again to keep the grant... they were seeing all the charities that they support and reviewing and ... we really had to justify our existence from scratch...I think it's because they ran out of money. So they were no longer doing it just because they'd always supported us."*

[V] *"...I think funding is more difficult. But I think ... quite rightly, I think that the donors sort of require far more stringent evidence you know what's being done with the money – which I think is brilliant, because I've got a funny*

feeling that maybe 10 years ago whatever people used to apply for money and it was sort of spent without making a lot of difference. But now I know sponsors really require you to give a good rundown of how the money's been spent... Who it's sort of benefited and all this kind of thing..."

Others described making their services more appealing to funders, or carving off bits of them to be funded separately.

[V] *"...A lot of organisations who want to give you money do not want to give you money for salaries. So what we're having to do is sort of break down the cost of a volunteer preparation course or the average cost of supporting a family for a year and try and sell them that...an awful lot of charitable organisations want to fund projects and not fund staff salaries."*

[V] *"...you have to make an appeal and sometimes break it up so because nobody just wants to fund your running costs...You've got to have a project or you know a something that you can wrap up and say this is what you're paying for. And then you know you're more likely to get that."*

Core funding for salaries could be particularly problematic.

[V] *"...when you do access someone or find an institution or whatever who's willing to fund you, they usually want to fund a project. And for me the huge proportion of our expenses ... because we work with volunteers and so on is around salaries. And a lot of organisations who want to give you money do not want to give you money for salaries. So what we're having to do is sort of break down the cost... and sell them that."*

4.4.5.3 'Deserving' and 'undeserving' causes

Funding was also affected by the issue of deserving and non-deserving causes, as discussed earlier in sections 4.4.3.3 and 4.4.3.4. Some needs will go unmet because the person does not have condition that is of popular concern.

[V] *"...[this issue] doesn't have that glamour, that draw, so you know people on the street will say oh, why do you want to help people? You know why can't they help themselves?"*

[S] *"...a lot of the charities are very specific to whether it's you know a specific disease or a specific purpose...and we experience where we can get all the funding we want for somebody with a specific condition...and get nothing for somebody else with exactly the same needs'."*

4.4.5.4 Broader economic situation and States expenditure reductions

The broader economic situation means that there is now even more pressure on the States of Guernsey to cut costs, which will inevitably impact on the VCS.

[S] *“... the Press headline yesterday is that you know the HSSD are going to deliver lots of cuts... we’ve been in a period of growth, haven’t we, for several years in statutory agencies and that’s slowing down and stopping and we’ve just had HSSD begin to actually cut services...From a department perspective we’re not... cutting frontline services. So we’re not in the sort of austerity measures that are being experienced in the UK ... we didn’t hit the recession in the same way as the United Kingdom, but we are having to make up a gap in government funding. So therefore we are taking quite strong measures to look about efficiency and effectiveness of service ...”*

The situation discussed in section 4.3.8, where start up funding from the voluntary sector might provide a service that is taken forward by the statutory sector, or alternatively shared between the sectors, seemed to be coming under threat because of more limited funding within the States

[S] *“...certainly, in the past ... if we put in a new initiative then what we tended to do is just sort of pilot that with funding from outside... it would be a case that the strategy would then continue that funding and would take up that post after the three year period. That’s not happening anymore. We can’t guarantee that we can take on that post.”*

4.4.6 Staffing Issues (paid workers)

A key issue mentioned in the majority of focus groups was that of staffing their organisations with both paid and voluntary staff.

4.4.6.1 Recruitment and retention of paid staff

Recruitment and retention of qualified paid staff was considered by one participant to be ‘a *nightmare*’ and some participants described posts that had been left unfilled for long periods, affecting service provision:

[V] *“...so even where we’ve got the services ...and we have the service agreements, it comes unstuck because we can’t fill the posts”.*

Some of the problem occurs because Guernsey has almost full employment, making it necessary to bring people over from the UK. This presents a difficulty because of housing restrictions and the very high cost of housing for incomers. Usually, when a post is offered, a housing licence will also be provided, but sometimes there is no available accommodation for the type of licence offered. People in more senior posts are given housing licences for expensive property and it is illegal for them to buy or rent anything cheaper. One focus group participant spoke of having to pay considerably more than the salary that the appointee had earned in the UK, but the cost of housing left the person worse off.

Also, people who come from the UK need time to adjust to the different way of working and then, sometimes, they do not stay long.

[V] *"...I think that's one of the key realities of Guernsey, isn't it, because a lot of our staff come from the UK, are quite used to working in a certain way and we all develop best practice from whatever profession we come from and there's just that little peculiarity of Guernsey. You think you've got it, but there's a little swerve that's you know a specific rule...and then people get into bother then, don't they?"*

On the other hand, some participants mentioned the stability of core staff, that they tended to stay around for a long time and the relationships that built up as a result of this, made it easier for communication and partnerships.

The staff number limitation policy operated by the States sometimes worked in favour of voluntary organisations as funding goes to their groups to employ people to carry out the necessary work, rather than it being done by state employees. This could be to the benefit of both parties.

[S] *"...some of the contracting out was about the very strict rules within the statutory agencies about numbers of employees and it was a way of getting extra resources into the statutory services without getting, falling foul of the staff number limitation policy....So we got [workers]...which are actually working, who are actually employed by charities, voluntary services."*

Focus group participants gave examples of posts which were funded by the States either through secondment or under a contract, but the workers were seen as belonging to the voluntary organisation, for example under the Drug and Alcohol Strategy, and conversely where they were seen as no different to the States workers, for example in probation.

4.4.6.2 The impact of organisational size

In a few cases, anxieties were expressed about expanding and developing the organisation to the point where paid staff would be needed, because this could change the nature of the organisation, leading to a loss of cohesion, and a loss of volunteering commitment which is the main energy of many organisations. One VCS participant referred to such an organisation *'where...the workload got larger and larger and they decided to pay some people. And I think it was to the detriment of the whole organisation, because the others that sat round the table said well it's not my job now, they're paid to do it.'* Fear of fragmentation led to a decision to limit the growth of the organisation represented by the participant.

[V] *"...there are constraints because we've said that as a completely voluntary organisation we can probably grow by about 25% and after that we would then have to have paid staff and that's where we think fragmentation would start you know with, or animosity between things... The workload is manageable now to find people willing to do it. If we start giving them more work, you know I mean there are some rotten jobs there's no glamour attached to it, so you know we think we're the right size for the voluntary organisation we are."*

Several organisations had a mix of paid staff and volunteers, with paid staff also volunteering additional hours. Increased size involved a wider range of responsibilities, including supervising other volunteers, whereas the original reason for volunteering was the face to face work with service users, and this could also impact on volunteer enjoyment or commitment.

[V] *"...size is a problem. We are now a lot bigger than we used to be. People love to join because they want to do the advising, but we also have to provide the supervision and that is all voluntary as well. And that bit people don't enjoy and I think when we lose people it's quite often because [of] the responsibility which they're having to take on supervising ...they have to have some more training to be able to do it, but essentially..... it means that your best workers ...you're losing half of their time because they have to spend half of their time supervising."*

4.4.7 Staffing issues (voluntary workers)

Not all of the focus group participants were representing organisations that had paid staff. Some felt that there were advantages in not having paid staff, as discussed in

the previous section. However there were also issues regarding volunteers.

4.4.7.1 Difficulties recruiting volunteers

The most frequently mentioned issue regarding volunteers was difficulties in regard to their recruitment. Many organisations were considered to be chasing a very small volunteer pool, which was not representative of Guernsey society as a whole, generally being older people and women, as described earlier. This is especially true regarding volunteers for governance roles and more skilled activities, roles which were becoming more important with the increasing professionalisation of the voluntary sector.

[V] *“... that makes it more difficult for recruitment, for the directors you see. You have to go along and twist somebody’s arm pretty hard to get them, usually somebody’s who’s retired from a post somewhere and so it makes, it’s getting more and more professional.”*

To some extent the shortage of volunteers seems to be a result of the proliferation of organisations locally so that they are competing in a small pool of potential volunteers, but it may also be because possibly people are volunteering less as they are more pressurised by the demands of modern life, including longer working hours, career pressures, and the need to keep updating their training.

[V] *“...Well I think the pressures are on the sort of person, I mean I’m talking over 35 years here, and I came here ...[and] was amazed in a wealthy community what needs there were ... and I was involved in things like Lions Club and that sort of thing. But today when I look and I’ve got my own family, I mean my sons do far more than I ever did in terms of their children, their business, and therefore they just don’t have that time to commit... that’s one of the reasons I think it’s difficult to find new volunteers.”*

[V] *“...jobs [now] involve ongoing training as well. You know there’s usually a parallel education programme going on with your job and going on with your family ... and everything else.”*

[V] *“...I think there’s two parts to the volunteer problem. There are an awful lot of charitable organisations on this island looking for voluntary workers. So that’s one. I think we’re also becoming a very inward looking society – people go home from work, shut their doors and stay behind closed doors all evening. And I don’t know what that’s about, whether it’s about the stress of modern living.”*

Often the volunteers are drawn from the membership so are, themselves, experiencing the problems they are trying to help with, which limits their time and energy. Also, people who volunteer tend to be involved in multiple organisations which limits their availability.

[V] *“... there was one person who’s a leading light who you know gets landed with doing all the hands on stuff. And they are usually people who are the Mr Somebody for lots of organisations...the mug who puts their hand up and says ‘I will.’”*

Therefore, having time to give to a voluntary organisation was considered to be difficult for many people, particularly in a consistent way throughout the year and, whilst the focus group participants could understand this, it made running their organisations more of a challenge. One or two participants referred to difficulties recruiting volunteers for more seasonal work. Some participants considered the management of volunteers to be a difficult balancing act – between, on the one hand, having a ‘pair of hands’ to do the work, but on the other hand investing in those volunteers over the longer term so that they could take on the responsibilities and demands that the organisations required of them.

In order to retain existing volunteers, it was felt that it is important to show appreciation. One participant emphasised the importance of valuing and thanking volunteers.

[V] *“...We said but how can we value our volunteers? ... a key thing that came back was that people want to be thanked. ...it’s something that we probably need to put more time into. People just ... they want ... a sense of recognition and being thanked. And they volunteer not because they want to be paid, that’s why they volunteer ...you know but that aspect of gratitude...Because we thought ... volunteers what do they want? Training and support and all these kind of things. But actually the key thing that came back was they wanted to be thanked.”*

However, a view was expressed that a minimal change over a long period could induce rigidity in the organisation concerned.

[S] *“...I think one thing is one is about volunteers moving on, but the other thing is the volunteers who are here forever, that you know you might have somebody who started the charity and they’re still in the charity and they’re still in the charity ...and it’s their charity, they started it and that’s how it’s going to happen.”*

4.4.7.2 The business sector as a source of volunteers

One source of voluntary assistance that was considered to be under-used was that of the business sector and some focus group participants thought that more work could be done with companies so that they could release their staff for charitable work, or reward them in some way. One participant said:

[V] *“...It would be really very nice to have an accountancy practice say right okay we’re going to give 100 hours or 200 hours a year of our practice time to run treasury operations for charities.”*

Businesses do now offer their staff for short periods, rather than give grants, though sometimes this is limited to one off projects and weekends, rather than long term commitments:

[V] *“...I approached a senior manager in finance who actually sits on an organisation that represents the industry and said would they consider releasing staff ... because they tend to give them sort of long weekends don’t they, and they throw a pot of money and some staff at like a decorating project. I said would they consider releasing staff for two to three hours... And he did go away and think about it but he said in the current climate they couldn’t commit to such a big you know commitment of time.”*

Therefore, there is a need for more coordination regarding linking companies and volunteering needs.

4.4.7.3 Recruiting younger people

Another untapped resource was thought to be young people who may undertake voluntary work to improve their job prospects or for their own personal development. There was some concern about the short-term nature of some of this volunteering. A higher turnover of volunteers makes training less cost effective for an organisation, particularly where the training is extensive. However a number of participants noted that they need to change with the times and do things differently than in the past in this respect by focusing on the personal development opportunities within volunteering. One person explained:

[V] *“... the training that we give – it actually looks incredibly good on CVs ... the people of our age [i.e. older] will actually now volunteer and they will stay as volunteers, and we’ve got people having 30 years service and things. But what’s actually happening now is that ...people are volunteering for less. So instead of volunteering for 5, 10, 20 years...people actually only volunteer*

now for 2 years...It's not cost effective because actually ... and we realise that our training programme is wrong, because actually to train a volunteer to be a leader ... it covers three years.... in our time we do it because we want to, we get satisfaction, we want to give something back. Now the young people of today actually don't want to do that, what they actually want to do is 'What's in it for me?' 'Will it look good on my CV?' 'What do I get out of it?' ... we have to look at our recruiting differently, we have to look at our volunteering differently and we have to look at our training programme differently."

4.4.7.4 Training volunteers and staff

It is important to provide adequate training to retain as well as to recruit volunteers. In Guernsey, this can be particularly expensive, time-consuming and complicated because it may mean sending people 'off island', for example to training events organised by a parent body. This is especially true with the increasing professionalisation of the VCS, which can require extensive training for volunteers in some roles.

[V] *"...We have such a high standard expected of them. You know when people are coming along and saying oh, I think I'd like to offer my services they're thinking maybe you know I've got a few hours a week I could offer or something and suddenly you're saying what all the demands actually are and you know you can't just wander in and wander out. You're going to have to do this and that and you know ...it's a very big ask... And it's a huge amount of commitment for a very long term gain, because until they're fully trained and you know they've got so many hours under their belt before they can sort of wander off and offer services elsewhere"*

[V] *"...I can cast my mind back to when ...if someone felt they had time they could come along in two hour sessions and give their time... Today anyone who joins... has got to do a mandatory [training] ... which includes a compulsory visit to the UK. And that means the person, the man or woman who is going to give 6 hours a week, now has got to give at least 12 and maybe more – and they can't do it."*

Some participants referred to annual conferences / training sessions offered to beneficiaries by one large funder in Guernsey, which were found very valuable, but were only open to organisations that already had grants.

Another issue that was mentioned in the focus groups is that VCS organisations involved in partnerships with the statutory sector may find that training can be one way, with the VCS effectively providing a service to the States to their cost.

[V] “...***the difficulties we have is that the statutory services often send the staff our way for us to train up and then they employ them***”.

4.4.7.5 Coordination of volunteering

There have been difficulties coordinating the needs for volunteers with offers of volunteering. The Volunt-here.org website attempts to do this but some participants said it was difficult to use, because of needing to scroll through the whole alphabet for matches. Also, the point was made that people might not think to look for a website with volunteering opportunities unless they had decided they wanted to do voluntary work. There is a need to appeal to people who had not thought about it before, but there are limited opportunities for this:

[V] “...*recruiting volunteers...[is difficult]... placing the adverts in a local paper is fiendishly expensive. And you need to be out there all the time. You know one advert doesn't do it, one appearance on the radio doesn't do it – you have to repeat... you know so that they hear about you this week and then next month and then the third or fourth time down the road they might think about you. It's difficult to know what is an effective forum for doing that really, and it does carry quite a significant cost.*

National Volunteer Week was considered a good opportunity to do this, through a family fun day or media coverage, though it was felt there was a need for a co-ordinating body to organise this.

Part 2: VCS Relationships with the States and with Parent Bodies

4.5 Relationships between the VCS and the States in Guernsey

4.5.1 Variety of relationships between the voluntary /charitable and statutory sectors

This section looks at the relationship and balance between voluntary and statutory providers. This topic was discussed in all the focus groups and a wide range of views were elicited. The themes that were discussed included communication and access, attitudes to the voluntary sector, service based relationships (e.g. referrals both ways), volunteering across sectors, financial relationships, in-kind relationships, advocacy and scrutiny, overall changes in the relationships, umbrella / themed groups, Strategies and Commissions, and legislative changes. Sometimes a particular theme had both positive and negative manifestations, reflecting the diversity of the sector and of its relationships, and indeed the changes and fluctuations that can develop over time in dynamic contexts.

There was an array of experience, with a number of examples of positive relationships and joint working, alongside many examples of considerable tension. To some extent, relationships varied depending on the group concerned. Before examining these relationships in more detail, however, it is firstly important to note that the two sectors are not entirely separate. Some people work in both sectors, for example as paid workers for the States and as volunteers or board members in the voluntary sector; or work part-time in both sectors. Also some VCS organisations fund statutory sector posts and vice versa. There were also examples of States secondments to voluntary organisations (see section 4.4.6.1). On other occasions, the VCS will provide seed funding for a service that gradually becomes the responsibility of the state and vice versa (as discussed in sections 4.3.8 and 4.4.5).

Therefore, a myriad of quite complex relationships were evident. There was no overall strategy of engagement by either the statutory sector or the VCS (as, for example, outlined in the UK COMPACT and discussed in section 2.2.4), but such strategies had developed in specific areas of policy.

4.5.2 Positive aspects of the relationship between the voluntary/charitable and statutory sectors

Where the relationship between the voluntary and statutory sectors was working well, it seemed to be characterised by nurturing, negotiation and a respect for each others' skills and strengths. Examples of working positively together were given of shared projects, combined training initiatives and joint committees that worked well. There was also reference to the benefits of joint themed meetings to discuss shared issues. VCS participants were often very positive about their relationship with individuals working for the States, as well as the States departments themselves, enthusing that they were '*incredibly supportive*' and that they had a '*brilliant relationship*'. Indeed some VCS participants who were involved in partnerships noted that the relationship had continuously improved over recent years, with the States more willing to engage with the voluntary sector.

[V] "*...And you know there is a general goodwill I think to actually listen now whereas there wasn't.*"

It was also pointed out by some participants that mutual trust took time to establish.

[S] "*...But I think overall we have a very good relationship with the voluntary sector, but it's something that has to develop over time and has had to be carefully kind of nurtured if you like.*"

[V] "*...But my experience... you know it takes a while to build up credibility with the statutory sector it seems, and you've got to prove yourself, rightly so, before there's that sense of willingness then to work with you as a voluntary organisation.*"

It was sometimes considered that the two sectors had complementary roles, as this participant explained:

[S] "*...some people from the voluntary sector that are involved in this partnership... they're approaching this from... direct work with individuals. Whereas the statutory sector stuff is maybe a bit more focussing about the bigger, wider, social kind of...impact and needs...*"

4.5.2.1 Communication, liaison, support and joint work

From the VCS perspective, an important positive was the generally perceived accessibility of States deputies and officers, so that people knew who to contact and were easily able make contact with the person concerned:

[V] *“... one of the strengths of course that we do have is there aren’t many people in government that you’ve got to go to, so actually getting to the right person in government is almost always very simple.”*

Some focus group participants, from both States and VCS, said that they positively negotiate and communicate, and that this is a mutually beneficially process:

[V] *“...Where policy comes in, it’s, I think it’s a healthy relationship because you can negotiate. We’re the ones working at the coal face with the people so we see what the immediate needs are. So we have that dialogue and make sure that we meet somewhere in the middle.”*

Though some organisations did not have any funding or financial relationship with the States at all, for those that did, States support, in terms of funding and in-kind support, including training, supervision and IT support, was also widely appreciated. This came through a number of different arrangements, including grants, service level agreements and secondments. Service level agreements were mentioned as highly valued in both sectors because expectations are clear; and funding and services are more secure. Furthermore, there was also acknowledgement of some positive examples of joint funding initiatives to meet a need. Some participants considered that the voluntary sector can stand up to the States even though grant-aided by them, though this was not always the case. A number of participants were keen to emphasise that their acceptance of States funding had not jeopardised their independence and lobbying role:

[V] *“...they give us a grant you know that covers the accommodation, but there’s never any question that they interfere and we challenge them very strongly on behalf of individuals but also on social policy issues... There’s never been, never been a problem. I mean and we will challenge fairly vigorously at times. And they don’t sort of get huffy and say look just a minute, you got some money from us...”*

[V] *“...We do have a really, really good relationship with some of the statutory agencies, even though we’re totally independent of them.”*

In particular, there was respect for the GDA from States participants, for the way it had raised issues, and enhanced communication between sectors.

While a number of focus group participants identified a clear role for the voluntary sector in providing more support for currently excluded groups such as marginalised young people, the general feeling was that because of the likely challenges involved, this would need to be a partnership between the statutory sector and voluntary sectors. One participant explained:

[S] *“...So, I mean, I’m sure that there is more that can be done to reach out, as there would be in any community. The issue we face is we’ve identified that amongst young people that there are 8 – 10% of young people about whom we are concerned in a variety of ways and who need voluntary support but the issue of bringing that 10% down to 5% you have to invest such a huge amount of resources, don’t you, to make that difference. And that’s the issue we face at the moment.”*

The two sectors often also worked well together with regard to referrals both ways. Referrals worked well in the context where there was overall coordination between sectors e.g. through a Strategy, between organisations with established relationships within the sector e.g. housing associations, where a voluntary organisation had built up a good relationship with a specialist professional e.g. in health, and where a voluntary organisation could provide a more accessible, less stigmatised and threatening service, for example for families.

4.5.2.2 Strategies and Commissions

The most highlighted examples of good practice in relationships between the sectors involved the Strategies (Domestic Abuse, Drug and Alcohol, Restorative Justice and the developing Children and Young People’s Plan) which provided a clear shared policy direction, an overarching umbrella with structured regular discussion forums to review the implementation and development of the Strategy, and well established working relationships between personnel in the sectors. These examples included some of the features outlined above, for example the ability to challenge without fracturing relationships.

[S] *“...And the Strategy works very well. We’ve got an action group that meet sort of once every month, six weeks and that’s all the drug and alcohol agencies that come together. Both managers from the non-government organisations and then operational staff that sort of are doing the daily work and we meet up. We have a members’ update and everyone’s able to contribute to that, telling everyone exactly what’s going on within those areas. And that seems to work really, really well... and we have approximately you know 18 to 20 turning up every six weeks to you know give the knowledge of what’s actually current as well, which is really important in Guernsey because the trends change very quickly...”*

[S] *“ I think the Domestic Abuse Group is a really good example of how the statutory and voluntary agencies have worked together, because they’ve actually pushed forward policy making really, haven’t they? They were the driving force really of get a good strategy in place and it’s really worked well*

as a sort of a way of sharing information about sort of gaps in service provision and stuff like that.”

Voluntary sector organisations which had been involved in such Strategies had reaped considerable benefits in terms of resources, stability, access to training, and regular inter-agency meetings to discuss common issues.

[V] *“I think there are massive benefits... For [organisation], before the Drug and Alcohol Strategy came to life we were running on minimal things really. We couldn't provide full services, so I think for us it's given us a real kind of stability to what we can provide in the community.”*

[V] *“we work so closely with the Education Department and with the Drug and Alcohol Strategy group, so when a training day you know they offer to teachers, to the teaching staff, we actually have access to those.”*

The Sports and Arts Commissions, as hybrid umbrella bodies bridging between the States and the VCS, and enabling the mobilisation of extensive volunteering under the support of a States sponsored body, were clearly also viewed as successful examples of partnership working, though they had been complex to establish. The States of Guernsey Children and Young Person's Plan, which was work in progress at the time of the study, was drawing ideas from these Commissions, although the realisation of active voluntary sector involvement was yet to be evidenced:

[S] *“It's statutory and we've got voluntary representation, or will have voluntary representation... it's the first Plan, so as that progresses we should be able to identify more and more what the actual gaps are within service provision across both sectors so that then we can start to look at how best to fill those gaps and how best to utilise resources for that.”*

[S] *“...As far as the benefits of partnership are concerned, I think from our perspective and the link with the voluntary sector we very much picked up on the Sports Commission, Arts Commission kind of model and are currently working towards that as far as setting up some sort of umbrella body for work with young people.”*

The potential of such an umbrella body was also discussed by VCS participants as a way forward for bringing work related to children and families together. The Guernsey Disability Alliance was highlighted as a model to emulate, partly because it had the support of a States deputy.

[V] *“... I think we could do with an umbrella organisation for charities that work with children, young people and adults. ..Because the Alliance is brilliant, they actually have a deputy in the States of Guernsey who is a spokesman for the*

Alliance and who brings up these issues, so that they have actually you know a representative out in the forum.”

Therefore multi-agency working via Strategies and Commissions was supported by the VCS and proposed as the way forward by several States employees.

[S] *“...I think with both our Commissions are part of a family, a group in the area with the Drug and Alcohol Strategy Group... It’s lots of different charities, lots of statutory groups are working together to try and combat the alcohol and drug problem on the island. And it’s been really useful and I’d like to see more joint initiatives like that, because there are lots of groups, like we’ve talked about young people extensively, but actually what about older people? What about the unemployed? There’s so many people in Guernsey that are in need and I think that more joint groups of everyone pulling on their strengths is the way forward, because I think they’ve made a real difference...”*

4.5.3 Difficulties in the relationships between the voluntary/charitable and statutory sectors

Where the relationship between voluntary and statutory sector organisations was less harmonious, participants pointed to a historical sense of mistrust, and a number of specific problem areas around power / autonomy, communication, resources, and harmonisation of work.

4.5.3.1 Power and autonomy

Tensions could be created as a result of being an independent, possibly campaigning, organisation and yet being bound to funding guidelines and regulations, as the following comment suggests.

[V] *“...And I think that’s it, it’s about power, isn’t it? We don’t get all our funding from them and if they, if the States started to get too dictatorial and we didn’t agree with what they were saying then I’m in no doubt that we’d say well you provide that how you see fit, because we’re not a States’ department.”*

Tension can also occur with the States as a result of local voluntary groups trying to implement advice from a national body they are affiliated to which is based on UK culture and legislation.

[S] “...Where there have been tensions it has been because you know that’s the UK way of doing things or the UK standard that doesn’t necessarily mesh neatly with the way we’ve done it. So sometimes we’ve had to change for the better and other times we’ve stood firm and I think if you asked the project workers themselves they’d say the same thing.”

However there was also evidence that such tensions were managed effectively, and that VCS organisations could enhance their negotiating position with the States through drawing on the backing of the parent body

[V] “...One of the good things about being part of a UK organisation is that I think it would probably, it’s my perception anyway, that actually that protects us a little bit from statutory departments because I think the best example I’ve got is a few years ago when they were looking at relocating us into different premises that the States of Guernsey would be quite happy for us to be in, but actually [parent body].. stepped in and said actually a) that’s not suitable and b) from a UK health and safety point of view it wasn’t suitable either.... So we kind of play to our strengths depending on which way round if you like.”

4.5.3.2 Increased regulatory procedures and standards

Related to this was a perception that some of the responsiveness and accessibility of VCS organisations was being stifled by increasing regulations and expectations regarding standards, auditing, child protection procedures, and the need for (repeated) police checks (as discussed in section 4.4.4). These all involved considerable costs in terms of finance, time and commitment and increased the difficulties in attracting volunteers in management roles as outlined earlier (section 4.4.7.1). These frustrations are reflected in the following comments:

[S] “...I think that the whole nature of relationships between the voluntary sector and the public sector are becoming more burdensome and cumbersome ... we’ve had some recent examples where we’ve wanted [to respond to a situation quickly]... actually the stumbling block was one of the [voluntary] agencies ... couldn’t let us use their accommodation without a service level agreement. Now that’s the public sector responsibility in some ways ‘cause we’ve taught them to be like that.”

[V] “...we’ve got a fleet of volunteers who do a few hours a week, making cups of tea...and they’ve got to go through a fairly rigorous... it feels slightly offensive ... and there’s a cost to that too. So ... in time effort, energy and

paperwork – people just want to turn up and help. It's good...but it creates for those of us that don't have a nice fleet of admin...it just creates a lot of work."

From the States point of view, participants were aware of the tension between imposing standards and enabling groups to maintain their autonomy. They generally felt that it was a balance that, if handled badly could push the VCS away. Some participants emphasised more the importance of maintaining standards and promoting best practice, while recognising that the VCS was under no obligation to participate.

[S] *"...The fact that they can just go off and do whatever they want whenever they feel like it and don't necessarily have to follow the same rigorous sort of policies, procedures, you know that type of thing. And certainly for us it's about trying to get the balance right between us working with the voluntary sector and trying to impose some level of best practice or policies and procedures, whilst also recognising that our relationship with them is voluntary and that at any time they can turn round and say well we don't really want to affiliate with you or kind of you know be involved with what you're offering anyway. So yeah, it's that balancing act certainly for us that's the most difficult part."*

Others also highlighted the rewards that the States could offer in terms of funding and access to training to encourage VCS adherence to policies and procedures.

[S] *"...We have no legal power or whatever to enforce people...the kind of the carrot I suppose we use for that is that we've got funding that we can distribute to them, but if they register with us we insist that they do some of the basic policies and procedures stuff and training things to then access that funding. But ultimately if they turn round and say we're not interested, we've got no way of enforcing that... ... it's then very difficult in terms of well, what need are they actually addressing..."*

Generally there was recognition from the States participants that the positive attributes of the VCS needed to be maintained because its strengths could not be replicated by the States sector, but rather complemented it.

[S] *"...about the you know policies and procedures and best practice and stuff...I think what we have to be careful of is not turning charities into mini departments of us, because part of their strength and part of the reason that they can do some of the work that they do is that they can be reactive in the way that we can't, because of policies and procedures... turning round the tanker rather than the rowing boat type of thing to react to specific situations and specific incidents that happen there and then... if we were to start*

imposing too much you know of our good practice on them, if you like, that that somehow stops them being quite so reactive.”

4.5.3.3 Funding and resources

The issue of resources seemed to cause a number of tensions. Some groups did not receive any funding or, indeed, any help in kind. In some cases there seemed to be some resentment about this, for example with one project being the only branch in its organisation worldwide that does not receive any statutory funding. Others referred to a positive relationship with the States, but one that involved no financial support, with the flow of resources being in reverse, from the work provided by the voluntary organisation for the States.

[V] *“...That one States section that I do quite a lot with is the education department – they’re unbelievably supportive. But I fear that if you started to ask for funding, they would become less supportive. It’s because you are actually providing a service free of charge.”*

[V] *“...[our relationship with the States]...works very well, we provide free labour.”*

In other cases the group seemed to view their financial autonomy positively, as a way of maintaining their independence.

[V] *“...as a little group we can ...survive very nicely on our own, so we don’t want anybody actually coming in and starting to try and you know...do bits and bobs....we don’t get anything from them anyway, so it’s better if we keep them at bay really.”*

[V] *“... it does mean we can act completely independently and often we have to take quite an opposing view to them.”*

A number of focus group participants from the statutory and voluntary sectors acknowledged that some of the advocacy role could be threatened by the dependence on statutory funding:

[S] *“...take the example of [VCS organisation] they are almost completely funded by [States department] and then they have a group of volunteers who work for free. But you know the slight anxiety comes when they should be an independent campaigning voice as well, but their funding depends on statutory funding. Now there’s never been any suggestion that they can’t be an independent campaigning voice as well, but there’s always that issue in the background... we’ve got to allow ...these [funded] agencies ...to also retain their charitable campaigning.”*

[V] *"...I think [name of person] would question whether we were able to challenge the States without having repercussions, because I think actually he perhaps felt that there were certain repercussions when he challenged it."*

Some issues concerning a lack of coordination of resources between statutory and voluntary sectors were also highlighted, with an emphasis on the difficulties that can occur when continuity of services is disrupted:

[V] *"...One of the I think very important things about the voluntary sector and the States, if the States are given a resource, whatever by a section of the voluntary sector they will accept it gratefully and it will be there for two or three years, but it gradually disappears. It will be absorbed...They will not guarantee to maintain it. And that is a disincentive I think to some groups."*

[S] *"...we were involved in funding a... project and that was partly funded by the States and partly by a private sector sponsor. And the private sector sponsor decided that they, that because they'd provided the funding for a number of years they didn't want to continue that, which is you know that's you know there's nothing wrong in that. But then trying to find someone else to fill that gap can sometimes be really, really difficult. Which then means that it then falls back on the States to fill the expectation that this thing is going to continue."*

As discussed in section 4.4.5, there was some resentment among VCS participants about having to represent a case each year, though some accepted the rationale for this accountability, probably depending on how well resourced, confident and engaged with statutory sector that they are. There was also some unease among the VCS participants that the States does not fully fund or may stop funding a service because it knows the voluntary sector might pick it up, or uses the sector to save States finances.

[V] *"...exactly what you said before about are they using us as a cash cow."*

[V] *"...The thing that I dislike is that we are paying for things that I think the statutory sector should be paying for, like [a half-time post]. And when you find out that last year they employed [a substantial number of new statutory workers]...then this annoys me intensely...they won't say how far they will go or what the extent of their budget will allow...You feel you're being taken advantage of to some extent. I mean obviously we want to help people... if we hadn't put in half the salary ...she wouldn't have been employed."*

[V] *"...The thing that always intrigues me is where the line is drawn between what the States will provide and where we come in. We're told about a*

patient who requires some sort of assistance and we find out what they need and we tend to get it. Supposing we didn't, would the States provide it? And therefore are we subsidising the States' activity?"

[V] *"...We find out that somebody needs something and there doesn't seem to be any question of the States providing it, so we do."*

This issue of division of responsibility between the States and the VCS was seen to relate to broader political questions about public finance and taxation policy which impact on social exclusion in Guernsey, because of the limited levels of States funding available.

[V] *"...I think the difficulty has been ...there's been a kind of perception with some States' departments that .. they shouldn't have to provide certain things because charities will. And we've always said we go to States first to make sure that you know if there is funding available from States, then surely it should come from the States rather than from a charity. And I think more and more the charities are picking up a great deal of things which should actually be...States funded and maybe even budgeted and I know it's not politically clever to say, but even if it does mean taking more out of income tax or whatever, it should come to that, because if the charity suddenly pulled out then there would be these yawning gaps in delivery."*

Annoyance on the part of the some of the VCS participants was also expressed regarding the States increasing propensity to charge for formerly free facilities, such as venues or open space, as reflected in these comments:

[V] *"... if you go along to any department where they have facilities that you wish to use, they'll throw at you we're now obliged to charge you. So you can't get away with 'We're a charity, can we have it for nothing?' any more. And unfortunately there's still a rigid application of the rules ... and so you've got this policy against common sense quite frankly, and it's just about to explode."*

[V] *"...sometimes it's incredibly facilitating to work within the States – sometimes things are provided you know with no hassle and with a lot of generosity, and it's just that particularly recently there's been a lot of pressure to scrutinise all costs in States departments, so wherever they see a service they start charging. Because you never used to be charged... but it is moving more towards looking at the service and putting a value on it."*

4.5.3.4 **Communication between the sectors**

It was apparent that there is a general lack of procedures for communication and liaison between the VCS and the statutory sector in Guernsey. This creates an over-reliance on personal relationships. Even acquiring funding depends on informal knowledge and relationships, as this participant explained:

[V] *“...it’s all very personal and people who we work with or will help will know us as people ... they know how to approach me, they know what to do if they want something from me ... it is definitely ... if you know the right people at the right place at the right time ... it could be a cup of coffee in Costa, or it could be out on the steps of the States ... there’s some people that like me, and I’ll get funding or support – there’s some that don’t and I won’t.”*

However some participants felt that such processes were not transparent and open to everybody, and that there could be difficulties knowing who to approach in the States, especially for smaller, less well resourced groups.

[V] *“...There’s an assumption sometimes isn’t there in a small island that everybody knows how it all works in, but...it’s finding the key person that you can work with... and that whole area isn’t very clearly mapped out.”*

A point was also made that relationships might be built up between a VCS organisation and civil servants, with regular meetings, but that a change of politician heading the relevant committee could reverse this practice, with liaison and communication with the department being discontinued.

Some participants from the voluntary sector perceived that the States operate within a ‘*silo mentality*’, where departments only consider their own remit, sometimes resulting in policies which are frustrating for the VCS, and also making it more difficult to engage with, as this focus group participant explained:

[V] *“...If you do any sort of project or work in town, there’s so many organisations that you have to talk to ... you have the harbour people, you have the police, you have the parish, you have the constables,... you know you have so many jurisdictions ... the process could be simplified. And then I guess it would be easier to build up a consistent relationship which would facilitate things...”*

A frequent change in personnel within States departments was also identified as one inhibitor of communication and establishment of relationships: ‘*what happens is that they keep changing personnel, so you get no continuity.*’ It was also apparent that

the States personnel do not always communicate and know what services were available.

[V] *“...There are bits of the States that don’t talk to each other. You know and if we need something we just ... talk to each other and work out how we can get round it.”*

[S] *“...I went to a meeting. I won’t name the particular charity, but went to a meeting and it was said quite clearly that they were having difficulties processing their applications for things because some of our own staff ... didn’t know how the...department worked and were giving individuals wrong advice and therefore were causing problems for the charity...”*

A lack of clear pathways to make complaints involving legal rights to services was also noted.

[V] *“...if a parent feels that their disabled child is not receiving the statutory services they require there’s nowhere they can go basically without asking for judicial review, which is a pretty dramatic solution...”*

Some participants mentioned difficulties keeping professional and personal relationships apart in dealings between the sectors. In such a small community disagreements can have implications for people’s personal lives and this was a dynamic that had to be constantly considered. However, while it might mean personal discomfort, for robust VCS organisations it did not lead to a change of direction or long-term difficulty, as this participant described:

[V] *“...I would say in a small community it’s sometimes difficult to keep the professional thing aside from the personal thing, and I think you tend to get a blurring sometimes when if you’re challenging management say about something that’s going on ...it also goes over into other aspects of life, so sometimes you know you get a filthy look for a couple of weeks ... they don’t always expect you to argue against them.. And they don’t like it when you stand up to be counted. ...We’ve been doing it for a long time...I think because we’re committed to what we’re doing to ... by the same token, they will ask you to come in. I mean we’ve been asked to go and talk to people with them, so they will use our expertise as well. So it works both ways...It’s a case of being big enough to rise above it.”*

There needed to be recognition by the States that involving the voluntary sector would mean adapting timescales to enable voluntary groups to consult and represent their members.

[V] *“...I think people have to realise timescales as well. If you’re a charity and you meet once a term or you know once a month any kind of consultation it has to go, the letter goes to the chairperson and then they have to wait for a*

meeting and then they decide and then there'll be people back for the next meeting and you know things are, things move very slowly because they're volunteers."

It was thought that the voluntary sector had room to improve, particularly in relation to having identified structures through which the statutory sector could communicate with the large number of different groups.

[S] *"...we don't know who to speak to. We know we need to engage...But who with? And that is the biggest headache...You know and while the will may be there to engage and to involve them in discussions and consult, in practical terms if there are you know 25 of these micro charities it's just not feasible... who do we talk to without putting everyone else's face out of joint?"*

Because of the lack of structures, it can be difficult for smaller voluntary organisations to make their voice heard. The potential mediating role of the VCS, therefore remains undeveloped, as reflected in the following comment:

[S] *"... I think we need to have a dialogue with them about how we use them as a network to both put out and receive messages from the general community about things which may be good, bad, need change and order."*

However it was thought that generally communication difficulties were two-way, and that engagement between the sectors could be considerably enhanced. States participants also acknowledged the internal issues that needed to be addressed in the States' communications.

[S] *"...So there's some tension between the States and voluntary sector organisations...it's a tension that I've certainly come across...I think that works both ways to be honest, because I don't think there's been very effective engagement between the States and the voluntary sector. It's difficult to generalise, but they tend to work without a great deal of dialogue in most circumstances."*

[S] *"...It's very easy for us to sit here this morning and be critical about their communications. Our communications are absolutely embarrassing. Anyone who goes on the States' website has got not a hope of understanding anything ...it's very easy to say they're not doing it but I'm sure you'll hear from the other focus groups just what a lousy time people have in terms of trying to engage with us, so you know we've got to put our own house in order too. And indeed we should show them the way."*

4.5.3.5 Trust

A related problem area appeared to be a lack of trust between the statutory and voluntary sectors.

[S] *"... maybe there's some reticence on our part you know perhaps. You know do we trust them to do that for whatever reason."*

[S] *"...We've tried to sort of deal with sort of issues on housing estates in a restorative kind of fashion in a multi-agency way and ironically the last sort of attempt last summer we've ended up doing more restorative work between the statutory and non-statutory agencies than you did with the actual people that you wanted to engage with because of the mistrust..."*

One participant felt that relationships between the voluntary and statutory sectors were satisfactory, until the voluntary sector challenged the statutory sector 'politically or publicly' over some of its policies. Some of this seemed to be based on a historic mistrust and former mistakes.

[V] *"...18, 19 years since I started...I can remember getting a message from the head of housing... just saying you are not allowed to give any advice on anything to do with housing. You have to send everybody to us... Whereas now I think the States in general appreciate the voluntary sector much more and actually realise that we are a source of information...we go and see them regularly and they actually ask for our statistics on various things to see how it's going."*

[S] *"...there's sometimes some reluctance on behalf of the States to work with them and vice versa, because there has been experiences in the past where charities have been taken for a ride really."*

Perhaps as a result of this historical mistrust, it was apparent that voluntary organisations need time to build credibility with States, as noted in section 4.5.2, because of past disappointments, including the impermanence of some voluntary sector organisations, and sometimes limited ability to deliver appropriate services

[V] *"...But it takes time. And part of that is that you know there are some voluntary organisations that come and go, and they don't stand the test of time, and actually what they deliver isn't great, therefore it does make it harder then to have those kind of more formal, or even informal relationships."*

4.5.3.6 Voluntary / charitable sector involvement in policy

Communication problems impact on the level of engagement in policy development by VCS organisations. In general, but with the exception of specific Strategy areas, it seemed that voluntary sector input was not always considered or invited by the statutory sector. Where it was, it seemed to be based on existing relationships and voluntary sector organisations taking the initiative to make contact, rather than any formal structure that provided the same opportunity for engagement across the voluntary sector. Several of the States participants said that there had not been a culture of engaging the VCS in consultation or the demand for it from the VCS itself in Guernsey.

[S] *“... I’ve been surprised how little engagement we have of the voluntary sector round the table. In HSSD we’re just about to, well we’ve just got the funding to do a complete review of the strategy for mental health services on the island and part of that will definitely include...[voluntary sector groups] and service users and so on. Because I don’t believe we can do it without them, but I’m not sure that’s a model that tends to have been used here. ...I think in other jurisdictions they’d already be hammering on the door. Here they tend to be a bit more relaxed... the States I think haven’t invited dialogue in the past necessarily, only when it suits.”*

[S] *“...It’s certainly I’d say in terms of developing policy... we’re not in the mindset of having voluntary organisations around the table...and that’s something that needs to change...But to a certain extent that’s because they’re not organised in a way that you know who to tap into. And we’ve got a problem right at the moment where we need to engage with the voluntary and charitable sector as part of a project and there isn’t one point you can go to, to find who do we need to speak to, no idea.”*

4.5.3.7 Harmonisation

There were a number of issues which could broadly be considered as problems in harmonising the two sectors, some of which have already been considered in the preceding sections. Some participants from both sectors were quite critical of weaknesses in the other sector which made it more difficult to work together. For example, from the statutory side, there was some concern that voluntary provision, depending on the availability of volunteers, does not meet the needs of service users. This in turn raises a broader question about the level of States funding for services, for example in relation to the care needs of older and disabled people.

The voluntary sector can also withdraw provision that is part of a network of essential services. There were repeated mentions of the withdrawal of a national children's charity from the island.

[S] *"...they can just pull out, you know and I think that's been the biggest for us is that the [national children's charity]...have just pulled out of the island. Whereas actually they were quite a significant part of what was being provided on the island, particularly in terms of social inclusion...And they've just withdrawn because of a national decision to do so. So you're always vulnerable even if you're providing finance to a charity and it's carefully worked out, actually that they can withdraw at very kind of short notice or you know and then leave a whole group of people without that service that they've come to rely on."*

Related to this was a view by some States participants of the voluntary sector not being accountable, and able to provide sustainable input to a joint plan of action.

[S] *"...You have an initial action plan for whatever it is... Everyone's excited by it, they go in...It's all right actually getting in there, but what is the long term sustainability, because actually you can cause more harm and actually, particularly affecting people's attitudes, if you do these sort of quick blitzes and then actually you're not, there's not some continuum of support and help..."*

Furthermore, there was a view in the States sector that the VCS can be non-strategic, going off at a tangent, focusing on less relevant issues, not undertaking research before initiating projects and not necessarily responding to need or responding in a co-ordinated way.

[S] *"...Sometimes you have very enthusiastic people working within their voluntary organisation and sometimes they tend to go off on a tangent when actually you want to bring them back to what the bigger picture is so their work links into what other groups are delivering through the strategy... you want them to operate in a more joined up way with other partners... you're dealing with sensitivities though because people are really keen and motivated about the particular subject they're working on and it's about harnessing that energy."*

[S] *"... The other point is I think it, I think the consensus is that there is some sort of reform or coordination needed [in the voluntary sector], but it can't, while the States can be involved to some degree, they won't take kindly to if they perceive the States are trying to come in and...manage."*

As discussed in section 4.4.4, there was also a view from the States that standards might be lacking or erratic in the voluntary sector, and that this would need to be addressed in the context of closer joint working.

[S] *“... I think some organisations do and some don’t have standards which they adhere to, particularly around providing services and if we did have that kind of relationship there would need to be an agreement about what standards we were [using] ...”*

There was also acknowledgement that training could be crucial for the VCS in meeting agreed standards, particularly in more complex work, but that such training might not be available or the organisation might not see the need to access it.

[S] *“...And then alongside that as well is... what you were saying about policies and procedures is making sure that, because you know sometimes they can be working on some very complex cases and very complex needs and it’s about them being skilled to do that... and I’m not thinking so much of the national charities here, but small localised charities. It’s about how they then access the appropriate training to be able to deal with those really complex issues and that can be you know that’s a difficulty for that charity group... how as a charity do they manage the workers and... governance and risk is all in place. And that is a difficult thing and particularly for a charity that’s a small charity with perhaps three or four workers maximum... And if they don’t recognise that they need to have that in place then that’s a difficulty, isn’t it?”*

As outlined in section 4.4.7.4, VCS participants also referred to the prohibitive cost of training, particularly if it was not available within Guernsey.

From the VCS perspective, there was a criticism that the States are not aware of the work of the voluntary sector. Some referrals are dependent on States acting on information provided by voluntary sector and passing it on, for example to patients, and some groups were unsure whether this happened. Sometimes a service could be provided by a VCS organisation but the potential service users were not referred to it or informed of the provision.

[V] *“...If you could guarantee that the minute that that child was diagnosed somebody would automatically tell that charity so that it could be picked up on, it would be wonderful but it doesn’t happen. You know you get people who come back to the island after having rehab in the UK and people don’t even realise that they’re back here.”*

[V] “...[Its] not rocket science to have some way of signposting straight directly from a medical professional to someone that can actually help. And I know they keep saying about confidentiality and all the other things, but you know there are ways around it. The help is there and there are people willing to give that kind of help, but you have to get it all together and linked, don't you?”

The difficulties experienced in liaising with the statutory sector because of a lack of internal coordination were referred to in section 4.5.3.4. The statutory sector was also seen to respond very slowly at times, for example regarding demands for better equalities legislation. In addition, there were complaints that the States are risk averse and wary of the compensation culture, resulting in potentially beneficial initiatives being refused.

[V] “...It's because they're terrified that somebody's going to be attacked, so they want to bus children everywhere. So in spite of the obesity problem and so on, they just are so scared of being sued, attacked by parents, that they just say no, they're just going to be bussed. They know children should walk to school, but children could be run over on pavements, and so that's why you don't get support – the big departments are too scared.”

However, despite all these difficulties, there was a strong strand in some groups that relationships between the sectors had improved considerably in recent years. The States sector was perceived as more open to engage with the voluntary sector, beginning to involve the sector in policy development as well as service delivery, more able to be challenged, and trust was developing. It was remarked that a combative approach was rare in recent years. One States participant said:

[S] “.... the voluntary sector has become a lot more savvy you know in recent years about ... how to approach it from a more global perspective perhaps rather than just being out there with placards...”

[V] “...I've been there five years and it's sort of just grown. It's just got better and better”

4.6 Ways of alleviating or addressing tensions and enhancing collaboration between the sectors in promoting social inclusion

Specific remedies for the difficulties identified in the relationships between the sectors were not discussed at length in the focus groups. However ways of alleviating or addressing tensions and enhancing collaboration between the sectors and organisational levels in promoting social inclusion were implicitly suggested in various aspects of the discussions.

Where problems that been encountered, those concerned felt that clear, open dialogue had been helpful. One person said that they worked through their difficulties by communication and negotiation; another suggested that an honest, forthright approach was usually successful. One organisation dealt with a difficulty by involving their parent organisation in the UK, and then the issue appeared to have been resolved successfully. However, one participant was rather more cynical and suggested that where there had been difficulties in the relationship between a VCS organisation and the statutory sector, it was likely that there would be some repercussions of that.

Focus group participants also mentioned a number of other ways in which they steered a successful relationship between the statutory and voluntary sectors. Some felt that having clear evidence and statistical data with which to back up their argument helped to prevent misunderstanding and enabled all parties to consider the issue objectively. One participant said that they worked on the premise that they were most closely involved with their service users and that whatever the States policy, they worked hard in '*making the two match rather than ticking boxes*'. Some of the States participants felt that they had not always made it clear what they wanted from voluntary sector.

[S] "*...I think maybe this is a step towards the States deciding for itself really what it wants out of the sector, because there's two things. I mean there's the sort of the advocacy role, an impartial and independent as I say advisory system and then there's actually outsourcing work to the voluntary sector and having them do things for us... And I don't know whether across the States there is a, as I say it's reached a conclusion as to what it needs from the sector.*"

[S] "*...We're not explicit about what we want, so what do you get? You get haphazard delivery systems. You know there's a very dominant sort of healthcare type of mentality... we haven't educated people as to the value of some of these other organisations...So I think we've got what we deserve in a sense.*"

A significant way forward for enhancing collaboration and coordination between the sectors was discussed in terms of the Strategies (see section 4.5.2.2), both those of which there was already good working experience, such as the Drug and Alcohol Strategy and the Domestic Abuse Strategy, and those that were more recent or were developing. Within these groups statutory and voluntary partners had the opportunity to share both policy development and practice experience.

The two Commissions (Arts and Sports) presented a somewhat different model, where a range of voluntary effort and initiative could be supported by an umbrella body with statutory sponsorship, but operating at arms length. The experience of these two different models will be helpful in informing future discussions about different kinds of collaborative relationships.

Therefore, it seemed that potentially problematic relationships were generally avoided by respect for each other, a clear idea of expectations, a two-way relationship in which each party engaged with the other on an equal basis, and willingness to share material, personnel and training resources wherever appropriate and possible.

4.7 Relationships between parent organisations and local branches of the voluntary / charitable sector

Discussion of these relationships in the focus groups produced a range of perspectives. Some focus group participants had direct experience of being part of a parent organisation based outside Guernsey, while a few participants contributed vicarious experiences of what they knew had happened to other organisations.

4.7.1 Variety of relationships with parent bodies

There was a range of different types of relationships from branch status, to all manner of more diffused relationships.

[V] “... because we’re dealing with obviously health issues, we decided that we would go down a [parent body] route for our sort of policies...so we are kind of tenuously linked to [parent body], but we are totally you know a Guernsey charity for Guernsey people.”

One organisation described their links with an international body as being “*independent*” but nevertheless part of ‘*a global alliance*’. Another had been obliged to become disaffiliated when the nature of the parent body changed so they could no longer belong. Some organisations start as branches and remain so; some start as independent and later become branches as they expand - ‘*we started out independently ...but we were always part...*’; conversely some move away from the UK parent body as they develop –‘*some of us feel perhaps we ought to sort of go to our own thing, local thing*’; and some start and continue independently ‘***I don’t think we’ve ever given any thought to becoming anything to do with the UK***’..

The range of views and experiences about being linked in some way with a parent body was also considerable. Many had mixed experiences, seeing advantages and disadvantages in such arrangements, Others were more decidedly positive - *'It's worked brilliantly for 20 years'*, or negative - *'that was giving us nothing but angst'*.

4.7.2 The advantages of affiliation with a parent body

Participants discussed the advantages accruing from various sources of support from the parent body, as well as implications for the organisation's local image. Support included the on-tap availability of expertise and support, and access to information resources and targeted literature.

[V] *"...You know the expertise that's there and you know there's a lot of support there."*

[V] *"... We have a very good relationship with our head office ... If we need help in the way of equipment, advice, they come up with it very quickly."*

[V] *"...They are amazingly supportive, so that instead of an organisation having to do everything absolutely from scratch you've got a support network which actually works wonderfully, so couldn't fault it at all'.*

[V] *"...And ..we get the benefits of well their ideas of how to run and how to set up [service provision]."*

It included having central policies, procedures and standards that helped in promoting social inclusion, and being able to access resources such as insurance or CRB checks via the parent company.

[V] *"...got sort of policies and various you know quite a lot in place nationally about social inclusion."*

[V] *"...So we have to keep up to their standards, which is I think that is good."*

[V] *"...Insurance is a big deal...we have to go through all the health and safety loops... we have to prove £2 million insurance, public liability, so we do that through our bodies, through our national bodies..."*

For some participants, branch status provided a support structure for managing the organisation in situations where volunteers for management roles were particularly

hard to attract (see section 4.4.7.1), for example because of health issues or personal situations they were dealing with on a daily basis.

[V] *"I think it helps us to have the infrastructure of a branch to, we have a very small committee and we have the difficulty that our adult membership, many of them have social interaction difficulties so they're in not a particularly good position to campaign or raise awareness themselves necessarily."*

Affiliation was frequently valued because it provided access to training and conferences, with a network to share ideas.

[V] *"...the training is all done through the [UK body] so our standards are upheld in every [UK body] centre throughout.... we could be very insular or a very small centre on a small island, so we've got that wider contact and you know of the sharing of ideas and so on."*

[V] *"...there's a bank of trainers that are available to come over to us if we need them."*

These wider links and networks for exchanging ideas could be particularly important in the Guernsey context because of the relative isolation.

[V] *"...it's certainly good to be, to know that there's a wider organisation and when you go over and meet people to have that sharing of ideas."*

[V] *"...I think geographical isolation's quite a big one for everyone over here."*

[V] *"...And they used to have a conference, a national conference every year and it was brilliant to be able to go to, off to the UK, meet everybody else and see how they worked and how they did things....And get their views and listen to different speakers."*

The availability of accurate statistics from a national body was beneficial where these were lacking in Guernsey. As in the case of policies and procedures, this could provide a more robust basis to the work that it would be extremely difficult to replicate locally.

[V] *"...We find being a branch is very beneficial because there are no statistics locally... getting the information that we would need to argue our case is impossible, so we use prevalence rates from the UK from worldwide. You've got access to a big database of information and the resources, even the literature resources, it saves us from reinventing the wheel."*

Participants referred to being included in national campaigns and awareness raising, so that as a small organisation they did not have to shoulder all of that task, although they could also raise awareness locally

[V] *“...As the local branch of the [parent body] we count up into obviously the campaigns won by the national organisation, but on the island we try to do as much as we can in awareness raising.”*

Participants discussed how being recognised as part of a large national charity provided brand recognition. This lent credibility for managing the organisation and building public trust, and assisted with fund-raising.

[V] *“...You’ve got a brand name, so as people recognise what you’re about and frankly I doubt if we’d be insurable if we weren’t a big organisation.”*

[V] *“...So that is yeah, an advantage that people can rely on the name.”*

[V] *“...It lends to our flag days and so forth like that.”*

Some participants referred to the benefit of having the authority of an external organisation to advocate for you. This includes negotiations with States departments. An example was given where the States wished to relocate a funded voluntary organisation, but the UK body viewed it as unsuitable, as discussed in section 4.5.3.1.

[V] *“...one of the good things about being part of a UK organisation is that [it] ...protects us a little bit from statutory departments.”*

4.7.3 The disadvantages of affiliation with a parent body

Other participants discussed more negative experiences, usually their own but occasionally reporting on what they knew of other organisations’ experiences. Sometimes it seemed that groups started as a branch without knowing all the implications in advance, and then discovered restrictions in the relationship. For example belonging to a parent organisation might contribute to the pressures of regulation, as discussed in section 4.4.4, without necessarily bringing benefits.

[V] *“...we used to be part of the [parent body]...But actually that became more difficult than it was an opportunity, so the charity now runs completely independently over here.”*

[V] *“...Which was, you know were rules. You know you had to sign up to*

them, people were accountable and legally accountable to those rules, so we had to stick to them hard and fast.... But from a lay person I didn't think there were any benefits really, although I set the charity up and I'd set it up with the UK. I couldn't in the end see any benefits to be honest."

Participants discussed the flow of subscriptions and possibly profits to the parent organisation, which did not produce sufficient benefits for the cost outlay.

[V] *"...there's a lot now breaking away for that reason. There's a lot of money is expected to go through to the UK ...and we're stand alone thankfully because recently I had a letter through...saying any surplus over x thousand has to go to the UK. Thankfully it's all retained [now]...for the need of our local patients."*

[V] *"...money has been paid across to the UK and hasn't always been flowing back the other way."*

[V] *"...But we don't get a lot back from it, because in the UK a subscription covers things like advocates' fees and things like that, but it doesn't apply to the Channel Islands."*

Another problematic area was that time and financial costs of travelling off the island to meetings and training sessions could be prohibitive, so the potential advantages of being a branch may not be available to people on Guernsey

[V] *"...Any training ...has to involve at least one overnight stay which has cost implications a) for accommodation and b) for loss of time in the office. ...But equally the national organisations are cutting back on their travelling costs and we're not seeing our district consultant as much. I would love to take part in cluster groups just to be able to talk to other coordinators about what you know their issues are and exchange tips. It's simply not cost effective to do that."*

There were implications for local autonomy and decision-making. Being a branch was experienced as resulting in more complicated decision-making processes

[V] *"...When you're independent at least you usually have officials that are local, and you can ... just pick the phone up and say to the chairman 'I'm doing this, do you mind?...The decision making process for locally based charities if they are independent is far better than having an overlord."*

There were specific examples of conflict with a parent body when the local group was unable or unwilling to implement their policy. One such instance concerned a parent body's expectation that an organisation should relocate in order to have premises that were accessible to disabled people. However responsibility for the 'unpalatable' local disruption could then be laid at the door of the parent body.

[V] *"... It was hard work getting there. I mean the [name of parent body] nationally was sort of the enemy for years...because they wanted to shut us down. Because we were upstairs, because we couldn't afford to move into premises that were accessible...but they said right you've got six months or you're shutting down. And at that point they weren't ...our best friends.... well we had to move. But since we moved and we've done various other things, but I would say actually...I feel it helps keep standards up. It's much easier for me as a manager to be able to blame [the national organisation] for us to have to do unpalatable things."*

Another issue concerned feeling disempowered and unable to take the initiative in developing new ideas because of obstructions from head office.

[V] *"...When the group set up the website, I asked for their help and they were really cross we were doing it. ...The head office really, really tried everything they could to stop it and then when they agreed that it could go ahead I said ...I need to put your logos on it and make sure that your branding is the same as, so can we have the number of the colours that you use and stuff so we can match them? They wouldn't give us them...They were really, really difficult on just simple things like that...they wanted quite strong power."*

The secret to success, some participants thought, was to be able to stand firm when necessary and co-operate when necessary, within a structure that allowed this.

[S] *"...Where there have been tensions it has been because you know that's the UK way of doing things or the UK standard that doesn't necessarily mesh neatly with the way we've done it. So sometimes we've had to change for the better and other times we've stood firm."*

[V] *"...You have to have a strong understanding of where you want that relationship to be - ... you have to react quickly to tell them 'Oh no you can't do this' ..*

"Or 'It just doesn't work like that here.'"

A significant issue was a lack of harmony between UK policy and legislation and that pertaining in Guernsey. Because Guernsey has its own legislation and culture, imported policies, procedures, guidance and other organisational literature provided

by the parent body may not be relevant to Guernsey. They have to be 'Guernsified', i.e. significantly adapted to the local situation, before they could be applied.

[V] *"...We don't have some legislation, you know. So we have to say we adhere to the principles of whatever the legislation is in the UK, but you can't pull off a template policy or procedure and use it, because it has to be adapted for local use."*

Lack of legislative harmony between the two jurisdictions also meant that benefits advertised in the organisational literature were not applicable to Guernsey residents, which could have a negative impact on people seeking a service.

[V] *"... you find that a lot of the literature that they'll issue is not relevant too or people read it and say oh that mentions this grant or that grant, you know, forget it. It doesn't mean anything in this island...It can even be a turn off, which is quite disappointing..."*

Some participants noted that this process could cause a considerable amount of work on a regular basis. The lack of harmony could also lead to tensions trying to explain the situation to the parent body, which lacked understanding of local culture.

[V] *"...I think the difficulty certainly with us ...is just understanding that we are different. We are not pretending we are different. We're not pretending we're special, because we actually we are a different jurisdiction, the actual advice we're giving is different. We can't do things the same way that they do."*

[V] *"...Their service is predicated on a particular UK model of social security support and we are different...And so you immediately have a problem in communicating back and saying ...understand we're operating under a very, very different model. And that can be a major issue in terms of their understanding of what we have to do."*

[V] *"...there isn't an understanding of Guernsey culture, you know and how things work here. You will never grasp that unless you live on the island I think, so that can cause issues at times."*

However this issue needs to be set in the context that many States departments and voluntary organisations include personnel who have come from the UK, who also need to adapt.

[S] *"...I think that's one of the key realities of Guernsey, isn't it, because a lot of our staff come from the UK, are quite used to working in a certain way and we all develop to best practice from whatever profession we come from and*

*there's just that little peculiarity of Guernsey. You think you've got it, but there's a little swerve that's you know a specific rule.....
I don't think it's a little swerve, I think it's a curveball."*

The overt links between Guernsey and the UK could obscure the 'foreign' nature of Guernsey for UK bodies and individuals, and therefore the extent of 'Guernsification' needed.

[V] *"...But then there's also that feeling that we're in Guernsey and we're differentGuernsey is a different sort of place."*

[V] *"...It applies everywhere. You don't understand our laws."*

[V] *"I mean when we moved here it is like moving to a foreign country in all kinds of ways, and I think a lot of people make a lot of assumptions about Guernsey.... it's similar but it is different, and that what happens on the mainland may not necessarily happen here. I have noticed that that can create a bit of tension."*

Reliance on UK bodies who might not commit to Guernsey in the long term was also identified as a risk. Two such bodies were mentioned in the course of the research. One of them, as discussed previously (Section 4.5.3.7), was a major UK children's charity and had recently pulled its branch out of Guernsey at short notice, leaving significant local needs unmet.

A Guernsey branch, which was almost invariably the sole local representative of the parent organisation, could experience isolation because it cannot share support services with other branches, as could happen in the UK. Several people said that there was no other branch to go to for help and support. However one organisation was hoping to develop links with Jersey, and another that could no longer be a member of a restructured parent body was developing links with other islands.

[V] *"...But since we've sort of been cut off to a certain extent now, so between the islands Jersey and the Isle of Man and Guernsey because we're very similar we work very closely together."*

Part 3: Gaps in Provision and Infrastructural Resources and How to Fill Them

4.8 Gaps in provision and legislation to promote social inclusion as perceived by focus group participants

A number of the focus groups discussed the limits of inclusion, and that they were aware of individuals and groups in Guernsey who were currently not well-catered for, including those likely to be excluded from VCS activity and those who were particularly hard-to-reach. Whilst some focus group participants considered that there was a VCS organisation to cover every need and every client group, many others believed that there were gaps in provision. There is a clear link here with the discussion of excluded groups in section 4.1.1. Overall, groups that were thought to fall into the gaps in provision included those in contact (or with a history of contact) with the criminal justice system, disaffected youth, children in care, the 'undeserving poor' or those misusing drugs or alcohol. To some extent, needs were considered to be consistently shifting, so it is important to be flexible, but the following are the needs that were identified as currently unmet to a greater or lesser extent. While the VCS was involved in provision in many of these areas, participants also identified considerable shortfalls in provision, as discussed in previous sections of this chapter.

The '8-10%' of marginalised young people (section 4.5.2.1), who were excluded or self-excluding from services, were a clear focus of concern. These young people could be on the edge of or involved in the criminal justice system, they were generally poor, and they might experience problems with drug and alcohol.

[S] *"...the young offender type or any even people that haven't come to the notice of the criminal justice system but the disaffected, disadvantaged whatever young people."*

There was a general recognition that the VCS had a crucial role to play with these groups because of its attributes of non-formality, flexibility and accessibility, and that there was no one-size-fits-all approach that would work. There would need to be a variety of creative approaches, and this would require investment.

[S] *"...I think one of the most important things from our point of view if we're talking about sort of criminal justice and excluded chaotic youth is that they're socially excluded because they don't want to have the contact with the statutory agencies.... And the voluntary agencies ...the ones that can reach those sort of young people who don't want to be in school, they don't want to be in any sort of organised youth club or organised anything have to be fairly*

sort of alongside them and it's difficult then to how much control and how much sort of statutory sort of rules and whatever do you put on those people, because as soon as you do then they lose that ability to contact...."

[S] *"...I think you have to have several different groups of outreaching into the community for those young people, because no one group will work for everybody."*

Children in care comprised another group of young people who 'fall through gaps' because their situation can be seen as 'their fault' (section 4.4.3.3). It could be hard to find funding for specific pieces of work with these children and others who might be at risk of family breakdown, or be among the '8-10%' described above. This kind of process work, for example, working with young people to help raise their self-esteem, involves ongoing, low capital but high salary costs which are very difficult to find funding for.

Related to this, concern was expressed for young people with mental health difficulties, who cannot access the statutory child and adolescent mental health Service, and for whom that or any other formal service, such as school health, may not be the appropriate response.

[V] *"...I think there's a gap in provision for adolescents over here. Lots of families run into difficulties when their children hit adolescence and they simply ... other than going to CAMHS – Child and Adolescent Mental Health Services ... which you know there's a long waiting list ... that's not necessarily what you want, psychiatric input."*

"But I know some young people are very reluctant to go to a school nurse and talk."

While people misusing substances were seen to be stigmatised and excluded groups in need of service provision, as recognised under the Drug and Alcohol Strategy, one participant thought that alcohol abuse was insufficiently recognised.

[V] *"... we do have a drug problem, we have a huge problem, but we actually do have an alcohol problem. ... there is a huge alcohol problem over here. And that doesn't seem to be taken as seriously as the drug problem."*

The situation of some young families, and families living on problematic estates with low incomes and few prospects also caused concern, both for the parents and the children. The voluntary sector was crucial for providing services that were more accessible and less stigmatised than those that could be provided by the States.

Nonetheless some participants found that it had been hard to engage some of these families in longer-term community activities. Here is a situation where the barriers to engagement can be considerable, as with younger people, and more sustained community development resources may be needed, alongside wider measures to address income inequality and training for employment, as well as the lack of community facilities in some areas (as discussed below).

There was concern for people with long-term illnesses and people at the end of life (apart from cancer care which is well provided for). While Guernsey has a plethora of groups providing services to people with specific health problems, some of the gaps between voluntary and statutory provision, and difficulties of liaison between the sectors, have been described earlier.

Another strong theme was the inadequacies of provision for disabled people with regard to benefits, equipment, home care, and support in relation to employment. There is now a strategy under development although funding has not yet been allocated.

[V] *“there’s been a lack, historically a lack of knowledge and understanding of disability issues at a time where now there’s an understanding of disability issues, there’s not the funds to be able to do it.”*

Moreover disability discrimination legislation has not yet been passed, although the States of Guernsey website reports that *‘The Prevention of Discrimination (Enabling Provisions) (Bailiwick of Guernsey) Law, 2004 empowers the States to make provision by Ordinance in relation to the prevention of discrimination by reason of, inter alia, disability’* (States of Guernsey 2011).

Lack of accommodation for young disabled people was identified as a particular problem, as currently they often have to live in residential care with much older people. There was no discussion of moving instead towards independent living with the hire of personal assistants and other home based support, though this may be a more desirable alternative for some young disabled people.

The needs of carers for increased support were also highlighted, including the need for ‘respite care’ or carers’ breaks.

The risk of increasing numbers of older people becoming isolated, as geographical mobility fragments families that previously *‘looked after their own’* (section 4.2.2.7) was discussed by some participants. Although there is voluntary provision providing some social activities and mutual support, not all older people choose this kind of facility.

People leaving prison and other ex-offenders were seen as needing more support, particularly in the area of accommodation. VCS organisations have risen to the challenge of providing community service placements, as discussed in section 4.2.2.12. While accommodation would be primarily a States responsibility, it would seem that partnership with the voluntary sector in this area might also be fruitful.

The lack of suitable and affordable accommodation for several groups was clearly an issue of concern to many participants. As well as ex-offenders and young disabled people, these groups include young people aged 16 to 24, migrant workers and incoming contracted employees. The social needs of some groups may be becoming more complex, and reliance on purely voluntary provision may no longer be appropriate, when an increased level of housing related support is required.

Currently, many migrant workers are living in hostels or are dependent on their employer's accommodation, which may be very limited and can cause difficulties if they wish to assert their employment rights.

There was discussion about the need for more community centres in the different parishes in Guernsey, whose identities were seen by some to contribute to Guernsey's close knit communities.

[V] "*...Parish is very strong isn't it, that sense of community yeah.*"

Two such centres have been opened in recent years and are very well used. However, the situation in Guernsey was compared unfavourably in one VCS focus group to that in Jersey where each parish has a community centre to support community activity and cohesion. The main elements of this discussion are reported here, as the participants make the relevant points.

[V] "*...but I think there's a feeling through the island in the last few years that it is a very important aspect of Guernsey's social life – development of community centres ...We were very slow here you see – Guernsey's rather unique. In Jersey each parish, each of the twelve parishes in Jersey, developed around a church and shopping centre and a community centre and school, all in one area - because they're very largely farming based and the farmers hung onto their land. Guernsey have been treated as one big area, so the parishes themselves hadn't developed around a church. The parish centre had been somewhere else, the shop's been somewhere else, the bank's been somewhere else.*

"...Jersey, they've all got youth and community centres?"

"Well they developed it. Only in the last 15 years."

“They’re also half paid by the States and half paid by the levy on the parish rates”

“But over here we haven’t got that hardly at all, there were no parish, no community centres in Guernsey until Styx came along ...we were down to church halls, many of which were unsuitable for the purpose. And we still haven’t really developed across the whole .. and so in a way you haven’t had that kind of community building block.”

The community demand for such venues was illustrated in relation to the other recently developed centre.

[V] *“...I can’t understand how on earth what all the people who operate in this building were doing before it was built – so many people use this building, absolutely packed out every night. You try and get a booking and it’s almost impossible ... where the hell were they four years ago? I think a lot of groups have formed since.”*

However different geographical conceptions of community were also clearly in operation. The large new centres had attracted people from all over the island, and new groups had been able to form as a result. However increased mobility is not available to people on low incomes, for whom the local venue will continue to be very important because of limited transport, as discussed further below.

[V] *“... and we’ve become more mobile and people living out in the far parishes were quite happy to go down to the far end of the island for their social inclusion ... rather than just go the local ...”*

Ideally therefore it would seem that a number of very local community venues should be provided, including on public housing estates, rather than more large community centres.

This connects with discussion of the need for more youth and play facilities, especially on public housing estates. Some participants discussed how sometimes such facilities had been planned but not built, leading to difficulties further down the line.

[V] *“...but even now there is a statutory requirement in the UK that housing estates will have play facilities, community play facilities within them. [There were] play facility proposals for three, four major estates that have been built – they were required at the planning stage, they were in the plans, they went ahead, houses were built, and play areas forgotten about – haven’t been put*

in. And then they start worrying about vandalism on the estate and things, you know, and you say to them 'We told you' ..."

The question of transport, particularly for people on low incomes, was not much discussed in the focus groups, though in one there was reference to the lack of public transport in the evenings. This was in the context of a discussion about a new facility for young people that would be opening in town, but other young people in more remote parts of the island would not be able to access it independently. While there is a States youth service bus that 'goes round', this begs the question of whether this transport provision would suit those young people who are alienated from formal services, as discussed above.

There was some discussion of support groups and services for particular minority groups – ethnic groups, lesbian, gay and bisexual people, and religious minorities. Some work was beginning on this, for example in relation to minority ethnic groups within the prison.

[S] "... We were looking at diversity and racism within that particular institution [prison], because there was a perception if you weren't black then there wasn't actually a problem because they were just the same. They didn't realise that people from Latvia or wherever they might come from isolated in a prison with a language problem or difficulty in terms of not speaking English as a first language, actually were suffering quite badly.... It's actually going into the culture and actually listen to them culturally and understanding some of the ..."

The resistance that had been met by this initiative at first led participants to speculate whether such issues were being ignored in other institutions such as schools.

[S] "... And so sometimes you wonder with the school, in the schools. They don't actually pick up that it is a racism issue."

Experiences of racism in schools were discussed in section 4.2.1, highlighting the need for anti-bullying and anti-racism work in schools. It is important to note that racism needs to be interpreted broadly as it affects a range of minority groups.

"... there are a lot of children from your know a Portuguese or Latvian parent who's sort of cohabiting with a local person...I think there is a certain amount of bullying"

However it should also be noted however that another participant referred to a school in which there were strong anti-bullying policies and implementation, so it would seem there is some good practice to build on.

[V] *“...Well bullying’s not tolerated full stop – we do not have a bullying ...”*

In relation to sexual orientation, while some participants referred to a recent ‘sea change’ in attitudes (section 4.2.1), there was acknowledgement that active support, for example in terms of support groups for young people who may be exploring their sexual identity, was lacking. Moreover the attitudes of some statutory services seemed to be lagging behind, for example in relation to recruiting foster carers.

[V] *“...I mean we’ve still got big problems because the social services still find it very difficult to accept gay couples... Well it’s very difficult to find their policies. You know we have tried to find policies on all sorts of things, so it is quite difficult to pin down...Because they’re not targeting them”*

An underpinning and sometimes explicit theme was the general need for improved and extended equality legislation and policies. As above, disability equality legislation has not yet been implemented.

[V] *“... there’s no actual legislation in place like there is in the UK for you to appeal the situation [re disability services].”*

Limited legislation relating to sexual discrimination in employment was referred to, but seen as ineffective, as there had only been five cases taken.

[V] *“We don’t have any of those issues. I mean we’ve got a bit of sex discrimination law around employment, but it’s not called on that much really.... if we only have five cases ...is the tip of the iceberg stuff.”*

There is also no legal provision for combating other areas of potential discrimination, for example racial discrimination and that relating to sexual orientation.

For larger minority ethnic groups living on the island, there are no consular services available in Guernsey. At the moment, people have to travel to Jersey or further afield to get a service, perhaps just to get a document stamped, which is costly and difficult to manage when working.

Related to this issue is the need for important information about legislation and services in Guernsey to be available in minority languages, including at the airport to assist people to orient on arrival.

While this research study was focused on Guernsey, some participants also discussed the need for better service provision on the nearby islands of Alderney, Herm and Sark, which are incorporated with Guernsey on some matters to differing degrees. The relationship between the islands and Guernsey is complex. For example, HSSD is one of the few departments of the States that delivers a service to Alderney, however, not all of those services are provided. The outreach services are hard to manage due to travel time so some people go to Guernsey for services. One of the issues that was identified in Alderney was an unmet need for emotional support for children and young people, and a lack of home helps and social care.

4.9 *The infrastructure, support and training considered to be needed by VCS organisations in promoting social inclusion*

As discussed above, focus group participants identified a number of issues for the VCS which point to how to support voluntary organisations better to promote social inclusion and generally enhance the work of the sector. There were also a number of explicit proposals about where additional resources might best be targeted to enhance the work of the sector. These would contribute to informing, capacity building, and coordinating the sector, as follows.

Informing

Participants referred to a need for more statistical data on issues that relate to social inclusion. This is in relation to demographic data, for example, about numbers of disabled people, but also policy data. A VCS participant referred to '***the capability that now exists with an organisation called Island Analysis***', a private organisation that is already collecting and collating some of this information. It was felt that this could be developed, made more accessible and linked to public data in order to '*really accelerate the statistical database of the island*'. Another idea was to invite expert speakers on work themes from other countries in order to increase understanding of social inclusion issues and their solutions.

Capacity building in relation to volunteering

There was a clear theme that the systems that support the recruitment and training of volunteers, and the provision of incentives for people to want to volunteer, need to be strengthened. Examples that were discussed include a coordination centre (rather than just a website) for volunteers; supporting high profile events in national volunteering week (there was the idea of an annual fair or exhibition of voluntary organisations); and working with local businesses to encourage them to support voluntary activities by their staff and share particular skills on a voluntary basis. In particular there is a need for greater coordination regarding volunteering, matching

offers and needs. Participants referred to the website that provides information about volunteering opportunities and offers, but thought that there was a need for it to be more accessible and easily negotiable, and to ensure that all entries have full up-to-date details displayed. However, it is important to have people (rather than just systems), who can help match volunteer interest with volunteer openings and encourage those who might not otherwise volunteer. As one participant said:

[V] “...*There is a disconnect without a doubt...I'll chat to some business people and I'll say... give me some ideas that I can send some staff off to for whatever it is, and they can do something.*’ [i.e. volunteer]. *And it's actually not as easy as it should be...*”

Information about and coordination of support from private companies

Enhanced links with business for help regarding finance, websites and training could also be developed. This could include coordination and negotiation concerning secondment of volunteers from private companies, to assist greater compatibility of offers and needs, as discussed in section 4.4.7.2.

Information about funding bodies and charitable trusts

There was a similar issue about the need for equitably distributed and accessible information about charitable trusts which provide grants, as this was considered particularly problematic at present, as discussed in section 4.4.5.1. Information is needed about the availability and eligibility criteria of charities and trusts which disperse funds and how to apply. A directory of what is available was considered to be very useful. Moreover publicity to emphasise to potential funders the importance of supporting core funding costs, including salary costs, rather than a focus on project costs would address some of the issues identified by participants.

Support with fund-raising

In general, support and guidance concerning fund-raising appeared as a service that would be helpful, especially for smaller groups which do not have the same information about and access to funding bodies.

Information about VCS organisations

A further area related to information for and about the sector concerned information about the voluntary / charitable organisations themselves, for those seeking services, those that might be thinking of setting up a new organisation, and those wishing to volunteer. The Association of Guernsey Charities website was acknowledged as helpful, but it was thought that it needed more regular updating, and could be more accessible, so that anybody wanting to contact local charities can do so easily. There is also the question of access to IT which is unlikely to be available to those on the lowest incomes.

Working with the media

A more coordinated approach to working with the media to promote the voluntary sector, inform members of the public of the opportunities provided by the sector, and encourage engagement in a co-ordinated way was suggested by participants. Ideas included a regular section as part of the local paper with updates on projects and funding available. Another possibility is a shared specialist media consultant who can produce brochures and other material, for example for volunteering week.

Training

Focus group participants emphasised that it would be useful to have more training, probably shared training sessions, on how to strengthen groups, manage voluntary organisations, build websites, write strategic and business plans, negotiate service level agreements and measure effectiveness. Some participants referred to training on some legal and safeguarding issues being available already, sometimes through the States, while others had access to financial training and expertise through contacts with private companies. However, as with other aspects of resources related to the VCS, these services and opportunities are not available and accessible to all.

Co-ordination

There was definitely a recognised need for an organised exchange of information, and better coordination regarding the work of the whole voluntary and charitable sector. This could be in the form of a specific VCS support organisation, to include organised sharing of skills and exchange of expertise and resources between groups.

[V] *"...I think quite often there are a lot of lessons that other people have done, and we're always having to reinvent the wheel which can be a bit frustrating."*

An effective coordinating body would be able to advocate for the voluntary sector, and inclusively bring appropriate organisations together for consultation, discussion and decision-making. The need for coordination and for a strong and coordinated campaigning voice was articulated by both VCS and statutory sector participants.

[V] *"...the minute that charities or anybody else start talking to each other they realise where everything interconnects. And in sort of self supporting each other you realise that you're not duplicating resources for a start and you're actually all working towards that sort of focal point."*

[S] *"...somebody who's going to stand up and say actually we've done the sums, we've done that maths, we've looked at the legislation and on these*

grounds you're you know it's indefensible or whatever."

It was thought that there would need to be specialist themed forums as well as an overarching coordination structure.

[V] *"...actually bring people together to rationalise things, to share resources ... have that section of the charitable side of Guernsey to be drawn together so that we can look at the gaps in our particular provision, have a spokesman, highlight areas of need, I think would be quite useful... I think that because the charitable sector in Guernsey is so diverse and so big, an overarching umbrella organisation is going to be brilliant. But I do think they need specialisms within that."*

Liaison between the States and the voluntary and charitable sector

As discussed earlier in this chapter, there was a clear view that clarity was needed for all VCS organisations as to how to contact and communicate with key individuals within the statutory sector. There was also an emphasis on how both parties can be more facilitating of each other, with early opportunities for the VCS to contribute to the strategic direction of service provision in Guernsey. The model of an overarching organisation co-ordinating all VCS groups with a number of separate issue-specific sub-groups would contribute to this development. To some extent this is already illustrated in the work that takes place under the different Strategies (Drug and Alcohol, Domestic Abuse, Children and Young Persons' Plan, Restorative Justice), but a more consolidated model would provide a stronger basis for coordination within the VCS as well as between the sector and the States.

Community development support

While this idea was not clearly articulated as such within the focus groups, participants shared a range of experiences and insights which indicated that community development support is likely to be needed within more marginalised communities to assist people in coming together, exercising choice and getting more involved (see for example section 4.4.3.6). Community development could help overcome cultural, psychological, social and economic barriers to involvement.

Legislation

Various legal barriers and gaps were discussed in the focus groups. These included restrictions related to accommodation for staff coming to Guernsey to work in the voluntary sector, restrictions that often rendered housing prohibitively expensive. They also included the lack of anti-discrimination and equality legislation, which would provide an underpinning of rights and redress for marginalised and discriminated groups.

4.10 Concluding comments

The main themes from this chapter will be reviewed in chapter 6, alongside those from the results of the survey.

Chapter 5 Analysis of Survey Data

Part 1: The Structure and Resources of the VCS

5.1 Introduction

This chapter presents the findings from the postal questionnaire and e-survey. The methodology and response rates can be found in sections 3.10 to 3.17.

5.2 Section A: Background information about VCS organisations

A series of background questions were completed by respondents in order to provide a more comprehensive picture of the pattern of voluntary and charitable organisations in Guernsey. To ensure anonymity all organisations were assigned a unique survey code.

5.2.1 Purpose of the organisation

Respondents were asked to rate the three most relevant categories in terms of the purpose(s) of their organisations. They were allowed to rate more than one area / category the same, i.e., if they rated 'education / training' along with 'disability' as equally the most important function of their organisation, then both would give a rating of '1' for both categories. Then if the next most important function was relief of poverty, for example, it would receive a '2', and so on.

Table 5.1 shows the number and percentage of respondent's ratings of the most relevant purpose of their organisation. Education / training was rated first by 22% of respondents, disability by 19% of respondents, and each of general charitable purposes and medical / health / sickness was rated first by 18% of respondents.

Table 5.1 Rating of the most relevant purpose of the organisation (N=72)

	Rated 1 st		Rated 2 nd		Rated 3 rd		Not rated		Total	
	N	%	N	%	N	%	N	%	N	%
Education / training	16	22	16	22	8	11	32	44	72	100
Disability	14	19	4	6	3	4	51	72	72	100
General charitable purposes	13	18	1	1	12	17	46	64	72	100
Medical / health / sickness	13	18	3	4	6	8	50	71	72	100
Support (eg. youth support, family support)	10	14	12	17	5	7	45	63	72	100
Other	10	14	4	6	3	4	55	76	72	100
Advice / counselling	8	11	9	13	4	6	51	71	72	100
Sport / recreation	6	8	6	8	4	6	56	78	72	100
Animals / environment / heritage / conservation	6	8	2	3	2	3	62	86	72	100
Arts / culture	5	7	3	4	4	6	60	83	72	100
Overseas aid / famine relief	4	6	0	0	3	4	65	90	72	100
Accommodation / housing	3	4	1	1	0	0	68	94	72	100
Religious activities	3	4	0	0	2	3	67	93	72	100
Relief of poverty	2	3	2	3	3	4	65	90	72	100

Economic / community development / employment	2	3	4	6	4	6	62	86	72	100
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Fourteen respondents rated ‘other’ purposes as the most relevant. The most frequently reported ‘other’ purpose was youth work which was cited by two respondents.

5.2.2 Beneficiaries of the organisation

Respondents were asked to indicate different groups of people benefiting from the main purposes of their organisation. They could report more than one beneficiary group. Seventy one respondents provided answers.

Table 5.2 shows that adults (70%) were the most often cited beneficiaries of the organisations, followed by elderly / older people (56%) and children / young people (55%). Disabled people were reported as the main beneficiaries by 52% of respondents.

Table 5.2 Beneficiaries of organisations (N=71)

	N	%
Adults	50	70
Elderly / older people	40	56
Children / young people	39	55
Disabled people	37	52
Families with children	29	41

General public / mankind	29	41
Other charities / voluntary groups	19	27
Other defined groups	12	17
People of a particular ethnic or racial origin	7	10

Note: Multiple responses allowed

Twelve organisations identified ‘other’ beneficiaries. The two most cited other beneficiary groups were ex-servicemen and women and their families, and carers. Other beneficiaries included: abused and abusers and their families (and those in the penal system or mental health system); ADHD toddler group; people with mental health problems; foster families, fostered children, adopters and adoptees; people with a learning disability; seafarers; and, people with communication problems or on the autistic spectrum.

5.2.3 Methods of operation

Respondents were then asked to indicate the various methods of operation that their organisations undertook. Again, they were able to choose more than one of the options listed. Seventy one respondents provided answers.

Table 5.3 provides the number and percentages of the various methods of operation carried out by the organisations. Just over one half of the organisations provide activities (51%), and just under half provide services (47%) or advocacy / advice / information (44%).

Table 5.3 Methods of operation (N=71)

	N	%
Provides activities	36	51
Provides services	33	47
Provides advocacy / advice / information	31	44
Provides human resources staff / Paid staff	25	35
Makes grants / loans to individuals	18	25
Provides buildings / facilities / open space	17	24
Other methods of operation	12	17
Makes grants to organisations	11	16
Acts as an umbrella or resource body	10	14
Provides other finance	9	13
Sponsors or undertakes research	8	11

Note: Multiple responses allowed

Twelve respondents reported 'other' methods of operation. These included: holding seminars for health and teaching professionals; mutual support opportunities; physio and exercise therapy; provides housing; provide kit and resources; provides material support; provide training and provide worthwhile employment; restoration of an area of historic and horticultural education; sponsor workers into the community; take disabled / sick people on holiday; environmental lobby group; and, make out-right donations.

5.2.4 Staffing

Respondents were asked to indicate the average number of volunteers and paid staff working for their organisation in a typical week. To allow for seasonal volunteering / work, the questionnaire included an 'other' category which would capture atypical patterns of volunteering and paid work. Nine out of ten organisations (N=65) reported at least one volunteer and just over four out of ten (N=30) indicated that they had paid staff.

Table 5.4 shows the average number of volunteers and paid staff by hours volunteered / worked per week and number of respondents providing information for each specific category. The average number of volunteers was highest for those volunteering up to 12 hours per week, whereas for paid staff there were no noticeable differences in average hours of paid work per week. Taken together, there are many more volunteers below 13 hours per week and many more paid staff between 13 and 40 hours per week.

Table 5.4 Average numbers of volunteers and paid staff, by hours per week

	Average number of Volunteers (N=65)	Average number of Paid Staff (n=30)
1 or 2 hours	9	1
Between 3 and 6 hours	10	3
Between 7 and 12 hours	10	2
Between 13 and 20 hours	3	2
Between 21 and 34 hours	2	3
Between 35 and 40 hours	1	3
More than 40 hours	0	2

Respondents also had the option of entering the average number of volunteers and paid staff working 'other' hours (e.g. seasonal volunteers / paid staff). Thirteen respondents provided this information. On average, there were 22 volunteers and 4 paid staff which fell into this category.

5.2.5 Organisational status

Information on the status of the organisation was collected. The majority of organisations were either independent organisations (58%) or a local branch of a parent body located outside Guernsey (25%) (Table 5.5).

Table 5.5 Organisational status (N=72)

	N	%
Independent organisation	42	58
Local branch of parent body - located outside Guernsey	18	25
Independent organisation as part of an international group	7	10
Other	3	4
Local branch of parent body - located in Guernsey	2	3
Total	72	100

5.2.6 Organisational registration

Respondents were also asked to report on the registration (or incorporation) of their organisations. Over a third were unincorporated associations and just over a third were companies limited by guarantee (Table 5.6).

Table 5.6 Organisational registration (N=69)

	N	%
Unincorporated association	26	38
Company limited by guarantee	25	36
Another incorporation	11	16
Trust	7	10
Total	69	100

Eleven respondents reported ‘another’ type of registration; eight of which were registered charities.

5.2.7 Management arrangements

More than one half of organisations were managed by a committee of elected members and just under one third by a committee of appointed members (Table 5.7).

Table 5.7 Management arrangements (N=72)

	N	%
Management committee of elected members	38	53
Management committee of appointed members	27	38
Other management arrangements	4	6
No management committee	2	3

Advisory group	1	10
Total	72	100

A number of respondents also identified a variety of 'other' management arrangements, including: appointed and elected members; operated by staff of employer; group of helpers; and, voluntary chairman.

5.2.8 Premises

5.2.8.1 a) Premise arrangements

Respondents were asked to indicate the tenure arrangements of the premises in which the organisation is located. Table 5.8 shows that 'other' premise arrangements were most frequently reported (31%), followed by self-owned premises (18%), and then both rented premises on a part time basis and use of private household premises (15% each).

Table 5.8 Premise tenure arrangements (N=72)

	N	%
Other premise arrangements	22	31
Self-owned premises	13	18
Rented premises on part-time basis	11	15
Use of private household premises	11	15
Rented premises on full-time basis	10	14
State provided premises	5	7
Total	72	100

Amongst the 22 respondents reporting 'other' premise arrangements, the most frequently reported was no premises as such; however, some organisations reporting no premises did meet in a member charity's facilities or hire venues for special functions (Table 5.9). In addition, there were several organisations which reported a combination of premise arrangements, i.e. premises rented on a part-time basis but they also used private households, state provided and self-owned premises.

Table 5.9 Other premise tenure arrangements (N=22)

	N
No premises (share a member charity's facilities, theatres & halls hired)	6
Rented premises on part-time basis & use of private household premises	2
Rented premises on part-time basis & state provided premises	1
Rented premises on part-time basis & self-owned premises	1
All work takes place in client's home	1
Free use of company premises	1
Meet at hospital once a month	1
Offices of the employer	1
Owned by St. Matthew's Parish Church	1
Rented from the states	1
Room rental as required	1
School premises	1
State provided premises, land now leased from church, building cost by	1

voluntary contributions	
Use of a local hotel for meetings	1
Use of Health & Social Services Dept building which was built for the club but maintained by HSSD	1
Not required	1
Total	22

5.2.8.2 b) Payment for premises and problems paying for premises

Four out of ten organisations reported having to pay for premises, while only a couple of those who have to pay for premises reported having problems paying for them (Table 5.10).

Table 5.10 Payment for premises (N=72) and follow up question on any problems paying for premises (N=29)

		N	%
Does your organisation have to pay for premises?	Yes	29	40
	No	41	57
	Missing	2	3
	Total	72	100
Does your organisation usually have problems paying for premises?	Yes	2	7
	No	23	79
	Missing	4	14
	Total	29	100

5.2.8.3 c) Sharing of premises

Respondents were then asked about the extent to which they share single or multiple premises. Results indicate that close to a quarter shared single premises and just under one in five shared multiple premises (Table 5.11).

Table 5.11 Sharing of single premises and multiple premises (N=72)

		N	%
a) Shared single premises?	Yes	17	24
	No	37	51
	Missing	18	25
	Total	72	100
b) Shared multiple premises?	Yes	13	18
	No	37	51
	Missing	22	31
	Total	72	100

5.2.9 Rooms / kitchen / equipment store for exclusive use

Respondents were also whether their organisations have exclusive use of rooms, kitchen and equipment stores. Twenty two organisations (31%) reported having 3 or more rooms for exclusive use, whereas just over a quarter reported not having any rooms for exclusive use by their organisations (Table 5.12). A third reported sole use of a kitchen and just over a third reported sole use of an equipment store.

Table 5.12 Exclusive use of rooms / kitchens / equipment store (N=72)

		N	%
a) Rooms (excluding bathroom and toilet)	No rooms for exclusive use / all shared	20	28
	1 room only	9	13
	2 rooms	6	8
	3 or more rooms	22	31
	Missing	15	21
	Total	72	100
b) Kitchen	Sole use of kitchen	24	33
	Shared use of kitchen	22	31
	Missing	26	36
	Total	72	100
c) Equipment store	Sole use of equipment store	25	35
	Shared use of equipment store	15	21
	Missing	32	44
	Total	72	100.0

5.2.10 Organisational income (including grants / fees)

Over one in five respondents reported that the annual income of their organisations is less than £5,000 per year (Table 5.13). More than a third reported annual income

of between £5,000 and £25,000. A quarter reported income of between £25,000 and £100,000. One in ten reported income of £100,000 or more.

Table 5.13 Organisational income, by income bands (N=68)

	N	%
a) Less than £1,000 per year	5	7
b) £1000 to £5,000 per year	11	15
c) £5,000 - £10,000 per year	11	15
d) £10,000 to £25,000 per year	14	19
e) £25,000 to £50,000 per year	12	17
f) £50,000 to £100,000 per year	6	8
g) £100,000 to £250,000 per year	5	7
h) £250,000 to £500,000 per year	2	3
i) More than £500,000 per year	1	1
Missing	5	7
Total	72	100

5.2.11 Sources of organisational income

Table 5.14 presents a summary of the number and percentage of organisations receiving income from various sources as well as the proportion this makes up of total organisational income. Results showed that 8 out of 10 organisations received donations and that these donations made up over a third of organisational income. Fund-raising was also a key source of income with close to 7 out of 10 organisations reporting income from fund-raising, which accounted for under a third of total organisational income. Income from fees was reported by 4 out of 10 organisations; however, fees only made up about 13% of total organisational income. Just over two out of ten organisations reported receiving income from the States (accounting for

10% of organisational income) and two out of ten organisations reported 'other' income sources. No income was reported from any parent body.

Table 5.14 Sources of organisational income (N=68)

	Valid N	% Receiving income source	Proportion of total organisational income
Donations	56	82	36
Fund-raising	48	71	30
Fees	27	40	13
States of Guernsey	15	22	10
Other sources of organisational income	14	21	12
Trusts	3	4	1
Parent body	0	0	0

Thirteen out of the fourteen respondents reported 'other' sources of organisational income and specified what these sources were. These included a wide range of income sources; the three most frequent cited of which were sales of produce, shop revenues and rental income from halls / rooms / activity centres (Table 5.15).

Table 5.15 Other sources of organisational income (N=13)

	N
Sale of produce	2
Shop revenue	2
Rental income - hall / room / activity centre	2
Rental of housing units at below market (private sector) prices	1
Bar profit	1
Bequests	1
Investment income	1
Lottery	1
Promotional event	1
Sponsorship	1
Total	13

5.2.12 Computing and internet

5.2.12.1 a) Computers (including laptops)

Close to one half of respondents reported that their organisations did not have any organisational computers (Table 5.16).

Table 5.16 Organisational computers (N=72)

	N	%
a) No organisational computers	34	47
b) 1-2 organisational computers	24	33
c) 3 or more organisational computers	12	17
Missing	2	3
Total	72	100

5.2.12.2 b) Internet access

Respondents were also asked about a number of internet-related resources which their organisations have access to. Results presented in Table 5.17 showed that close to two thirds of organisations had access to the internet and that just over 60% had an organisational email. Four of ten respondents report access to high-speed internet and just over half an organisational website.

Table 5.17 Internet, email and website (N=72)

	N	%
Access to internet	45	63
Organisational email	44	61
High-speed internet access	29	40
Organisational website	38	53

5.3 Section B: Organisational views about resources

Respondents were asked a series of the questions about the extent to which resources such as funding, premises, IT, paid staffing and volunteers were sufficient for the work carried out by their organisation. Respondents were then asked whether their opening hours / availability, services to other population groups or the range of services would be extended / increased if more funding, larger premises, more paid staff or volunteers were available. Additional questions on whether sufficient information technology / computing were available were asked as well. Lastly, respondents were asked to identify other practical issues that currently limit the organisation’s work, or where increased provision would enable the work of the organisation to be extended. Comments which relate directly to the sufficiency of resources have been merged with the quantitative results below.

5.3.1 Funding sufficient?

Just over six out of ten (61%) of respondents reported that their current funding was sufficient for the work the organisation is doing (Table 5.18).

Table 5.18 Funding sufficient (Valid N=72)

		N	%
Is your funding sufficient for the work you are doing?	1 Yes	44	61
	2 No	20	28
	3 Not applicable	6	8
	Missing	2	3
	Total	72	100

When asked what they would do if additional funding were available: more than four out of ten (42%) reported that they would extend their opening hours or increase their availability; more than two out of ten (21%) reported that they would extend their services to other population groups; and more than half (57%) would increase the range of services they currently provide (Table 5.19).

Table 5.19 Additional funding available - areas of extended / increased services?
(N=72)

		N	%
Extend your opening hours / increase your availability?	1 Yes	30	42
	2 No	9	13
	3 Not applicable	18	25
	Missing	15	21
	Total	72	100
Extend your services to other population groups?	1 Yes	15	21
	2 No	14	19
	3 Not applicable	20	28
	Missing	23	32
	Total	72	100
Increase the range of services you offer?	1 Yes	41	57
	2 No	9	13
	3 Not applicable	12	17

	Missing	10	14
	Total	72	100

Although the majority of respondents reported that funding was sufficient for current work, some raised it as a limitation in terms of expanding services.

“Additional funding needed to expand services. Difficult to prove need without funding - vicious circle”

“Our business plans only include the services which we can fund and sustain...The sustainability of a project is vital and therefore if we cannot target specific funding applications for the project or raise sufficient finance from our own funding streams we do not progress the initiatives.”

Equally, the issue of fundraising appears to be a key factor limiting the work of the organisations in Guernsey.

“No direct support from the States of Guernsey...If this were not the case then this fundraising could be used to directly impact the quality of life for disabled adults within the Bailiwick. We would be able to increase our service provision to include outreach / community work, expand our day visitor and respite schemes as well as actively enabling work based placements with support.”

“Fundraising in Guernsey is miniscule in comparison to annual fundraising in GB.”

“As the health system keeps cutting back, requests for fundraising increase. Funds not only required for patients but also for furniture and fittings and special equipment.”

5.3.2 Premises sufficient?

Close to two thirds (64%) of respondents also reported that the premises were sufficient for the work the organisation is doing (Table 5.20).

Table 5.20 Premises sufficient? (N=72)

		N	%
Are your premises sufficient for the work you are doing?	1 Yes	46	64
	2 No	10	14
	3 Not applicable	14	19
	Missing	2	3
	Total	72	100

When asked if larger premise were available: just under a quarter (24%) reported that they would extend their opening hours / availability; 15% would extend their services to other population groups; and a third would increase the range of services they offered (Table 5.21).

Table 5.21 Larger premises available - areas of extended / increased services?
(N=72)

		N	%
Extend your opening hours / increase your availability?	1 Yes	17	24
	2 No	13	18
	3 Not applicable	21	29
	Missing	21	29
	Total	72	100
Extend your services to other population groups?	1 Yes	11	15
	2 No	14	19
	3 Not applicable	22	31
	Missing	25	35
	Total	72	100
Increase the range of services you offer?	1 Yes	24	33
	2 No	12	17
	3 Not applicable	19	26
	Missing	17	24
	Total	72	100

Some respondents commented on the adequacy of their current premises, the need for specialist facilities, and the extent to which premises can be secured on a long-term basis.

“An office with better facilities would better enable us to increase the range of courses available to our members. However high rents prohibit this.”

“When conducting courses / classes / workshops we have to rent premises”

“There is a shortage of specialised facilities for the running of courses such as cookery and those crafts requiring large equipment such as weaving.”

“Current premises adequate but unlikely to be available in long-term. It will prove very difficult to find an affordable equivalent in future.”

“Main problem for us lack of security with premises...we need security i.e. premises that we can have a long term lease on.”

One respondent commented on the difficulties resulting from a lack of organisational premises and what kind of space would facilitate the effective running of their organisation,

“Our resources are limited we meet in each other’s houses as we have no office. We have many different halls. It has always been our dream to have our own centre with multi-purpose hall / pop in office / kitchen / library / office - a place where we would all be based where the children would come along or toddlers, and perhaps work there late or a coffee shop library doing the gardens etc.”

There was also some concern that some of the premises used by organisations are not easily accessible,

“The buildings are located at the top of steps and there are many steps within the complex. It is difficult to get furniture, heavy goods, etc. on to the site and a lack of willing volunteers for manual (heavy) work. Health and safety issues mean many suppliers will not deliver heavy goods due to amount of steps.

In one instance, access restrictions were particularly critical in terms of wheel-chair users,

“We also have no wheelchair access so have to arrange to go elsewhere if clients have a disability or if it is a temporary injury they might choose not to come in till they can manage the stairs.”

5.3.3 Paid staff sufficient?

Just under a third (32%) of respondents reported that paid staffing levels were sufficient for the work the organisation is carrying out (Table 5.22).

Table 5.22 Paid staff sufficient? (N=72)

		N	%
Are your paid staffing levels sufficient for the work you are doing?	1 Yes	23	32
	2 No	10	14
	3 Not applicable	33	46
	Missing	6	8
	Total	72	100

When asked if more paid staff were available: nearly a third (31%) reported that they would extend their opening hours / availability; nearly a fifth (18%) would extend their services to other population groups; and, just over a third (36%) would increase the range of services they offered (Table 5.23).

Table 5.23 More paid staff available - areas of extended / increased services? (N=72)

		N	%
Extend your opening hours / increase your availability?	1 Yes	22	31
	2 No	4	6
	3 Not applicable	25	35
	Missing	21	29
	Total	72	100
Extend your services to other population groups?	1 Yes	13	18
	2 No	6	8
	3 Not applicable	25	35
	Missing	28	39
	Total	72	100
Increase the range of services you offer?	1 Yes	26	36
	2 No	5	7
	3 Not applicable	22	31

		N	%
	Missing	19	26
	Total	72	100

No additional comments were provided in terms of the sufficiency (or lack thereof) of paid staff.

5.3.4 Volunteers sufficient?

More than one half (56%) of respondents reported that volunteer levels were sufficient for the work the organisation is carrying out (Table 5.24).

Table 5.24 Volunteers sufficient? (N=72)

		N	%
Is the number of volunteers sufficient for the work you are doing?	1 Yes	40	56
	2 No	27	38
	3 Not applicable	5	7
	Total	72	100

When asked if more volunteers were available: over a third (36%) reported that they would extend their opening hours / availability; less than two in ten (18%) would extend their services to other population groups; and, more than four out of ten (43%) would increase the range of services they offered (Table 5.25).

Table 5.25 More volunteers available - areas of extended / increased services?
(N=72)

		N	%
Extend your opening hours / increase your availability?	1 Yes	26	36
	2 No	9	13
	3 Not applicable	17	24
	Missing	20	28
	Total	72	100
Extend your services to other population groups?	1 Yes	13	18
	2 No	12	17
	3 Not applicable	20	28
	Missing	27	38
	Total	72	100
Increase the range of services you offer?	1 Yes	31	43
	2 No	13	18
	3 Not applicable	15	21
	Missing	13	18
	Total	72	100

Several respondents suggested that the work of some of the organisations is affected by a lack of volunteers both in Guernsey and other Channel Islands.

“We are limited by the number of volunteers and funds. If we had more we could widen our services to a greater number of the elderly.”

“Recruitment of high calibre volunteers difficult.”

“The lack of volunteers in the other Channel Islands means that at present we cannot work outside Guernsey although we continue to try to find such volunteers.”

Volunteer group leaders was also raised as a key issue resource issue,

“Recruiting new leaders is our main issue.”

“We are in need of more volunteers as we have leaders who run more than one group / position. We have young people on a joining list, who are eligible to join through age, but cannot take them on as we have insufficient adult volunteers.”

The importance of volunteers was also raised in relation to committee / board membership.

“Reluctance of people to serve on the committee plus falling number of people interested in joining our association.”

“Finding Board members with the right skills to support the centre is not easy and so people stay on long after their enthusiasm has waned”

One respondent commented on the need for a dedicated broker organisation focusing on committee volunteers,

“Although Volunt-here has some trustee level vacancies on it, it is fundamentally aimed at recruiting volunteers who will be directly involved in activities on the ground. Guernsey needs a dedicated broker organisation focused on encouraging and facilitating Guernsey people to become trustees / committee members (like REACH in the UK). The fastest way to strengthen the voluntary sector in Guernsey would be to strengthen the charities committees. If charities are to expand to fill gaps and / or merge and / or employ staff etc., then they need more people involved with their committees, especially those with management experience.”

Part of the need for additional volunteers to deliver services, acts as group leaders and to serve on committees / boards is based on the demands and capacity of those already volunteering, some of whom have paid jobs.

“Our organisation is often asked to provide services on week days. Due to the Group Leader working full-time she can only run events at weekends or during school holidays (the leader is a teacher).”

“The work of the society is limited as the majority of the management committee have full-time jobs.”

“Issues that affect our work is not having enough committee members and volunteers to help with fundraising and they can only do so much.”

Several respondents stated the provision of services and the overall functioning of the organisations is being handled by a few dedicated volunteers who are already over-stretched, and some of whom are involved as volunteers in several organisations.

This “multi-tasking” is typical in Guernsey. Lack of central resource to manage the many projects we would like to tackle is a bigger constraint than funding for us. As an umbrella organisation, one of our constraints is that many of our members are already flat out running charities themselves. Finding the time to take part in an extra set of meetings etc. is tough.”

“We are affected by the lack of foster carers at the moment- this puts more pressure on the ones remaining. Hopefully that is being addressed at the moment by the states.”

Some volunteers are not only over-stretched in terms of time commitments but contribute financially to the functioning of their organisations,

“All office equipment, i.e. computer, printer, telephone etc. has been provided and funded by me personally. Any funds raised or money given via a nominal membership fee or donations given are put straight into the support group funds. Sufficient funds need to be kept in order to cover basic costs such as monthly hall hire, otherwise the support group could not keep going without the regular use of premises.”

5.3.5 Information technology / computers

Close to two thirds (63%) of respondents reported that their organisations have sufficient computers for its purposes. One half (50%) reported that their organisations have sufficient access to expertise and / or training about computers and information technology, and six out of ten (60%) that their organisations have sufficient high-speed internet access (Table 5.26).

Table 5.26 Information technology / computers sufficient? (N=72)

		N	%
Does your organisation have sufficient computers for its purposes?	1 Yes	45	63
	2 No	13	18
	3 Not applicable	14	19
	Total	72	100
Does your organisation have sufficient access to expertise and / or training about computers and information technology?	1 Yes	36	50
	2 No	19	26
	3 Not applicable	11	15
	Missing	6	8
	Total	72	100
Does your organisation have sufficient high-speed internet access?	1 Yes	43	60
	2 No	12	17
	3 Not applicable	10	14
	Missing	7	10
	Total	72	100

Some respondents commented on the need for improved accessibility to computers and IT support,

“Computer-wise we rely on home computers and if we have a problem it costs us personally. Perhaps an IT person available to all charities may be a wonderful idea but whether or not it would be feasible.”

and to

“technological equipment such as projectors to facilitate training & educational events.”

“A laptop, projector and screen would enable us to advertise the opportunities available to members and to increase our membership.”

One respondent also commented on the need for website development expertise.

5.3.6 Other practical issues that might affect the work of the organisation

Respondents identified a number of other practical issues that currently limit the organisation’s work, or where increased provision would enable the work of the organisation to be extended.

One respondent summed up quite nicely the views shared by a number of respondents,

“As all voluntary organisations in Guernsey, we need more people and more pounds.”

Coordination and strategy

One respondent added that the VCS lacked proactive liaison with the States and an overall strategy for voluntary and charitable organisations in Guernsey.

“There is seemingly no-one proactively liaising between the voluntary sector as whole and the States. That is, there is no true ‘voice’ for the charity sector. The most obvious candidate for this role is the Association of Guernsey Charities but their primary focus seems to be the distribution of Lottery funding. Neither is there anyone within the States tasked with maximising the contribution to Guernsey of the voluntary sector. Only where there is a recognised, agreed and funded ‘strategy’ e.g. Drug and Alcohol Strategy or

Domestic Abuse Strategy does there seem to be any focus on integrating voluntary sector services and filling gaps.”

Transportation

Transportation was another key resource limitation reported by a number of respondents.

“Transportation of clients to services only just manageable at present.”

“Access to minibuses would give more opportunity for varied programmes or off island trips.”

Capital and income

There was also some concern that some organisations held little in the way of assets or capital and that their income fluctuated to such an extent that it was difficult to plan services.

“The charity is provided with resources and premises by the school, it does not own anything. Income varies hugely by year.”

Training

The availability and cost of training was reported by a number of respondents.

“Funding to train more to support those who cannot pay for their training and monies for on-going training that is a professional requirement.”

“Provision of appropriate training locally is limited. Expensive to travel off island.”

“The cost of training and travel limits the number of counsellors we can take on also the cost of bringing over professional supervision”.

Other

Other issues raised by respondents in terms of practical issues which affect the work of the organisation included: parking spaces for volunteers; funding to bring over speakers; and, raising the profile of the organisation so that people actually know what it does.

Part 2: VCS Internal and External Relationships

5.4 Section C: Organisational views about the VCS in Guernsey

The questionnaire also sought respondent's views about their links with other voluntary and charitable organisations *in and outside* Guernsey, as well as their *parent body* (if applicable). Respondents were also queried about how these links could be improved.

5.4.1 Links with other VCS organisations in Guernsey

Three quarters of organisations rated their links with other VCS organisations in Guernsey as 'Very good' or 'Good' (Table 5.27). None rated them as 'Poor'.

Table 5.27 Rating of links with other VCS organisations in Guernsey (N=72)

	N	%
1 Very good	20	28
2 Good	34	47
3 Neither good / Nor poor	13	18
4 Not very good	1	1
5 Poor	0	0
6 Not applicable / Not relevant	4	6
Total	72	100

5.4.1.1 Improving links with other VCS organisations in Guernsey?

Although three quarters of respondents reported that their links with other VCS organisations were 'good' or 'very good' (Table 5.27), some suggested ways in which the links could be improved.

Raising awareness

Some respondents suggested that one way of improving links would be to raise awareness- not only of other VCS organisations in Guernsey but also what their needs might be and what trust funds might be available.

"More knowledge that we exist."

"More information about what everyone is doing. Also what charitable trusts are available to Guernsey charities."

"Increased awareness of their work and occasional meeting with them"

"Awareness of other charities needs."

Partnerships and coordination

Other respondents stated that links could be improved by *"increasing our working partnership with other organisations"* and another that *"some form of co-ordination would be beneficial"*. Further, one respondent suggested that liaising was important *"to avoid overlaps of services and avoid competition."*

Regular meetings

Many respondents stated that links could be improved by meeting with other VCS organisations on a regular basis.

“Groups of similar charities engaging on a more regular basis.”

“It would be good to meet with others to exchange views and mutual support sometimes.”

“Attend relevant meetings with other organisations. Regular open days to invite other organisations. More networking”

“To be invited to attend more meetings to obtain more information.”

“Maybe have a meeting with all the charities every 3 months, to discuss problems we were experiencing.”

One respondent recommended holding *“regular events showcasing the agencies in Guernsey.”*

Another respondent added that their organisation already meets with other voluntary organisations about every three months *“and this provides the contacts we need”*

Sharing resources

One respondent commented that knowing what other charities exist and what they do would help facilitate resources and expertise sharing,

“There are volunteer groups in the Bailiwick who do the same as we do, but we need to share resources and expertise. It would be useful to have a database, where we could share skills. Also not to be so protective of their own organisations, not wanting to take away young people from other organisations. Sharing equipment would also be beneficial.”

Other respondents suggested that it would be helpful to share facilities as well.

Time constraints

Albeit there was some agreement that greater links should be forged between some VCS organisations, there was some concern that developing links might be constrained by time. One respondent recommended that there should be “*Greater liaison between agencies*”, but that this was limited “*by availability of time*” (Respondent from organisation providing services to general public / mankind) , whilst another stated,

“As an umbrella organisation, linking with other charities is one of the main purposes of the charity and therefore is only constrained by the time available to dedicate to it.”

Joint fundraising

Others suggested “*co-fundraising events*” or “*joint fundraising*” as a way of improving links. Another respondent commented that it would be helpful to network and share ideas on ways of fundraising.

Competing for scarce resources

One respondent suggested that links could be improved if there was a sense that not all organisations were competing for the same funds.

“Because of the small community within Guernsey if it were possible to find a way that meant we did not feel as though we were having to compete with each other for the voluntary money available within the island, then our links with each other could be more supportive.”

Web-site links

One respondent stated that links could be improved “through web-site links” but another cautioned of relying on web-sites to improve links.

“These other bodies allow me to link into other charitable organisations. It helps me to see how they operate, how they use their resources and general learn from what they are doing...Websites are a good way of linking voluntary and charitable organisations in Guernsey but as I have found, not everyone uses the computer.”

Free meeting rooms

Finally, one respondent stated that giving “free access for charities without any fees for use of rooms would be a benefit”.

The need for VCS organisational links?

However, there were several respondents who stated that they have limited need to establish links with other VCS organisations in Guernsey

“We do not need links with other charities to carry out our work.”

“We have limited need for links with other charities, but the Association of Guernsey Charities website and ‘Volunt-here’ are both useful websites if links were necessary.”

“Links good, but few are needed.”

One other respondent commented that “Because Guernsey is so small there is not much more that could be done.”

5.4.2 Links with other VCS organisations outside Guernsey

Respondents were also asked to rate their links with other VCS organisations outside Guernsey. More than one third (36%) rated these links as ‘Not applicable / Not relevant’ (Table 5.28). Of the remaining, about a quarter rated the links as ‘Good’ or ‘Very good’, whereas close to one out of ten rated them as ‘Not very good’ or ‘Poor’.

Table 5.28 Rating of links with other VCS organisations outside Guernsey (N=69)

	N	%
1 Very good	6	8
2 Good	11	15
3 Neither good / Nor poor	14	19
4 Not very good	7	10
5 Poor	5	7
6 Not applicable / Not relevant	26	36
Missing	3	4
Total	72	100

5.4.2.1 Improving links with other VCS organisations outside Guernsey?

Usefulness and priorities

As noted above, a large number of organisations reported that links with other VCS organisations outside Guernsey either did not apply or were not applicable to them.

“Good links through parent body. Not sure if links relevant at a local level”

“As a local organisation we do not generally link with other voluntary or charitable organisations outside the UK”

“Our charity is purely Guernsey.”

“Not relevant. We can only use our funds within Guernsey.”

One respondent added that although links with organisations outside Guernsey would be useful, they are currently not a priority,

“External links could be useful, but are not a priority at this point. Wouldn’t call this a constraint. We frequently pull information off external websites for research purposes but don’t particularly need to be in contact with external organisations.”

Closer liaison and more meetings

On the other hand, some respondents stated that it would be helpful to have “*closer liaison*” with other VCS organisations outside Guernsey and that “*It would be good to look at other charities doing the same as us in the UK perhaps*”. Other respondents stated that it would be good to have more contact with like-minded agencies for “*sharing of developments and information.*” and to have “*more face to face meetings / forums*”. Another respondent added that they “*would welcome stronger links with Jersey*”.

Travel costs

Several respondents stated that links with other VCS organisations outside Guernsey would be improved if funds were available to attend meetings / conferences in the UK.

“Would be better improved if we had more financial assistance to travel off island”

“Need travel costs to allow delegates to attend meetings in UK etc.”

“Assistance with travel to UK and conference fees would enable even more development, especially with some specialised areas of counselling”

One respondent added that instead of providing funds for travel outside Guernsey, *“It would be good to have a convention hosted in Guernsey where we could all meet”*

Register and website

Respondents also stated that having a register and shared charitable website would help to improve links.

“Maybe have a register with all the UK & CI charitable organisations; and anyone doing similar work as our self we could bounce ideas off each other.”

“A shared charitable website might be a good idea. Where information about each voluntary and charitable organisation could be shared.”

5.4.3 Links with parent body

Finally, respondents were asked to rate their links with the parent body. More than four out of ten (42%) respondents reported that this rating was ‘Not applicable / Not relevant’ (Table 5.29). More than a third (38%) rated the links with the parent body as ‘Good’ or ‘Very good’, which represented 85% of those who responded to this question as being relevant to their organisation. Only one respondent rated the link as ‘Poor’.

Table 5.29 Rating of links with parent body (N=72)

	N	%
1 Very good	14	19
2 Good	14	19
3 Neither good / Nor poor	4	6
4 Not very good	0	0
5 Poor	1	1
6 Not applicable / Not relevant	30	42
Missing	9	13
Total	72	100

5.4.3.1 Improving links with parent body?

Some respondents who rated the links with the parent body as good offered additional comments.

“We have very good links with our parent organisation, and are able to call on their expertise and knowledge, and have access to a website, which is manned 7 days a week or else responded to very quickly. In case of emergency we have a 24 hour helpline.”

“Links are good, information is readily available through website and other means of communication.”

Respondents also offered specific suggestions as to how the links with the parent body could be improved.

Communication

One area raised was improved communication.

“There are a number of links and these have been gradually increasing and improving. Initiative is down to us to take. Some people at the parent body need to be reminded that we exist and improve their response rates. Communication often quite poor from their side- always need chasing, reminding. Not very knowledgeable about differences in Guernsey such as government, laws, service provisions, culture, absence of a NHS and the impact of all this. We need to educate them which we are doing. Not very supportive in some areas or efficient.”

However, one respondent stated that communication is difficult when times are busy which affects how connected they feel to the parent body.

“It is important to keep in touch but when we are busy this can go so we don't feel that we are part of a wider organisation.”

Meetings

Several respondents stated that the links with the parent body could be improved if they were able to attend more meetings.

“More face to face meetings / forums”

“More regular meetings.”

Travel funding

Related to the issue of attending more meetings with the parent body and other events was the availability of funds to travel to the UK to attend such meetings, a topic also raised in section 5.4.2.1 above.

“It would be good to be able to travel over to the meetings more than once or twice a year as funds allow”.

“Provide funding so we could attend UK events and training courses. We currently rely on newsletters and e-mail correspondence. It is difficult to keep up to date with UK policies.”

“I have regular contact via email with the [parent body] and have been appointed an area co-ordinator who I can deal with direct. However, due to the expense, I am unable to attend the annual meetings and as such I do feel that living on an Island does hinder me attending these meetings. If I were able to attend them I would feel less isolated. It is good to share experiences and talk about ways of improving your organisation with like-minded people.”

Other

One respondent stated that links with the parent body could be improved *“If we could actually access the main website as part of the intranet structure and feel included.”*

Another added that their parent body gives them ideas and supports them with media releases, but that *“Guernsey is very different from the UK and therefore there is a limit to how much they can help us.”*

However, another respondent stated that their organisation had been effectively cut-off from the parent organisation once they became a single charity but that the States and other VCS organisations have been very supportive.

“When UK Scheme became a single charity rather than a federation, we were effectively “cut loose” although we are able to request training materials, information etc. We have never received any funding from the UK. It does seem now that we are adrift from the UK Scheme but still attached by a very fine thread. I don't think our links could be improved. ...I don't feel that any more could be done to improve links to the UK. We are lucky in that we have the full support of the States departments and voluntary agencies in our island

and we also work closely with Isle of Man and Jersey who are in the same position.”

5.5 Section D: Organisational views about areas of important linkages with other VCS organisations in Guernsey

Respondents were asked to rate the importance of various areas of linkages with other VCS organisations in Guernsey. These areas included: sharing premises; sharing information and ideas; joint forums or meetings; developing joint projects; working together on particular themes; support with financial systems; support for computing and IT.

Table 5.30 provides a summary of the ratings of the various areas. As the table shows, the most important (rated ‘Important’ or ‘Very important’) areas of linkages were: sharing information and ideas (87%); joint forums or meetings (69%); working together on particular themes (66%); and, developing joint projects (61%). The least important areas (rated ‘Not important’ or ‘Unimportant’) for linkages were support with financial systems (15%), support for computing and IT and (15%), and sharing premises (11%).

Table 5.30 Areas of important linkages with other VCS organisations in Guernsey

	1 Very important		2 Important		3 Neither important / Unimportant		4 Not important		5 Unimportant		6 Not applicable / Not relevant		Total	
	N	Row %	N	Row %	N	Row %	N	Row %	N	Row %	N	Row %	N	Row %
Sharing information and ideas	33	47	28	40	4	6	0	0	0	0	5	7	70	100
Joint forums or meetings	16	23	32	46	15	22	0	0	0	0	6	9	69	100
Working together on particular themes	20	29	26	37	12	17	4	6	0	0	8	11	70	100
Developing joint projects	16	23	26	38	19	28	2	3	0	0	6	9	69	100

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Support with financial systems	18	26	14	20	17	25	8	12	2	3	10	15	69	100
Support for computing and IT	11	16	23	33	15	21	6	9	4	6	11	16	70	100
Sharing premises	8	11	11	16	14	20	5	7	3	4	29	41	70	100

5.6 Section E: Organisational views about the relationships between the VCS and the States of Guernsey

Respondents were asked to identify what is involved in the relationship (if any) between their organisation and the States of Guernsey. They could choose more than one type of relationship. This covered areas such as premises, funding, staff and so on. Respondents were then asked to rate their organisation's links with the States and to identify how the link between their organisation and the States could be improved.

5.6.1 Organisational relationship(s) with the States

Twenty four organisations, or one third, did not report any organisational relationship with the States. The other forty eight respondents provided information on the characteristics of their organisation's relationship with the States. More than one third of these respondents (35%) reported that their organisations receive funding from the States and about a third (31%) reported that the States provided information to their organisation (Table 5.31). Two in ten reported that inter-agency forums were facilitated by the States and 19% use premises provided by the States. Very few organisations have staff seconded by the States, financial or computer expertise provided by the States. Finally, one half of respondents reported 'other' relationships with the States.

Table 5.31 Relationship(s) of organisation with the States (N=48)

	N	%
Other	24	50
Funding provided by the States	17	35
Information provided by the States	15	31
Inter-agency forums facilitated by the States	10	21
Premises provided by the States	9	19
Staff seconded by the States	2	4
Computer expertise provided by the States	2	4
Financial expertise provided by the States	1	2

Note: Multiple responses allowed

Table 5.32 provides a summary of ‘other’ relationships organisations have with the States. The most frequently cited was no relationship between the organisation and the States.

Table 5.32 ‘Other’ organisational relationships with the States of Guernsey (N=24)

	N
No relationship	7
Education and Youth Service Grants	1
Exchange of information, initiated by charity	1
States departments involved in provision of services for people with dementia.	1

	N
Inter-agency forums	1
Limited technical support in delivery of services	1
Maintain strong link with States Department to our mutual benefit / to those we assist	1
Our campaigning is specifically aimed at influencing the States of Guernsey	1
Peppercorn rental	1
Report back to the States	1
Some initial one-off funding received	1
Some training, also two parking spaces	1
State department maintains the premises which were provided for the club	1
Use of States run Sitters Service & Transport scheme & referrals	1
We provide training for States employees	1
Working satisfactorily with Health and Education departments	1
Missing	1
Total	24

5.6.2 Rating of link with the States

More than half of the respondents (54%) reported 'Good' or 'Very good' links with the States (Table 5.33). Less than one in ten rated these linked as 'Not very good' or 'Poor'. Two in ten did not feel these ratings were applicable to their organisation.

Table 5.33 Rating of link with the States (N=72)

	N	%
1 Very good	7	10
2 Good	32	44
3 Neither good / Nor poor	12	17
4 Not very good	3	4
5 Poor	2	3
6 Not applicable / Not relevant	15	21
Missing	1	1
Total	72	100

5.6.3 Improving links with the States?

Thirty five respondents provided additional comments on how the links between their organisation and the States could be improved, as presented below. Three responded specifically that the current links are good and did not need to be improved.

“Present links with those civil servants and politicians we deal with are excellent.”

“For the work done at present our links do not need to be improved.”

“Relations very satisfactory.”

One respondent, however, did not feel that links between their organisation and the States was particularly good.

“We should be taken more seriously. The area of the States we have to deal with is sometimes patronising.”

Another respondent stated that good links depend on the specific States department.

“Our relationships vary from department to department. I have ticked good because generally speaking they are. One particularly is not very good although they will claim otherwise I'm sure if asked the question! It is an issue that we have been trying to resolve for years and I'm sure that if I had the answer I would be delighted to share it with you!”

One respondent questioned whether any links between their organisation and the States would be beneficial.

“We don't particularly benefit from additional linkages etc., except perhaps a small element of knowledge sharing e.g. on legislation. However, I think there are other charitable bodies who desperately need support with financial systems, etc.”

Developing working relationships over time

Three respondents suggested that good links or working relationships between their organisations and the States had to be cultivated over time.

“We have spent many years building the relationship we have with the states.”

“We have a very good relationship with the States, however this has had to be worked on over the last few months, as funding was stopped for two years due to lack of information being given to the States, which was quite

understandable on their part. This has now been rectified and communication is vital to achieve this on both sides.”

“If the opportunity arises to work together that is good but we have to keep working at that as it relies on relationships being formed.”

Communication / dialogue

Good communication was identified as an important issue in forging good links with the States by one of the respondents.

“Regular dialogue with all relevant departments.”

However, another stated that links with the States would be improved *“if they replied to correspondence sent to them.”*

Another respondent identified communication problems in terms of necessary paperwork.

“We got phone calls asking for support, but the paper work does not always follow. We should have a meeting with the States department concerned approximately every other month to see what is happening, etc.”

Develop closer working relationships

One respondent felt that it was important to develop a closer working relationship with key States staff.

“Develop a close relationship with senior managers, policy members, etc. Seek funding for specific projects. Due to open discussions on service provision, possible partnerships.”

Meetings

Another respondent suggested that additional meetings between their organisations and the States would improve links.

“Possibly more meetings with the States to see the bigger picture of what they have planned for the island.”

Information

A couple of respondents identified information related issues which might help to improve the links between their organisations and the States. One in particular stated that

“It would be good if the States gave more time for us to percolate information to our members as we have a monthly newsletter and monthly meetings. Very often information arrives too late for us to implement.”

Funding and resources

Four respondents raised the issue of funding with regard to improving links between their organisations and the States.

“If the grant we receive from the states could be increased we could provide more specialised teaching, awareness courses, etc. (the courses we presently provide are funded by the charity).”

“They should give us more financial support and therefore relieve us of the struggle of trying to keep the place going which in turn would let us do our jobs more efficiently with the [service users].”

“Realisation that the services we provide are essential for the Island's disabled adults and funding the shortfall in real costs.”

“Links are purely constrained by how much resource we have available to take them up. Both deputies and civil servants are very open to discussions and are to be commended in this respect. However, it is frustrating that the States themselves often don’t have the resources to follow through on the issues raised (or don’t see them as a sufficient priority), particularly in terms of research / planning / policy / legislation that would lead to improved services etc.”

VCS strategy

One respondent felt that the lack of an overall strategy has affected the links between VCS organisations and the States.

“The States has no strategy for working with charities. It does need one.”

Recognition of VCS expertise

Two respondents stated that links could be improved if the States acknowledged the skills and expertise found in some VCS organisations.

“Increased recognition of the expertise and statistical information resources held by [organisation] (already good in some areas)”

“It is good for the States members to know what organisations exist in our Island and what voluntary organisations exist behind the scenes. What the States provide for members of the community can be complemented by what the voluntary organisations are doing.”

Other

One respondent stated that links could be improved if there were *“More opportunities to network and access to States training courses”*. Another respondent added that

links would be improved if there were *“Greater understanding and support by ministers and states members of the importance of arts, culture and leisure in Guernsey.”* Finally, one respondent suggested that there should be *“Reduced fees for hiring States-owned premises e.g. school halls.”*

Part 3: Gaps in Provision and Infrastructural Resources and How to Fill Them

5.7 Section F: Organisational views about gaps in service provision in the VCS needed to address 'social exclusion'

Respondents were asked to identify groups of people who are particularly 'socially excluded' in Guernsey. Based on previous work by Levitas *et al.* (2007) we defined 'socially excluded' for the purposes of this research project as:

“those individuals who lack or are denied resources, rights, goods and services, and who are unable to participate in the normal relationships and activities, available to the majority of people in Guernsey, whether in economic, social, cultural or political arenas. It affects both the quality of life of individuals and the equity and cohesion of Guernsey as a whole”.

(University of Bristol Research Team)

5.7.1 Socially excluded groups of people

Thirty six respondents (one half of all respondents) identified 72 groups of socially excluded people in Guernsey. These are summarised (with frequency counts) in Table 5.34. The three most frequently identified groups of socially excluded people were: elderly people; families on low income, and carers looking after long term sick or disabled family members. However, this does not fully capture respondents' perceptions of the most socially excluded groups of people in Guernsey, as different respondents had different ways of referring to socially excluded groups of people, For example, the distinction between 'people with a disability seeking employment' and 'physically disabled adults who wish to work but need support' is not altogether clear, and there was a range of ways in which excluded young people, and disabled people, were referred to. Therefore groups that are referred to differently may

overlap. For this reason a further coding exercise was undertaken to produce a clearer picture, as described below.

Table 5.34 Socially excluded groups of people identified by respondents

Group	N	Code
Elderly (both groups may or may not have come into contact with any of the services and those who need constant hospital care due to strokes, other long-term illnesses)	4	Op H D
Families on low incomes	3	P
Carers looking after long term sick or disabled family members	3	C
Disabled People	2	D
Ex-offenders / former prisoners	2	Of
Immigrant / migrant workers	2	IE
Wheel chair users	2	D
11-16 year olds and sometimes their parents / carers	1	Y P/C
Adults with learning difficulties	1	D
Adults with mental and physical disabilities	1	D
Car free islanders	1	P
Children and young people with attachment difficulties	1	Y YF
Children with learning difficulties	1	Y

Group	N	Code
		D
Children without parents requiring foster / adoption	1	Y YF
Disabled access in both public & private sector buildings	1	D
Disaffected youth generally	1	Y MY
Earners above the threshold for states housing but too low for the rental market	1	Ho
Ethnic minorities	1	IE
House bound patients	1	H D
Learning disabled (special needs) (Youth and Adults)	1	D
Obesity issues lead some to feel excluded because of lack of self-esteem etc.	1	Ob
Patients without transport	1	H T P *
People experiencing domestic abuse	1	DA
People who are gay, lesbian, bi- or trans-sexual	1	LBGT
People who are not literate	1	L

Group	N	Code
People who cannot afford counselling fees	1	P
People who have some form of mental illness	1	MH
People who prefer to speak Guernesiais (Guernsey French)	1	G
People who suffer from [specific medical condition]	1	H
People with a disability seeking employment	1	D U
People with behavioural problems	1	MH
People with chronic & enduring mental health problems	1	MH
People with extensive drug & alcohol problems	1	MH S
People with housing needs	1	Ho P*
People with low income or high debt	1	P
People with mental health problems (dementia)	1	MH
People with mild social language and communication disorders without a learning disability.	1	D
People with long term oxygen requirements	1	H D
Physically disabled adults who slip between the cracks.	1	D
Physically disabled adults who wish to work but need support	1	D

Group	N	Code
		U
Physically disabled adults living in elderly care homes - inappropriate	1	D Ho
Physically disabled people	1	D
Physically disabled who need a purpose built wheelchair but who are not eligible for SPB support	1	D
Physically or mentally handicapped	1	D
School children	1	Y
Senior citizens (they feel isolated / forgotten)	1	Op
Single mothers	1	P P/C
Some youngsters with mental health issues (not all but there are some)	1	Y MH
Substantial group of people with basic literacy problems	1	L
Unemployed people	1	U
Young adults	1	YA
Young people from low income families	1	Y P
Young people not in education or employment	1	Y MY

Group	N	Code
Young people on the edge of the criminal justice system, whose families are living in or close to poverty	1	Y MY P
Young people who are experiencing difficult family situations	1	Y YF
Young people who for many reasons 'drop out' of society	1	Y MY
Young people who have left care	1	Y YF
Young physically disabled	1	Y D
Young teenagers who have drug / alcohol problems	1	Y S
Younger Disabled people	1	Y D
Youngsters on Housing Estates	1	Y MY
Total	72	

5.7.1.1 Coding socially excluded groups of older people

In order to analyse these categories in more detail, a coding scheme was applied as outlined in Table 5.35 below. Responses might receive more than one code if more than one issue / group was involved. This coding demonstrates some strong patterns

of response, as well as a number of issues that received one, two or three references.

Table 5.35 Coding of socially excluded groups of people identified by respondents

Code	Meaning	Number of mentions
C	Carers	3
D	Disability	22
DA	Domestic Abuse	1
G	Guernesiais	1
H	Health	5
Ho	Housing	3
IE	Immigrants / minority ethnic groups	3
L	Literacy	2
LGBT	Lesbian, gay, bi-sexual or transgender	1
MH	Mental Health	6
MY	Marginalised young people	5
Ob	Obesity	1
Of	Offenders / ex-offenders	2
Op	Older People	5
P (or P*)	Poverty	11
P/C	Parents / Carers	2

T	Transport	1
U	Unemployment / employment	3
Y	Young people / children	17
YA	Young Adults	1
YF	Young people with difficult family situations	4

Note: P* indicates that the group referred to is likely to include people experiencing poverty, although not all the group necessarily experiences poverty

From the table above it can be seen that disability in various forms was referred to 22 times. Young people were referred to 17 times, all but one of which included a specific aspect of disadvantage they experience, such as family difficulties, poverty, or marginalisation from education or employment. Poverty received 11 references, mental health received six references, general health received five references, and carers, housing, unemployment / employment and minority ethnic groups were each referred to three times. Other categories such as offenders / ex-offenders and parents / carers received two references, and the remainder received one reference.

5.7.2 Gaps in service provision to socially excluded groups of people

Following identification of groups of socially excluded people in Guernsey as perceived by respondents, they were then asked to identify any service gaps for these and who they thought should fill these gaps (and why). Forty respondents provided answers.

Lack of volunteers

Two respondents identified the lack of volunteers to provide services as a reason for gaps in provision to socially excluded groups of people.

“There are never enough volunteers to provide a service to all those in need.”

“The main gap we find is not getting support from firms i.e. sponsorship, people willing to give their time to help raise much needed funds, the more monies we raise the more people we can help.”

Training and referrals

One respondent identified training and referrals.

“Possibly not enough training to enable the voluntary sector to support the socially excluded. Also not knowing to whom or where referrals should be made.”

Accessibility

Another respondent raised accessibility issues.

“Problems of physical accessibility to some service provision.”

Recognition

There was also a sense that certain groups of socially excluded people were not being recognised as socially excluded, with one respondent adding

“Lack of recognition of specific problems experienced by lesbian, gay, bi-sexual and trans-sexual groups in a small island.”

Opportunities for skills development and employment

Key service gaps raised by three respondents were in terms of skills development and employment of adults with and without disability / support needs.

“Opportunities for the unemployed to gain key skills to increase their chances of employment and to gain qualifications and work experience, provision of work placements - also for people with disabilities (learning, mental health, and physical disabilities) - and funding for those. Many other gaps in the provision of services which should be provided by the states or could perhaps be provided in partnership with voluntary sector.”

“I frequently receive phone calls from parents of children with ADHD or "mental disorders" asking whether I can help with employment. Unfortunately we have to limit the people we help to those with communication disorders.”

“Two main areas relate to housing and employment. Difficult to see how these gaps can be addressed by the voluntary and charitable [sector] acting alone. Ideas would include provision (by the States) of rent free premises for sheltered housing / workshop space which could then be managed by the voluntary / charitable sector.”

Two other respondents raised issues of employment opportunities for disabled people and the lack of disability discrimination legislation.

“Apart from [named VCS organisation] (Autism) and [named VCS organisation] (Learning Disability), there are no charities specifically facilitating employment for disabled people. Limited supported employment services are provided by the States via HSSD and SSD but there is no equivalent here of the Jersey Employment Trust.”

“Lack of disability discrimination means employment is often barred for those with a disability seeking employment. I do not believe there is enough thought and effort being put towards re-engaging the "socially excluded" from a role within the community. Concentration is on immediate not follow up care, which is usually provided by the voluntary / charitable sector. Courses or mentoring towards returning to community living would be most helpful.”

Young adults finishing education

Another respondent stated that there was a gap in service for young people with special needs completing full-time education.

“When our children leave school the parents are in dismay and at a loss of lack of information of what happens next. They would like to see job opportunities for those who are able, with or without support. A couple of years before they leave school they would like to know what options are available and know that provision and a place is made for their child. Also at the age of 18 Activity Scheme stops. What are young adults of that age supposed to do and it’s not right for them to be just at home.”

(Respondent from organisation providing services to multiple beneficiaries)

Supportive home care for disabled and older people

One respondent stated that individuals requiring supportive home care should live

“In an environment that is tailored to their needs. In respect of the elderly and disabled a sheltered environment where life can carry on as much as previous. With care and dignity. Regarding the children without permanent homes, to provide accommodation in as close to a family-like environment as possible.”

Another respondent added that

“There are a relatively large number of day services provided by charities for disabled people, but very few residential / homecare services. Residential / homecare respite is in particularly short supply. The leap from day services to residential / homecare is a huge one for a charity, particularly in terms of the level of responsibility it places on the committee regarding fundraising and staff / premises management.”

Care in an appropriate setting

The provision of care in an appropriate setting was raised by two respondents.

“Any physically disabled adult who is not able to live at home but for whom a Care of the Elderly residential home is totally inappropriate”

“Lack of nursing care homes for young adults between the ages of 30-55. At the present time they are in homes for the elderly many with dementia.”

Private room and family lounge for older people in hospital

One respondent was concerned that older people who frequently entered the hospital did not have access to adequate facilities.

“Private facilities (toilet / bathroom) and own room would be better for patients and their family / visitors to enjoy private time. A friendly lounge room to join other patients / activities when they wish would also be necessary. As well as "Activity Room" games & puzzles should be available for patients and visitors to enjoy together rather than just sit and run out of conversation, i.e. friendly stimulation.”

Acknowledgement and support for carers

One respondent felt quite strongly that the role of the carer is not appropriately recognised and that there are not enough carer support services in place in Guernsey.

“We feel Carers looking after long-term sick or disabled family members either at home or relied upon to give crucial support to them when in residential care are in great danger of becoming 'hidden' and thus socially excluded. Many of these carers become isolated and gradually lose confidence and sense of personal worth often also their physical health, so that when they are bereaved they are totally lost and need support to reintegrate into society. States are increasingly dependent on family members to provide for those

elderly, sick and disabled who to choose to remain at home. But, apart from charity programmes and the Invalid Care Allowance for Attendance Allowance recipients, there is little acknowledgement of their role which is almost taken for granted particularly if the role evolves gradually - as in care of the elderly. This is a growth area with particular economical implications for the States in the future.”

Another added that there is limited support for carers,

“Support for, and / or campaigning on behalf of, Carers is very limited. [Three named VCS organisations] do good work in this area, as do the individual charities like [two named condition specific VCS organisations], but they are only scratching the surface. There is nothing here on the scale of Jersey Association of Carers.”

Emergency accommodation and affordable housing

Two respondents also identified a need for emergency accommodation for homeless people and adequate housing for some families living in poor conditions.

“I think that the housing department need to have more emergency accommodation available of a reasonable standard for the temporarily homeless.”

“There is a shortage of affordable housing for families so some are living in squalor.”

Lack of supervised activities for special needs groups

One respondent added that there is a service gap for disabled people with regard to supervised activities.

“Lack of supervised activities, i.e. shopping bowling, football matches, bar meal, concerts, etc.”

Activities for children with physical and learning difficulties

Another respondent added that an activities service gap also existed in terms of physical and social activities for children with physical and learning difficulties.

“I think generally the people of Guernsey are very good and very generous in helping children with physical and learning difficulties. I would love to see one of the old schools or States premises used to provide a centre covering the services [organisation] do at the moment and a gym for us and all the other things, the swimming etc. The people of Guernsey are very generous and I know it is feasible. Also the States could provide some staff. Admin for all of our clubs could be done in a central office instead of us all spending huge amounts of our own time.”

Ex-offender housing and rehabilitation

One respondent identified ex-offender housing and rehabilitation back into the community as key service gaps.

“Ex-offender housing and co-ordinated approach to rehabilitating ex-offenders into the community. Non-substance addictions, especially gambling.”

Lack of computer and internet access

Another service gap identified by one respondent was not having a computer (and access to the internet).

“It should not be assumed that everyone has access to a computer as some older people are not able to use a computer at all. The States are increasing the use of this to disseminate information.”

Youth misusing drugs and alcohol

One respondent commented that there is a service gap for youth who misuse drugs and alcohol.

“Drug and alcohol is a big problem in Guernsey. We are seen as an affluent, middle class society, however there are those who do not fall within these criteria and are left to their own devices. There is a stigma attached and people are not prepared to help them. Local government funding is mainly for the groups, but sometimes these young people are 'barred' from these groups. We do have a very good Youth Service, which runs groups for young people who need somewhere to go, but sometimes they just need somewhere to 'hang out' and talk to others and adults. There is no such provision at the moment.”

Migrant workers

Another respondent suggested that there is a need for greater employment regulation in respect of migrant workers.

“Greater regulation on employers employing migrant workers.”

People with specific medical conditions

Another respondent suggested that people with certain medical conditions can feel socially excluded as well.

“People who suffer from [specific medical condition] quite often feel 'excluded' due to the fact that little is understood about their condition. They feel that it is difficult getting employment and also difficult getting benefit. As a support group we feel everyone should be socially accepted, whether they have a disability or not. I think the gaps in the services need firstly to be filled by the various States departments ie. Housing, Social Security etc. Then the

voluntary and charitable sectors can provide the extra services or link services which will complement the services provided.”

Other

Finally, one respondent questioned the need for the VCS to provide any additional services to socially excluded groups of people in Guernsey, as responsibility for further provision rested with the States.

“The voluntary / charitable sector is doing more than enough to provide for the socially excluded. It is the States of Guernsey that needs to do more.”

5.7.3 Who should fill these service gaps?

Respondents were then asked to offer their opinions on who was best placed to fill these service gaps to those people who they feel are socially excluded in Guernsey. Respondents were offered a range of mutually exclusive combinations of VCS and States working in conjunction or alone to meet these service gaps. Forty six respondents provided an answer. The results are presented in Table 5.36. Nine out of ten respondents to the question reported that both the VCS sector and the States working in partnership can best fill these service gaps. Very few respondents reported that either should work alone to deliver these service gaps.

Table 5.36 Service gaps for socially excluded best filled by (N=46)

	N	%
1 Both the voluntary / charitable sector and the States working in partnership	41	89
2 The voluntary / charitable sector working alone	1	2

3 The States working alone	2	4
4 Neither the voluntary / charitable nor the States	0	0
5 Other (please specify in space provided below)	2	4
Total	46	100

5.7.4 Reasons for choosing who should best fill any service gaps?

As a follow-up, respondents were asked to give the reasons why they chose the answer with regard to who is best placed to fill any service gaps. Forty six respondents provided additional comments and / or reasons for their choice.

5.7.4.1 Reasons for choosing both the VCS and the States working in partnership to fill service gaps

A number of different reasons were given by respondents for choosing that VCS organisations should work in partnership with the States to fill any service gaps.

Working together and effective partnerships

Five respondents stated that currently both VCS and the States carry out their functions well and that working together is vital.

“Good work is done by either side...and working together is always important.”

“Working all together is the best solution.”

“Because it’s not ‘them and us’ but we are all in it together - the welfare state can’t and shouldn’t seek to provide everything otherwise it leads to a greater culture of dependency, decrease in philanthropy and less charitable giving of time, money, skills and resources - a healthy society / community needs opportunity for giving as well as receiving in order to flourish as humanity.”

“Voluntary groups continue to support society in a number of ways which is often more acceptable than having hand outs from Social Services, so working together makes sense...Charitable groups add to society in many ways and we know there is not a bottomless pot of funds. The workers themselves benefit from the giving of their time and skills.”

“Based on our own experience this type of partnership would hopefully highlight the gaps in provision. It will hopefully highlight the need for somebody to take responsibility for the overall provision because at the moment if we do have problems it appears that we get pushed from pillar to post without anybody taking overall responsibility.”

One respondent added that working together is the only option in a community the size of Guernsey.

“In an island / community this size, any other solution is futile.”

Another respondent added that in order for these partnerships to be effective, the VCS and the States will need to understand each other better.

“These are local issues which should be tackled by our Government primarily by using the voluntary and charitable sectors. In order to do this effectively these bodies will need to understand each other to work effectively in a partnership.”

Also, by working together with the States, VCS organisations have a clearer idea about what is expected of them by the States.

“By forming a partnership, the charities would be more supported as to their particular requirements by the States.”

One respondent stated that in addition to the VCS and the States working together that this should apply to different departments within the States as well.

“It seems each department tries to work on their own each trying to work against each other instead of coming together. We are fed up battling with each department. Our young adults have battled with school and they have a right to be looking at some sort of work at the end, to where they have the week planned it may be split up work, day centre but they deserve a little wage packet at the end of the week like anyone else. So by working together it could be achieved.”

Avoiding duplication and maximising resource use

Three respondents reported that working together helps to avoid duplication and maximise available resources.

“The States and voluntary sectors should work in partnership to avoid duplication and maximise resources.”

“Maximum amount of expertise, time and effort would be available.”

“I think the States can work with the charitable organisations in looking at ways to improve the services that are provided on the Island to ensure that it is an all-inclusive community. Otherwise, there may be a risk that resources are duplicated or that funds are not used wisely.”

Complementary function, not substitution

There were also suggestions by four respondents that the VCS and the States provide unique inputs into any joint delivery of services to address gaps in social exclusion provision.

“The States have resources and expertise while voluntary sector has creativity, free man power and clear insight into what is needed and what works or doesn't work.”

“States for funding and joint working with a multiple of agencies. Voluntary / charitable for provision and flexibility.”

“I have been involved in several projects where the states and the voluntary sector have worked in partnership. Very often the ideas and drive come from the voluntary sector. People also feel more committed and do not feel they are just having things done to them.”

“Don't believe that the charitable sector and States can work in isolation from each other. Where relevant States can provide a statutory framework with the charitable sector delivering within that framework.”

However, one respondent was keen to point out that the VCS should not be providing services that the States should be providing already.

“Critical to ensure quality of support for all groups so that the States do not expect the Charitable sector to pay for services they should be providing within the Bailiwick. Between States and voluntary sector a happy medium could be achieved with some financial support as well as advisory support and access to the full range of HSSD services provided to the States staff - e.g: courses free to HSSD staff but up to 650 per applicant for charitable staff - just more money we need to raise, yet the States want and expect all our staff to be highly trained - a vicious circle.”

And another respondent added that equally it is not feasible that the States should be expected to provide all the necessary services to fill these gaps in provision to groups of socially excluded people in Guernsey.

“It is unrealistic to assume that the States can fill these gaps, there simply aren’t the funds but rather than just leave them and expect / hope that the voluntary / charitable sector will plug the gaps, the two sides need to identify what’s needed and work together with the resources of both to see who can afford or has the skills to fill them. There is no point pretending the gaps don’t exist!”

Funding and resources

Moreover, three respondents suggested that the resources available to the States are inadequate to meet all service gaps, particularly in terms of personnel and hours of operation.

“Some projects would require a lot of funding beyond which the voluntary and charitable sector could finance and others could be managed well by the voluntary sector and states working in partnership.”

“The States should be responsible for providing services for all members of the population on Guernsey and ensure that there are no gaps. I would guess that with the financial constraints on the States at the moment that they would be unable to provide these services so it would fall on voluntary / charitable sector to provide these services.”

“Some service gaps occur because the States do not have the resources and are also tied to available hours working times etc. and budgets, whereas quite a few voluntary / charitable sectors work out of hours with their available resources and are not paid overtime which therefore does not affect their budgets. We work closely with, but independently of, some States Departments, thus saving them quite a lot of man hours - but it is what we do.”

Commissioning of services

One respondent suggested that the UK should be looked at in terms of commissioning of services from non-statutory agencies and the benefits derived from such an arrangement.

“Statutory commissioning of services from the voluntary sector is a proven method in the UK, and elsewhere, of addressing gaps as large and fundamental as supported employment, respite and homecare. The key benefits of the service being led by a charitable organisation are the focus and passion the staff / volunteers will bring to the service, plus the opportunity to attract additional non-statutory sources of funding. From the charities’ perspective, the key constraint inherent in adopting this model is the committee. There are only a limited number of charities whose committees are developed enough to contemplate bidding for contracts. Many charities are run purely by volunteers with no paid staff. Even those committees that are developed enough are likely to have reservations – they may be wary of States involvement or feel that “running a part of HSSD” should be something people are paid to do, not something people do voluntarily in their valuable and limited spare time.”

Knowledge and valuing VCS expertise

Two respondents felt that in order for these working partnerships to be effective the States should acknowledge and value the contribution the VCS makes.

“There is a vast amount of expertise available through the voluntary sector, but the states need to be aware of what is available.”

“The Voluntary sector is often far more in touch with what is going on in the UK and around the world in its particular field of expertise than civil servants. We are constantly doing research and providing information to the States. Our expertise should be acknowledged and appreciated rather than being seen to be a nuisance. Deputies and civil servants need to value our input rather than

ignore it. They need our vision and our passion. They also need to acknowledge our input in financial terms instead of expecting everything free of charge.”

Third party role for VCS

One respondent suggested that the VCS might be well placed to provide information to the general public taking on the role as a third party.

“Some sections of the community do not interact with authority. They are uncomfortable when faced with States departments. They need some form of support from an informed third party. Similarly States Departments need help to explain their position to the general public.”

Ministerial position

Finally, one respondent suggested that there should a ministerial position created which oversees the voluntary and charitable sector.

“There should be a minister whose role it is to 1) assess "financially" the work done by voluntary / charitable sector thereby saving states money. 2) look to how charities could "improve" work they do (thereby saving States more money) 3) charities / volunteer groups on Guernsey must start working together to share ideas, facilities, training, etc. A monthly charities forum from which ideas fed back to "minister". 4) gaps in provision of services for people have to be identified.”

5.7.4.2 Reasons for choosing the VCS working alone to fill service gaps

The sole respondent who stated that the VCS should work alone in filling identified service gaps suggested that some young people are prone to be anti-establishment and would prefer to deal with an organisation that is seen to be independent.

“Sometimes young people are anti-establishment, and they would prefer to go somewhere that is independent. It would need States funding, but trained volunteers are less threatening than civil servants. Some need a friendly independent face rather than someone they know is checking up on them.”

5.7.4.3 Reasons for choosing the States working alone to fill service gaps

Two respondents identified the States as the main provider of additional services to meet the needs of socially excluded groups of people in Guernsey. One suggested that *“The States should provide as much as possible. The charitable organisations to assist as maybe appropriate, but not reliant on it.”* and the other that given its position in the system, *“The States bodies are able to identify those in need of social inclusion through the States Insurance department, the Housing Authority, the Health & Social Services Departments.”*

Chapter 6: Discussion and Conclusion

6.1 Introduction

This chapter draws together the main findings of the study and explains how these findings inform the recommendations that are presented in chapter 7. It summarises key themes emerging from the focus groups and from the survey, considers how these themes reinforce, complement or differ from each other, and how they relate to issues raised in the literature review. Based on these themes, potential directions for the voluntary sector are discussed which can address the difficulties identified while building on existing strengths.

The focus groups provided the opportunity for in depth discussion of the different themes, enabling participants to share and develop ideas, and to demonstrate degrees of agreement or disagreement on specific issues. This provided a rich source of qualitative data. Some of the topic areas in the survey complemented those of the focus groups, and therefore provide an opportunity to triangulate or evaluate the two sources of data against each other, further strengthening the research findings. Survey respondents made plentiful use of the opportunity to respond to open or 'other' questions in many of the sections, which provided an additional source of qualitative data. However the survey also enabled much more detailed, quantified data to be gathered about the work, resources, needs and views of individual organisations than is possible (or desirable) in focus groups. In the following discussion therefore, some key findings from both data sources are summarised in combination, others are reviewed separately, and links are made with relevant themes in the literature review.

6.2 Social exclusion, social inclusion and the work of the VCS

The focus groups provided an insight into the experience of social exclusion in Guernsey, as perceived by the participants. This covered broader structural issues of disparities of wealth and poverty in Guernsey, where the general wealth of the island

can exacerbate the exclusion of a minority, and the '*strong community*' does not extend to the most marginalised estates (despite the efforts of voluntary groups). It also covered the range of groups considered to experience social exclusion, which involved age related groups, both young people and older people; health related groups, including those experiencing serious illness and those affected by addiction; disabled people; those affected by poverty in various ways, including low incomes, unemployment, low levels of education and skills, and single parenthood; those experiencing homelessness and housing difficulties; those experiencing emotional or relationship difficulties, such as bereavement; people involved in the criminal justice system; and those experiencing exclusion related to their minority ethnic or migrant worker status.

There was also insight into the range of barriers that are implicated in social exclusion. These related to limitations in mobility, information, choice and confidence; increased stress; difficulties in accessing housing, employment, education, social and cultural activities; isolation; lack of recognition and understanding of diverse identities; and prejudice, stigma and discrimination.

These findings illustrate the multidimensional nature of social exclusion that was explored in the literature review, and its relational and distributional aspects. Excluded people in Guernsey, as elsewhere, experience relational inequalities of power and access to mainstream community relationships, in a situation where the relative prosperity of the majority serves to increase the exclusion of a minority. They also experience distributional inequalities of resources, in relation to income, housing and employment. As discussed in section 2.8, Guernsey's most recent Household Expenditure Survey (Policy Council 2007b) indicates that relative poverty in Guernsey has not changed substantially since the Survey of Guernsey Living Standards in 2002, when 16% of households were found to be poor (Gordon *et al.*, 2002b), and those who were poor frequently also experienced isolation and depression, and could experience exclusion from public and private services.

In response to these issues, Guernsey's voluntary and charitable sector works with a wide range of groups, including many of those identified by participants as experiencing social exclusion. The VCS in Guernsey is extensive, diverse and energetic, comprising nearly 300 groups registered with the Association of Guernsey Charities, and others that are not registered. The VCS also provides a broad range of services and activities, depending on the groups served and the aims of the organisation. These include the provision of information to inform people's choices, direct support in relation to emotional, practical and health issues, opportunities for mutual support and social activities, confidence building activities, awareness raising, advocacy and campaigning, challenging stigma and discrimination, and multiple forms of fund-raising for the groups themselves and on behalf of other causes.

The survey findings provided complementary data about the focus and methods of VCS organisations in Guernsey. In the responses to questions about the 'purpose' of the organisation, 'education / training', 'disability' and 'medical' issues figured prominently, receiving 16, 14 and 13 responses respectively, reflecting trends in the VCS matrix. 'General charitable purposes' also received 13 responses, while 'support' and 'other' received ten, and 'advice / counselling' received eight, with a range of other categories receiving fewer responses. The term 'support' (e.g. youth support, family support) was added to the draft questionnaire following guidance from focus groups, and would seem to reflect the dominance of youth work in Guernsey by the VCS, as well as a series of family support projects.

This broad picture of the sector was added to by the data on 'beneficiaries' of the organisation, in which adults were most often cited (by 50 respondents), but followed fairly closely by 'older people' (40 respondents), 'children / young people' (39 respondents), disabled people (37 respondents) and 'families with children' (29 respondents). When the variety of 'methods of operation' is also taken into account, alongside the multiple 'other' categories of purposes, beneficiaries and methods of operation that respondents provided in the free spaces of the questionnaire, the picture of a varied and vibrant voluntary and charitable sector gained from the focus

groups is confirmed. There is some emphasis in the VCS towards health and disability related issues but it extends into a wide variety of other fields of service and activity.

6.3 Strengths of the VCS in promoting social inclusion

The focus group discussions considered not only what voluntary organisations do to promote social inclusion, but reflected on how they achieve this and what attributes assist their endeavours. These attributes included the capacity of the sector to be in touch with communities and individuals at '*grass roots level*', and therefore able to see where there is a need that is not being met. In responding to these needs, the sector displays characteristics of flexibility, independence and creativity, and is often able to respond more quickly than a statutory service.

VCS organisations also go beyond a reactive response to need, to raise awareness of the issues faced by their members / service users, to champion their cause, and to advocate on their behalf with statutory authorities. The size of Guernsey, and accessibility of deputies and officers, was found helpful to those organisations whose resources enabled them to mount campaigns to promote policy change. The focus groups demonstrated a range of existing connections within the VCS. The survey shed a clearer positive light on these networks, with three quarters rating their links with other VCS organisations as 'Very good' or 'Good'.

An extension of being rooted in communities is that the VCS organisations are often more accessible or acceptable, as they reach out to groups that are particularly excluded or stigmatised, who would be unlikely to engage with statutory services, or with whom statutory services have been unable to engage. This strength of the sector in Guernsey reflects similar findings related to the VCS across Europe, as discussed in the literature review. The organisations provide many free or low cost services, including information, advice, support and counselling.

A further strength relates to the resources that the VCS is uniquely able to tap into. The first of these is the ability to mobilise volunteers and harness their commitment, enthusiasm and energy to the purposes of the organisation, as widely illustrated in the focus groups. 56% of survey respondents were able to recruit sufficient volunteers and demonstrated very flexible patterns of volunteering.

Another strength is the extensive fund-raising of the voluntary sector, attracting donations and grants that would not be available to the statutory sector. The picture of a '*generous island*,' is confirmed by the survey findings in relation to organisational income, which also provide a fuller picture of the financial situation of the VCS. The responses showed the relatively small scale of many VCS organisations: 37% had an income of £10,000 or less per year, while just 11% had an income of over £100,000 per year. In relation to sources of organisational income, responses showed that only just over a fifth of respondents (22%) received income from the States of Guernsey, which accounted for 10% of respondents' total organisational income. Donations and fund-raising featured strongly, received by 82% and 71% respectively, though accounting for 36% and 30% of total organisational income, while fees were received by 40% accounting for 13% of total organisational income. A range of 'other' creative sources of raising funds was identified by respondents.

6.4 Difficulties of the VCS in promoting social inclusion and areas for development

While both the focus groups and the survey demonstrated a strong and resilient voluntary and charitable sector in Guernsey, that is working to enhance wellbeing and promote inclusion on many levels and across multiple domains, there were also many difficulties identified. Indeed the focus group participants seemed to welcome the opportunity not only to chart and celebrate the sector's achievements, but also to share frustrations and obstacles, and exchange ideas about how these could be overcome, which is replicated in the survey.

A significant issue that was considered in all the focus groups concerned the difficulties of coordinating the voluntary sector, as there was no overall mechanism or body to assist communications either among the plethora of voluntary sector groups, or between the sector and the States. Different facets of this issue were explored, which included the overlap between some organisations operating in the same field, with new ones sometimes starting without considering this overlap, and the need for the sector to commit to improving mutual communication, sharing information, skills and resources, and working together more productively. This theme was picked up strongly in the survey responses: 87% rated 'sharing ideas and information' as 'Very important' or 'Important'; 69% rated 'joint forums or meetings' in this way; 66% rated 'working together on particular themes' similarly; while 61% also rated 'developing joint projects' as 'Very important' or 'Important'.

While the survey rated links within the VSC positively as described above, many respondents also took the opportunity to suggest ways in which the links could be improved. These included increased information about and awareness of the sector, and increased partnership working, particularly with '*groups of similar charities*' meeting more regularly to exchange information, views and support. The idea of open days and '*showcasing*' events was also raised.

However in the focus groups coordination was seen not only as a problem internal to the VCS, but also one of liaison with the States. Fragmentation often left the sector without an effective voice, although there were exceptions to this, for example disability groups had come together in the GDA to engage collectively with the States. However responsibilities also lie with the States to reach out to the VCS, include the sector in strategy and policy development, and provide clearer information, as well as to ensure internal coordination and awareness of each States department's work, as discussed below (section 6.5). All these facets of the need for enhanced coordination were echoed in the survey findings.

There was a recurrent theme in the focus groups concerning the inadequacy of statistical and other information about the issues affecting the population and those

that the voluntary sector is working with (for example disability), about the sector itself, and about the work of the States. A general lack of accessible data was identified, and it was thought that the various websites, including that of the States, could be improved. The need for more transparent information about States services is echoed in the States Social Policy Group aspiration to '*Promote awareness of entitlement to services and benefits and explain departmental processes and rights of appeal to service users*' (States of Guernsey 2010: 1127).

An issue which was directly discussed in the focus groups, but which was also implicit in some of the discourse, was that of how inclusive various elements of Guernsey society are to a range of different groups. These elements included the general public, but also the voluntary and statutory sectors themselves in some respects. While there was an overall aim to promote inclusion, some groups could be sidelined, for example some minority ethnic groups, or more directly excluded if they were considered unworthy or 'undeserving' causes for the VCS to support. There were some instances of stereotyping or prejudice within the sector. There were also instances of the non-inclusive use of language, where unwitting use of terms such as 'deserving' can effectively exclude other sections of the population whose voice is not heard in that discourse. And there was evidence that the barriers to involvement facing the most marginalised sections of the population might not be fully appreciated, so that they might then attract some implicit censure for their non-involvement in services provided by voluntary organisations.

A further issue that was given attention in the focus groups was the difficulty associated with the increasing expectations of professionalism both in managing the sector and in delivering services. The demands of providing audited accounts, ensuring health and safety, developing appropriate capacity to deliver effective services, and applying and measuring performance standards, all required additional commitment and skills that were not always readily available to the VCS. However the requirement to be accountable and to promote best practice was also seen as important in most instances, so this was a case of managing tensions between expectations and resources.

There are some cases where VCS volunteers are seeking to provide services in increasingly complex scenarios and experiencing particular pressures to meet expectations without professionally qualified staff. It is important that these situations are considered strategically by the VCS and the States working together, to assess whether additional resources and training need to be provided to VCS groups to meet appropriate standards of service delivery, or whether the States is inappropriately relying on voluntary organisations to fill gaps in services. However in other cases in the VCS participants thought that '*we often punch above our weight*' in terms of quality service delivery, despite the lack of qualified staff. Similar issues connected to the pressures of professionalisation recurred in relation to difficulties recruiting volunteers in both the focus groups and the survey, as discussed below.

The availability of funding was another significant issue that was discussed as causing difficulty in the focus groups. Although some sources of funding had been very helpful, including States funding and private trusts, these were affected by a general financial tightening, which limited the amounts and timescales of funding, and made it less secure. The survey findings indicate that trust funding was only available to a small minority of VCS organisations (4%), and only amounted to 1% of total organisational income. Inequity in access to some funding bodies was identified in the focus groups, with limited transparent information available to all. Larger, already better resourced voluntary organisations had greater access both to knowledge of funding opportunities and to fund-raising expertise, which could squeeze out smaller groups. The Jersey voluntary sector study referred to in the literature review also identified the lack of transparency of funding bodies, with a similar reference to '*secret trusts*' as expressed in the focus groups (JAVO 2007: 20). Moreover there were indications that the discourse of 'deserving' and 'undeserving' could still inform the decision making of grant givers.

While the quantitative survey findings present a slightly more positive picture of the sufficiency of current resource levels, with over three fifths (61%) reporting that funding was sufficient for their current work, nevertheless 28% reported that it was not sufficient, while increased funding would enable 42% to extend their opening

hours, 57% to increase the range of services, and 21% to extend services to other groups. Moreover responses under 'Other practical issues that might affect the work of the organisation' produced strong comments about the lack of funding, that it is '*difficult to prove need without funding – vicious circle*', and that the fund-raising of an organisation that had no States support could be used to develop other much needed areas of provision, if such support were forthcoming.

Staffing issues concern both paid workers and unpaid volunteers. Focus group participants referred to difficulties recruiting qualified paid staff, partly because of the limited licences available for and the cost of housing in Guernsey, so posts could remain unfilled for a long time. Conversely the previous States Staff Number Limitation Policy and continuing budgetary limitations on staff numbers (see section 2.6) benefited a few voluntary organisations through secondments or outsourcing of services. A separate issue concerned the size of voluntary organisation that was sustainable just with volunteers, and whether recruiting paid staff would have a fragmenting and divisive effect on an organisation.

The most prevalent staffing issues for the voluntary sector identified in the focus groups concerned difficulties recruiting sufficient volunteers, particularly for management roles. Those who were involved often had multiple volunteering commitments, as also highlighted by survey respondents. Moreover demographically volunteers tended to be older and to be women. Therefore there was a limited pool that the numerous organisations were drawing from. Barriers to volunteering were thought to stem from the increased demands on younger people juggling employment, training and families, the limitations on the willingness or ability of private companies to release staff for volunteer roles, as well as the image of volunteering that needed to be updated to attract a more diverse group of volunteers including younger people.

Many of these issues were replicated in the survey findings. The figures on staffing confirm the picture of a sector which is heavily reliant on volunteers, the majority putting in short periods on a regular basis, but with another large section

volunteering on a seasonal or periodic basis. Responses to the question about staffing levels indicated that four out of ten respondent organisations had paid staff, though as we saw from the focus groups, paid and voluntary staff may often overlap. Nearly half of respondents replied that a subsequent question about sufficiency of staffing levels was not applicable. However, if they were able to increase their staffing levels, another 31% would extend their opening hours, 36% would increase the range of services, and 18% would extend services to other groups.

The great majority of respondent organisations in the survey were run by a management committee of either appointed members, or more often elected members. The Jersey study, in defining “voluntary organisations”, highlighted a common theme as *‘that they are run by unpaid management committees who are acting for community benefit’* (JAVO 2007: 11). The survey revealed that 38% of responding organisations had insufficient volunteers. Qualitative responses to the open question about ‘other practical issues’ (see section 5.3.6) amplify focus group findings about the difficulty attracting suitably qualified volunteers for management roles, and one respondent added that therefore *‘people stay on long after their enthusiasm has waned.’* However the survey findings also demonstrated the general shortage of volunteers for direct work as well as management. When asked what they could do if more volunteers were available, 36% would extend opening hours, 43% would increase the range of services, and 18% would extend services to other population groups.

These findings highlight the urgency of training and support for these volunteer roles, especially with the increased demands of professionalisation of the sector. Both the focus group participants and survey respondents identified the high cost of training. Whilst focus group participants described some training as being provided free of charge by the States, the availability of this seemed to be variable, and one survey respondent referred to being charged £650 per applicant for courses that were free for HSSD staff. An issue that was raised repeatedly in both the focus groups and the survey was that training might only be available off island, and that the additional and

high cost of travelling to training and conferences outside Guernsey was frequently unmanageable, so that access to necessary training was not available.

There was a general view amongst both focus group participants and survey respondents that the recruitment, training and support of volunteers needed to be coordinated. The VCS lacked a proactive overall strategy for volunteering. One survey respondent suggested that the States should have a ministerial position to oversee the work of the VCS with four main functions: assess the financial contribution of the VCS; evaluate how VCS services could improve; facilitate sharing of resources and ideas in the VCS with a monthly '*charities forum*' to feed back to the minister; and assess gaps in provision of services. Another survey respondent suggested '*a dedicated broker organisation focused on encouraging and facilitating Guernsey people to become trustees / committee members (like REACH in the UK).*' REACH describes itself as '*the skilled volunteering organisation*' (REACH 2011). There were attempts to do some of this in Guernsey, for example through the Volunt'here website, but the same survey respondent stated that this was geared towards being '*directly involved on activities on the ground*', rather than trustee / committee vacancies. Moreover a website might only attract those already thinking of volunteering, and would only be accessible to those with internet access, an issue discussed below. The opportunities need to be advertised to a much wider constituency.

The survey responses on staffing and funding summarised above provide insight into the current resourcing of the sector, and the potential capacity to extend its work. The survey revealed similar issues in relation to premises and computing / IT. The responses on premises tenure provide detail about differentiated arrangements that can assist future planning for the sector. In terms of capacity, when asked if premises were sufficient for current work, nearly two thirds replied that they were sufficient, while a fifth replied that the question was not applicable. However if increased premises were available, 24% would extend their opening hours, 33% would increase the range of services, and 15% would extend their services to other groups. The survey demonstrated that some organisations have no premises and

have to use members' private homes or rent halls, and that others were unable to provide access for disabled people.

In relation to computing and internet resources, nearly one half (47%) did not have any organisational computers. Nevertheless 63% reported access to the internet, and the same proportion reported having sufficient computers for the organisation. This implies strongly that some organisations are reliant on the personal computers of members, which was confirmed by qualitative responses. This represents a further but obscured means of providing resources for the sector. Moreover 18% of respondent organisations did not have sufficient computers, 26% did not have sufficient access to expertise and training, and 17% did not have sufficient high speed internet access. In response to a later question (section 5.5) nearly half of respondents (49%) thought that sharing support for computing and IT with other VCS organisations was 'Very Important' or 'Important', although some other aspects of linkage were rated more highly. Interest in website development was highlighted by a focus group participant who reported that a recent education course '*was entirely populated with people wanting to build websites for voluntary organisations*'.

When put in the context of uneven access to IT resources and expertise in the population (the 'digital divide'), this raises important questions about the ability of less resourced population groups to be involved in this growing aspect of the work of VCS organisations, as discussed in the literature review. The UK Royal Geographical Society (RGS, 2011) reports that 10 million people in the UK do not have access to the internet, which is approximately 16% of the UK population of 61,792,000 (ONS, 2011). Of these 10 million people '*4 million are the most socially and economically disadvantaged in the country*', or approximately 6.5%. If a similar situation pertains in Guernsey, nearly 10,000 people may not have internet access, and the 3,000 households found to be poor in 2002 (Gordon *et al.*, 2002b) are likely to feature among this group. One survey respondent referred to this issue.

Overall therefore, the survey provides strong evidence that the VCS in Guernsey is providing multiple services to multiple groups, but also that it is under-resourced in

relation both to many aspects of current work, but also in relation to extensions to its work to meet needs more fully and to meet a wider range of needs. Although this study cannot provide direct evidence of the need for such extensions of services, when compared with the identification of gaps or insufficiencies in services by focus group participants and survey respondents, it points to a strong potential in the VCS to meet further needs that would promote social inclusion if there were '*more people and more pounds*', as well as increased access to IT and suitable premises.

6.5 Relationships between the VCS and the States

A variety of relationships between the voluntary and statutory sectors was discussed in the focus groups. This included the type of relationship, for example from grant aid or service level agreements, partnerships and training support, through to voluntary labour provided to States departments by voluntary organisations. It also included the quality of relationships, which was variable and sometimes deemed to depend on specific contacts. In the survey, only a minority of VCS organisations received States funding, and a third of the respondent organisations did not report any type of relationship with the States. Of the remaining two thirds, almost a fifth used States premises, and nearly a third (31%) received information from the States.

There was a view from several focus group participants that relationships had improved significantly in recent years, through various forms of joint working which helped to develop trust. More than half of the survey respondents reported that their links with the States were 'Very good' or 'Good', while two fifths reported that inter-agency forums were facilitated by the States. Moreover 89% of the 46 survey respondents to a question about who should facilitate gaps in provision (see section 6.7) thought that these gaps should be addressed by the VCS and the States working in partnership. Some survey respondents stressed that the primary responsibility for filling the gaps rests with the States, while the VCS can provide '*the extra services*'. Many other survey respondents put greater emphasis on complementary roles between the sectors, while some commented that the States should not be relied on for all provision. This echoes the 2002 study (Gordon et al,

2002b), that the States has the lead role in addressing poverty and social exclusion, but that partnership with the VCS is vital.

Focus group participants thought positive relationships with the States were reinforced through identified communication channels, clear expectations, and the accessibility of States members and officers, views which were endorsed in the survey responses. Relationships worked well when there was mutual respect for each others' complementary roles, which at best could include the voluntary sector retaining its independent advocacy role alongside partnership working and the receipt of funding. The two prominent models cited in the focus groups of effective joint working were the various Strategies (particularly the Drug and Alcohol Strategy and the Domestic Abuse Strategy), and the Arts and Sports Commissions.

However a range of difficulties was also identified by focus group participants in the relationships between the VCS and the States, many of which reflect those identified in the UK and European contexts, as considered in the literature review. These included various tensions that might arise: for example concerns about maintaining the autonomy of a VCS organisation while being dependent on the States for funding; and tensions between the States' expectations of standards of provision and the flexibility and creative responsiveness of organisations that depended on volunteers. Differential allocation and insecurity of funding, with increased expectations of accountability, were referred to, raising also broader questions about low taxation levels which limit the availability of public funds to promote social inclusion. Parallel issues about how relationships could be improved were raised in the survey responses, including also the need for the States to take the voluntary sector seriously and not be '*patronising*', that trust could take time to develop, and that relationships could be variable depending on the department.

The focus groups discussed how a lack of agreed structures of communication and coordination between the sectors could cause a number of problems, with a reliance on informal networks that could work to the advantage of some and the disadvantage of others, and some specific problems with referral processes.

Generally it was thought that the States needed to acknowledge and value the work of the VCS more, and improve and expand their engagement with the sector in strategy and policy making. A survey respondent also referred to the need for '*more meetings with the States to see the bigger picture of what they have planned for the island*', which echoed the views of both statutory and VCS focus group participants. It was important to recognise the benefits, as well as the shifts that would be needed in the States' own practice, and provide resources to enable the VCS to meet agreed standards, for example through training.

There was a considerable degree of common ground between the perceptions of voluntary and statutory sector focus group participants about ways of alleviating or addressing tensions and enhancing collaboration, developing previous themes. One focus was on clear expectations and honest dialogue and negotiation. Where organisations had been able to research issues, firm evidence had been helpful in making a case. For those with experience of more established partnerships, the Strategies and Commissions suggested important models for improved coordination and joint working. It is noted that the Strategies seem to have been developed in areas where population groups can experience particular marginalisation and /or stigmatisation, for example substance misuse, domestic abuse and criminal justice, situations where a strategic overview of needs and distance from a discourse of 'deserving' / 'undeserving' can be particularly important. The Commissions by contrast seem to be in areas that include much wider population groups that do not attract such labels, but are much more likely to attract volunteer workers: arts, sports, and (potentially) mainstream youth work.

Comments in the survey also highlighted the benefits of partnership working, to avoid duplication, maximise resources and draw on the strengths of each sector. One respondent suggested that the UK model of commissioning services from the VCS should be considered for a broader range of services, though the limited resources of management committees to manage such projects would need to be addressed. The benefits of an organised mechanism to represent the voice of the VCS as a whole with the States, which was mooted in the focus groups, was further

elaborated in the survey. However a minority of respondents did not see the need for further coordination and liaison, a situation which mirrors that found in Jersey (JAVO 2007).

6.6 Relationships between parent organisations and local VCS Branches

In the focus groups a spectrum of relationships / non-relationships with parent bodies was evident, from fully independent to fully affiliated, with various degrees and types of affiliation. The quantified information and 'other comments' about organisational status in relation to affiliation in the survey reinforced this variety, though without all the differentiated detail provided in the focus groups. Over half (58%) of survey respondents were from an independent organisation, while 10% were independent but 'part of an international group' (this category was added to the questionnaire following feedback in the focus groups), 25% were a local branch of a parent body located outside Guernsey, and 3% were a branch of a parent body located in Guernsey.

The discussion in the focus groups drew on direct experience of participants but also on some reported indirect experience. The advantages of affiliation that were discussed included support in local governance through access to policies, procedures and insurance, thus reducing the onus on local volunteers; in service delivery such as prepared literature; in setting and maintaining standards, and assistance in meeting these through access to training, conferences and networking to share ideas, which helped to counter the relative isolation of Guernsey. Other aspects were the availability of national statistics, involvement in national awareness raising campaigns, name recognition to support fund-raising, and enhanced authority in negotiations with the States. A survey respondent thought that VCS organisations often had greater awareness of UK and international developments and research in their area of work than civil servants, and that this expertise should be valued and indeed paid for by the States. Over half (54%) of survey respondents reported that

links with a parent body were not relevant or did not respond to the question, but 85% of the remainder reported 'Very good' or 'Good' links with their parent body.

By contrast the disadvantages discussed in the focus groups, particularly for less well resourced organisations, included increased pressures of regulation; reduced local autonomy sometimes including restrictions on innovation or direct conflict; the costs of travelling to training outside Guernsey; the potential for disrupted services if a parent body withdrew funding; and a net outflow of funds to the parent body. No survey respondents reported receiving any income from a parent body. The lack of harmony between Guernsey policy, legislation and culture and the UK could cause friction with parent bodies and undermined the benefits of prepared literature and policies, which needed considerable adaptation. In contrast to the balance of discussion in the focus groups, only one survey respondent rated the links with their parent body as 'Poor'. However one survey respondent pointed out that there could be discontinuity between internet systems with a lack of intranet access for the Guernsey branch, and others suggested ways of improving relationships, including the parent body taking more responsibility for communication links with the Guernsey branch, more meetings, and assistance with travel to meetings and conferences.

Overall the evidence suggests that affiliated organisations recognise a range of advantages, but that drawbacks can also be considerable, and attention needs to be given to addressing these problematic issues associated with affiliation.

6.7 Gaps in provision and legislation

Focus group participants identified three broad areas of gaps in provision to promote social inclusion: population groups, services, and legislation. Survey participants were also asked about 'gaps in provision', and covered much of the same ground, while also including comments about coordination needs. These are discussed in section 6.8.

The population groups identified by focus group participants as falling into a gap in provision overlapped with the excluded groups to which the VCS already provides services (section 6.2), but the current insufficiency of this provision was also highlighted. The population groups included the most marginalised '8 to 10%' of young people (as referred to by an interviewee in the focus group stage of the study), children in care, young people with mental health difficulties, people misusing substances, ex-offenders, young and low income families especially on problematic estates, people with long-term or life-limiting illnesses, disabled people, carers, isolated older people, and minority groups including ethnic minorities and lesbian, gay, bisexual and transgender (LGBT) people.

There is considerable overlap here with the survey findings about 'particularly socially excluded people' (section 5.7.1). Further analysis of the 72 references to excluded groups in that section demonstrated that there were 22 references to disability; 17 references to young people in a range of disadvantaged situations; 11 references to poverty, six to mental health, five to general health issues, three each to carers, housing, unemployment / employment and minority ethnic groups. Offenders / ex-offenders and parents / carers each received two references, while domestic abuse, Guernesiais, lesbian / gay / bi-sexual or transgender (LGBT), obesity, transport, and young adults each received one reference.

It is important that this listing of references to excluded groups in the survey is taken as indicative rather than definitive, for a range of reasons. The assumptions underpinning the references could not be further explored in the context of the survey; the voice of some groups who are excluded was only weakly represented in the study sample, for example those experiencing domestic abuse, LGBT people, minority ethnic / cultural groups, homeless people; the study did not have direct access to the experiences of excluded groups themselves, even though many had strong advocates in the VCS. The data elsewhere in the study indicate that the groups referred to in this section of the survey do indeed experience social exclusion, and reinforce the emphasis given by research participants to disabled people and disadvantaged young people. However it would be going beyond the

limits of the data to suggest that the implied priority listing of groups denotes lower levels of need for groups receiving fewer references. The second broad gap concerns services. In the focus group discussions relating to the improved services needed, there was an emphasis on more sufficient and suitable accommodation for homeless people, for young people, and particularly young disabled people, for ex-offenders, migrant workers and more generally affordable accommodation for incomers. Survey comments generally reinforce focus group findings on these and other related issues. Respondents offered qualitative comments amplifying the needs of some of the excluded groups referred to and the services that should be provided, which included appropriate accommodation for disabled people, ex-offenders, and families.

In relation to disabled people, the focus group findings confirm existing claims for increased support and appropriate accommodation to enable disabled people to live self-determined lives. Increased provision is also needed for carers who support disabled people and others. Survey comments emphasised similar points, including the need for support for employment and the transition to adulthood for disabled people, and support for carers. The study therefore adds its weight to the existing negotiations between organisations in the VCS and the States about considerably enhancing provision for these groups. While some of these services may be provided by the VCS, it is essential that the sector is supported strategically and financially by the States in this work. These are areas that have begun to be considered by the States (Billet d'État VIII, 2011).

A need for more locally based community centres, and youth and play facilities on public housing estates was expressed in the focus groups, which connects with the need for more targeted community development support to facilitate the participation and inclusion of the communities experiencing the most poverty. At present, as discussed in the focus groups, it may be harder for the most excluded communities to overcome barriers to self-organisation and advocacy on their own behalf, although there are some community groups on social housing estates. Community development intervention could work alongside these communities, and other

marginalised groups, to support them in building on their own agendas for ways to improve their lives and enable them to have a stronger voice in Guernsey.

There was only minimal mention of transport in the focus groups, although the limitation in public transport was linked with the previous point about accessible local facilities. However it was mentioned by a number of survey respondents, focusing on transport to enable the organisation to make its services more accessible or expand its activities. As noted in the literature review (section 2.8), an earlier study had found a majority view of inadequate bus services in many areas (Gordon et al, 2002a)

The need for support groups and anti-bullying / anti-harassment policies for minority groups was affirmed. There are also gaps in the provision of information in minority languages especially for new arrivals, and locally based consular services. The problematic level of service provision on nearby islands, particularly Alderney, was referred to by focus group participants.

The focus groups reviewed the importance of voluntary sector youth provision, for all young people, but more specifically for those marginalised young people for whom mainstream provision may prove inaccessible or unacceptable. The research team understands that some provision of this nature has been (re)established since the data collection stage of the research, and the study findings reinforce the importance of developing a variety of forms of such provision.

The focus groups also discussed a need for more support in relation to young people's mental health issues, at a less formal level than CAMHS. There is a combination of needs concerning young people in troubled situations, which might be addressed by establishing a confidential young people's advice and counselling service, located in the voluntary sector, but developed through discussions between statutory and voluntary agencies under the auspices of the Children and Young People's Plan. This might also assist with advice concerning issues such as accommodation, employment, training, bullying and harassment. It could provide a

counselling service for young people experiencing emotional distress, and a base for specialist support groups, for example for LGBT and minority ethnic young people.

An example of such a service for young people is Off the Record (2011) in Bristol. It might be helpful for such a centre to engage in wider social, educational and cultural activities, and to operate informal drop in sessions, to ensure an inclusive image and avoid the potential stigmatisation referred to in the focus groups, although this would need to be balanced with considerations of confidentiality. Such a service or centre could complement the work of existing statutory and voluntary organisations meeting the needs of young people. Its development might benefit from a modest feasibility study among relevant organisations and agencies.

Thirdly, there is a significant gap in relation to equality and anti-discrimination legislation in Guernsey. This is crucial to underpin other developments and promote equality and social inclusion for all groups. The promotion of equality has been added to the States Strategic Plan, as discussed in the literature review (Policy Council, 2010b), but the legislative framework is missing. While disability equality legislation has been discussed, it has not yet been implemented; gender equality legislation is limited; and there is as yet no provision in other areas of equality.

6.8 Ideas for development of infrastructure, support and training

The focus group discussions yielded numerous ideas and insights into ways that the VCS could be strengthened intrinsically, in areas of joint work with the States, and in drawing on resources of the private sector, to enhance social inclusion. The survey responses also included detailed comments in some of these areas, particularly in terms of relationships between the States and the VCS, and the need for coordination and shared strategy. These ideas are outlined below, including some further commentary from the research team:

- The VCS has additional capacity to meet needs and promote social inclusion, but often it is under-resourced in terms of funding, staffing (paid and

voluntary), premises, IT and information. These resource gaps need to be addressed if the VCS is to fulfil its potential.

- The various gaps in provision identified in section 6.7 need to be considered jointly and strategically by the VCS and the States, building on the infrastructural and resource development of the sector outlined below.
- Situations in which VCS organisations are overstretched, trying to meet complex needs appropriately without employed and qualified staff, need to be assessed jointly by the VCS and States working collaboratively, in order to decide about increased resourcing of VCS organisations to deliver services, and / or to develop partnership arrangements to share responsibility
- There needs to be a broader debate about the role of the VCS and the financial and other support it receives from the States.
- This debate needs to include political questions about levels of corporate taxation to raise funds to provide appropriate public services, to support the VCS, and to increase benefit levels for groups experiencing poverty.
- The States needs to facilitate more structured and transparent communication processes between the VCS and the States, with enhanced involvement of the VCS in strategy development and policy making at an early stage. This endeavour will be assisted by improved coordination and liaison within the VCS and within the States, and improved website and other information about both sectors. Clear and transparent mechanisms within the States for contact and development are needed. The idea of ministerial overview of the VCS might not fit with other views about the autonomy of the sector, but identified responsibilities for liaison and support at ministerial and officer level would concur with wider suggestions, and ensure a focal communication point with the States.
- The States partners will need to adapt timescales to enable VCS organisations to consult internally, and may need to adapt methods of information-sharing and decision-making to ensure VCS voices are heard. The initiation or expansion of community development projects with the most marginalised communities will also be a resource to assist engagement between these communities and the States.

- Transparent, accessible data about funding opportunities and eligibility criteria from private trusts and charities needs to be provided, alongside support with fund-raising. A Funder Finder system specific to Guernsey, as formerly in the UK, would strengthen the systems through which voluntary sector organisations and funders can be connected. As well as a directory and links to application guidance for VCS organisations, the system could involve publicity to funders about the needs of the sector, including the need for central running costs of organisations and the needs of groups that do not usually attract funding because of stigmatisation.
- However caution will also be needed about reliance on private trusts for core projects promoting social inclusion, because of the tendency of the private sector to switch funding priorities, without taking account of a strategic overview of needs that lie within the responsibility of the States. Increased corporate taxation in lieu of increased reliance on private funding would reduce these risks.
- Enhanced statistical data and improved information systems are required that cover social and policy issues concerning the sector
- There needs to be a proactive strategy for volunteering, with improved support and provision in relation to training, recruiting and matching volunteers with volunteering opportunities and needs. This includes the idea of a dedicated broker organisation that would have a physical presence rather than being just a virtual, web-based facility, the possibility of an annual fair, and suggestions for joint approaches to the media.
- There is a need for enhanced information for and about the sector concerning information about the voluntary / charitable organisations themselves, to include not just charities but all voluntary groups working for community benefit, for example minority cultural associations.
- For the VCS in Guernsey to promote social inclusion for the whole community, some cultural changes will need to be addressed, including fragmented perspectives and overlap of organisations, the question of inclusive language, and some examples of stereotyping.

- Provision of training and funding for training needs to be developed and increased, including improved access to that provided by the States and removal of the fees charged to voluntary organisations; drawing on the resources of private companies; and sharing training within the sector.
- A fund could be established to support training and associated travel costs when the training available is not in Guernsey. Such a fund would need transparent eligibility criteria, a clear application process, and published criteria for deciding on applications.
- Shared support in relation to the media, including the possibility of a specialist media consultant for the sector, would be a useful resource
- Enhanced IT resources and support with IT expertise would benefit the sector, including the possibility of an *'IT person available to all charities'*, as mentioned by a survey respondent, and an IT / printing centre.
- It would assist VCS organisations lacking computer equipment and internet access if the States purchased a pool of laptops to loan out to VCS organisations without computers, together with subsidised internet access for those organisations.
- There is a need for community capacity building and community development support, to enhance communication and sharing of resources and ideas within the sector, but also to assist the most marginalised communities to overcome barriers to involvement.
- Coordinated support needs to be provided to local branches of UK or other international organisations. This could take the form of briefings about policies and practices in Guernsey that can be shared with the parent body; assistance with 'Guernsifying' imported policies and literature; advice in relation to what services should be expected in return for payment of annual subscriptions; and IT support to ensure compatibility and access to intranet systems of the parent body.
- Anti-discrimination legislation, covering a range of potentially discriminated groups, needs to be developed and implemented to underpin the work to promote social inclusion. Otherwise minority groups who have a lesser voice in the VCS and in this study may continue to be overlooked. The nine equality

strands within the UK Equality Act 2010 could provide one model for such legislation.

- There is a need for equality training to raise awareness and increase understanding and skills within the statutory and voluntary sectors. Involving people with personal experience of equality / discrimination issues can be a powerful training tool. Equality training needs to be part of a rolling programme alongside other aspects of training.
- There could also be a series of conferences on equality and inclusion issues, developed jointly by the States and the VCS.
- One such conference that may assist both the VCS and the States in planning new directions for the health and social services system would be on inclusive living, including employment, training and accommodation. This could involve disabled activists in Guernsey, alongside disabled contributors who have experience of inclusive living in other jurisdictions.
- Another possible conference could be on further developing the inclusion of minority ethnic communities and migrant workers in Guernsey, in consultation with minority cultural associations. If they agree to the idea, these associations should be centrally involved in planning such a conference.
- There is a need for an equality body in Guernsey to monitor discrimination against different groups, advocate to ensure the introduction of equality legislation, build resources to promote mutual awareness of different cultures, backgrounds and lifestyles, and challenge myths and stereotypes.
- Generally it is very important that the voice of service users is given a stronger channel, both through direct representation in advocacy, training and public education conferences or seminars, and through further research.
- Overall there was a clearly expressed need for increased opportunities for sharing of ideas and skills, across the sector as a whole and also in issue specific forums, and for a strong coordinating mechanism for the VCS to support internal liaison and development, and enhance external relations by providing a voice for the sector. The idea of a coordination / resource centre for the VCS to undertake many of these functions was widely supported. However for the minority who do not see the relevance of such a body, it will

be important to ensure their work can continue without marginalisation, where this work promotes inclusion.

- Although the process of developing such a centre was not elaborated, other views expressed in the research point to the importance of this process being inclusive and transparent.

6.9 Future directions and reasons for recommendations

There has been extensive convergence between the findings from the different contributors to this research: VCS focus group participants, States focus group participants, VCS survey respondents. The findings concerning gaps in provision and ideas for development outlined in sections 6.7 and 6.8 therefore translate fairly readily into recommendations arising from this study.

Before concluding this chapter however, some tasks remain. Firstly the broader context of the VCS in Guernsey needs to be revisited. Secondly, more background is needed concerning some of the recommendations, particularly the recommendation concerning the need for a VCS umbrella body or resource / coordination centre. Thirdly, not only its remit and functions, but also the process of achieving such a body needs to be considered, to ensure consistency with its overall aims. This will be a matter for local decision, but some suggestions are offered here for consideration.

Discussion of the broader context includes concerns that have been raised both about the current squeeze on States funding, but also about longer term trends of low taxation and low public spending on public services in Guernsey to promote inclusion. This is an area that will need to be a focus of negotiation between a strengthened VCS and the States, particularly as the future shape of provision relating to social inclusion changes. However the direction of this research points unequivocally to the importance of enhanced spending levels for public services, given the current gaps in provision.

The States is currently considering future directions for the provision of health and social services, as discussed in the literature review (Billet d'État VIII, 2011), with strong indications of an enhanced role for the VCS or third sector, and promises of an '*open debate*'. There are also developing proposals for shifts in care of older people to community settings, again with a potentially increased role for the VCS, partly with resource savings in mind. The proposals in this study for strengthening the VCS overall will provide a crucial foundation for its ability to engage as a full partner in these consultations and be in a position to provide new services. Resourcing the VCS adequately at this stage could indeed be cost saving in the long run, by ensuring that quality services are provided and adequately resourced, thus reducing risks of breakdown and the subsequent requirement for increased provision of services. However adequate resourcing of the VCS is crucial not only because of potential shifts in service provision, but because of the many gaps where services to promote social inclusion are inadequate or insufficient, as identified in this study.

The proposal for a VCS umbrella body or resource / coordination centre emerged as an idea that would be widely supported by participants in the different stages of this study, and that would have the potential to meet a range of the needs identified for the sector. Within this framework there would be specialist sub-themes or networks to support more focused exchange of ideas. The promotion of equality and access for all groups would be a core principle to be implemented throughout the provision. Some suggestions are made below as to what the eventual functions of such a body might comprise.

If compared to experience in the UK, such a body might draw on models of voluntary sector umbrella bodies, such as the various specialist umbrella bodies to which the Charities Evaluation Service (2011) provides links, and the overall national umbrella body in England, the National Council of Voluntary Organisations (2011). However it might also draw on elements of more local, centre based models of resource centres such as Bromley Voluntary Sector Resource Centre (2011) and East Lancashire Voluntary Sector Resource Centre (2011). A voluntary and community sector support organisation based in Bristol, named VOSCUR (2011), possibly comes

closest to a model that might be best suited to the Guernsey situation, providing a range of support and resources to local VCS organisations. However, as with other issues discussed in this report, models of development and provision in Guernsey have to be adapted to the local situation.

A VCS umbrella body or resource centre in Guernsey could provide a range of functions which have emerged as necessary to develop the coherence and infrastructure of the sector. A key function would be to provide a means for the VCS to enhance its internal links and networking, share ideas, skills and resources, and develop mechanisms that could advocate on behalf of specific areas of the VCS (e.g. children, minority cultural groups), by facilitating networking forums for those VCS groups in specialist areas of work that do not currently have this opportunity. These network groups could contribute to the overall development of a representative body that could advocate on behalf of the whole sector, support the sector's engagement in strategy and policy development, and provide a liaison channel and contact point for States departments and deputies, and for organisations outside Guernsey. It is hoped that such a body would be able to acquire a physical base, although the location and dimensions of these premises would need further local discussion. Physical accessibility would be a key criterion.

A resource centre or umbrella body could host an updated database of VCS organisations building on the work of AGC or provide links to the AGC database, but expanding this to include non-registered community groups and cultural associations. It could develop ways of enhancing regular communication and exchange of ideas within this broader concept of the sector, extending links beyond organisations' existing networks, for example through a volunteer blog on the organisation website to share ideas and information, and a regular newsletter that could be delivered electronically but also by post for those without internet access.

As well as information about the sector, such a body could facilitate the provision of information about policies and research for the sector, either through coordinating voluntary contributions to collate such information, and / or through the work of a

paid policy / publicity officer. This would include updates on new policies in Guernsey, both for local residents, but also for use in briefing parent bodies of local branches. Shared ideas about adapting UK literature for use in Guernsey could also be coordinated through this body. It could promote and coordinate research about the sector and its service users, by supporting ongoing studies by VCS organisations, and by raising funds to commission independent research studies, for example exploring the needs, experiences and ideas of service user and carer groups, including disabled people, young people, social housing residents / homeless people, and minority ethnic / cultural groups.

An umbrella body / resource centre could provide an information and brokerage service to strengthen systems that support the recruitment of volunteers, building on the work of Volunt'here to develop a more accessible and easily negotiable website. This would need to be supplemented by a personalised service within the centre, to assist those newer to or uncertain about volunteering, or without internet access. The centre could produce publicity to increase understanding of the range of opportunities involved in volunteering, the personal benefits to be gained as well as the chance to contribute, and help to promote a more up to date image of volunteering in Guernsey to attract a wider pool of volunteers. There is a developing international literature on this aspect of volunteering (e.g. Harris Interactive, 2003, McNeela, 2008, Read and Rickwood, 2009). Other aspects of the volunteer coordination function would include supporting high profile events in National Volunteering Week, and working with local businesses to promote volunteering opportunities among firms, encouraging them to support voluntary activities by their staff, building on links already developed by individual VCS organisations.

In addition to information about organisations in the sector and about volunteering, an umbrella body / resource centre could work with funders to develop clear information about eligibility criteria and application processes, and more broadly provide the kind of fund-raising support functions previously offered by Funder Finder (2011) in the UK, with multiple links to guidance and sources of funding.

These would also need to be supplemented by printed guidance and a personalised service within the centre.

Another area where a coordination / resource centre could support the development of shared provision in the VCS is in relation to training. It could coordinate training provision jointly with the States, negotiate and facilitate access to States training on behalf of the whole sector, and develop specific training modules in consultation with the membership. These could include generic topics such as new States policies, strategic planning, trustee / management responsibilities, negotiating contracts / service level agreements, equalities training, measuring effectiveness and project evaluation. It could also include facilitating similar agencies to develop more specialist joint skills training for service delivery, project development and problem management, for example community development, working with people in crisis, group leadership / facilitation or conflict resolution.

On a larger but more irregular scale, a VCS coordinating body could provide the organisational support for conferences, such as on new policies for the delivery of health and social care services, or inclusive living as discussed above. It could also be host to a travel fund to support conference attendance outside Guernsey.

A further function that could be incorporated within the remit of such an organisation is support in relation to IT expertise and resources, with a sessional help-desk, computing and printing facilities, and management of any laptops made available by the States for loan to the VCS.

A coordinated approach to working with the media could be facilitated by a media consultant working with VCS networks to promote specific events, facilitate public discussion on particular topics, or respond to eventualities affecting the sector.

A VCS centre could also be a useful resource in terms of providing meeting rooms for organisations, a library of relevant literature and general information leaflets. It is envisaged that alongside volunteers it would also need some paid staff, for

administration, reception, policy work, facilitating consultation with the States and other bodies, IT and media support, and community capacity building and community development.

With these various functions it would be important to ensure that smaller organisations and more excluded population groups are specifically facilitated to make use of the resources. The Bristol based VOSCUR organisation, operating within a stringent financial situation within the UK, now targets its assistance on *'voluntary and community groups and organisations most in need'* including those that *'are experiencing financial or operational difficulties, serve socially excluded communities, serve equalities communities, and have identified a gap in service provision for a new and emerging group'* (VOSCUR, 2011). While it is not suggested here that a VCS umbrella body or support organisation in Guernsey would direct its support only towards such groups, it will be crucially important to ensure that there is a consistent and targeted focus on the inclusion of those organisations and groups that would not participate so easily or might feel culturally excluded. This should be a central priority of a coordinating body, embedded throughout its functions and processes.

Indeed an umbrella organisation could support a start up project for an equality body in Guernsey as a strand in its own structure initially, to facilitate this aspect of its own work, with an aim for this strand to become an independent organisation eventually.

These are ambitious aims, but many of the functions are overlapping, and a key aspect would be to support the sector in coordinating and sharing its resources to save 'reinventing the wheel', and to develop its overall contribution to promoting social inclusion.

It remains to provide a few suggestions about the process of moving towards such an umbrella body and eventual resource centre, if a decision is taken to progress this proposal. It is crucial that this process is inclusive and developmental, and that an umbrella body does not become a top down bureaucratic organisation that inhibits

the sector rather than stimulating activity and debate. The sector needs to remain flexible, responsive, creative and '*fleet of foot*'. Some similar points were made during the consultation on an umbrella body in Jersey (JAVO 2007). Any voice that such a body provides for the sector needs to be underpinned by representative mechanisms that can ensure accountability, and overcome the kind of distortions of community representation that can occur in the European and UK context, where the structures may become dominated by small elite groups, as discussed in the literature review. It should aim to support diverse views within the sector rather than stifle debate.

A provisional tentative suggestion is for an interim steering group to be formed of representatives of existing VCS organisations with a coordinating or strategic role, for example the Association of Guernsey Charities, the Guernsey Disability Alliance and the Guernsey Community Foundation, perhaps with representation from the VCS organisations involved in the Drug and Alcohol and Domestic Abuse Strategies and the developing Children and Young People's Plan. This steering group could organise a series of network meetings among different sections of the VCS. The clusters used for the focus groups in this study (as outlined in Appendix 2.1) are one possible approach for composing these groupings, though a number of decisions would be needed about the most helpful linkages.

These network meetings should be facilitated, perhaps by a steering group member who is unconnected with that particular network, or by a staff member of one of the steering group's constituent organisations. The purpose would be to review and discuss ideas for a coordination body / resource centre, the functions it might perform and how the membership and management should be constituted. Such meetings could use participatory exercises as well as discussion to ensure they captured the range of views.

A further provisional suggestion is for the clusters or networks to become constituencies for the purpose of electing members of a management committee of an umbrella / coordination body. This would ensure representation from different

areas of VCS activity. It would also be important to consider whether different equality groups should be able to be directly represented on the management committee, and to consider ways of involving young people in the discussions about the centre and its development. These ideas are only meant as suggestions to start such a debate.

The final chapter provides a summary of key recommendations, which should be read in the context of the discussion in this chapter.

Chapter 7: Recommendations

7.1 Introduction

This chapter provides a summary of recommendations. They need to be understood in the context of the fuller discussion in the previous chapter, which provides detail underpinning the recommendations listed here, and the type of provision to which the research findings point. The recommendations focus variously on the VCS, the States, the private sector, research, and some on different forms of linkage between the sectors. All the recommendations are important, since social inclusion has multiple interlocking facets. However some of the recommendations relating to underpinning principles, to overall coordinating processes and mechanisms, and to significant new forms of provision that might lead to further development, have been highlighted in bold.

7.2 Recommendations relating to service provision

- i. **Partnership working between the VCS and the States needs to underpin provision for a range of excluded groups in Guernsey**, including age related groups particularly marginalised young people and isolated older people, health related groups, disabled people, those affected by poverty, those involved in the criminal justice system, and ethnic, sexual and other minorities.
- ii. **The current under-resourcing of the VCS both for existing work and for any additional responsibilities needs to be addressed as part of the development of strategies to respond to the needs of excluded groups.** This includes resources in relation to funding, staffing (paid and voluntary), premises, IT and information.

- iii. The under-resourcing is particularly urgent where VCS organisations are currently responding to complex needs without sufficient resources. The responsibility for addressing resource issues lies with the States, working with the VCS and private sectors where appropriate.
- iv. There is a need for housing inadequacies to be addressed to increase inclusion for a range of population groups. Insufficient affordable housing is available for low income people who are not eligible for public housing, young people in the 16 to 24 age range, young disabled people, ex-offenders, guest workers and other incomers. The responsibility lies with the States, though provision can be delivered through resourcing partnership working with the VCS.
- v. **The importance of greatly increased provision for disabled people, older people and carers is reinforced by this study. The direct implications need to inform strategic joint planning between the States and the VCS to address these needs.**
- vi. More locally based accessible community centres, and youth and play facilities on public housing estates, should be provided. These need to be States funded but run by local VCS organisations.
- vii. There is a need for increased social, recreational and support provision for young people experiencing difficulties with their lives. The accessibility of the VCS can be an asset in further developing such provision.
- viii. **It is recommended that consideration is given to establishing a young people's advice and counselling centre in the VCS. This might be underpinned by a feasibility study.**
- ix. Increased public transport throughout the day and evening needs to be provided to enable low income people, including young people, to be able to

access community facilities. Resourcing of some VCS organisations needs to be increased to enable the provision of transport for users of their services.

- x. **The VCS and the States working in partnership need to address the under-provision of support groups and advocacy for minority groups, for example LGBT groups and minority ethnic groups.**
- xi. Essential information about services and laws in Guernsey needs to be provided by the States in minority languages including for new arrivals at the airport.
- xii. The States needs to support the campaigns of minority cultural associations for locally based, outreach consular services in Guernsey.
- xiii. Under-provision of key services, for example in Health and Social Services, in Alderney and other nearby islands needs to be addressed by the States, working in partnership with the VCS.

7.3 Recommendations relating to the interface between the VCS and the States

- xiv. **The central responsibility for ensuring resources to meet the needs of socially excluded groups rests with the States, but these resources may be developed in partnership with the VCS and the private sector.**
- xv. **There needs to be a broader political debate about the role of the VCS, the financial and other support it receives from the States, the general level of States funding to underpin service provision and benefits, and questions of corporate and other taxation.**
- xvi. **There need to be structured and transparent communication processes between the VCS and the States, and enhanced involvement of the VCS**

in strategy development and policy making at an early stage. The States needs to designate responsibility to a senior officer, answerable to a minister, for ensuring these processes and supporting the sector without detracting from the autonomy of the VCS.

- xvii. To support the previous recommendation, the States website needs to be more accessible, and consultation processes and decision-making timetables need to be adapted to enable the VCS to consult and represent its members.
- xviii. **Enhanced statistical data and improved information systems are required covering social policy issues.**
- xix. **Comprehensive anti-discrimination and equality legislation needs to be introduced into Guernsey as soon as practicable.**
- xx. This should be accompanied by the introduction of equality training for all sectors, to support the introduction of the legislation and associated cultural changes. Where feasible, people with personal experience of equality / discrimination issues could enhance the value of this training.
- xxi. A series of conferences on equality and inclusion issues, hosted jointly by the VCS and the States, should be considered.
- xxii. **An equality body should be established in Guernsey to monitor discrimination against different groups and the implementation of equality legislation, promote awareness of different cultures, backgrounds and lifestyles, and challenge myths and stereotypes.** This should be States funded but independent, developed in partnership with the VCS.

7.4 Recommendations relating to the interface between the VCS and the private sector

- xxiii. Transparent, accessible data about funding opportunities and eligibility criteria from private trusts and charities needs to be provided, perhaps in a Guernsey equivalent of a Funder Finder system.
- xxiv. Caution will be needed about reliance on private trusts for core projects because funding priorities can change.
- xxv. Coordinated work is needed in relation to local businesses to encourage employers to support and reward volunteering by employees, including through release in working hours.

7.5 Recommendations relating to research

- xxvi. **Further research is needed to explore directly the needs and aspirations of the socially excluded groups referred to in this study. These include disabled people, carers, young people, offenders, those in inadequate housing conditions or homeless, and minority ethnic / cultural groups.**
- xxvii. Consideration should be given to drawing on models of participatory research which involve research subjects directly in planning the focus and methodology of studies, and sometimes also in undertaking data collection through interviews and surveys.

7.6 Recommendations relating to the VCS

- xxviii. The VCS requires increased opportunities for sharing of ideas and skills, across the sector as a whole and also in issue specific forums.

- xxix. The VCS would benefit from a coordinating mechanism to support internal liaison and development, and enhance external relations by providing a voice for the sector.
- xxx. Fragmentation, overlap and inconsistent communication within the VCS needs to be addressed.
- xxxi. A proactive strategy for volunteering is required, with improved recruiting, training and matching of volunteers and opportunities, and improved public relations about these opportunities.
- xxxii. A dedicated volunteering broker organisation should be further developed, with a physical as well as web-based presence to implement this strategy.
- xxxiii. The availability and accessibility of up to date information about the sector and its constituent organisations needs to be improved. This should be inclusive of community groups and minority cultural associations as well as registered charities.
- xxxiv. Provision of training and funding for training should be developed and increased, including improved access to States and private sector training and shared training opportunities within the VCS.
- xxxv. A fund is required to support fees and travel costs when training is outside Guernsey.
- xxxvi. Specialist support with media relations is needed for the VCS.
- xxxvii. Enhanced IT resources, including loan of laptops, and support with IT expertise, are required by the VCS, particularly for smaller organisations without current computer facilities.

- xxxviii. Professional community development support should be provided to enhance development within the sector, but more specifically to assist the most marginalised communities to overcome barriers to involvement.
- xxxix. Local branches of UK parent bodies need support and collaborative opportunities to manage their relationships with parent bodies, and adapt literature and policies to the Guernsey context.
- xl. The VCS should work with the States to establish an equality body for Guernsey.
- xli. It is proposed that all the recommendations above relating to the VCS (xxiii, xxv, and xxviii to xl) could be incorporated in the proposal to develop an umbrella body / resource centre for the sector.**
 - i. The process of developing such a body needs to be inclusive and developmental, to ensure representation in its planning from all sections of the VCS.**

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Appendices

Appendix 1: Literature Review

Search Strategy for the Literature Review on the Voluntary and Charitable Sector and the Promotion of Social Inclusion in Guernsey

A preliminary literature review identified current issues and the scope of previous research. Sources included databases (citation indexes, general searches, and subject specific searches), reference lists, 'grey' literature and internet search engines (Google, Google Scholar). An initial search was carried out using the main social science databases: ISI Web of Knowledge, ZETOC, COPAC, INTUTE and Jstor. After each search, the search method was revised and then replicated using other sources. An initial search generated over 200 potentially useful citations. A written record was kept of the date of each search, the databases searched, the key words and key word combinations used, and the number of records resulting from each search (see Appendix 1 Table).

A citation search was then carried out using ISI Web of Knowledge which yielded further studies. In addition, when a useful item was found, further items were sought through the accompanying references and citation lists. This process ensured that a wider range of studies were included. Material derived from Google searches was also included, as this was useful for obtaining the 'grey literature', including blogs, media reports and websites from Guernsey's voluntary and state sector. This process was continued until a point of saturation was reached, where no new relevant articles come to light.

In the process of writing the literature review, further searches were carried out on specific topics, such as 'state and voluntary sector partnerships', 'Big Society' 'National Action Plans for Social Inclusion' etc. The literature was largely drawn from the fields of public administration, policy and politics.

Initial Database Literature Search				
Date	Database	Search Terms	Search Results	Poss. Useful
26.8.10	ISI Web of Knowl.	Guernsey + voluntary	0	0
26.8.10	ISI Web of Knowl.	Guernsey + social exclusion	0	0
26.8.10	ISI Web of Knowl.	Guernsey + state	21	2
26.8.10	ISI Web of Knowl.	Guernsey + poverty	1	0
26.8.10	ISI Web of Knowl.	Guernsey + charitable sector	0	0
26.8.10	ISI Web of Knowl	Guernsey + charity	0	0
26.8.10	ISI Web of Knowl.	Guernsey	750	13
26.8.10	ISI Web of Knowl	Channel Islands	2,511	
26.8.10	ISI Web of Knowl.	Channel Islands + voluntary sector	0	0
26.8.10	ISI Web of Knowl.	Channel Islands + poverty	0	0
26.8.10	ISI Web of Knowl.	Channel Islands + social exclusion	0	0
26.8.10	ISI Web of Knowl.	Channel Islands + charitable sector	0	0
26.8.10	ISI Web of Knowl.	Channel Islands + charity	0	0
26.8.10	ISI Web of Knowl	Channel Islands + social	0	0
26.8.10	ISI Web of Knowl	Channel Islands + public	118	1
26.8.10	ISI Web of Knowl	Channel Islands + community	23	0
26.8.10	ISI Web of Knowl	Channel Islands + policy	0	0
26.8.10	ISI Web of Knowl.	States of Guernsey	34	0
26.8.10	Copac	Guernsey + voluntary	0	0
26.8.10	Copac	Guernsey + social exclusion	0	0
26.8.10	Copac	Guernsey + social inclusion	0	0
26.8.10	Copac	Guernsey + state	213	6
26.8.10	Copac	Guernsey + government	0	0
26.8.10	Copac	Guernsey + poverty	0	0

26.8.10	Copac	Guernsey + charit*	1	0
26.8.10	Copac	Channel Islands + voluntary sector		
26.8.10	Copac	Channel Islands + poverty	0	0
26.8.10	Copac	Channel Islands + social exclusion	0	0
26.8.10	Copac	Channel Islands + charitable sector	0	0
26.8.10	Copac	Channel Islands + charity	0	0
26.8.10	Copac	Channel Islands + public	41	0
26.8.10	Copac	Channel Islands + community	15	0
26.8.10	Copac	Channel Islands + policy	26	0
26.8.10	Zetoc	Guernsey	544	10
26.8.10	Zetoc	Channel Islands	511	4
26.8.10	INTUTE	Guernsey	30	5
26.8.10	Jstor	Guernsey, voluntary, social exclusion	110	2
26.8.10	Jstor	Guernsey, voluntary, poverty	182	1
26.8.10	Jstor	Guernsey, poverty, social exclusion	112	0
26.8.10	Jstor	Guernsey, state, voluntary	899	
26.8.10	Jstor	Guernsey, public policy, exclusion	294	1
27.8.10	ISI Web of Knowl.	UK + community sector	278	4
27.8.10	ISI Web of Knowl.	Public sector + UK + policy	64	3
27.8.10	ISI Web of Knowl.	Voluntary sector + UK	175	8
27.8.10	ISI Web of Knowl.	Voluntary + state + UK	89	7
27.8.10	ISI Web of Knowl.	NGO + UK	64	2
27.8.10	ISI Web of Knowl.	Partnerships + UK + state	63	8
27.8.10	ISI Web of Knowl.	Social inclusion + UK + policy	110	6
27.8.10	ISI Web of Knowl.	Voluntary sector + Europe	111	3

27.8.10	ISI Web of Knowl.	of	Voluntary + state + Europe	159	2
27.8.10	ISI Web of Knowl.	of	NGO + Europe	123	2
27.8.10	ISI Web of Knowl.	of	Public sector + Europe + policy	432	12
27.8.10	ISI Web of Knowl.	of	Europe + community sector	396	5
27.8.10	Copac		Community Sector + social	25	3
27.8.10	Copac		Social exclusion + voluntary sector	3	0
27.8.10	Copac		Voluntary sector	1,977	
27.8.10	Copac		Voluntary sector + UK	114	5
27.8.10	Copac		Voluntary sector + Europe	9	3
27.8.10	Copac		Community sector + UK	22	5
27.8.10	Copac		Community sector + Europe	25	1
27.8.10	Zetoc		Third sector + UK	18	3
27.8.10	Zetoc		Third sector + Europe	15	0
27.8.10	Zetoc		Voluntary sector + Europe	13	0
27.8.10	Zetoc		Voluntary sector + UK	66	5
27.8.10	Zetoc		Voluntary sector + social exclusion	4	4
27.8.10	INTUTE		Voluntary sector	104	6
27.8.10	INTUTE		Community sector	119	3
27.8.10	INTUTE		Charitable sector	23	3
30.8.10	ISI Web of Knowl.	of	Social exclusion + UK + voluntary sector	0	0
30.8.10	ISI Web of Knowl.	of	Social exclusion + UK	350	15
30.8.10	ISI Web of Knowl.	of	Social inclusion + UK	346	4
30.8.10	ISI Web of Knowl.	of	Social exclusion + Europe + voluntary sector	0	0
30.8.10	ISI Web of Knowl.	of	Social exclusion + Europe	435	10
30.8.10	ISI Web of Knowl.	of	Partnerships + Europe + state	33	0

30.8.10	ISI Web of Knowl.	Third sector	175	1
30.8.10	ISI Web of Knowl.	Social inclusion + Europe	435	5
30.8.10	ISI Web of Knowl.	European Union + Social inclusion	77	5
30.8.10	ISI Web of Knowl.	Social inclusion + Europe + policy	74	4
30.8.10	Copac	Social exclusion	1,877	
30.8.10	Copac	UK + social exclusion	118	7
30.8.10	Copac	Europe + social exclusion	182	6
30.8.10	Zetoc	Social exclusion + UK	33	3
30.8.10	Zetoc	Social inclusion + UK	27	1
30.8.10	Zetoc	Social exclusion + Europe	92	2
30.8.10	Zetoc	Social inclusion + Europe	22	1
30.8.10	INTUTE	Social exclusion	304	10
30.8.10	INTUTE	Social inclusion	175	6

Appendix 2.1: Outline of sampling frames for VCS focus groups

Cluster 1

Other Health; Substance Misuse - 35 VCS organisations

Cluster 2

Disability; Mental Health; Older People with Mental Health

– 33 VCS organisations

Cluster 3

Domestic Abuse; Counselling; Housing; Older People (not with Mental Health); Law and Order; Religious; Advice

- 22 VCS organisations

Cluster 4

Religious, Arts/ Social, Sport/ Social, Environment/ Heritage; charitable trusts (if not included elsewhere)

- 24 VCS organisations

Cluster 5

Community, welfare, and/ or general advice and guidance; Other (specified) or breakdown of community

- 39 VCS organisations

Cluster 6

Youth/ Children; Education /School

- 38 VCS organisations

Appendix 2.2: Outline of departments for States focus groups

Focus Group 1

Health, Housing, Social Security/Welfare, Social Care, Older People

- 15 officers

Focus Group 2

Education, Employment, Children and Young People, Sports, Arts

- 16 officers

Focus Group 3

Drug and Alcohol, Domestic Abuse, Criminal Justice including youth justice

- 15 officers

Appendix 2.3: Invitation letter to VCS focus group participants

[Organisation]

[Address]

[Date]

Dear [name of organisation]

Guernsey Community Foundation Research Project

The information we have received from the Guernsey Community Foundation, with the assistance of the Association of Guernsey Charities, suggests that your organisation contributes to an aspect of social inclusion. We are therefore very interested to hear your views and would like to invite a representative of your organisation to participate in a focus group in relation to the above research project.

The focus group will take place on:

[date and time]

at:

[venue and address]

Refreshments will be available from [time]

In the enclosed document 'Guernsey Community Foundation Research Project: Information about the Project for Focus Group Participants', we have provided an overview of the project and an outline of what the project understands by 'social inclusion'. This document also includes information about the ethical principles that inform the way we will undertake the research, including the entirely voluntary nature of participation in the project, and issues of confidentiality. Further information is

also available on the website of the Guernsey Community Foundation, and is included with this letter.

We also include a 'topic guide' indicating the areas we would like the groups to discuss, and a draft questionnaire that we would like the groups to comment on which will then be amended to send to a wide range of organisations in the voluntary and charitable sector. We hope that you will be able to discuss the topic guide and the draft questionnaire with other members of your organisation or group before the focus group meeting, so that you can represent the views of the organisation as a whole at the meeting.

If you think your organisation contributes in some way to people being socially included as we have described in the enclosed document, then we invite you to participate in this research. We ask you to reply on the enclosed reply sheet, which also confirms that you have understood the points made in the enclosed document about the ethical conduct of the research, and agree to participate in the research. If you would prefer to email your reply, please contact the project secretary who will send you an electronic version of the reply / consent form. She can be contacted on: Emily.Thomas@bristol.ac.uk.

If the aim of social inclusion as described in the enclosed document does not seem relevant to your organisation, then we would ask you to let us know as soon as possible. We apologise for taking up your time.

We look forward to hearing from you, and would be most grateful if you could reply as soon as possible, preferably by 17th November. If you would also like to receive this letter and the other documents by email (perhaps to facilitate circulation amongst the members of your organisation) please contact: Emily.Thomas@bristol.ac.uk.

Yours sincerely

Sarah Cemlyn

Lead researcher for the project

Enclosed:

Document 1:

Guernsey Community Foundation Research Project: Information about the Project for Focus Group Participants

Document 2:

Topic guide for the focus groups

Document 3:

Draft questionnaire

Document 4:

Reply / consent form and stamped, self-addressed envelope

Document 5:

Guernsey Community Foundation Research Project – more comprehensive information about the project that is also available on the Guernsey Community Foundation website

Appendix 2.4: Information about the Project for Focus Group Participants

Guernsey Community Foundation Research Project

Information about the Project for Focus Group Participants

Background Information about the Project

The research project, which is being undertaken by researchers from the School for Policy Studies at the University of Bristol, is exploring the work of voluntary and charitable organisations in Guernsey, how they contribute to ‘social inclusion’, and how they could be further supported to undertake this work. The research is intended to include a wide range of voluntary and charitable sector interests. The project has been commissioned and funded by the Guernsey Community Foundation in order to inform the planning of the Foundation’s future work to support the sector as a whole. However the research process is independent of the Foundation.

Social Inclusion

The idea of social inclusion refers to enabling all members of society to join in activities that make up day to day social and community life, to enable people to feel connected to each other in communities and groups, and to achieve a reasonable level of wellbeing. It can involve activities and services related to employment, education, leisure, sport, religion, arts, health, children’s play and others. Income levels can be one important factor in enabling or preventing people from joining in such activities or accessing such services, but there are other factors which can facilitate involvement or create barriers to involvement, including attitudes, rules, policies, physical barriers for people with impairments, barriers of distance or transport for reaching places, lack of support with caring responsibilities, lack of opportunities to meet others in similar situations, and people’s own confidence or lack of confidence and self-esteem. Factors such as these, and others, can create an unequal basis from which to be involved in regular social and economic activities, and to gain access to provision for specific needs.

The Guernsey Community Foundation has adopted a very brief definition of 'social inclusion' that tries to sum up these ideas.

'Social inclusion is focused on overcoming barriers and inequalities that prevent people participating on equal terms in society'

Voluntary and charitable sector organisations can play an important role in helping people to overcome the kind of barriers to involvement outlined above, to be more socially included, to join in on equal or more equal terms with others in society, and to achieve an improved level of wellbeing. Voluntary and charitable sector organisations undertake a very wide range of activities that can contribute to different aspects of social inclusion, and work with a wide range of different groups. All these different activities are important, and can work together to promote social inclusion.

The Focus Groups

The first stage of the research involves six focus groups, each with up to ten participants from voluntary or charitable organisations. We have invited members of a range of different types of organisations to take part so that different perspectives can be shared in the groups. However we have also arranged the groups so that there is some common ground between the participants in terms of the kind of work they are involved in, to facilitate discussion. We hope that you will find the discussion interesting and helpful for your organisation, as well as contributing to the overall research which is aimed to benefit the sector as a whole. There will also be three focus groups with officers from the statutory sector who have links with voluntary and charitable organisations.

The focus groups will be conducted by myself, Sarah Cemlyn, as the lead researcher, and a research colleague, Karen Bell. We will seek to ensure that all participants have the opportunity to express their views within the groups. The discussions will be recorded. [Name], the administrator of the Guernsey Community Foundation, will arrange the venue and the provision of refreshments, but will not attend the focus group meeting itself.

The voluntary and charitable sector focus groups will be invited to discuss the work they are involved in to promote social inclusion, its strengths, benefits and difficulties;

the relationships between voluntary / charitable organisations and statutory organisations and departments, including strengths and difficulties; the relationships between parent bodies and local branches; gaps in provision, and views about additional resources or organisational structures that could support the sector. An outline of the topics to be discussed in the focus groups is attached. This will be used to guide the discussion, but we will also be interested to learn about other aspects of the work of the voluntary and charitable sector that you think are important in relation to social inclusion.

The Questionnaire

The focus groups will also be asked to comment on a draft questionnaire on a similar range of topics, so that we can ensure that it covers the topics that are considered important by those involved in the focus groups. The questionnaire will be amended after the focus groups and posted to 200 organisations that are registered with the Association of Guernsey Charities and the Income Tax Office, including your organisation, so that the views and experiences of a wider group of organisations can also inform the research. A first draft of this questionnaire is attached. At this stage we are only interested in your views on how the questionnaire is put together and how the questions are framed, rather than receiving your detailed responses to the questions themselves. Your organisation will have the opportunity to respond to the final questionnaire early in 2011.

Ethical Conduct of the Research

The research project has been approved by the Research Ethics Committee of the School for Policy Studies. The ethical conduct of research is very important to the research team, and this includes the following:

- Provision of information for research participants about what the overall research project involves
- Provision of information for research participants about what their participation in the project would involve
- No obligation to participate in the research, and no implications for their organisation if they decide not to participate
- Participants in the research are free to withdraw their participation at any time, including during a focus group meeting, without having to give a reason

- The names of all participating organisations and members of organisations will be anonymised when the research is written up. Types of organisation will be referred to rather than named organisations, and where possible any specific details that might make it easier for an organisation to be identified will be removed.
- The views that are discussed in the focus groups will be heard by the other members of that particular focus group, but will not be shared outside that focus group by the research team.
- The focus group discussions will be recorded and transcribed. Identifying details will be removed from the transcript.
- The views and opinions of the focus group participants, anonymised as above, may be reported or quoted in the research report.
- The postal questionnaire responses, which will be posted back to the School for Policy Studies, will similarly be treated confidentially and findings will be anonymised.

Further Information

If you require any further information about the project, please contact:

Sarah Cemlyn

School for Policy Studies

8, Priory Road,

Bristol

BS8 1TZ

England

Telephone: [telephone number]

Email: [email address]

If you require information about directions to [venue], or if you need to let us know about any difficulties on the day, please contact the Guernsey Community Foundation administrator [name and contact details]

Appendix 2.5: Voluntary and charitable sector focus group topic guide

Guernsey Community Foundation Research Project
Voluntary and charitable sector focus group topic guide

- The type of work that organisations are involved in to promote social inclusion
- The strengths and benefits of this work as understood by the organisations
- Any difficulties they face in developing this work
- The relationships between voluntary / charitable organisations and statutory organisations and departments
- The benefits of partnership between the voluntary / charitable sector and the statutory sector, including examples of good practice in these relationships
- Difficulties in the relationship between the voluntary / charitable sector and the statutory sector
- The relationships between different levels of organisations if there is a parent body with a local branch, including benefits and disadvantages
- Gaps in provision in Guernsey to meet needs that would promote social inclusion, perhaps for particular groups or in specific areas of the island
- Views about additional resources, training, information, or organisational support that could facilitate the work of the voluntary and charitable sector.

Appendix 2.6: Participation in focus group reply / consent form

Guernsey Community Foundation Research Project

Participation in focus group reply / consent form

Name of organisation: [completed by research team]

Date and time of focus group: [completed by research team]

Name of organisation representative:

1. I agree that the organisation will participate in the research focus group

Please delete as appropriate:

Yes/ No

2. I have read the information about the project and understand what is involved in participation in the focus group.

Please delete as appropriate:

Yes/ No

3. I understand that that the focus group will be recorded and transcribed, and that views and opinions expressed in the focus group may be reported or quoted in the research report.

Please delete as appropriate:

Yes/ No

4. I understand that views, opinions and quotations may be attributed to the type of organisation, but that the organisation will not be named in the research report.

Please delete as appropriate:

Yes/ No

5. I understand that participation in the focus group is entirely voluntary and that the organisation representative may withdraw at any time without giving a reason.

Please delete as appropriate:

Yes/ No

PTO

Do you have any access requirements?

Please delete as appropriate:

Yes/ No

Details of requirements.....

Do you need any assistance in relation to caring responsibilities in order to attend the meeting?

Please delete as appropriate:

Yes/ No

Details of caring responsibilities for which assistance is needed.....

.....

Do you have any dietary requirements?

Please delete as appropriate:

Yes/ No

Details of requirements.....

Signed.....

If you would prefer to receive this form and the other documents by email, please contact: [research team secretary]

Thank you very much for completing this form. Please return the form in the enclosed envelope to:

Sarah Cemlyn

School for Policy Studies

8, Priory Road,

Bristol BS8 1TZ

If completing the form electronically, please reply to: [Email address]

Appendix 2.7: Outline of the Research Study

Guernsey Community Foundation Research Project

(This information is also available on the following website:

<http://www.foundation.gg/page/guernsey-community-foundation-research-project-outline>)

The Foundation has commissioned the School for Policy Studies at the University of Bristol to carry out an extensive research project entitled 'The Voluntary Sector in Guernsey' which should be completed by May 2011.

Introduction

The research will 'evaluate the role that the voluntary and charitable sectors play in social policy provision in the Island, how this might be improved and how the tension between public and charitable provision might be resolved.'

Project Aims

The project will have the following aims:

- To draw together information about the shape and scope of the voluntary sector in Guernsey
- To investigate the role of the sector in relation to the promotion of social inclusion
- To explore gaps in provision to promote social inclusion as perceived by voluntary sector organisations and statutory partners
- To consider what infrastructure, support and training are needed by voluntary sector organisations in promoting social inclusion
- To explore the relationship and balance between voluntary and statutory provision in promoting social inclusion, and between parent organisations and local branches, including any tensions in these relationships and in the balance between sectors and organisational levels

- To explore ways of alleviating these tensions and enhancing collaboration between the sectors and organisational levels in promoting social inclusion
- To develop proposals about how identified problems and tensions might be addressed
- To develop proposals about where additional resources might best be targeted

A working definition for social inclusion has been agreed to be: 'Social inclusion is focussed on overcoming barriers and inequalities that prevent people participating on equal terms in society.'

Methodology

The methodology includes a literature review; six focus groups with representatives of voluntary sector agencies to explore the major themes of the research, and to review a subsequent 'pen and paper' questionnaire; three focus groups involving statutory sector agencies; a questionnaire to all agencies in the voluntary sector whose broad aims could contribute to social inclusion as defined above; analysis of the various data sources to compile a report and recommendations; and liaison with the advisory panel. The various aspects of this methodology are explained further below.

Stage 1: Literature review and planning

There will be a focused review of literature related firstly to social policy in Guernsey and secondly to the voluntary sector in the UK and Europe. Literature for both strands will be identified through a search of relevant databases.

The advisory panel established by the Foundation will support the development of the project, and review progress at key stages, particularly the initial establishment of the project and the structure of the final report. A meeting between the project leader and the advisory panel will be held at an early stage in order to discuss and agree arrangements, including maintaining the independence of the research.

Stage 2: Collection and organisation of baseline data re. voluntary / charity sector, and identification of focus group participants.

A matrix categorising different types and levels of voluntary and charitable organisations will be developed, and all identified voluntary / charitable organisations in Guernsey will be entered into the relevant section of the matrix. This will then be used as the basis for selecting a sample of 45-50 organisations representing different types and levels of the matrix, and these organisations will be invited to attend one of the six focus groups.

A sample of statutory sector agencies and departments, who have key roles in relation to partnership with the voluntary and charitable sector, will be invited to attend one of three focus groups.

Stage 3: Focus groups with voluntary and statutory sector agencies

School for Policy Studies will develop topic guides for use in the six voluntary sector and three statutory sector focus groups. The aim of the voluntary sector focus groups is to explore key questions to which the research is addressed, identify common and divergent views, share new ideas and insights, and to give constructive feedback on a pen and paper questionnaire for subsequent use across the sector.

Stage 4: Postal questionnaire

In order to gauge opinions and experiences more widely, a pen and paper questionnaire will be prepared, in consultation with the advisory panel and the focus groups as above, for postal distribution across the voluntary sector, including focus group participants.

Stage 5: Transcription and analysis of focus group and questionnaire data.

The focus group discussions will be transcribed and entered into a computer software package (MAXQDA) for coding and analysis. The questionnaire responses will be coded and analysed using a different software package (SPSS).

Stage 6: Preparation of research report

The report will draw together and further analyse the findings from the two sets of data from the focus groups and questionnaires, discuss them in relation to relevant themes from the literature and the Guernsey policy context, and develop recommendations for addressing the issues identified. An outline of the draft report will be provided to the advisory panel, which may have comments about its structure or presentation to inform the final report.

Stage 7: Presentation of findings and recommendations

After acceptance of the final report, there will be a presentation of the findings and recommendations to GCF. Two or three weeks later there will be presentations to the Social Policy Steering group and its officers, and to the Association of Guernsey Charities.

Appendix 2.8: Invitation letter to States focus groups

[Name]

[Address]

[Date]

Dear [name of person]

Guernsey Community Foundation Research Project

We have been given your name by the Guernsey Community Foundation who have been working in conjunction with [States of Guernsey personnel] concerning liaison between the statutory sector and the voluntary and charitable sector in Guernsey. The Guernsey Community Foundation has commissioned a research team at the School for Policy Studies, University of Bristol, to undertake research into the role of the voluntary and charitable sector in promoting social inclusion in Guernsey. As part of this research, we are planning to hold three focus groups with relevant officers of the States of Guernsey. We will also be holding six focus groups with representatives of the voluntary and charitable sector.

I am therefore writing to invite you to participate in a focus group in relation to this research project.

The focus group will take place on:

[date and time]

at:

[venue and address]

Refreshments will be available from [time]

In the enclosed document 'Guernsey Community Foundation Research Project: Information about the Project for Focus Group Participants', we have provided an overview of the project. This includes an outline of what the project understands by 'social inclusion', with an addendum containing a fuller discussion of social inclusion that the Guernsey Community Foundation requested for the voluntary and charitable sector. The document also includes information about the ethical principles that inform the way we will undertake the research, including the voluntary nature of participation in the project, and issues of confidentiality. Further information is also available on the website of the Guernsey Community Foundation, and is enclosed with this letter.

We also include a 'topic guide' indicating the areas we would like the statutory sector focus groups to discuss in the meetings. We hope that you will be able to discuss the topic guide with other members of your team or department before the focus group meeting, so that you can represent their views at the meeting.

We ask you to reply on the enclosed reply sheet, which also confirms that you have understood the points made in the enclosed document about the conduct of the research, and agree to participate in the research. If you would prefer to email your reply, please contact the project secretary who will send you an electronic version of the reply / consent form. She can be contacted on: Emily.Thomas@bristol.ac.uk.

There is limited time in the focus groups, so we want to use the time to gain your views on the relevant issues, rather than spend too long on introductions about your area of work. We have therefore included on the reply / consent form a couple of questions about your area of work. It would be extremely helpful if you could provide a very brief outline of the work you or your department are involved in relating to the voluntary and charitable sector, and any specific aspects of the support that is offered, in the spaces provided on the form. This will provide the research team with helpful background information before the focus groups.

Finally, for your information we include a draft questionnaire that will be amended following the focus groups with the voluntary and charitable sector, and then posted to between 200 and 250 organisations in the voluntary and charitable sector.

We look forward to hearing from you, and would be most grateful if you could reply as soon as possible, preferably no later than 15th November. If you would also like to receive this letter and the other documents by email, please contact: [research secretary]

Yours sincerely

Sarah Cemlyn

Lead researcher for the project

Enclosed:

Document 1:

Guernsey Community Foundation Research Project: Information about the Project for Statutory Sector Focus Group Participants

Document 2:

Topic guide for the statutory sector focus groups

Document 3:

Reply / consent form and self-addressed envelope

Document 4:

Draft questionnaire

Document 5:

Guernsey Community Foundation Research Project – more comprehensive information about the project that is also available on the Guernsey Community Foundation website

Appendix 2.9: Background Information about the Project

Guernsey Community Foundation Research Project: Information about the Project for Statutory Sector Focus Group Participants

Background Information about the Project

The research project, which is being undertaken by researchers from the School for Policy Studies at the University of Bristol, is exploring the work of voluntary and charitable organisations in Guernsey, how they contribute to ‘social inclusion’, and the balance between statutory and voluntary / charitable sector provision to promote social inclusion. The research is intended to include a wide range of voluntary and charitable sector as well as statutory sector interests. The project has been commissioned and funded by the Guernsey Community Foundation in order to inform the planning of the Foundation’s future work to support the voluntary and charitable sector as a whole. However the research process is independent of the Foundation.

Social Inclusion

The Guernsey Community Foundation has adopted a brief definition of ‘social inclusion’ that underpins the research.

‘Social inclusion is focused on overcoming barriers and inequalities that prevent people participating on equal terms in society’

At the request of the Guernsey Community Foundation we also prepared a fuller, more accessible discussion of social inclusion for voluntary and charitable sector participants in the research. This is provided at the end of this document for your information.

The research aims to explore the wide range of activities currently undertaken by voluntary and charitable sector organisations that contribute to different aspects of social inclusion, through six focus groups with voluntary and charitable sector

representatives, and through a subsequent questionnaire to a wider range of voluntary and charitable sector organisations. An important part of the research is to explore the relationships between statutory and voluntary / charitable organisations, what works well in these relationships, and how they might be improved, as well as to gain the perspectives of key statutory sector informants on how the work of voluntary and charitable organisations could be enhanced.

The Statutory Sector Focus Groups

There will be three focus groups with officers from the statutory sector who have key roles in relationships with voluntary and charitable organisations. These will be grouped into the following areas:

1) Health, Housing, Social Security/Welfare, Social Care, Older People [10.30 am to 12 noon, 25th November]

2) Education, Employment, Children and Young People, Sports, Arts
[2.30 to 4.00 pm, 25th November]

3) Drug and Alcohol, Domestic Abuse, Criminal Justice including youth justice
[10.30 to 12 noon, 26th November]

The focus groups will be conducted by myself, Sarah Cemlyn, as the lead researcher, and a research colleague, Karen Bell. We will seek to manage the time to ensure that all participants have the opportunity to share their views and expertise on the research theme within the groups. The main topics we hope to cover are outlined in the enclosed topic guide. The discussions will be recorded. [Name], the administrator of the Guernsey Community Foundation, will arrange the venue and the provision of refreshments, but will not attend the focus group meeting itself.

Ethical Conduct of the Research

The research project has been approved by the Research Ethics Committee of the School for Policy Studies. The ethical conduct of research is very important to the research team, and this includes the following:

- Provision of information for research participants about what the overall research project involves
- Provision of information for research participants about what their participation in the project would involve
- No obligation to participate in the research
- Participants in the research are free to withdraw their participation at any time, including during a focus group meeting, without having to give a reason
- The names of all participants will be anonymised when the research is written up. Broad departmental responsibility areas in the statutory sector will be referred to, and where possible any specific details that might make it easier for an individual to be identified will be removed.
- The views that are discussed in the focus groups will be heard by the other members of that particular focus group, but will not be shared outside that focus group by the research team.
- The focus group discussions will be recorded and transcribed. Identifying details will be removed from the transcript before data processing.
- The views and opinions of the focus group participants, anonymised as above, may be reported or quoted in the research report.
- The postal questionnaire responses from voluntary and community sector organisations, which will be posted back to the School for Policy Studies, will similarly be treated confidentially and findings will be anonymised.

Further Information

If you require any further information about the project, please contact:

Sarah Cemlyn

School for Policy Studies

8, Priory Road,

Bristol

BS8 1 TZ

England

Telephone: [telephone]

Email: [email address]

If you need to let us know about any difficulties on the day, please contact the Guernsey Community Foundation administrator [name and contact details]

Addendum

Fuller outline of 'social inclusion' for voluntary and charitable sector participants

The idea of social inclusion refers to enabling all members of society to join in activities that make up day to day social and community life, to enable people to feel connected to each other in communities and groups, and to achieve a reasonable level of wellbeing. It can involve activities and services related to employment, education, leisure, sport, religion, arts, health, children's play and others. Income levels can be one important factor in enabling or preventing people from joining in such activities or accessing such services, but there are other factors which can facilitate involvement or create barriers to involvement, including attitudes, rules, policies, physical barriers for people with impairments, barriers of distance or transport for reaching places, lack of support with caring responsibilities, lack of opportunities to meet others in similar situations, and people's own confidence or lack of confidence and self-esteem. Factors such as these, and others, can create an unequal basis from which to be involved in regular social and economic activities, and to gain access to provision for specific needs.

Voluntary and charitable sector organisations can play an important role in helping people to overcome the kind of barriers to involvement outlined above, to be more socially included, to join in on equal or more equal terms with others in society, and to achieve an improved level of wellbeing. Voluntary and charitable sector organisations undertake a very wide range of activities that can contribute to different aspects of social inclusion, and work with a wide

range of different groups. All these different activities are important, and can work together to promote social inclusion.

Appendix 2.10: Statutory sector focus group topic guide

Guernsey Community Foundation Research Project

Statutory sector focus group topic guide

- What they see as the strengths and benefits of the work of the voluntary and charitable sector in promoting social inclusion
- What they see as the difficulties of the voluntary and charitable sector in developing this work
- Perceptions of the relationships between voluntary / charitable organisations and statutory organisations and departments
- The benefits of partnership between the voluntary / charitable sector and the statutory sector, including examples of good practice in these relationships
- Difficulties in the relationship between the voluntary / charitable sector and the statutory sector
- Views about gaps in provision in Guernsey to meet needs that would promote social inclusion, perhaps for particular groups or in specific areas of the island
- Views about whether the statutory sector, the voluntary and charitable sector, or both sectors in partnership are best placed to fill these gaps.

Appendix 2.11: Participation in focus group reply / consent form

Guernsey Community Foundation Research Project

Participation in focus group reply / consent form

Name of officer: [completed by research team]

Department: [completed by research team]

Date and time of focus group: [completed by research team]

1. I agree to participate in the research focus group

Please delete as appropriate:

Yes/ No

2. I have read the information about the project and understand what is involved in participation in the focus group.

Please delete as appropriate:

Yes/ No

3. I understand that that the focus group will be recorded and transcribed, and that views and opinions expressed in the focus group may be reported or quoted in the research report.

Please delete as appropriate:

Yes/ No

4. I understand that views, opinions and quotations may be attributed to the type of department, but that no individuals will be named in the research report.

Please delete as appropriate:

Yes/ No

5. I understand that participation in the focus group is entirely voluntary and that participants may withdraw at any time without giving a reason.

Please delete as appropriate:

Yes/ No

PTO

There is limited time in the focus groups, so we want to use the time to gain your views on the relevant issues, rather than spend too long on introductions. It would therefore be extremely helpful if you could provide a very brief outline of the work you or your department are involved in relating to the voluntary and charitable sector.

1. The general area of work that you or your department are involved in relating to the voluntary and charitable sector (Please use the space below to give a general brief description of this work)

2. Any specific areas of support that you or your department provide to the voluntary and charitable sector. (Please complete the form below)

Tick all that apply ✓

- i) Direct grants
- ii) Service contracts
- iii) Support with other grant applications
- iv) Provision of premises
- v) Provision of information and advice
- vi) Provision of training
- vii) Opportunities to participate in forums set up by the statutory sector
- viii) Opportunities to network with other voluntary and charitable sector organisations
- ix) Opportunities to contribute to policy development in the statutory sector

Please use the following spaces to add any additional areas of support provided to the voluntary and charitable sector

x)

xi)

xii)

xiii)

xiv)

xv)

Thank you very much for completing this form. Please return the form in the enclosed envelope to:

Sarah Cemlyn

School for Policy Studies

8, Priory Road,

Bristol BS8 1TZ

If you would prefer to receive this form and the other documents by email, and to reply by email, please contact: [research secretary]

Appendix 3: Thematic categories of data developed using MAXQDA

Guernsey particularities

Needs of the voluntary sector

Social exclusion

Social exclusion - examples

Social exclusion – language

Type of service and groups worked with

Voluntary sector services - Voice

Voluntary sector services - Culture and wellbeing

Voluntary sector services - Direct provision

Voluntary sector services - Outreach

Voluntary sector services - Fundraising

Voluntary sector services - Support and community

Voluntary sector services - Information and training

Voluntary sector relationships

Voluntary sector relationships – VS and business

Voluntary sector relationships – VS internal

Voluntary sector relationships – VS and parent

Voluntary sector relationships – VS and state

Voluntary sector relationships – VS and state - access

Voluntary sector relationships – VS and state - positive

Voluntary sector relationships – VS and state – communication

Voluntary sector relationships – VS and state - support

Voluntary sector relationships – VS and state - regulation

Voluntary sector relationships – VS and state - independence

Voluntary sector relationships – VS and state – Lack of

Voluntary sector relationships – VS and state - Consultation

Voluntary sector relationships – VS and state - Advocacy

Voluntary sector relationships – VS and state – Professional

Voluntary sector relationships – VS and state – Referrals

Voluntary sector relationships – VS and state - Tension

Voluntary sector relationships – VS and state - Information

Voluntary sector relationships – VS and state – Financial

Voluntary sector issues

Voluntary sector - Professionalisation

Voluntary sector - Media

Voluntary sector - Development

Voluntary sector - Staff

Voluntary sector - Consistency

Voluntary sector - Limitations of advocacy

Voluntary sector – Lack of data

Voluntary sector - Recognition

Voluntary sector – Reaching Excluded

Voluntary sector – Confidentiality

Voluntary sector - Co-ordination and strategy

Voluntary sector - Volunteers

Voluntary sector – Standards

Voluntary sector – Funding

Attributes of voluntary sector

Attributes of voluntary sector – Giving and Caring

Attributes of voluntary sector – Addressing gaps

Attributes of voluntary sector – Identifying needs and campaigning

Attributes of voluntary sector - Flexible

Attributes of voluntary sector – Mediating

Attributes of voluntary sector - Accessibility

Attributes of voluntary sector - Responsive

Appendix 4: Guernsey Voluntary and Charitable Sector Questionnaire

Section A: Background information about your organisation
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[Note: This section will be used to provide a more comprehensive picture of the pattern of voluntary and charitable organisations in Guernsey. All organisations will be assigned a unique survey code and none will be individually named in any subsequent research reports resulting from this survey.]

1. Name of your organisation (will be subsequently coded to ensure anonymity)

2. Purpose of organisation

Please rate the following categories in terms of the three most relevant to your organisation:

[Note: You may rate more than one area/category the same, i.e., if you would rate education and training along with disability as equally the most important function of your organisation, then both would receive a rating of '1'. Then if the next most important function is relief of poverty, it would receive a '2', and so on].

Charity Commission classification	Rating (1-3)
a) General charitable purposes	
b) Education/training	
c) Medical/health/sickness	
d) Disability	
e) Relief of poverty	
f) Overseas aid/famine relief	
g) Accommodation/housing	

h) Religious activities	
i) Arts/culture	
j) Sport/recreation	
k) Animals/environment/heritage/conservation	
l) Economic/community development/employment	
m) Advice/counselling	
n) Support (eg. youth support, family support)	
o) Other (please specify below)	

3. Beneficiaries

Please choose all relevant categories of beneficiaries listed below:

Beneficiaries	Tick all that apply
a) Children/young people	<input type="checkbox"/>
b) Families with children	<input type="checkbox"/>
c) Adults	<input type="checkbox"/>
d) Elderly/older people	<input type="checkbox"/>
e) Disabled people	<input type="checkbox"/>
f) People of a particular ethnic or racial origin	<input type="checkbox"/>
g) Other charities/voluntary groups	<input type="checkbox"/>
h) General public/mankind	<input type="checkbox"/>
i) Other defined groups (please specify below)	<input type="checkbox"/>

4. Method of operation

Please choose all relevant methods of operation listed below:

	Tick all that apply
a) Makes grants/loans to individuals	<input type="checkbox"/>
b) Makes grants to organisations	<input type="checkbox"/>
c) Provides other finance	<input type="checkbox"/>
d) Provides human resources staff/volunteers	<input type="checkbox"/>
e) Provides buildings/facilities/open space	<input type="checkbox"/>
f) Provides activities	<input type="checkbox"/>
g) Provides services	<input type="checkbox"/>
h) Provides advocacy/advice/information	<input type="checkbox"/>

i) Sponsors or undertakes research	<input type="checkbox"/>
j) Acts as an umbrella or resource body	<input type="checkbox"/>
k) Other (please specify below)	<input type="checkbox"/>

5. Staffing

Please enter the average number of volunteers / paid staff volunteering and/or working for your organisation in a typical week (or the weekly average number if volunteers/paid staff work periodically):

	a) Volunteers	b) Paid staff
	Enter Number	Enter Number
a) 1 or 2 hours per week		
b) Between 3 and 6 hours per week		
c) Between 7 and 12 hours per week		
d) Between 13 and 20 hours per week		
e) Between 21 and 34 hours per week each		
f) Between 35 and 40 hours per week each		
g) More than 40 hours per week each)		
h) Other (e.g. seasonal volunteers/paid staff)		

6. Organisational status

	Tick one <u>only</u>
a) Independent organisation	<input type="checkbox"/>
b) Independent organisation as part of an international group	<input type="checkbox"/>
c) Local branch of parent body - located in Guernsey	<input type="checkbox"/>
d) Local branch of parent body - located outside Guernsey	<input type="checkbox"/>

e) Other (please specify below)	<input type="checkbox"/>

7. Organisational registration

	Tick one <u>only</u>
a) Unincorporated association	<input type="checkbox"/>
b) Trust	<input type="checkbox"/>
c) Company limited by guarantee	<input type="checkbox"/>
d) Another incorporation (please specify below)	<input type="checkbox"/>

8. Management arrangements

	Tick one <u>only</u>
a) Management committee of appointed members	<input type="checkbox"/>
b) Management committee of elected members	<input type="checkbox"/>
c) Advisory group	<input type="checkbox"/>
d) No management committee	<input type="checkbox"/>
e) Other (please specify below)	<input type="checkbox"/>

9. a) Premises

Are your premises...

	Tick one <u>only</u>
a) Rented premises on full-time basis	<input type="checkbox"/>

b) Rented premises on part-time basis	<input type="checkbox"/>
c) State provided premises	<input type="checkbox"/>
d) Self-owned premises	<input type="checkbox"/>
e) Use of private household premises	<input type="checkbox"/>
f) Other (please specify below)	<input type="checkbox"/>

9. b) Payment for premises and problems paying for premises

	Yes	No
a) Does your organisation have to pay for premises?	<input type="checkbox"/>	<input type="checkbox"/>
b) Does your organisation usually have problems paying for premises?	<input type="checkbox"/>	<input type="checkbox"/>

9. c) Sharing of premises

Are your premises...

	Yes	No
a) Shared single premises?	<input type="checkbox"/>	<input type="checkbox"/>
b) Shared multiple premises?	<input type="checkbox"/>	<input type="checkbox"/>

10. Rooms/kitchen/equipment store for exclusive use

a) Rooms (excluding bathroom and toilet)	Tick one <u>only</u>
a) No rooms for exclusive use/all shared	<input type="checkbox"/>
b) 1 room only	<input type="checkbox"/>
c) 2 rooms	<input type="checkbox"/>
d) 3 or more rooms	<input type="checkbox"/>

b) Kitchen	Tick one <u>only</u>
a) Sole use of kitchen	<input type="checkbox"/>
b) Shared use of kitchen	<input type="checkbox"/>
c) Equipment store	Tick one <u>only</u>
a) Sole use of equipment store	<input type="checkbox"/>
b) Shared use of equipment store	<input type="checkbox"/>

11. a) Organisational income (including grants/fees)

	Tick one <u>only</u>
a) Less than £1,000 per year	<input type="checkbox"/>
b) £1000 to £5,000 per year	<input type="checkbox"/>
c) £5,000 - £10,000 per year	<input type="checkbox"/>
d) £10,000 to £25,000 per year	<input type="checkbox"/>
e) £25,000 to £50,000 per year	<input type="checkbox"/>
f) £50,000 to £100,000 per year	<input type="checkbox"/>
g) £100,000 to £250,000 per year	<input type="checkbox"/>
h) £250,000 to £500,000 per year	<input type="checkbox"/>
i) More than £500,000 per year	<input type="checkbox"/>

11. b) Sources of organisational income (should add up to roughly 100%)

Please enter the proportion of total funding received from the following sources

Source(s) of income	Enter %
a) Parent body	
b) States of Guernsey	

c) Trusts	
d) Donations	
e) Fund-raising	
f) Fees	
g) Other (please specify below)	

12. Computing and internet

a) Computers (including laptops)

	Tick one <u>only</u>
a) No organisational computers	<input type="checkbox"/>
b) 1-2 organisational computers	<input type="checkbox"/>
c) 3 or more organisational computers	<input type="checkbox"/>

b) Internet Access

	Tick <u>all that apply</u>
a) Access to internet	<input type="checkbox"/>
b) High-speed internet access	<input type="checkbox"/>
c) Organisational email	<input type="checkbox"/>
d) Organisational website	<input type="checkbox"/>

Section B: Your organisation's views about resources

1. Funding

	Yes	No	N/A
a) Is your funding sufficient for the work you are doing?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) If additional funding was available, would you			
a) Extend your opening hours / increase your availability?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Extend your services to other population groups?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Increase the range of services you offer?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

2. Premises

	Yes	No	N/A
a) Are your premises sufficient for the work you are doing?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) If larger premises were available, would you:			
a) Extend your opening hours / increase your availability?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Extend your services to other population groups?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Increase the range of services you offer?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3. Staffing

	Yes	No	N/A
a) Are your paid staffing levels sufficient for the work you are doing?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) If more <u>paid staff</u> could be employed, would you:			
a) Extend your opening hours / increase your availability?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Extend your services to other population groups?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Increase the range of services you offer?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4. Volunteers

	Yes	No	N/A
a) Is the number of volunteers sufficient for the work you are doing?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) If more <u>volunteers</u> could be recruited, would you:			
a) Extend your opening hours / increase your availability?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Extend your services to other population groups?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Increase the range of services you offer?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5. Information technology / computers

	Yes	No	N/A
a) Does your organisation have sufficient computers for its purposes?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Does your organisation have sufficient access to expertise and / or training about computers and information technology?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Does your organisation have sufficient high-speed internet access?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. Other practical issues that affect the work of the organisation

Please identify below any other practical issues that currently limit the organisation's work, or where increased provision would enable the work to be extended.

Section C: Your organisation's views about the voluntary and charitable sector in Guernsey

1. a) In general, how would you rate your links with other voluntary and charitable organisations in Guernsey? [Please tick one only]

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very good	Good	Neither good / Nor poor	Not very good	Poor	Not applicable / Not relevant

1. b) How could your links with other voluntary and charitable organisations in Guernsey be improved? [Please use space provided below]

2. a) In general, how would you rate your links with other voluntary and charitable organisations outside Guernsey? [Please tick one only]

[Note: This question does not apply to your links with a parent body/organisation outside Guernsey, which is covered in Question 3 on the next page]

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very good	Good	Neither good / Nor poor	Not very good	Poor	Not applicable / Not relevant

2. b) How could your links with other voluntary and charitable organisations outside Guernsey be improved? [Please use space provided below]

3. a) If your organisation is a branch of a parent body, how would you rate your links with the parent body? [Please tick one only]

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very good	Good	Neither good / Nor poor	Not very good	Poor	Not applicable / Not Relevant

3. b) How could your links with your parent body be improved? [Please use space provided below]

Section D: Your organisation's views about areas of the importance of linkages with other voluntary and charitable sector organisations in Guernsey

1. How important is sharing premises?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very important	Important	Neither important / unimportant	Not important	Unimportant	Not applicable / Not relevant

2. How important is sharing information and ideas?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very important	Important	Neither important / unimportant	Not important	Unimportant	Not applicable / Not relevant

3. How important are joint forums or meetings?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very important	Important	Neither important / unimportant	Not important	Unimportant	Not applicable / Not relevant

4. How important is developing joint projects?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very important	Important	Neither important / unimportant	Not important	Unimportant	Not applicable / Not relevant

5. How important is working together on particular themes?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very important	Important	Neither important / unimportant	Not important	Unimportant	Not applicable / Not relevant

6. How important is support with financial systems?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very important	Important	Neither important / unimportant	Not important	Unimportant	Not applicable / Not relevant

7. How important is support for computing and IT?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very important	Important	Neither important / unimportant	Not important	Unimportant	Not applicable / Not relevant

Section E: Your organisation's views about the relationships between the voluntary/charitable sector and the States of Guernsey

1. What is involved in the relationship of your organisation with the States?

	Tick all that apply
a) Premises provided by the States	<input type="checkbox"/>
b) Funding provided by the States	<input type="checkbox"/>
c) Staff seconded by the States	<input type="checkbox"/>
d) Information provided by the States	<input type="checkbox"/>
e) Financial expertise provided by the States	<input type="checkbox"/>
f) Computer expertise provided by the States	<input type="checkbox"/>
g) Inter-agency forums facilitated by the States	<input type="checkbox"/>
h) Other (please specify below)	<input type="checkbox"/>

2. How would you rate your organisation's links with the States?

[Please tick one only]

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Very good	Good	Neither good / Nor poor	Not very good	Poor	Not applicable / Not Relevant

3. How could the links between your organisation and the States be improved?



Section F: Your organisation's views about gaps in service provision in the voluntary and charitable sector which are needed to address 'social exclusion'

1. In your opinion, are there groups of people who are particularly 'socially excluded' in Guernsey?

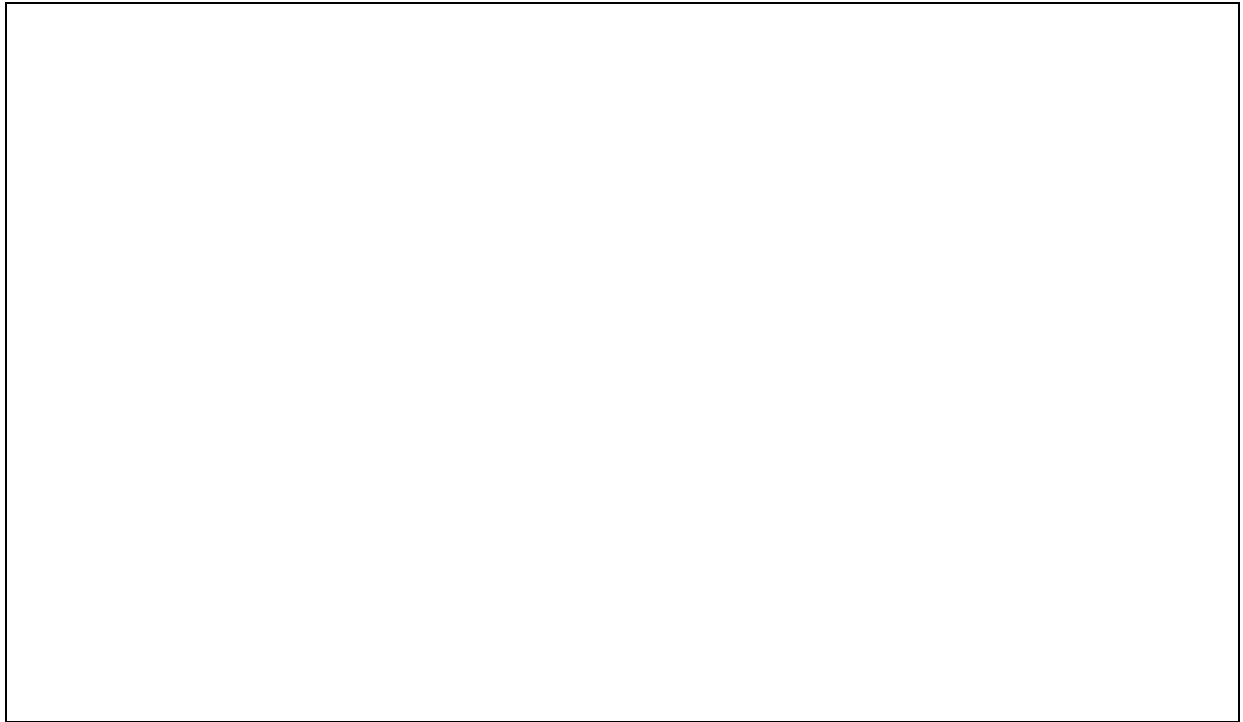
[Note: By 'socially excluded', we mean "those individuals who lack or are denied resources, rights, goods and services, and who are unable to participate in the normal relationships and activities, available to the majority of people in Guernsey, whether in economic, social, cultural or political arenas. It affects both the quality of life of individuals and the equity and cohesion of Guernsey as a whole"]

[Please identify below these **socially excluded 'groups' of people**]

1)
2)
3)
4)
5)

2. To what extent do you think that there are gaps in the provision of services by the voluntary and charitable sector to those who are 'socially excluded' in Guernsey?

[Please use space provided below to identify service gaps]



3. a) In your opinion, do you think these service gaps would best be filled by?

	Tick one
a) <u>Both</u> the voluntary/charitable and the States working in partnership	<input type="checkbox"/>
b) The voluntary/charitable sector working <u>alone</u>	<input type="checkbox"/>
c) The States working <u>alone</u>	<input type="checkbox"/>
d) <u>Neither</u> the voluntary/charitable nor the States	<input type="checkbox"/>
e) Other (please specify in space provided below)	<input type="checkbox"/>

3. b) Please state below your reasons for choosing the answer above