



AN EVALUATION OF CEMVO SCOTLAND'S CAPACITY BUILDING PROGRAMME

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Executive Summary

An increasing shift towards neighbourhood empowerment and community leadership links anti-poverty initiatives, citizen engagement, service quality, social inclusion and democratic renewal within the regeneration agenda. The extent to which potentially marginalised groups, including minority ethnic communities and organisations are enabled to participate in the agenda is of critical importance. This evaluation of the Council of Ethnic Minority Voluntary Sector Organisations (CEMVO) Scotland's Capacity Building Programme over 2004-2005 and 2005-2006 for minority ethnic organisations comes at a critical time for examining the extent to which participating organisations have been enabled to more fully engage with the regeneration agenda through participation in the programme. The key purpose of the study is to conduct an independent assessment of the effectiveness and appropriateness of the programme. CEMVO Scotland commissioned Gina Netto and Nicolina Kamenou at the School of the Built Environment and the School of Management and Languages at Heriot Watt University respectively to undertake this study with Rabia Asghar and Sheetal Venugopal:

Main findings

- CEMVO Scotland's 2004-2005 and 2005-2006 CBP has been very effective in enabling several minority ethnic organisations and groups to considerably enhance capacity.
- Capacity has been enhanced through the development of improved policies, systems and processes for ensuring more effective management and ensuring greater accountability to funding bodies and service users.
- Several organisations reported that they had benefited from increases in funding secured as well as increased ability to attract funding. Others reported that while they had benefited considerably from being involved in the programme, there was a need for further support in building organisational capacity in order to achieve their objectives and secure funding.
- Facilitating factors for building capacity among participating organisations include a sound understanding of the process and nature of the programme offered, a willingness to accept and address current gaps or weaknesses, the free of charge nature of the service, the knowledge, expertise and accessibility of the Capacity Building Officers and staffing resources and time to devote to the process of capacity building, and the provision of a systematic and structured approach.
- Factors which hindered capacity building include a general lack of resources to take on the additional work of being involved in the capacity building process, a lack of willingness to accept weaknesses or share organisational problems and inability to participate fully in the capacity building process or the expectation that the capacity building officers would do all the work
- A 'one size fits all' approach to capacity building has limited ability to meet the needs of all minority ethnic organisations and groups in Scotland.

Developing organisations need more time to build capacity than established ones.

- The CEMVO Capacity Building Programme has wider applicability than the minority ethnic voluntary sector and its application to other voluntary organisations should be considered.

Introduction

This evaluation of the Council for Ethnic Minority Voluntary Sector Organisations (CEMVO) Scotland's Capacity Building Programme (CBP) comes at a critical time for examining the extent to which minority ethnic organisations which have participated in the programme have enhanced their capacity and been enabled to engage with the regeneration agenda. The key purpose of the study is to conduct an independent assessment of the effectiveness and appropriateness of the CBP's structure, processes and outcomes for minority ethnic organisations and the extent to which this contributes to the sustainability of such organisations.

Capacity has been defined as

'the right organisation, systems, partnerships, people and processes to deliver against a particular agenda or plan' (ODPM, 2003:1.1).

Capacity building improves the ability of an organisation to develop its structures, systems, people and skills in order to deliver against effective business strategies. It can take place at a number of levels: individual, organisational and institutional levels.

Aims of CEMVO Scotland's CBP

The main aims of the CEMVO Scotland CBP programme are:

- To strengthen organisational structures, systems and processes of minority ethnic voluntary organisations to enhance the effectiveness and efficiency of the governance, management and operations of these organisations
- To help increase access to mainstream funding and diversification into other funding strands
- To increase the skills and knowledge of staff and management committees of minority ethnic voluntary organisations so that they are better able to manage and develop their organisations
- To help organisations become more sustainable so that they can contribute to the regeneration of the communities they serve and engage more constructively with policy makers

The minority ethnic voluntary sector

The strengths of the minority ethnic voluntary sector include its ability to counter the discrimination that people from minority ethnic communities face by supporting and enabling them to access public services, respond to specific cultural, religious and language needs of their clients, in part due to the multi-ethnic composition of staff and adopt a holistic approach to improving the position of minority ethnic communities. However, the sector is also vulnerable due to inadequate funding strategies, a lack of a political voice and infrastructure and organisational weaknesses in management and accountability. It is within this context that the work that CEMVO has undertaken through its 2004-05 and 2005-06 National Capacity Building Programme is viewed.

Aims of the evaluation

The overall aim of the evaluation of CEMVO Scotland's CBP was to explore the scope and effectiveness of the capacity building processes, with the intention of informing a 'best practice' model of development. An important part of the process involved ensuring that adequate mentoring and support was available to enable two minority ethnic volunteers to be meaningfully involved. The process was intended to increase the skills, knowledge and experience of the volunteers in research and evaluation processes. By incorporating a capacity building element as an integral part of the design, implementation and outputs of the evaluation, the study is actively contributing to capacity building within Scotland's minority ethnic communities.

Accessibility of the programme

A proactive approach was taken to making the CBP accessible to minority ethnic voluntary organisations. In the first year of the programme, the Director publicised and explained the nature of the programme to identified minority ethnic voluntary organisations. The free of charge nature of the service also increased the ability of organisations to participate in the programme.

Strengths and weaknesses of participating organisations and expectations of the CBP

One of the main strengths of participating organisations was the passion and commitment of key individuals to its cause and objectives. Other strengths were occupying a niche market in terms of the client group served or quality of service provided at national, regional or local level. However, many organisations admitted to a lack of formal structures, policies and procedures. Lack of funding and staff was also a recurrent theme, which hindered organisations' ability to develop further. Other weaknesses were a lack of clarity of organisational roles and responsibilities between staff and between staff and the management committee.

Organisations had varying understandings of capacity building and expectations of the CBP. Participating organisations in the early stages of development viewed the CBP as providing them with the means to ensure that the organisation was properly set up and running professionally. More developed organisations expected the CBP to get them 'to the next level' by providing support with the professional running of the organisation, developing its infrastructure and support with achieving their objectives. Established organisations found that the CBP provided a useful health check.

Impact of the programme

Many organisations reported that they had benefited enormously from participating in the programme. Among the specific changes reported was increased funding or increased ability to attract funding. Other changes reported were clarification of the organisations' aims and objectives and the development of a business plan, viewed as instrumental in securing funding. Many organisations reported that they had developed a range of policies and procedures which helped to inspire confidence among potential funders. Other organisations reported that they had developed a better understanding of organisational roles and responsibilities among board members as well as staff. Yet other specific changes reported were improvements in communication within the organisation and advances in information technology. Some organisations reported that they had developed links with other organisations and were involved in strategic partnerships either at the national or local level.

Quantitative indicators of the CBP's effectiveness included:

- Increases in funding secured
- Number of staff employed
- Number of volunteers
- Number of service users
- Number of policies and procedures developed

Qualitative indicators of the effectiveness of the programme included:

- Expansion or more focused services as a result of participating in the programme
- Formalisation of status, policies and procedures
- Diversification of funding streams
- Increased staff competence and confidence
- Increased involvement in local relationships and partnerships
- Becoming involved in influencing and shaping policy

While these factors are difficult to measure, their importance should not be underestimated in contributing to the sustainability of participating organisations in the short, medium and long-term.

Factors which facilitated involvement in the CBP

Factors which facilitated the organisations' ability to participate in the CBP included:

- The accessibility of the programme at a critical stage of organizational development
- A sound understanding of the nature of the CBP offered by CEMVO
- A commitment on the part of the participants to accept and address current gaps or weaknesses
- The free of charge nature of the service
- The knowledge, expertise and accessibility of the Capacity Building Officers
- Staffing resources and time to devote to the process of capacity building
- The willingness of all for those involved to fully participate in the process, including the board or management committee
- The systematic approach and structure of the CBP
- A good working relationship between the participants and the CBO

- For a minority of organisations, the ability of CBOs to communicate in languages other than English

Factors which hindered involvement in the programme

Among the main factors identified which hindered involvement in the programme were:

- A general lack of resources, including staff resources, to take on the additional work of being involved in the capacity building process
- A lack of willingness to accept weaknesses, and areas in which improvement was needed, coupled with a failure to perceive the relevance of the CBP
- A lack of willingness to openly share organisational needs/problems
- Difficulties in balancing ongoing work commitments, with the additional work that capacity building involves in seeking to address longer term needs and goals
- Failure to participate fully in the capacity building process or the expectation that CBOs would do all the work
- Turnover in key staff working with the CBOs

10. Limitations of the programme

Many organisations found it difficult to accomplish the work required within a year due to under-staffing and lack of resources. It is perhaps inevitable that in some organisations the very factors which the CBP was intended to address, such as lack of funding and lack of resources limited the extent to which capacity could be built. Although some of these organisations continued to maintain contact with the CBOs, there was a view that further sustained support was needed. However, participating organisations were unanimous in their view that the CEMVO CBP was needed to enable minority ethnic organisations to develop more formal systems, policies and procedures and to function more effectively.

11. Volunteer learning

An important part of the process was building the capacity of two minority ethnic volunteers who were recruited to the project. This element of the project was evaluated through individual interviews with the volunteers by the lead consultant and informal discussion between the two consultants. Some of the key messages emerging from the evaluation are:

- The active involvement of volunteers added real value to the processes and outcomes of the research project
- While some of the benefits of volunteer participation were easily measured in terms of duties undertaken and tasks completed, others were more difficult to assess, such as the enthusiasm and freshness of perspectives that the volunteers brought to the project.
- The formulation of a volunteer agreement at the onset of similar projects would help ensure understanding of all involved of the roles and responsibilities of all the members of the research team.

- Decisions about the number of volunteers that will be involved through research are likely to impact on the amount of support that will be available to each volunteer, the extent to which the risk of losing the volunteers can be managed and the extent to which task allocation can be tailored to the skills and knowledge of each individual.
- The availability of volunteers to support the project varied over the course of the research and similar projects should factor the likelihood that competing priorities are likely to emerge into the research process and outputs.
- A structured feedback mechanism to facilitate learning and development among volunteers would ensure that feedback is regularly communicated.
- Involvement in research activities that are broadly relevant to the volunteers' education and career aspirations can increase appreciation of the value of research and help them to critically evaluate research outputs.
- Engaging in fieldwork that involves contact with others in a professional capacity can increase volunteers' confidence in conducting themselves in an organisational context.
- While volunteers value the support that is provided to them by experienced researchers or consultants, it is also important to ensure scope for independent working.

12. Conclusions

Evaluation of CEMVO Scotland's CBP over 2004-2005 and 2005-2006 has revealed that the programme has been very effective in enabling several minority ethnic organisations and groups to considerably enhance capacity. Capacity has been enhanced through the development of improved policies, systems and processes for ensuring more effective management of these organisations and ensuring greater accountability to service users and funding bodies.

However, it is also evident that despite the experience of involvement in the capacity building process and varying levels of progress in enhancing organisational systems and processes, there is considerable need for further support to ensure sustainability. There is also a need to consider the wider socio-political context in which the CBP is embedded and the structural difficulties faced by the minority ethnic sector.

Although originally developed for minority ethnic organisations, the more flexibly designed CBP offered by CEMVO has wider applicability than this sector. The component parts, structures and processes of the programme and the integrated, structured and systematic approach of the model delivered by MBA trained CBOs are directly applicable to mainstream voluntary sector organisations. The CEMVO CBP has a potentially valuable role to play in strengthening the Scottish voluntary sector and contributing to the regeneration agenda.

About the study

Interviews were conducted with 19 minority ethnic organisations which took part in the programme. 4 of these organisations served as case studies for more in-depth examination of their involvement in the CBP. This involved review of organisational documents, including business plans, publicity material and annual reports and in some cases, discussions with service users, funders and board members. Discussions

were also organised with key informants from CEMVO England and Scotland, including the Director and CBOs. Two minority ethnic volunteers were actively involved and provided with mentoring support throughout the research.

References

Office of the Deputy Prime Minister (2003) *Capacity building in local government – research on capacity building needs*. Office of the Deputy Prime Minister: London

1. THE CONTEXT

1. Introduction

An increasing shift towards neighbourhood empowerment and community leadership links anti-poverty initiatives, citizen engagement, service quality, social inclusion and democratic renewal within the regeneration agenda. Within this context, the extent to which potentially marginalised groups, including minority ethnic communities and organisations are enabled to participate in the agenda is of critical importance. Non-engagement of such communities in the regeneration agenda risks further isolating these communities and polarising local communities between those involved in regeneration initiatives and community planning, and those excluded from the process. This evaluation of the Council for Ethnic Minority Voluntary Organisations (CEMVO) Scotland's Capacity Building Programme (CBP) comes at a critical time for examining the extent to which minority ethnic organisations which have participated in the programme have enhanced their capacity and been enabled to engage with the regeneration agenda. The key purpose of the study is to conduct an independent assessment of the effectiveness and appropriateness of the CBP's structure, processes and outcomes for minority ethnic organisations and the extent to which this contributes to the sustainability of such organisations.

In this chapter, we develop a framework for evaluating the CBP, by drawing on a literature review and information from key informants including CEMVO Scotland and CEMVO England. Given the wide usage of 'capacity' and 'capacity building', Section 1 begins by defining these terms and considering how these concepts might be applied at institutional, community and individual levels. In Section 2, we briefly review the aims and objectives and context for some capacity building programmes to provide an insight into the varied nature of these programmes, arguing that an evaluation of any such programme must consider both its aims and objectives as well as the context in which it is designed and implemented. Section 3 outlines the aims and objectives of the CEMVO Scotland CBP. In Section 4, we consider the context for the programme, the minority ethnic voluntary sector, in particular, the minority ethnic voluntary sector in Scotland. Section 5 describes some models or methods for capacity building. Against this background, the CEMVO CBP is described in Section 6. In Section 7, the aims and objectives of the evaluation are described. This is followed by highlighting the capacity building element of the research in Section 8, the provision of mentoring and support to two volunteers who were part of the research team. In Section 9, some key issues for the evaluation are considered, including the identification of quantitative and qualitative indicators of the effectiveness of the CBP. Finally, Section 10 concludes by detailing the methods used to carry out the evaluation.

1. Capacity and Capacity building

The term 'capacity building' became increasingly used in the 1990s and became part of the wide range of activities funded by regeneration monies in the UK, with government departments beginning to use it as a means of tackling disadvantage and poverty (Ellis and Latif, 2006). Since, as Ellis and Latif (2006) have pointed out, the term capacity building covers a wide variety of contents, processes and desired outcomes, to a great extent, it is understandable only in the light of what is meant by 'capacity' and the context in which 'capacity building' is being applied. In a study

evaluating capacity building in local government, the ODPM (2003) defines **capacity** as follows:

“Capacity is the right organisation, systems, partnerships, people and processes to deliver against a particular agenda or plan” (ODPM, 2003:1.1)

This holistic view of capacity as encompassing systems, partnerships, people and processes is echoed in the definition of capacity building provided below:

‘**Capacity building** refers to activities that improve an organisation’s ability to achieve its mission or a person’s ability to define and realize his/her goals or to do his/her job more effectively. For organisations, capacity building may relate to almost any aspect of its work: improved governance, leadership, mission and strategy, administration (including human resources, financial management, and legal matters), program development and implementation, fundraising and income generation, diversity, partnerships and collaboration, evaluation, advocacy and policy change, marketing, positioning, planning, etc. For individuals, capacity building may relate to leadership development, advocacy skills, training/speaking abilities, technical skills, organizing skills, and other areas of personal and professional development.’ (Alliance for Nonprofit Management, Undated).

A general working definition of ‘capacity building’ in relation to organisations may be a useful starting point in grasping the theoretical concept of capacity building, yet in practice, it is necessary to consider ‘whose’ capacity is being built and for what purpose. Distinctions can be made on various levels, such as, is the capacity that is being built individual, organisational or institutional? Is it to be considered within the context of wider developmental needs and varying levels of capacity? Is it to have a people-centred or institutional focus? Are these contexts primarily ‘public’ or ‘private’ in nature, and are there partnerships to be taken into consideration when exploring these contexts? Necessarily, in seeking to address such issues, there is the likelihood of encountering a degree of overlap between these various strands. However, even when this is the case, there is still scope for analysing and evaluating appropriate approaches to capacity building within any given context.

According to the ODPM (2003) study,

‘**Capacity building** improves the ability of an organisation to develop its structures, systems, people and skills in order to deliver against effective business strategies. Capacity building therefore needs to recognise different dimensions.’

Three levels of capacity building are distinguished:

- Institutional Capacity Building: Development and strengthening of external links, for example the ability to create effective partnerships
- Organisational Capacity Building: Focus on people, culture, systems and processes – within the authority, developed to meet specific organisational goals
- Individual Capability Development: Development of individual skills and competencies.

A report produced for the California Wellness Foundation reveals a similar understanding of capacity building in the United States:

‘Capacity building is the development of an organisation’s core skills and capabilities, such as leadership, management, finance and fundraising, programs and evaluation, in order to build the organisation’s effectiveness and sustainability. It is the process of assisting an individual or group to identify and address issues and gain the insights, knowledge and experience needed to solve problems and implement change (Campobasso et al, 2001).

Despite the degree of overlap involved between institutional, organisational and individual capacity, it is perhaps most appropriate to consider CEMVO’ Scotland’s CBP within the context of building organisational capacity.

2. Aims and objectives and the context for capacity building

The aims and objectives of capacity building cannot be considered in isolation from the context of capacity building. Both the aims and objectives of capacity building and the context in which it occurs are highly varied. Capacity building can take place on a country or state-wide scale addressing infrastructural needs of developing as well as developed countries. It can also occur community-wide, or as highlighted above, on an organisational and/or individual level. A web-based search identified three specific examples which are briefly described here as illustrative examples of the wide range of aims and objectives and contexts for capacity building:

- An example of capacity building in a developing country can be found in Oxfam’s nine year pastoral development programme (commencing end of 2004) with the Karimojong pastoralists of North East Uganda, “with the vision of pastoral women and men in the region leading a secure and sustainable life and able to influence those with power over them.” (Oxfam, 2004)
- In the UK, an example of capacity building for a potentially marginalised community to engage more effectively with public organisations and service providers can be found in Age Concern’s Capacity Building and Community Development programme. The purpose of the programme was to ‘build the capacity of older people to participate in and contribute effectively to the development of the communities they live in’ and ‘to participate effectively in finding appropriate solutions to problems affecting their communities.’ Age Concern also highlighted the need for public bodies and service providers to ‘ensure that older people are fully consulted and involved in the planning and development of services and products that would benefit the community.’ (Age Concern, 2002)
- The final example provided is of capacity building within a highly specialised context, to increase the use of online technologies within Geographical Education, by the International Technology Education Association. The context of this approach is ‘the new digital software environment of virtual, and flexible, teaching and learning.’ environments.”(Robertson and Fluck, Undated).

These examples provide an insight into the highly varied purposes and contexts for which capacity building programmes are designed and implemented and which need to be considered in an evaluation of the effectiveness of the programmes. For instance,

in an evaluation of capacity building within the context of health promotion practice, Robinson et al (2006) identified certain facilitating factors or hindrances to the capacity building process, with the most frequently mentioned being internal organisational factors relating to the presence or absence of appropriately skilled and committed people (staff and volunteers), funds and/or material resources, priority and/or interest, and senior leadership. Other factors influencing the effectiveness of capacity building can involve wider socio-economic and political issues as well as possible internal risks or threats such as the degree of cooperation and integration between policies and sectors (United Nations Development Account, 2004). Below we consider the context for the CEMVO Scotland Capacity Building Programme, the minority ethnic voluntary sector.

3. The minority ethnic voluntary sector

The minority ethnic sector has a strong tradition of working to ensure that minority ethnic communities can enjoy full citizenship rights and equal opportunities to participate in British society (Couhan et al, 2004). The strengths of the minority ethnic voluntary sector were identified in Netto et al (2001), including its ability to:

- Counter the discrimination that people from minority ethnic communities face by supporting and enabling them to access public services
- Provide accessible services to minority ethnic people who are aware of their existence and location
- Respond to specific cultural, religious and language needs of their clients, in part due to the multi-ethnic composition of staff
- Adopt a holistic approach to considering the position of minority ethnic people

However, the vulnerability of the sector is also well-documented. In their review of the challenges faced by the sector, Ellis and Latif state that:

‘Minority ethnic organisations share ‘a collective experience that points to a level of disadvantage not experienced by white, so-called mainstream voluntary sector organisations.’ (2006: 3).

This claim is substantiated by a number of research reports which have revealed the challenges faced by the sector. Among the major challenges faced by minority ethnic organisations are a lack of adequate funding strategies, which although more generally shared by other voluntary sector organisations, is exacerbated by the small size of the organisations, and their low incomes and asset base (Ellis and Latif, 2006). Other weaknesses are the lack of a political voice and infrastructure for the sector as a whole (Netto et al, 2001). Chouhan et al (2004) found that although the sector plays an important role in the civic building and social inclusion of minority ethnic communities, this tends not to be recognised by many funders which focus primarily on service delivery. Other weaknesses which have been identified are a lack of partnership working between organisations in order to make strategic responses to policy debates and discussion (Craig et al, 2002). Linked to this, research has found that such organisations were mainly used by mainstream and statutory agencies to deliver the latter’s goals and targets rather than being active participants in strategic debates. Although there have been some positive changes in Scotland since these studies have been undertaken, including greater recognition of the important role played by the sector among public bodies and the need for infrastructure to be developed, many of the weaknesses cited remain. It is within this context that the

work that CEMVO has undertaken through its 2004-05 and 2005-06 National Capacity Building Programme is viewed.

4. Main aims of the CEMVO Scotland CBP

The 2004-2006 CEMVO Scotland's CBP was closely modelled along the lines of the CEMVO UK CBP and shared the same aims. A CEMVO (2001) report 'Taking our Place. Capacity building in London's ethnic minority voluntary sector', that focused on an evaluation of its pilot CBP in London and the lessons learned from it, highlighted the aims of the CBP as follows:

"To improve the quality of life of the ethnic minority communities in London and to enable ethnic minority people to participate more fully in civic and economic society and, therefore, to ensure that London's ethnic diversity is a positive factor in London's competitiveness." (p 9).

The main aims of the CEMVO Scotland CBP programme are:

- To strengthen organisational structures, systems and processes of minority ethnic voluntary organisations to enhance the effectiveness and efficiency of the governance, management and operations of these organisations
- To help increase access to mainstream funding and diversification into other funding strands
- To increase the skills and knowledge of staff and management committees of minority ethnic voluntary organisations so that they are better able to manage and develop their organisations
- To help organisations become more sustainable so that they can contribute to the regeneration of the communities they serve and engage more constructively with policy makers
(CEMVO Scotland Project Proposal for Communities Scotland, 2006)

5. Models and Methods used in Capacity Building

Models and methods used in capacity building can vary significantly depending on the context and purpose for which they are being used. Some specific variations (allowing for overlap) that can be highlighted with regard to individual and community/organisational capacity building include the following:

Individual
Peer review
Mentoring
Course-work/seminars/workshops
Certification process
Networking
Accessing information resources
Organisational/Community
Training
Information sharing
Access to services
Networking

Community Assessments

Other research has found that capacity building is facilitated through the provision of technical support activities, including coaching, training, specific technical assistance and resource networking (The California Wellness Foundation, 2007). The ways in which such tools are implemented within the capacity building process, and the appropriateness of employing such methods for any given type of capacity that is being built, necessarily impact on the effectiveness of the overall capacity building process.

6. The CEMVO Scotland's CBP

The CEMVO Scotland CBP commenced in October 2003. In its first year, three minority ethnic professionals were recruited and sponsored on a bespoke MBA programme at the University of East London. The programme was designed to ensure that the individuals were equipped with the skills and knowledge in business and management to assist in capacity building. Upon completion of the MBA, the individuals returned to Scotland where they were contracted for two years to work as Capacity Building Officers (CBO). Their individual work involved supporting 10 to 15 ethnic minority voluntary organisations per year through the CBP.

The programme was operationally managed from the CEMVO Glasgow Office by the Director. There was regular contact with the CEMVO Head office in London in the form of monthly reports.

The CEMVO CBP involves four distinct stages outlined below:

1. With the help of a specially designed Diagnostic Toolkit (DTK), CBOs analyse the needs, strengths and weaknesses of the organisation in 9 key areas of organisational capacity:
 - Constitution and legal structures
 - Governance
 - Business and action planning
 - Management systems
 - Financial systems
 - Funding
 - Marketing and communications
 - Partnership and networking
 - Information and communications technology
2. An action plan of key activities is then drawn up to meet identified needs following the CBOs' initial assessment and recommendations.
3. CBOs assist organisations with implementing the action plan.
4. On successful completion of the programme, the organisation receives a certificate from the University of East London, which serves as evidence of enhanced capacity by the organisation.

7. Aims and objectives of the evaluation

The overall aim of the evaluation of CEMVO Scotland's CBP is to explore the scope and effectiveness of the capacity building processes, with the intention of informing a 'best practice' model of development.

The evaluation therefore has the following objectives:

- To assess the effectiveness of the CEMVO Scotland capacity building model, including the suitability of its structure, component parts and processes, as well as the support provided by the CBOs involved
- To compare the effectiveness of the CBP in Scotland with other capacity building programmes that exist in Scotland
- To assess the extent to which the CBP has increased the capacity of participating organisations and individuals
- To examine the satisfaction of participants with the CBP and the nature of their working relationship with the CBOs
- To identify what aspects of the CBP worked well and what did not, including facilitating factors, barriers to capacity building and indicators of enhanced organisational capacity
- To identify areas of success, gaps and lessons learnt in the delivery of the CBP
- To make recommendations to inform future capacity building work

The research meets one of the objectives of Communities Scotland's Equality Strategy published in August 2005, which is to 'identify good models for capacity building among disadvantaged and minority groups.'

8. Capacity building within the evaluation of the CEMVO Scotland CBP

An important part of the research process involved ensuring that adequate mentoring and support was available to enable two minority ethnic volunteers identified by CEMVO and the lead consultant to be meaningfully involved in the research process. This process was intended to increase the skills, knowledge and experience of the volunteers in research and evaluation processes. The lead consultant took a project management role, while the two volunteers assisted both consultants in designing and undertaking the evaluation. By incorporating a capacity building element as an integral part of the design, implementation and outputs of the evaluation, the study is actively contributing to capacity building within Scotland's minority ethnic communities.

In order to manage this successfully, the lead consultant met the volunteers early in the research process, and put in place mechanisms to support and mentor them throughout the evaluation process, such as regular email and telephone contact and meetings at key stages of the research process. The volunteers were actively involved as full members of the research team in all stages of the research process, including development of the research design and research instruments, the collection and analysis of data and the writing up of the research report.

As part of a developmental process for gaining skills, experience and confidence, volunteers were offered opportunities for:

- Active involvement in the design of the research instruments through discussion with the lead consultant
- Discussing the structure of the final report
- Shadowing the lead consultant in undertaking focus group discussions with CEMVO staff and in undertaking interviews with participating organisations
- Taking the lead in interviews with the support of the lead consultant
- Jointly working with each other in undertaking interviews with participating organisations
- Working independently in initiating contact with organisations involved in the study, conducting interviews and writing up the results of these interviews
- Contributing to decision-making on the selection criteria for case study organisations and determining the case studies which were included in the evaluation
- Assisting both consultants in carrying out case studies with selected organisations
- Contributing to writing up of the literature review and analysis of the findings of the study
- Attending courses and seminars provided by Heriot Watt University, where both consultants were employed

9. Key issues in the evaluation

Key issues in the evaluation include:

- The extent to which the CEMVO capacity building programme is accessible to minority ethnic voluntary organisations
- The extent to which the programme is sensitive to the needs of participating organisations
- The impact of the programme on participating organisations, and the extent to which these organisations were able to benefit from other CEMVO initiatives
- The extent to which the CBP has contributed to the sustainability of participating organisations

In order to assess the impact of the programme, it will be important to identify both quantitative as well as qualitative criteria against which the effectiveness of the programme can be assessed. Quantitative criteria include:

- Increases in the number of staff and volunteers employed by participating organisations
- Increases in the number of clients

Qualitative criteria include the extent to which organisations involved in the programme have

- Expanded their services as a result of participating in the programme
- Increased staff competence and confidence
- Enhanced user involvement in the development of services
- Increased their involvement in key strategic relationships, local relationships and partnerships
- Formalised their status, policies and procedures
- Diversified their funding streams
- Become involved in influencing and shaping policy

In order to assess the sustainability of the organisations participating in the programme, it will be important to examine the extent to which these organisations have:

- Become embedded in strategic partnerships and alliances
- Increased their potential to attract funding
- Been enabled to pursue their own continuing development

10. Methods

A range of methods were employed to develop the evaluative framework for assessing the CEMVO Scotland capacity building programme.

10.1 Interviews with key individuals

In-depth interviews were conducted with the CEMVO Scotland Director and the 3 CBOs involved. A telephone interview with the CEMVO Capacity Building Director was also undertaken. The purpose of these interviews was to:

- Gain an increased understanding of the policy context, objectives and outcomes of the CEMVO capacity building programme
- Inform the evaluative framework used in the research process, including the identification of qualitative and quantitative criteria for assessing the effectiveness of the capacity building programme
- Enhance understanding of what constitutes the effectiveness or success of the programme
- Identify barriers and triggers for capacity building in minority ethnic organisations

These interviews were conducted by the lead consultant. In the face-to-face interviews, the volunteers were offered the opportunity to observe and contribute supplementary questions. Topic guides used in these interviews are provided in Appendix 1: A, B and C.

10.2 Literature review

A brief desk-based literature review was undertaken, drawing on key journals in community development, internet searches of key websites such as the ODPM, the Joseph Rowntree Foundation and the Scottish Council of Voluntary Organisations, research networks and books. The purpose of the literature review was to:

- Identify other models of capacity building for the voluntary, public and private sectors
- Assess the strengths and weakness of the model used in the CEMVO capacity building programme in relation to other models
- Inform the development of the evaluative framework for accessing the CEMVO capacity building programme

The lead consultant led the design of the literature review, identifying possible sources of material for the volunteers. Subsequently, one of the volunteers continued identifying other sources of material and writing up the review. The proforma used for data extraction is provided in Appendix 3.

10.3 Selecting and interviewing a sample of 20 participants

20 organisations were identified by CEMVO and approached to take part in the study. These organisations were diverse in a number of respects. They:

- Represented the interests of different minority ethnic/faith groups
- Were geographically located across Scotland, including those serving rural areas
- Worked across different policy areas, including employment, housing, health and social care
- Served different client groups, for example, women, older people, young people and disabled people

All the interviews involved the coordinator or project manager of the organisation. Areas covered in the interviews included:

- Experience of, and satisfaction with the process of the capacity building programme
- Assessment of the nature, extent and effectiveness of the support provided by the programme
- Barriers and triggers to building capacity through participating in the programme
- Identification of current and future capacity gaps
- Criteria for defining the effectiveness of the capacity building programme

The lead consultant carried out 11 interviews and each volunteer was given the opportunity to observe her in at least two of these interviews. Subsequently, each volunteer took the lead in at least two interviews, supported, where appropriate, by the lead consultant. As the volunteers' knowledge, confidence and skills grew, they jointly conducted two interviews together and then independently undertook a total of 8 interviews. In total, 19 out of 20 organisations which were originally identified for inclusion in the study were interviewed. One organisation withdrew from the study due to limited staff resources. The topic guide used is provided in Appendix 1, D. The list of participating organisations is provided in Appendix 3.

In order to ensure that all the required data was collected and analysed, a fully elaborated topic guide was used. With the permission of the participants, all interviews were tape-recorded.

10.4 Selecting and undertaking four case studies

Four case studies were selected for further in-depth investigation of the impact of the CEMVO capacity building programme, in consultation with CEMVO. Among the criteria for selection of these organisations was:

- *Size*: At least one case study organisation would involve a large number of volunteers, staff or service users
- *Nature of services provided*: The remit of at least one or two organisations would involve strategic or policy influencing work or a campaigning remit while other organisations would be more closely focused on service delivery to minority ethnic individuals or groups

- *Willingness and ability of the organisations to participate:* It was felt that it was appropriate to only include organisations which were staffed by paid employees due to the additional time that was required for participation in the case study. Such organisations also had to be willing to participate in a more in-depth examination of the specific changes that they had undergone as a result of participation in the CEMVO capacity building programme.

Multiple sources of evidence were used. These included:

- Interviews with the chair/coordinator of the project and other staff members
- A review of the organisations' documents e.g. business plans, service level agreements, annual reports, policies and procedures, publicity-related material
- Monitoring data maintained by CBO
- Evidence of the organisations' participation in local, regional and national networks

Each consultant took the lead in undertaking two case studies and both volunteers were encouraged to actively participate in the case studies by asking questions, making observations and offering suggestions related to the process.

10.5 Analysis and writing up of the report

The lead consultant was responsible for overall data analysis and writing up of the draft final and final reports. However, both volunteers and the second consultant fed into the analysis by identifying and discussing emerging themes and the implications of the findings for strengthening the CEMVO CBP programme.

11. Limitations of the evaluation

One of the main imitations of the evaluation was that organisations participating in the study were first approached by CEMVO to obtain their agreement to participate in the evaluation. It is possible that there might have been a selection bias in that organisations which were favourably disposed to the programme consented to involvement in the evaluation. However, it was felt that the benefits of this approach in terms of gaining the trust of organisations concerned and their willingness to be open about the process outweighed any potential bias. Another mitigating factor was that organisations that were viewed as appropriate case studies by the research team were directly approached by the team.

2. THE EVALUATION

This chapter discusses the outcomes of the evaluation, drawing on data generated by the methods outlined above. Section 1 considers the extent to which the CBP was accessible to participating organisations. In Section 2 the need and potential for capacity to be built among the organisations concerned is considered by identifying organisational strengths and weaknesses and initial expectations of the programme among participating organisations. In Section 3, the impact of the programme on these organisations is considered, by identifying specific changes which have occurred in participating organisations and quantitative and qualitative indicators of success. Section 4 identifies facilitating factors for involvement in the programme and Section 5 barriers which have hindered involvement. Section 6 includes 4 case studies which illustrate the impact of the programme on individual organisations, providing an insight into the diversity of the work undertaken and the client groups served by minority ethnic organisations. Section 7 considers the limitations of the CBP. Placing this information in context, Section 8 considers participating organisations' experience of other capacity building models while Section 9 considers the need for the programme in the minority ethnic voluntary sector. Quotes used in this section of the report have been extracted from interviews with representatives from participating organisations, unless otherwise specified.

1 Accessibility of the CBP

The CBP programme was officially launched in 2004, the first year of the CBP. Discussion with CEMVO staff and participating organisations revealed that initial contact with participating organisations was initiated by CEMVO in this year. Typically, this took the form of a visit by the Director to explain the aims and objectives of the CBP and the processes involved in capacity building to organisations or groups known to the organisation. However, in a few cases, organisations reported that they had heard about the CBP through word of mouth or a visit by one of the CBOs. Organisations which expressed interest in being involved in the programme then formally registered for the programme. This pro-active and personal approach seemed to be effective in generating interest in being involved in the CBP among the organisations surveyed.

CEMVO staff confirmed that initially there were four criteria for inclusion in the programme

- Organisations should be minority ethnic in terms of their interests and ownership
- Organisations should be voluntary sector organisations
- Within the organisation, there should be one key person who would commit time to work with CBOs
- Organisations should have their own premises

However, in the second year, the last criterion was removed to facilitate the inclusion of more groups that would benefit from capacity building, resulting in the inclusion of groups that were at an earlier developmental stage than originally planned. While this increased the number of groups and organisations that could benefit from the programme, the inclusion of groups at varying levels of development had an impact on the nature of capacity building which was carried out, as will be discussed later.

2 Need and potential for capacity building

In this section, we consider the need for capacity building by considering the strengths and weaknesses of participating organisations. We also consider the potential for capacity building in these organisations, by taking into account perspectives of capacity building and the expectations of the CBP among the organisations involved.

2.1 Strengths of participating organisations

A key part of the evaluation is considering the extent to which the CBP allowed organisations to build on their strengths and address their weaknesses. One of the main organisational strengths reported was the drive and ambition of those who were closely involved in the organisation, including members of the management committee, staff, volunteers and service users:

‘A lot of them were committed to change...wanted to see a big change.’

‘Raw passion was a big strength...we wanted to the service becoming more inclusive’

Another strength was a demand for the services provided by the organisation, coupled with awareness that the needs of certain minority ethnic communities or groups of people within certain communities were not being met. Many organisations involved in the evaluation were aware that they occupied a niche market in terms of the services they provided either at the national, regional or local level. An example of an organisation with a Scotland wide remit is Ricefield Arts which ‘provides the soil to nourish innovation within a multicultural environment where the best of China and Scotland come together’ (organisational publicity material). At a regional level the West of Scotland Race Equality Council assists individuals who have experienced racial discrimination, and works with twelve local authorities and groups to address issues of racial discrimination. At a local level, the Pakistan Society in Edinburgh provides advice and information on a wide range of issues including housing, benefits, consumer advice and liason with the police to a clientele which is mainly Pakistani in origin, but which includes people of Arab, Bangladeshi, Indian and Turkish descent. Other organisations had access to key networks which enabled them to develop a strong service user base or volunteer base. In almost all cases, this involved mobilising ethnically-based community and political support.

2.2 Weaknesses of participating organisations

One of the main weaknesses identified by CBOs was the lack of organisational skills and experience among staff and board members. Some individuals who had been instrumental in setting up organisations lacked business acumen while others had an understanding of the processes involved in setting up a business but needed to gain more understanding of what was required in the setting up of a voluntary organisation. Related to this, many organisations admitted to a lack of formal structures, policies and procedures which hindered their development.

Another major weakness was lack of resources due to difficulties in attracting funding. Part of this was attributed to the lack of access to funding for staff that was

not project based. Other weaknesses identified by them were difficulties in the relationship between board and staff members, and/or a lack of clarity in the roles and responsibilities of the board and the staff:

‘Our structure wasn’t up to scratch. We did not have a manager, our board members were filling that role.’

In other cases, difficulties in the relationship between staff and board members were perceived by the CBOs to lead to a lack of transparency within the organisation and to a lack of openness between the organisation and themselves. Other weaknesses were a resistance to change and to allowing ‘new blood’ to re-energise the organisation. CBOs also identified a lack of information sharing between organisations and a lack of connectivity and cohesion in the sector, which was partly attributed to competitiveness between organisations in obtaining funding.

2.3 Understandings of capacity building and expectations of the CEMVO capacity building programme

Initially, understandings of capacity building on the part of many organisations involved in the programme tended to be vague, related to support with organisational development:

‘I thought it was basically they’d help you, point you in the right direction and show you how organisations should be run.’

However, other organisations reported a more developed understanding of what capacity building would involve:

‘Have an aim of where the organisation is going, where you want to be in five years time. Get [a] better understanding of organisational strengths and weaknesses...what is the route to take...how to increase the range of funders, how to increase support mechanisms...how to improve capacity of individuals by increasing understanding.’

‘Helping organisations to take charge of the work they want to achieve...community learning, training of our management...get a helping start and get on with doing it ourselves...it is an ongoing process, need to adapt and change.’

Organisations’ expectations of the CBP reflected their various developmental stages and their understanding of capacity building. Some organisations were in the early stages of setting up the organisation and recognised the need for specialist advice:

‘We needed advice but we had no money to employ a consultant or knowledge to apply for funding...we had to start everything from scratch.’

‘I needed an understanding of what procedures, structures needed to be in place, how to set up a company, how the board needs to conduct itself and how to conduct the board. What was required for a successful organisation to perform well.’

For these organisations, the extent to which capacity had to be built was considerable. Others reported that although their organisations had been operating for several years, there was still a need for professional support with developing business plans, policies and procedures, ‘to get to the next level.’ However, one organisation reported that it had already firmly established itself and did not expect any more from the CBP apart from a health check.

One of the main motivations for involvement in the programme was the need to inspire confidence among potential funders and secure funding for the organisation. Many organisations recognised that this involved developing appropriate policies and procedures, to enable them, in the words of one project coordinator, ‘to operate professionally and to be seen to be doing so’. For at least one project coordinator, this involved countering and overcoming racist perceptions that minority ethnic organisations were not able to operate professionally. Developing a clearer understanding of the role and responsibilities of the board or management committee and its relationship with the rest of the organisation was also a key concern for some organisations.

Expectations of the CEMVO CBP on the part of participating organisations were wide ranging, including support with professional running of the organisation, developing the infrastructure of the organisation and support with achieving their objectives:

‘To be more knowledgeable of funding streams, to be properly constituted, we wanted to be a company limited by guarantee...to become properly structured.’

‘We are a very service-led organisation...it was all in our minds, we needed to get it down on paper and follow it through proper structures and procedures, we wanted to be sure that we were running properly...we were hoping to get the key structures in place, the key elements, getting real issues from grassroots level to policy makers and mainstream organisations.’

3 Impact of the CBP

In this section we consider the impact of the CBP, including some specific changes organisations underwent as a result of having participated in the programme. Although it is not possible to ascertain that the organisations may not have experienced these changes had they not participated in the CBP, organisations themselves were explicit in attributing these changes to their involvement in the programme.

3.1 Development of organisational structure

Support with developing organisational infrastructure was an area which many participating organisations clearly valued. CBOs appeared to play an important catalytic role in directing and developing organisations to fulfil their aims and objectives. In some cases, an important part of this process involved enabling the organisation to clarify its main aims, focus on fulfilling specific objectives and develop a vision for the future:

‘Through the process, you build the capacity, [it] makes you think about what you are doing and how you are doing it’

In some cases, this meant reducing the breadth of services offered to focus on those which most furthered organisational objectives. For example, one organisation commented that prior to involvement in the CBP, work had been carried out somewhat ‘blindly’ but through involvement in the programme, this had become more purpose driven, with the outcome that resources and time has been more effectively managed.

An important aspect of organisational development was business planning, with many organisations linking the importance of this to effective funding applications:

‘The business plan helped us directly to get funding.’

Other aspects of organisational development included the development of appropriate policies and procedures in order to build a more secure platform from which to develop services:

‘She helped to build a proper structure for the organisation, to deal with human resources, volunteers and a business plan.’

‘[The CBO] had structures to facilitate the process...we had the framework and context within which to work’

CBO assistance with enabling organisations to gain charitable status and ensure compliance with the legal requirements of a charitable organisation was also valued, as well as support with developing sound financial systems and reporting mechanisms to ensure accountability:

‘She [CBO] looked over everything needed for a staff handbook...all the systems required by the law...She went through all of the procedures’

‘She looked at the way I was recording finances, everything was going into one account...she showed me how to do the breakdown for different projects, how to report effectively to [the] management committee and funders.’

A recurrent theme was that strengthening organisational structures and processes was necessary for inspiring confidence among potential funders and increasing the likelihood of attracting funding:

‘Funding applications ask about board members, policies and procedures. If we did not do that, we would not have got funding. Stating that we had been through CEMVO’s capacity building process gave added assurance.’

One organisation commented that in its view, minority ethnic organisations had to work harder to project a professional image and develop a sound organisational structure in order to be taken as seriously as mainstream voluntary organisations working in the same area.

3.2 Clarification of organisational roles and responsibilities

Yet another area in which CBOs provided specialist advice was in clarifying the roles within the organisation, within the management committee as well as between the management committee and staff:

'Now we have a fully functional 7 member committee, whereas before there were three people and no committee structure.'

'She identified a key gap, the lack of a project manager, and made it clear to the board that we could not go on like that.'

Processes for accomplishing this took the form of organizing away days for the staff and board, the use of grids such as SWOT analysis and 'brain-storming' sessions to appraise the current position, the writing of job descriptions for board members, as well as setting up processes for annual self-assessment. Many participants commented that greater understanding of individual roles and responsibilities enabled both members of the management committee and staff to carry out their duties more effectively and workload to be distributed more evenly.

In the case of one organisation, a more fundamental issue had to be addressed before clarifying organisational roles, the deteriorating relationship between the committee and staff members, which had resulted in a communication breakdown. With the CBO acting as a facilitator, three or four meetings were organised with the staff and the committee:

'It was helpful to have support from (CBO). They (management committee) probably felt that she was someone who was much more experienced. If staff say something, this can be taken personally.'

According to a member of staff, this had resulted in the committee's increased understanding and respect for the work undertaken by them. Other organisations reported that as a result of input from the CBO they had developed more formal guidance for volunteers, which enabled them to be supported and utilised more effectively.

3.3 Access to funding

CBOs enabled organisations to attract new funding through numerous ways, including:

- Identifying new sources of funding
- Enabling the organisation to plan and anticipate funding requirements,
- More appropriately target funding applications to relevant sources of funding
- Provide practical help with filling in funding applications.

For example, one organisation reported that previously, several funding applications had been either returned or rejected and that it had received feedback that the purpose of seeking funding needed to be better explained. Through the capacity building process, the organisation had developed experience in planning more targeted and

relevant funding applications ahead of when funding was actually required. Another organisation observed that it had:

‘... grown from providing services voluntarily to going towards an income-generating organisation...we now have a better grasp of what is required for income generation, of service level agreements and fund-raising.’

Developing trust among public sector organisations by meeting funding objectives and evaluating what had been achieved was also viewed as important, a process which participants commented had been facilitated through CBO input.

Success in obtaining funding had enabled organisations to develop in a number of other ways, including the recruitment of staff, developing new projects, gaining access to premises or moving to larger premises. A few organisations also reported that they were now involved in examining what they could do to raise funds themselves, for example, by running a community-based café or providing meals through existing links with the retail trade.

3.4 Building of formal and informal links with other organisations

Involvement in the wider CEMVO capacity building programme, such as the Black Leadership Network and the Ethnic Minority Civic Congress also enabled some organisations to develop formal and informal links with other organisations:

‘Community building was a very big part...we got to know other organisations through them.’

‘We are getting more open with other organisations to collectively make a difference at a higher level.’

A few organisations also mentioned participation in local networks:

‘We are now definitely participating more effectively in local networks...There is the (Community Regeneration Partnership), that was apparently running for years that we had no idea of, but since the programme, the local knowledge that people have of our organisation, because of that we are now invited to meetings, we have an input in, a say in what goes on around the area.’

3.5 Other specific changes

A range of other specific organisational changes were also reported as a result of involvement in the CBP, including the development of information technology, for internal networking. Other developments were related to projecting a more corporate image, for example through the use of organisational e-mail addresses and developing organisational websites.

Some organisations also reported less tangible benefits such as increased confidence and understanding of organisational roles and responsibilities which had been developed through contact with the CBO. Many project coordinators were working in highly specialised areas of work, which meant that the extent to which they could share information and experiences with others was limited. For these individuals,

'having someone you can touch base with...test theories with' in the form of the CBO was important in that it provided a safe context for articulating new ideas for organisational development as well as doubts and insecurities.

3.6 Indicators of success

At a national level, quantitative indicators of success of the CEMVO Scotland CBP include the number of organisations which have joined the programme and the amount of funding that has been secured. Between July 2005 to July 2006, 33 groups and organisations involved in the CBP raised about £943,000. The total accumulated for 2004-05 for 37 organisations was £750,000.

At the organisational level, some projects were able to evidence quantitative indicators, including:

- Amount of funding secured
- Number of staff employed
- Number of volunteers
- Number of service users
- Number of policies and procedures developed

These indicators were often linked. For example, in some cases, increases in funding led to increases in the number of staff employed which in turn contributed to increases in the number of service users catered for. Increased funding which led to ability to secure premises or move into larger premises in turn played a role in attracting more service users.

Summarising some of the specific changes evidenced above, some qualitative indicators of the effectiveness of the programme included:

- Expansion or more focused services as a result of participating in the programme
- Formalisation of status, policies and procedures
- Diversification of funding streams
- Increased staff competence and confidence
- Increased involvement in local relationships and partnerships
- Becoming involved in influencing and shaping policy

While these factors are difficult to measure, their importance should not be underestimated in contributing to the sustainability of participating organisations in the short, medium and long-term.

4. Factors which facilitated involvement in the CBP

Discussion with CEMVO staff and participating organisations revealed that factors which facilitated the organisations' ability to participate in the CBP included:

- A sound understanding of the nature of the CBP offered by CEMVO
- A commitment on the part of the participants to accept and address current gaps or weaknesses

- The free of charge nature of the service which enabled organisations which might otherwise not have had sufficient resources to participate
- The knowledge, expertise and accessibility of the Capacity Building Officers
- Staffing resources and time to devote to the process of capacity building
- The willingness of all involved to fully participate in the process, including the involvement of board or management committee, so that learning filtered throughout the organisation
- The provision of a systematic approach and structure for enhancing organisational capacity based on the application of the Diagnostic Toolkit
- A good working relationship between the participants and the CBO
- Sound planning on the part of both the CBOs and key individuals in participating organisations
- For a minority of organisations, the ability of CBOs to communicate in languages other than English

It is perhaps worth elaborating on some of the above factors which were cited as being particularly useful by participating organizations. Of these, perhaps the most commonly cited factors was the individualised, specialised support provided by the MBA trained Capacity Building Officers over a period of time:

‘Superb assistance on the ground and face to face from [the CBO].’

‘It was a good experience having someone to guide and advise you’

‘As soon as they [the CBOs] were identifying gaps, they were filling them as well...It helped that they shared the same agenda.’

The free nature of the service was also important in making the programme accessible, with many commenting that an equivalent service provided by a private consultant would have been prohibitively expensive. The continuity and regularity of support from the CBOs and their promptness in responding to individual queries were also cited as important factors in enabling progress to be made. Others commented on qualities of the CBO which facilitated the process, such as their accessibility and flexibility:

‘Anything we did not understand we could ask her, as she was just a phone call away, whether it was to do with the business plan or registering as a charity.’

‘She was understanding, down to earth and very helpful, we felt at ease with her and could ask her questions.’

The moral and emotional support provided by the CBO was also appreciated:

'She has a feeling for the organisation, for the people who work in it. You can see the commitment...it works both ways.'

'Quite often, there was no one else to turn to...she encouraged us to look at other ways, not to be negative.'

Many participants valued the independent and impartial advice brought to the organisation by the CBO, which enabled issues to be raised with the management committee or board of directors. In some cases, coordinators or project managers shared the same views but were reluctant to articulate them for fear of causing offence:

'[The CBO] said things that needed saying...she had the willingness to show where they (the management committee) were going wrong'

'Staff members did raise it (need for a project manager within the organisation) but it was good to hear it from someone else.'

Another key factor which facilitated involvement in the service was a sound understanding of the model of capacity building offered by CEMVO. The approach taken by CEMVO was intended to be facilitative and empowering, rather than prescriptive and encouraging dependency. Our study suggests that organisations which were willing to accept that they had to invest considerable resources themselves to build capacity and had some resources to do so, benefited most from being involved in the programme.

The standardised diagnostic toolkit used in the programme was identified by both the CBOs and the participating organisations as very useful for initiating the process of capacity and for ensuring consistency and rigour in the approach. There was consensus among the CBOs and participating organisations that the nine management areas covered were broadly applicable to all the minority ethnic organisations that they worked with and enabled the CBOs to be thorough in their assessments of organisational capacity building needs:

'Good way of working, doing the diagnostic toolkit first...CBO got to the core things pretty quickly.'

'It (diagnostic toolkit) had questions that made you think.'

'All of the areas covered in the DTK are very relevant and equally important to the wholeness of the organization in any sector as they enable organizations to operate efficiently, professionally and to become stable.'
(CBO)

However, there was also an awareness among CBOs of the need for organisations to prioritise areas of development:

'They (the nine areas covered in the toolkit) are equally important, but it is up to the organization to decide, once we do the initial report, which areas they wish to concentrate on.' (CBO)

Apart from the support provided by the CBO, some organisations reported that they had benefited from participation in CEMVO training courses. These included courses on the following areas of organisational development:

- Leadership training
- Project management
- Fund-raising and
- Working with volunteers

Among the CBOs, there was a perception that newly established organisations were more receptive to change and open to improving ways of working than well-established organisations, which in their experience tended to be more resistant to recognising scope for development.

5 Factors which hindered involvement in the CBP

Discussion with CEMVO staff suggested that the following factors hindered the process of Capacity Building:

- A general lack of resources, including staff resources, to take on the additional work of being involved in the capacity building process
- A lack of willingness to accept weaknesses, and areas in which improvement was needed, coupled with a failure to perceive the relevance of the CBP
- A lack of willingness to openly share organisational needs/problems with the CBO
- Difficulties in balancing ongoing work commitments, with the additional work that capacity building involves in seeking to address longer term needs and goals
- Failure to participate fully in the capacity building process or the expectation that CBOs would do all the work
- Turnover in key staff working with the CBOs

From the perspective of participating organisations, the most common barrier was lack of resources to fully participate in the CBP, including the ability to implement the recommendations of the CBOs after the initial assessment. Some organisations reported that it was difficult for individuals to find the time to dedicate to the programme within a period of one year. This was particularly difficult for organisations in which there were few or no paid members of staff, and where volunteers were undertaking the work required in the evenings or weekends, alongside paid employment. These organisations also reported that they were also not able to benefit from other CEMVO training courses or events since they were held during working hours.

6. Case studies

In this section, we provide 4 case studies of organisations which have participated in the programme to illustrate the diversity of the work undertaken and the impact of the CBP within these organisations. As discussed in chapter 1, criteria for selecting these organisations included:

- *Size*: At least one case study organisation would involve a relatively large number of volunteers, staff or service users
- *Nature of services provided*: The remit of at least one or two organisations would involve strategic or policy influencing work or a campaigning remit while other organisations would be more closely focused on service delivery to minority ethnic individuals or groups
- *Willingness and ability of the organisations to participate*: It was felt that it was appropriate to only include organisations which were staffed by paid employees due to the additional time that was required for participation in the case study. Such organisations also had to be willing to participate in a more in-depth examination of the specific changes that they had undergone as a result of participation in the CEMVO capacity building programme.

Increasing minority ethnic representation in the Scottish Police Service

Supporting Ethnic Minority Police Staff in Equality and Race (SEMPER) Scotland is an independent, national organisation founded to facilitate race equality within the Scottish Police Service. Established in 2003 and inaugurated in 2004, the organisation is run by an Executive Committee made up of staff members within the Service. It employs an Executive Director to manage the service and represent the organisation to the police, the Association of Chief Police Officers (ACPOS), the Scottish Executive, and the National Black Police Association. The organisation supports strategic policy-making and implementation related to addressing the under-representation of minority ethnic staff within the Scottish Police Service. It also supports individual minority ethnic and civilian staff within the Service.

Before joining the CEMVO CBP, the main strengths of the organisation were reported to be its passion and commitment to change within the Service and the experience of the committee of working in the police service. However, a major challenge faced by the organisation was the lack of experience of the Executive Committee, made up of police officers of various ranks, in setting up a voluntary organisation. The expectation of the organisation in joining CEMVO's CBP was to embark on a process of organisational development which would ensure its sustainability. In the words of its Executive Director, Sandra Deslandes-Clake, 'I was hoping that the CBO would steer us in the right direction and lay out exactly the process that we needed to go through to become a solid organisation.'

While engaged in the CEMVO Capacity Building Programme, the organisation developed a business plan, clarified the roles of the Executive committee and the Executive Director and developed a comprehensive range of company policies from financial and disciplinary procedures to quality system audit procedures. Nabirye Balyejusa, the capacity building officer who worked with SEMPER Scotland through the capacity building process recalled that, 'The organisation urgently needed to focus on the business plan which encompassed the vision of the organisation, and it was

important for this to be shared.’ The finished product, with clearly defined achievable objectives, was reported to be instrumental in gaining the confidence of its main funder, the Scottish Executive, as well as the support of ACPOS. In addition to setting out an organisational overview and description of services that would be provided to the police force and strategic partners, the business plan set out a considered approach to marketing and public relations activities which was consistent with the overall goals of the company. The target market included minority ethnic staff within the Scottish Police Service, ACPOS, the Scottish Criminal Justice System, the Scottish Executive Justice Department and the minority ethnic communities of Scotland.

Following involvement in the capacity building programme, Sandra, previously an experienced marketing consultant, initiated a high profile promotional campaign to publicly launch SEMPER Scotland and raise awareness of the issues it sought to tackle. This resulted in considerable media interest, as evidenced by a bulging folder of articles in the national press covering activities which the organisation had either initiated or participated in, over the last three years. SEMPER Scotland also organised a high level, policy-setting international conference in 2005, ‘Force for change’ which explored the pros and cons of Positive Action and Affirmative action for increasing minority ethnic representation in the Police Service. Quantitative indicators of the organisation’s effectiveness in its role include increased full and associate membership of 30 and 40% respectively. In Sandra’s view, her background in advertising and marketing meant that she was well-placed to successfully initiate these activities, but the Capacity building process that the organisation had undergone with CEMVO was vital for ensuring that the organisation was fit for purpose.

Broadcasting information and entertainment to the Asian community

Awaz FM is a Glasgow-based radio station that broadcasts news, information and entertainment in Urdu, Punjabi, Hindi and English 24 hours a day, 7 days a week. The project first went live on-air in April 2002, to provide a voice (Awaz translates into ‘voice’) for the Asian community and cater to its needs and interests. This includes the needs of diverse faith communities within the Asian community. It also provides a channel of communication for statutory organisations and other organisations which are seeking to target this community and has a service level agreement with the NHS. At the time AWAZ FM first got involved with the CEMVO capacity building programme in June 2004, it was entirely staffed by volunteers and was operating on a year long licence from the Radio Authority, Ofcom.

Recalling her involvement with the project, CEMVO CBO Shaista Asghar observed that the organisation had a unique selling point in its ability to cater to the needs of the Hindu, Sikh and Muslim listeners, through programming that took account of different festivals and religious practices and beliefs: ‘They had really got that down to a tee.’ Research conducted by OfCom supports her view that listeners are strongly committed to the station, with 79% of the Asian community in Glasgow reporting that they tune into the station on a daily basis and 62% that they listen for more than three hours every day. The organisation also had a very strong volunteer base, which was supported by providing training in voice-coaching, programming and formatting in

collaboration with Reid Kerr College. The radio station was also generating some income from advertising and sponsorship by businesses in Glasgow, in addition to an Awards for All grant. However, she also noted that there was a lack of formalised structures and procedures within the organisation, including a lack of written records. Asked his reasons for joining the CEMVO Capacity Building Programme, Sales director of Awaz FM, Ali Malik said that although he had no specific expectations of the programme, he hoped that it would be beneficial to the organisation.

Specific changes which the organisation underwent while participating in the CEMVO CBP included the development of a wide range of policies and procedures and the formalising of ways of working with volunteers. This eventually resulted in the production of an Awaz FM handbook for volunteers. This includes detailed information on the organisation, its policies and procedures, volunteer guidelines, radio techniques, what volunteers might expect to gain from working with the organisation and procedures for claiming expenses. The organisation has also developed better methods for internal communication between staff and volunteers and has recently initiated an internal newsletter and e-mail system. While involved in the programme, the project succeeded in obtaining a five year licence from Ofcom and funding from Futurebuilders. The organisation now has two full-time members of staff, a Project Manager and a Business Manager.

Project Manager, Javed Sattar, who had been with the organisation as one of its founding directors, reported that involvement in the CEMVO CBP had been very helpful in identifying gaps and in enabling Awaz FM to address them. He added that the more formalised structure, guidelines and procedures for working with volunteers had strengthened the position of both the organisation and the volunteers. He also noted that their female Business Manager, Shazia Akhtar had also helped to make their female volunteers feel more comfortable. The organisation is continuing to work with CEMVO to secure more funding through its Social Enterprise Programme. In his words, 'We know what we need to do and achieve but knowing support is there is important.' Immediate priorities for the organisation include obtaining and moving into larger premises, and employing administrative support to free-up the time of the two staff members and allow them to concentrate on the organisation's key activities.

Serving the female minority ethnic community within Dundee and surrounding areas

'We have women from 38 different origins of the world,' reported Pervin Ahmad, Project Manager of Dundee International Women's Centre (DIWC), a multi-cultural organisation. Many women from other countries often feel socially excluded and according to the project manager, the main focus of the organisation is 'to provide social, educational and recreational activities with the aim of encouraging personal development'. This involves helping them take the first step into learning opportunities, and putting their skills to use. For example, women who have taken training for childcare now work as sessional staff at the centre. The organisation was

first established 37 years ago and later came under the auspices of the YWCA. It acquired independent charitable status and company limited status in 2004 and its service users include women of all faiths and different age groups. The organisation reports that it has 7 members of staff, about 13 sessional workers, over 40 volunteers and about 300 service users.

Before joining the CEMVO CBP, the main strengths of the organisation, as discussed by key staff at DIWC and by the CBO involved, Nabirye Balyejusa, was its commitment to its cause and the commitment of its board and the organisation's long history in being a service provider to minority ethnic women. The organisation had been successful in attracting funding before the capacity building programme (CBP) was introduced but according to Perveen, the CBP 'came at a really good time', when the organisation had recently acquired independent status and needed to develop its own structures and policies and procedures. One shortcoming over several years was the inappropriateness of its premises for the range of activities that were taking place and the number of people who wanted to participate.

While participating in the CBP, DIWC developed twenty one policies and procedures specific to the needs of the organisation, developed a business plan and its vision for the future and produced new marketing and publicity material. Perveen recalled that the support provided by CEMVO was 'a huge help to becoming independent' and 'excellent in helping to meet gaps...as soon as they were identifying gaps, they were filling them as well.' She also felt that the Diagnostic Toolkit used for this purpose was very useful in communicating a better understanding of capacity building and areas for development. In her view, staff are now more confident in identifying and applying for funding. This view was supported in a focus group discussion involving five DIWC staff who all expressed the view that structure and systems in place have been 'vastly improved' since the CBP and that the organisation now has 'very good guidelines and a very structured business plan'.

Ten years ago, the organisation's turnover was £20,000. This increased to £50,000 seven years ago. Three years later, after participation in the CBP, their turnover has dramatically increased to £180,000. Since participation in the CBP, the organisation has also raised sufficient funds through successful grant applications and other funding raising activities to refurbish and move into new, larger premises. Including an industrial kitchen and crèche, these premises are now far more suited to the organisation's activities and are also used by other organisations to host events in the Tayside area. DIWC also reported that in this time, its membership has tripled in size and diversified from being mainly composed of Pakistani Muslims, to include women whose origins are from all over the world, with those from Eastern Europe forming the largest and newest ethnic group. This has, in part, been attributed to the acquisition of new premises which has attracted more service users and engendered a sense of belonging. Gill Motion of the Community Regeneration Fund (CRF), one of the funders of the project, reported that the organisation plays a useful role in working with 'hard-to-reach' clients and enabling statutory organisations to reach these communities. In her view, there are 'vast amounts of partnership opportunities' that the CRF can implement with DIWC, not only within the centre, but also within the wider community.

Improving the quality of life of disabled people in minority ethnic communities in Glasgow

Ethnic Enable, is a Glasgow-based organisation initiated and run by disabled people for disabled people and their families and carers. Established in September 2000, the raison d'être of the organisation is to improve the quality of life of disabled people in minority ethnic communities by increasing awareness of disability within minority ethnic communities and bridging the gap between mainstream service providers, disability organisations and minority ethnic organisations. In many minority ethnic communities, disabled individuals face isolation and marginalisation due to lack of understanding of the nature of disability within their communities. This is compounded by the inability of many mainstream service providers to deal sensitively, or worse, to deal at all, with the issues faced by disabled minority ethnic individuals. In the words of its Managing Director, Imran Sabir, who founded the organisation in 2000 and has multiple disabilities, 'Ethnic Enable plays an important role in bridging the gap between ethnicity and disability organisations.'

The driving force of this organisation stems from the absolute conviction of the Board of Directors and staff of the need for the organisation, unique in Scotland in terms of the nature of its client group it caters to. The organisation is indeed the only one that deals with disability and ethnicity in the West Central belt of Scotland. 'We are a service-led organisation...we know our cause and the needs of our client group and we have people in place, staff and volunteers to take that on board. We have a range of skills to harness,' said Asia Ali, Development Officer summing up the strengths of the organisation. This was a view shared by Jeanice Lee, the CBO who worked with the organisation, 'The nature of the cause was very important, everyone was behind its cause...Although there were a lot of difficulties, the cause drew them together.' However, both individuals conceded that prior to involvement in the CEMVO Scotland capacity building programme, there was a need for the organisation to formalise its structure and the processes through which it delivered its services and to draw up a business plan which would inspire confidence among potential funders.

After undergoing an initial assessment using the CEMVO Scotland capacity building diagnostic toolkit, Ethnic Enable addressed a wide range of issues. The Constitution and Legal Structure of the organisation and its Governance structure and processes were comprehensively reviewed, and a Business and Action plan developed. Appropriate policies and procedures were also put in place to ensure that the organisation was properly led and managed, including appropriate financial policies and procedures. The crucial task of seeking funding for the organisation was addressed through developing a fund-raising strategy, exploring different funding sources and opportunities and providing training on fund-raising for staff and board members. Strategies and methods for enhancing internal and external communication were also considered and systems put in place to consolidate existing partnership arrangements and explore new networking and partnership opportunities. Most of this was undertaken through individual support with the CEMVO capacity building officer working with both the board and staff members. In addition, workers from Ethnic Enable attended several training courses organised by CEMVO including a 'Business planning' course.

Ethnic Enable received much of its funding from the Ethnic Minority Grant Scheme for 2003 – 2006. It was also successful in obtaining 30,000 funding from Lloyds TSB

Foundation for Scotland but was required to find match funding in order to access this funding. In March 2005, during the period of intensive engagement with the Capacity Building programme, Ethnic Enable submitted an application to Communities Scotland for the Futurebuilders Seedcorn Fund and was awarded 40,757K over a period of 3 years, allowing the organisation to access the Llyods TSB funding. It also succeeded in obtaining a further £34,838 from the Voluntary Action Fund for the first of 3 years of potential funding from the organisation. These developments increased the capacity of the organisation to develop service level agreements with local authorities to decrease reliance on other funds and to develop further projects, including the Escapade project which provides a range of social and leisure activities.

Post participation in the CEMVO capacity building programme, Imran observes that involvement in the programme played an important role in enabling the board members to evaluate the structure of the board and its responsibilities towards staff, as well as the roles and responsibilities of individual board members. He also noted that research undertaken by Ethnic Enable on the needs of minority ethnic disabled people, in collaboration with the National Resource Centre for Ethnic Minority Health, has evidenced the need for the organisation to further develop their specialist role in developing links between organisations, filling gaps in services and advising other organisations on their responsibilities.

These four case studies serve to illustrate the specific nature of the changes brought about by the CBP at the organisational level as well as the extent to which the standardised model was able to respond to the specific demands and needs of diverse organisations. While key individuals in all four organisations were clearly committed to their work and had considerable relevant skills and knowledge, there was a need for a range of policies, structures and procedures to be formalised. It is evident that the CBP played an important role in identifying and addressing gaps in organisational structures and processes, and strengthening the effectiveness of the organisation and enhancing its accountability to funders and service users. It was also clear that CBOs helped to clarify roles, increase self-reflection and awareness of key individuals in their roles, enabling them to make improvements within their respective organisations. Such changes were instrumental in enabling organisations to either successfully obtain funding in the short term or improve their skills, ability and confidence to apply for funding in the medium or longer term. However, in addition to clearly evident improvements in organisational structures and processes, the extent to which these organisations will remain sustainable will be dependent on the socio-political environment and the support of key stakeholders.

7 Limitations of the CEMVO CBP

Many participants reported that the length of participation in the programme had been 'just right' in that it allowed them to work intensively on developing the organisation within a limited period. However, it was clear that many organisations found it difficult to accomplish the work required within a year:

'The major difficulty was taking time out to get involved.'

For instance, although one organisation commented very positively on the benefits of having been involved in the programme, she felt that there had been 'no structure' to

work with CEMVO due to under-staffing and lack of resources and had this period been extended, other aspects of organisational development and individual projects could have been considered:

'The quality was there but we needed time.'

The need for resources to progress developments was echoed by other organisations:

'We don't have staffing...so it is difficult to carry out what has been advised, difficult to do all the things that should be done.'

'The big change has not happened yet...the CBP has covered what we needed. We just need a person to do things'.

Although some of these organisations continued to maintain informal contact with the CBOs by phone and e-mail, there was a view that although further sustained support was needed, this was not available due to the nature of the programme and the workload of the CBOs. Closely related to this, a key issue which many organisations faced was limited or no core-funding. It was clear that despite having made considerable progress in developing some organisational structures and processes, difficulties in attracting short, medium and long term funding posed a significant challenge to further development. A recurrent theme was the lack of financial security which crucially impacted on medium- and long-term planning.

A few organisations reported that although they had made significant progress in developing structures and policies, they were still struggling for survival. This suggests that while organisational capacity building might be a pre-requisite for securing funding, it is not sufficient for ensuring their sustainability. It would appear that there are wider structural factors at work which limit the ability of these organisations to secure funding, including the socio-political context. Part of the difficulties in attracting funding might be attributed to the short-term approach to funding voluntary sector organisations on the part of local authorities and statutory organizations. However, other difficulties faced by these organisations and groups might be more specific to the minority ethnic voluntary sector, including a lack of recognition of the work undertaken or the client groups served on the part of funding bodies.

A few organisations expressed the view that more 'hands-on support' would have been helpful:

'I just felt that there were certain times where certain things could have been done for us to ensure to ensure that we can take the next step.'

These organisations reported real difficulties in building capacity due to lack of resources and felt unable to progress without more involved support. Expectations such as these are currently not met by the CBP as it is currently conceived.

Although it was acknowledged that minority ethnic voluntary organisations faced many of the same issues, one of the gaps of the programme which was highlighted was its inability to fully engage with the specific areas in which the organisation was working. For example, one organisation whose remit was social care identified the

need for support with its needs assessment tool, which the CBP could not provide. To some extent, this is inevitable given the considerable diversity of the sector and the specific focus of the CBP on the development of common organisational structures and processes. However, this also indicates the value of linking organisations with other related organisations for information sharing and exchange through specific events.

Another area that the programme did not appear to explicitly address included team building and the development of ‘soft’ skills, such as managing people. In the words of one project manager:

‘Some things can be done in a structured way, others can’t be done in this way. The Board needs time to learn the benefits of policies and procedures.’

Many organisations reported that although involvement in the programme had been positive in a number of respects, they had been restricted in their ability to participate in CEMVO initiated events or programmes which were organised during working hours in the week. For at least one minority ethnic organisation, the relevance of participating in more strategic CEMVO events and processes such as the Ethnic Minority Civic Congress was not yet self-evident:

‘If someone is looking for bread and butter what is the point of going to the Parliament?’

The point which needs to be taken from here is that there is probably more scope for work to be done to increase awareness of the importance of political awareness and civic involvement among some organisations.

8. Experience of other capacity building models

Awareness of other capacity building models was generally low, although some organisations reported that they had heard of initiatives offered by other larger minority ethnic voluntary organisations such as GARA, BEMIS and FRAE Fife or commercial organisations, such as Lloyds TSB, or independent consultants. However, there was a perception that while these were potentially beneficial, the majority of such programmes did not offer a systematic and structured approach to capacity building, and were more limited in what they offered, for example, one-off training or advice or help with developing business plans. Cost was also mentioned as a barrier to engaging private consultants to take on aspects of capacity building.

9 Need for CEMVO’s CBP

Participating organisations were unanimous in their view that the CEMVO capacity building programme was needed to enable minority ethnic organisations to develop more formal systems, policies and procedures and to function more effectively. There was a perception that many organisations would be strengthened by participating in the CBP and would be in a better position to inspire the confidence of funders and secure funding. Many participating organisations also reported that they had an ongoing need for the support provided by CEMVO in implementing the recommendations of the CBO.

3. VOLUNTEER LEARNING

As discussed earlier, an important part of the evaluation of the CEMVO capacity building programme was the recruitment and inclusion of two minority ethnic volunteers as part of the research team. The two consultants provided mentoring and support to the volunteers who were actively involved throughout the course of the research as outlined in Section X. What follows is an account of some of the lessons learnt from the process, building on feedback received from the volunteers, initially through a form designed for the process and then through discussion with the lead consultant. The second consultant also informally fed her views of the contribution of the volunteers to the lead consultant. The four areas covered were:

- Knowledge and skills related to policy-oriented research and evaluation
- Contribution to evaluation of CEMVO's capacity building programme
- Applicability of the experience to further education and/or career development
- Relevance of experience to personal development

While aspects relating to the personal development of the volunteers will necessarily remain confidential, it is worthwhile to reflect on the individual learning from this project and the extent to which this might be generalisable to other capacity building approaches.

1 Knowledge and skills related to policy-oriented research and evaluation

The volunteers reported that they had benefited considerably from being involved in all stages of the research process, from the design of research tools to the writing of the report. This involved skills related to analysis, initiating contact and interviewing individuals in a professional capacity, data extraction and presentation, and writing. Initially, three volunteers expressed interest in being involved but one dropped out before the first meeting. Involving two volunteers in the research process meant that there was less time available for individual support but more time than would have been possible with three volunteers. The inclusion of two volunteers also allowed for some joint work and peer support between both volunteers. It also mitigated the risks of the capacity building element being lost in the event of one of the volunteers leaving the project.

One volunteer already had experience of carrying out research at Masters level while the other had completed an undergraduate dissertation. They were thus at different starting points in terms of their previous engagement with research. However, it was felt that the experience would be beneficial to both volunteers in terms of increasing their understanding of organisational structures and management processes. A slight differentiation in the allocation of tasks to take into account different levels of research experience gave the volunteers an opportunity to build on existing strengths and personal interests.

Through their participation in these activities, volunteers increased their understanding of research that informs policy not only of the commissioning organisation but other key stakeholders, in this case, those involved in the regeneration agenda. However, time constraints limited the extent to which both volunteers could fully participate in the research, particularly at the later stages of writing up when both volunteers took up

opportunities for (further) employment. Further, although team members communicated regularly through phone and email and informal feedback was provided throughout the research process, feedback was only formally provided at the end of the research. One of the volunteers expressed the view that a more structured mechanism for assessing learning and development should have been developed to facilitate the building of skills and knowledge.

Lessons learnt: knowledge and skills gained from volunteers engaging in research studies

- Decisions about the number of volunteers that will be involved through research have to be carefully made. This is likely to impact on the amount of support that will be available to each volunteer, the extent to which the risk of losing the volunteers can be managed and the extent to which task allocation can be tailored to the skills and knowledge of each individual.
- The extent to which volunteers are available to support a research project is likely to vary over the course of the research and the likelihood that competing priorities are likely to emerge will have to be factored into the research process and outputs.
- The development of a structured feedback mechanism to facilitate learning and development among volunteers should be considered.

2 Contribution to evaluation of CEMVO's CBP

Individually and jointly, the two volunteers participated in 'brain-storming' sessions with the lead consultant to design the research instruments, draft the questionnaires and shadow the lead consultant in agency visits to gather the views of participants in the CEMVO capacity building programme. Both volunteers were also actively involved in the case studies led by both consultants. During the first few agency visits, the role of the volunteers was mainly to observe the manner in which the consultant undertook the interviews, but they soon progressed to undertaking the visits with each other and then independently. This involved them in recording and writing up notes for the interviews that fed into the analysis of the report. At the later stages of the report, they had opportunities to feed into the planning of the structure of the report and the writing up of sections of the report. One volunteer took the responsibility for a major contribution to the literature review while the other agreed to collate information about the background of the projects contacted into a spreadsheet. Following the publication of this report, it is envisaged that both volunteers will be actively involved in a launch event for an invited audience. In sum, from onset to completion, the volunteers were actively involved in the research process and outputs. There is no doubt that the volunteers played a major role in ensuring that the research was completed within limited resources and to the high standard expected.

However, although the tasks expected to be undertaken by the volunteers were clearly outlined in the research brief, all members of the research team would have benefited from a volunteer agreement that more explicitly set out the roles and responsibilities of each volunteer. For instance, this might have involved an explicit understanding that all deadlines agreed should be adhered to, unless there were exceptional circumstances which prevented this, as would be accepted practice in research teams.

Lessons learnt: volunteer contribution to research projects

- The active involvement of volunteers can add real value to the processes and outcomes of the research project, by enabling the team to draw on a wider range of insights and skills than otherwise would have been possible.
- While some of the benefits of volunteer participation can be measured in terms of duties undertaken and tasks completed, others are more difficult to assess, such as the enthusiasm and freshness of perspectives that volunteers bring to the project.
- The formulation of a volunteer agreement at the onset of the project is likely to facilitate understanding of all involved of the roles and responsibilities of the research team.

3 Applicability of the experience to further education and/or career development

Given increasing recognition of the value of research in informing policy and practice, it was felt that the experience of being involved in the study is likely to benefit both volunteers irrespective of whether they choose to further educational or career paths that are directly related to research or not. It is likely not only to increase their appreciation of research processes and outcomes within a policy and organisational context, but also to enable them to more critically evaluate research outputs. The evaluative nature of the project was also felt to be useful to the volunteers in increasing their awareness of evaluation as an essential component of service development and enabling them to develop some of the required skills, for example, identifying quantitative and qualifying indicators of effectiveness and ‘what works.’ It was also felt that the research study provided first-hand insight into the nature of work undertaken by an extremely diverse range of organisations within the voluntary sector, which would not otherwise have been accessible to the volunteers.

Both volunteers reported increases in confidence through the staged process towards independent working provided through the research. As new (post) graduates, both appreciated the experience of engaging with project managers in a professional capacity and applying knowledge that they had acquired in their previous courses of study. The scope for independent work in the project was also valued as an important part of confidence building.

Applicability of volunteer engagement in research projects to further education and/or career development: lessons learnt

- Involvement in broadly relevant research activities can increase volunteers’ appreciation of the value of research and research processes and help them to critically evaluate research outputs.
- Engaging in fieldwork that involves contact with others in a professional capacity can increase volunteers’ confidence in conducting themselves in an organisational context.
- While volunteers value the support that is provided to them by experienced researchers or consultants, it is also important to ensure that there is scope for independent working.

4. CONCLUSIONS AND THE WAY FORWARD

The evaluation of CEMVO Scotland's CBP over 2004-2005 and 2005-2006 has revealed that the programme has been very effective in enabling several minority ethnic organisations and groups to considerably enhance capacity. Capacity has been enhanced through the development of improved policies, systems and processes for ensuring more effective management of these organisations and ensuring greater accountability to service users and funding bodies. While the focus of the programme has been on organisational capacity building, the capacity of individuals concerned has also been enhanced through individualised support and specialist advice. In some cases, external links with other organisations and partnerships have also been strengthened through the identification of relevant bodies and partnerships.

Several organisations which participated in the programme reported that they had benefited from increases in funding secured as well as increased ability to attract funding. Other organisations reported that while they had benefited considerably from being involved in the programme, there was a need for further support in building organisational capacity in order to achieve their objectives. It was evident that a 'one size fits all' approach to capacity building is limited in the extent to which it can meet the needs of all minority ethnic organisations and groups in Scotland. It would appear that in the short term, the CBP was likely to be more effectively utilised by organisations which had already secured some level of funding and were able to invest some resources in the programme. Other beginning organisations would appear to benefit from a less intensive, more flexible approach over a longer period of time.

To its credit, CEMVO Scotland has already recognised the need to offer a more flexible CBP. In addition to the full capacity building programme, the new CBP offers a pre-capacity strand for small community groups that have limited resources and need to establish basic structures and processes. It also offers organisations that have already participated in their full capacity building programme further support in organisational development. For organisations which already achieved a good level of capacity, it offers a capacity building health check to allow them to identify any capacity gaps.

In the remainder of this concluding section, we consider issues other possibilities which CEMVO and key stakeholders might wish to consider for the CBP.

1. Need to promote the wider applicability of the CBP to the voluntary sector

Although originally developed to enable minority ethnic organisations to meet the needs of the communities they serve, the improved CBP has wider applicability than this sector. The component parts, structures and processes of the programme and the integrated, structured and systematic approach of the model delivered by MBA trained CBOs are directly applicable to mainstream voluntary sector organisations. Further, it is likely that the CBOs and CEMVO as a whole have considerably increased their own skills and experience through practical implementation of the programme over the last two years with more than 60 Scottish organisations and groups. The CEMVO CBP has a potentially valuable role to play in strengthening the Scottish voluntary sector and contributing to the revitalisation of deprived areas and disadvantaged communities through the regeneration agenda. However, this will require the support of key funders, including Communities Scotland.

2. Need for further support for minority ethnic organisations

In relation to minority ethnic organisations, it is evident from this evaluation that despite the experience of involvement in the capacity building process and varying levels of progress in enhancing organisational systems and processes, there is considerable need for further support to ensure sustainability. While some organisations are currently receiving some support through involvement in CEMVO Scotland's Social Enterprise programme, and others continue to receive a degree of informal support through ongoing contact with the CBOs concerned, other organisations are likely to benefit from a systematic review by the CBOs concerned of the extent of progress made since involvement in the 2004-2005 programme. Such a review by the CBOs concerned might result in the identification of specific barriers which are hindering progress, which might possibly be followed by some focused work on overcoming them. As both CBOs and participating organisations pointed out, it takes time to implement the recommendations made by the CBOs, particularly for groups or organisations that have limited or no paid staff members. CEMVO Scotland might wish to consider the extent to which it might be able to offer more hands-on support to supplement the specialist advice provided within the CBP. This might involve the development of resources in order to assist organisations in developing more formal policies, processes and structures which might take the form of handbooks or templates.

3. Need for ongoing work to lobby for political change at the strategic level

While many of the difficulties faced by minority ethnic organisations in the study are likely to be shared by other voluntary organisations in Scotland and other parts of the UK, it is likely that the former face particular challenges in securing funding. These are likely to include lack of political will and varying levels of knowledge among potential funders of structural inequalities, the difficulties faced by minority ethnic communities in accessing mainstream services and the important role played by the minority ethnic voluntary sector in filling and bridging the gaps in existing services. While many of these difficulties might be shared with minority ethnic organisations in other parts of the UK, Scotland-based minority ethnic organisations and groups are likely to face additional challenges due to the relative lack of visibility of issues related to 'race' and ethnicity at the strategic level in key policy areas including housing, education and social care (Netto et al, 2001). Other challenges faced by some of these organisations and groups include the need to collectively mobilise small numbers of individuals from minority ethnic communities dispersed across large rural areas, in which there is little infrastructure. These specific difficulties highlight the need for the CEMVO CBP to continue to be supplemented by other CEMVO initiatives such as the Ethnic Minority Civic Congress to promote increased civic engagement and involvement in the democratic process among minority ethnic communities in Scotland, alongside wider UK wide initiatives.

4. Need for a strategy for developing minority ethnic volunteering

The study revealed that many minority ethnic organisations were heavily dependent on volunteers. There is scope for the development of formal guidelines for volunteering to be developed for the benefit of both organisations and existing and potential volunteers. This should be undertaken in collaboration with other

(mainstream) organizations which have an interest in this area, to allow for cross-fertilisation of knowledge, experience and skills. Work in this area should take account the need to facilitate participation by volunteers, given that many of them might be employed or pursuing educational courses or training. Consideration should also be given to volunteering as a possible route to employment to address the barriers to entry and progression within the labour market faced by minority ethnic communities (Netto et al, 2001) including women (Kamenou et al, 2007) and young people (Rutherford et al, 2004). This work should be undertaken with other key bodies, including the Scottish Executive, Communities Scotland, the Commission for Racial Equality and the Equal Opportunities Commission and the developing Commission for Equality and Human Rights.

5. Need to market the CEMVO CBP more widely

As discussed earlier in the report, capacity building is a term which is currently used in a wide range of contexts. The processes used to enhance capacity include a broad range of approaches including mentoring, training, team-building, secondment and shadowing. The structured and systematic approach employed by the CEMVO CBP needs to be publicised more widely to highlight its broad scope, distinctive nature and its enhanced flexibility. This should include lessons learnt during the first two years of its implementation and explicit links of the programme to other CEMVO initiatives. More active promotion of the CBP might take the form of events organised for participants to share experiences with other (mainstream) organisations in the voluntary sector. This might include specific events for organizations within a defined remit, for example, social care, employment, arts and culture. These events would not only increase awareness of the CEMVO Scotland CBP to others, but also provide an opportunity for minority ethnic organisations to collaborate with other organisations working in the same area and supplement the more focused scope of the programme.

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APPENDIX 1: PARTICIPATING ORGANISATIONS

- 1.Linknet
- 2.Pakistan Society
3. Milan (Senior Welfare Organisation)
- 4.Semper Scotland
- 5 Empower Scotland
6. Ethnic Enable
- 7.Ankur Arts Production Limited
8. Ricefield Arts
9. Glasgow ANSAR
10. Scottish Highlands and Islands and Moray Chinese Association
11. Awaz FM
12. Dundee International Women's Centre
13. Semsu
14. UMOJA INC
15. Edinburgh Inter Faith Association
16. ASRA
- 17.Perth Wai Yin Chinese Women's Association
18. Access Apna Ghar
- 19.WSREC

APPENDIX 2: TOPIC GUIDES

A. TOPIC GUIDE FOR DIRECTOR AND CAPACITY BUILDING OFFICERS

Development of Capacity Building Programme

1. What factors contributed to the development and final design/model of CEMVO Scotland's Capacity Building Programme, and how was this model decided upon?
2. To what extent is this model similar to the one being used in London/England? To what extent is it Scotland-specific/ tailored particularly to the needs of ethnic minority voluntary organisations in Scotland?
3. To what extent was CEMVO England helpful in establishing the Capacity Building Programme in Scotland, and in what ways has CEMVO Scotland developed independently?

Establishing contact with participating organisations

4. What strategies were employed by the team of CBOs in order to publicise the capacity building programme and to encourage organisations to participate in the Programme? How effective were these methods?
5. What processes were involved regarding the identification of organisations to be involved, and what was the main selection criteria for participating organisations?
6. What are the main factors which facilitated initial contact with participating organization and maintaining contact with them?
7. What were the main barriers you encountered in establishing initial contact, and maintaining contact with organisations?
8. What was the main reason given by organisations for
 - a) wishing to participate in the Programme?
 - b) not wishing to participate in the Programme

Process of capacity building

9. How was CEMVO's diagnostic tool-kit initially established, and why were the 9 areas covered by the tool-kit chosen?
10. From being involved with the Capacity Building Programme, have you found these to be the most appropriate/relevant areas to cover, with regard to the specific needs of the organisations involved?
11. How useful/applicable was the diagnostic tool-kit in terms of dealing with a wide range/diversity of organisations? (e.g. size, scope, purpose, etc). To what extent have you found the diagnostic tool-kit in need of modification/revision/re-design, and what factors have contributed to this?
12. Were organisations generally willing to co-operate with the Capacity Building process, i.e. to reveal their organisation's

strengths/weaknesses/needs in order to receive the most benefit from the Programme?

13. What were the main barriers to organisational participation in the programme?

14. Were there any specific areas in which organisations showed greater levels of co-operation/enthusiasm with regard to participation?

15. What were the most common organisational strengths in the sector?

16. What were the most common organisational weaknesses?

17. Were there any identifiable trends between organisations - for example, did smaller/newer/need-specific (e.g. faith, disability, etc) organisations have comparable needs?

18. What was the main general expectation from organisations with regard to participation in the Capacity Building Programme?

19. Were there common organisational expectations of the Programme, or did you encounter a diversity of expectations?

20. To what extent was CEMVO Scotland able to meet the expectations of participatory organisations?

29. To what extent did CEMVO Scotland identify gaps/organisational needs that CEMVO hasn't been able to meet.

30. Will you re-evaluate your Capacity Building Programme in light of these gaps, or do you consider them to be outwith the remit of CEMVO Scotland?

31. What are your perceptions of how successful the Programme has been overall, and how would you empirically justify your evaluation of the Programme?

32. Are there any types of participatory organisations that are more likely to have a greater success rate, both in the participatory process of the Capacity Building Process, and afterward?

33. In what ways have you been impressed by organisations' participation in the Programme?

34. In what ways would you desire organisations to improve their approach to their side of the participatory process, and why?

35. Can you identify any trend/characteristics of organisations that have benefited most from CEMVO Scotland's Capacity Building Programme? Can you identify a reason for this?

36. Which types/trends of organisations have benefited the least, and why?

37. What do you think are the strengths of the Capacity Building Programme?
38. What do you think are the weaknesses of the Capacity Building Programme?
39. What criteria do you look to in identifying the success of the Capacity Building Programme?
40. Do you think the Programme has been successful with regard to such criteria?
41. In what ways have organisations felt that the Capacity Building Programme has most helped them?
42. Was there any common complaint from participatory organisations with regard to weaknesses of the Capacity Building Programme?
43. With regard to lessons learned throughout the process, in what ways do you feel the CEMVO Scotland Capacity Building Programme can be improved for the future?
44. Why was the time-scale for the Programme chosen, and in what ways has the Programme evolved/changed since it began?
45. What kind of support is available to CBOs within and out-with CEMVO?
46. In what ways is support for CBOs lacking, and how would you like to have such developmental needs as CBOs met in the future?
47. To what extent has the CBP contributed to sustainability of minority ethnic organisations through their involvement in the Programme?

B. TOPIC GUIDE FOR CEMVO ENGLAND

Main aims of the CBP

1. What do you understand by capacity building? What are the main aims of the Capacity Building Programme?
2. How were these aims established?
3. Have there been any changes in the aims since the programme was established?
4. What is the relationship of CEMVO England in relation to CEMVO Scotland with regard to the CEMVO Scotland Capacity building programme?

Design and development of the CBP

5. How was CEMVO's diagnostic tool-kit initially established, and why were the 9 areas covered by the tool-kit chosen?
6. From being involved with the Capacity Building Programme, have you found these to be the most appropriate/relevant areas to cover, with regard to the specific needs of the organisations involved?
7. How was the time-scale for the Programme chosen, and in what ways has the Programme evolved/changed in this respect since it began?
8. To what extent was CEMVO England helpful in establishing the Capacity Building Programme in Scotland, and in what ways has CEMVO Scotland developed independently?
9. To what extent is this model similar to the one being used in London/England? To what extent does this differ?

Effectiveness of the CBP

10. What qualitative and quantitative criteria would you use to indicate that the Capacity Building Programme has been effective?
11. What are your perceptions of how successful the CEMVO Scotland Programme has been with regard to such criteria?
12. What do you think are the main weaknesses of the CEMVO Scotland Capacity Building Programme?
13. What kind of support is available internally and externally for the CEMVO Scotland Capacity Building Programme?
14. How do other CEMVO England projects/programmes complement the CEMVO Scotland Capacity Building Programme?

Future of the Capacity Building Programme

15. In which direction would you like to see CEMVO Scotland Capacity Building Programme evolving?
16. What is needed in order for this to happen?
17. To what extent has CEMVO Scotland identified gaps/organisational needs that the capacity building programme has not been able to meet?

**C. EVALUATION OF CEMVO CAPACITY BUILDING PROGRAMME:
TOPIC GUIDE FOR PARTICIPATING ORGANISATIONS**

PROFORMA FOR ORGANISATIONS

Name of participant: _____

Post: _____

Name of organization: _____

Location of organization: _____

Name of researcher: _____

Date of interview: _____

PROFILE OF ORGANISATION

1. Can you give me a brief description of your role within the organisation?
2. Can you describe to me the nature of the work undertaken by your organisation?
3. Can you describe the clients that you work with?
Prompt for ethnic/faith group, gender, young/older people
4. How many years has this organisation been operating?
 - a. Less than 1 years
 - b. 1 - 2 years
 - c. 3 - 5 years
 - d. 5 - 10 years
 - e. More than 10 years
(Please specify)
5. How many employees do you have?
 - a. Less than 5
 - b. 5 to 10
 - c. 10 to 15
 - d. 15 to 20
 - e. More than 20
Please specify
6. How many volunteers do you have?
 - a. Less than 5
 - b. 5 to 10
 - c. 10 to 15
 - d. 15 to 20
 - e. More than 20
Please specify
7. About how many service users do you have?
 - i. less than 50
 - ii. 50 - 100
 - iii. 100 - 150
 - iv. 150 – 200
 - v. 200 – 250
 - vi. 250 – 300
 - vii. 300 – 350
 - viii. 350 – 400
 - ix. 400 – 450
 - x. 450 – 500
 - xi. more than 500
(please specify)

8. Who are the main funders of this organisation?
9. Can you tell me what the turnover of the organisation per year is?

INITIAL CONTACT WITH CEMVO

10. How did you first hear about the CEMVO capacity building programme?
11. What was your main reason/s for joining this program?
12. What would you say were the main strengths of your organisation prior to participation in the CBP?
13. What would you say were the main weaknesses of your organisation prior to participation in the CBP?
14. What were your expectations prior to your organisations' involvement in CEMVO's Capacity Building Programme?
15. What did you initially understand by the term Capacity Building and Capacity Building processes? Has this understanding changed by working with the CBOs in the CEMVO capacity building programme?

EXPERIENCE OF CEMVO'S CAPACITY BUILDING PROGRAMME

16. What elements of the CEMVO capacity building programme have you used and found to be most useful? Prompts: One to one support? support of MB-trained capacity building officer? Regular contact with capacity building officer? Opportunity to access other CEMVO events?
17. What specific changes has your organization experienced as a result of involvement in the CEMVO capacity building programme? Prompts: Has the organisation
 - a. Developed more effective support structures?
Prompt: Such as developing more effective management or financial systems? Formalising constitution and legal structures?
 - b. Participated more effectively in local networks?
Prompt: Such as increased partnership and networking with other organizations (Get details of specific networks)? Enhanced Information and Communications Technology, such as email, video-conferencing (in rural areas)?
 - c. Developed a more secure platform from which to deliver services?
Progressed with business and action planning? Increased the organisations' capacity to attract increased funding? Attracted new sources of funding?
 - d. Engaged service users to participate more effectively in decision-making processes of the organization?

Prompt: For example, through encouraging greater service user participation in management committees? Developing better relationships between staff and management committee?

18. Have there been any less tangible benefits of being involved with the CBP?
19. How well do you feel that diagnostic toolkit (which covered nine areas) met the needs of your organisation?
20. To what extent would you say that the CBP enabled you to build on your organisation's strengths?
21. To what extent would you say that the CBP enabled you to address the identified weaknesses of your organisation? Are there any areas of weakness which the CBP was not able to address? What further support could you have done with (if any)?
22. What was your organisations' view of the timescale of involvement in the Programme? Was this:
 - Too short
 - Too long
 - Just right
23. If too short or too long, can you explain why?
24. To what extent was your organisation able to effectively participate in the programme?
Prompt: What factors, if any, facilitated involvement in the CBP?
What factors, if any, hindered involvement in the CBP?
25. To what extent and in what ways has your organisation been able to benefit from other CEMVO services and events, through its involvement in CEMVO Scotland's CBP?
26. To what extent would you say that the CBP met your initial expectations?
 - i. Better than expected
 - ii. As expected
 - iii. Less than expected
27. Please explain your answer.

EFFECTIVENESS OF CEMVO CAPACITY BUILDING MODEL

28. Thinking more widely, are you aware of any other Capacity Building models? If so, have you had any experience of them? Can you identify any aspects in which the CEMVO capacity building model:
 - i. Is more effective than other capacity building models?
 - ii. Is less effective than other capacity building models?

29. Overall, what do you think minority ethnic organizations can benefit from by participating in CEMVO's CBP? Why is this important?
30. Are there any areas in which you think the CBP model can be improved? If so, what are these areas and how do you think improvements can be made?

D. TOPIC GUIDE FOR FUNDERS

Background details _____

Name of funder organisation _____

Name of department _____

Name of contact person _____

Role within the organisation _____

1. How does the work of the case study organisation fit within the strategic planning of the funder organisation and its statutory responsibilities?
2. What did the case study organisation receive funding for?
3. Approximately how much was this? Over which period?
4. To what extent has the case study organisation demonstrated that it has achieved the objectives of the funding?
5. To what extent do you think the case study organisation can contribute to further partnership working with yourselves in furthering strategic objectives? What form might this take?
6. Have you observed any positive changes in the case study organisation over the period that you have been in contact with the organisation?
7. Can you identify any areas in which you think further organisational development might be beneficial?
8. How do you think this can be achieved?
9. Are you aware of the CEMVO capacity building programme? If yes, what role do you think it can play in supporting minority ethnic voluntary organisations such as case study organisation?
If no, are you aware of any other capacity building programmes? If yes, who provides this and what form does it take?

