

Acknowledgements

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LCCN staff and Needs Audit Research Advisory Group meet with Prof. Peter Somerville (front left) and Dr. Chak Kwan Chan (front right) from Policy Studies Research Centre, the University of Lincoln.

Executive Summary

Research Objectives

1. To identify the types and objectives of London Chinese community organisations (CCOs).
2. To analyse the types of services provided by these organisations.
3. To assess the needs of London CCOs in terms of finance, human resources, management, and the use of information technology.
4. To explore the attitudes of these organisations towards central government's and local authorities' race equality policies.
5. To make recommendations on what should be done in order to enhance the capacity and contributions of CCOs in the United Kingdom.

Research Methodology

1. London was selected as a research site for this study because of the objectives of the London Chinese Community Network (LCCN), the concentration of a large number of Chinese people, and a wide range of Chinese social and economic organisations.
2. The study used a postal survey and in-depth interviews for collecting data.
3. A total of 136 Chinese organisations were identified in London, of which 30 returned postal questionnaires.
4. 16 out of 30 postal surveyed organisations participated in in-depth interviews.

Findings

Characteristics of Respondent Organisations

1. Two-fifths of postal surveyed organisations provided services for the whole of the UK Chinese community.
2. One-third mainly dealt with the needs of Chinese people living in London.
3. Another one-third specifically tackled the needs of Chinese people in particular boroughs of London.
4. Less than one-tenth of respondent organisations were formed before 1980, over one-third between 1981 and 1990, and half were after 1991.

Types of Services and Users

1. Two-thirds of postal surveyed organisations provided advisory services and education programmes.
2. Two types of educational courses were organised by the surveyed organisations: English language, and Chinese language and culture.
3. Over a half of the welfare agencies provided a variety of services

- for older Chinese people including medical advice, home care, housing, luncheon clubs and social activities.
4. Services for new immigrants, refugees, and asylum seekers were provided by one-tenth, a quarter, and one-third of respondent organisations respectively.
 5. Nearly one-third of surveyed organisations provided health related services.
 6. Some organisations' services focused on safeguarding the civil rights of Chinese people in the UK or protecting the interests of Chinese small businesses.
 7. Nearly half of respondent organisations had set up membership schemes.
 8. There were big differences in the size of membership fees with 86% organisations having membership fees between £2.50 and £10, while 14% organisations charged over £11 (one business group charged £30 and one Chinese school charged £105 for annual school fee).

Finance

1. Over two-fifths of respondent organisations obtained grants from local authorities and about two-thirds from trusts and foundations.
2. A quarter of organisations got additional income from fundraising/private donations, and nearly one-tenth from fee charging/membership fees.
3. One-fourth of respondent organisations obtained income solely from private donations and fee charging/membership fees.
4. About two-fifths of organisations only had one source of income and less than one-tenth of organisations had three sources of income.
5. Of 17 organisations that had submitted grant applications, half submitted three to six applications and about two-fifths submitted over seven applications.
6. Nearly one-third of in-depth interviewees said that applying for grants was an extremely demanding task.
7. Data from the postal survey shows that over half of respondent organisations claimed that they were unable to get sufficient funds for services. More than half of in-depth interviewees were facing financial difficulties.

Human Resources

1. Half of the in-depth interviewed organisations needed more human resources to provide services. More than two-thirds of the postal surveyed organisations complained of having 'not sufficient/very insufficient' staff.
2. Just over two-thirds of postal surveyed organisations had full-time staff, of which half had only one or two full-time staff, and less than one-fifth had more than six.
3. Half of the respondent organisations had employed part-time staff working for more than 10 hours a week, of which two-fifths had more than six part-time staff.
4. Over two-thirds of respondent organisations had recruited volunteers to implement services, of which nearly three-fifths had

- more than ten volunteers.
5. Over 70% respondent organisations said that the number of staff was insufficient and nearly 60% claimed that the number of volunteers was inadequate.
 6. Data from in-depth interviews shows that inadequate human resources had created tremendous work pressures on the existing staff who had to work overtime for a long period. However, their salaries were lower than their counterparts in the mainstream social services.
 7. Because of financial constraints, nearly two-fifths of in-depth interviewed organisations had to stop or could not carry out some crucial services.

Organisational Management

1. About half of respondent organisations had more than seven members on their Management Committees.
2. Of the Management Committees of in-depth interviewed organisations, six were composed of members who had common concerns on particular issues, and six consisted of members with professional backgrounds such as doctors, accountants, lawyers and social workers.
3. As for the frequency of meeting of MCs, just over one-third met monthly and two-fifths met '6 weekly - bi-monthly'. Over one-quarter of MCs met 'quarterly or above'.
4. About two-thirds of postal surveyed organisations had written policies on equal opportunities, disciplinary, and health and safety. Over half of them had measures dealing with complaints, volunteering, confidentiality and good practices. However, only one-third had policies on pension scheme and maternity leave; and only one-fifth had policies concerning paternity leave, diversity, disability and fundraising.

Staff Management

1. Among 23 respondent organisations, nearly two-thirds had team/staff meetings at least once a month, and three organisations only met when needed.
2. Concerning staff supervision, over half of respondent organisations had staff supervision meetings at least once a month. However about one-quarter had staff supervision meetings 'quarterly or more'; nearly one-fifth did not have staff supervision meetings.
3. Regarding staff appraisal, over two-thirds did staff appraisals at least once a year. However, one-third of organisations did not conduct staff appraisals.

Use of Information Technology

1. An overwhelming majority of respondent organisations (28 out of 30) used email and over two-fifths had their own websites.
2. Over nine-tenths of organisations planned to use information technology. Nearly nine-tenths of organisations believed that better information technology would help with their service development.
3. Nearly four-fifths of organisations said they needed more information technology support and computing training for staff.

Attitudes towards Race Equality and Relationship with the Government and Local Authorities

1. Nearly 70% postal surveyed organisations were dissatisfied with local authorities' budgets for black and minority ethnic communities.
2. Only 2 out of 16 in-depth interviewees were satisfied with the government's race equality policy.
3. Nearly 60% postal-surveyed organisations made 'no comment' on the government's race equality policy.
4. One-third of in-depth interviewed organisations made 'no comment' on the government's race equality policy because of having little knowledge of the issue.
5. Three-fifths of postal surveyed organisations expressed their dissatisfaction with both central government's and local authorities' consultative work.

Recommendations

Capacity Building of Chinese Community Organisations

1. As for the management of CCOs, MC members should be equipped with modern management skills as well as knowledge of current policies on social welfare and the voluntary sector. MCs should also hold regular meetings to assess the development of their organisations. An effective system of regular staff appraisal should be set up.
2. CCOs should provide sufficient training for part-time staff and volunteers who are playing an important role in service provision.
3. CCOs should set a good example in protecting the rights of their employees by improving their employees' working conditions.
4. CCOs should develop effective strategies to enhance the spirit of volunteering, encouraging more people, particularly young people, women and older people, to participate in voluntary work.
5. CCOs need to widen their financial base by tapping into new resources, including funding from charitable trusts, foundations, the corporate and business sector, and the general public, and by charging fees.
6. Detailed and comprehensive training on making grant applications should be provided for CCOs.

Government's Commitment to CCO's Core Services

1. CCOs were performing some crucial functions that cannot be replaced by mainstream organisations because of language and cultural factors. It is necessary for both central government and local authorities to work closely with these organisations, assessing their needs and providing sufficient resources for the delivery of their core services.

Effective Communication

1. For facilitating communication between the UK Chinese community

and local authorities, regular contact (e.g. three times a year) between them are essential.

2. Government departments have to evaluate their existing communication mechanisms in order to pass their messages effectively to appropriate Chinese organisations.

The Establishment of a Chinese Voluntary Service Council (CVSC)

1. Lacking a representative body for Chinese people in the UK creates difficulties for government consultation. The lack of a unified organisation means that different organisations in different parts of the UK are using their own efforts to solve community problems. In this way, their experiences have not been widely shared, nor have scarce resources been effectively used.
2. Nearly nine-tenths of postal surveyed organisations believe that Chinese service providers in London needed to strengthen their liaison and partnership with one another.
3. One-third of in-depth interviewed organisations understood the importance of collective effort and urged co-operation among different organisations.
4. It is proposed that a CVSC should be established to perform essential functions such as being a representative body of the UK Chinese community, studying and planning social services to meet the needs of Chinese people, co-ordinating the services of CCOs, and providing training for staff of CCOs.
5. The success of the proposed CVSC depends on support from a wide range of CCOs as well as financial support from the government.

研究摘要

研究目的

- 一. 區別倫敦華人社區機構的種類與目標。
- 二. 分析這些機構所提供的服務類型。
- 三. 評估華人社區機構在財政、人力資源、管理以及使用資訊科技方面的需要。
- 四. 找出這些機構就種族平等政策上對中央政府以至地方當局的態度取向。
- 五. 提出可行建議從而提升英國華人社區機構的效能與貢獻。

研究方法

- 一. 倫敦被選擇為是次研究的地區，一方面在於倫敦華人社區網絡的服務範圍在倫敦，另一方面基於倫敦華人人口集中，數量龐大，並兼具廣泛的華人社會服務性及商業性機構。
- 二. 研究採用了問卷調查及進深訪問作為資料的蒐集。
- 三. 總數 136 個倫敦機構被介定為問卷調查對象，最終獲 30 份問卷回收。
- 四. 在 30 份回收的問卷中，16 個機構接受了進深訪問。

研究發現

回應機構的特點

- 一. 五分二的問卷回應機構表示，其機構提供服務予全英國的華人。
- 二. 三分一的問卷回應機構表示，他們主要服務居於倫敦的華人。
- 三. 另外三分一的問卷回應機構表示，他們是特別為倫敦某個區域的華人需要提供服務的。
- 四. 回應的問卷中，只有 2 個機構成立於 1980 以前，13 個機構成立於 1981 至 1990 之間，15 個機構表示成立於 1991 以後。

服務及使用者的類型

- 一. 三分二的問卷回應機構表示，他們提供諮詢服務及教育活動。
- 二. 回應機構中表示，有兩類型課程他們提供，分別是英語課程和中文班。

- 三. 過半福利組織有向長者提供不同性質的服務，包括保健諮詢、家居護理、房屋、午餐會及交誼活動。
- 四. 回應的問卷表示，向新移民，難民及政治庇護人士提供服務的分別佔十分一，四分一及三分一。
- 五. 接近三分一問卷回應機構表示他們提供與健康有關的服務。
- 六. 有部份機構的服務重點集中在捍衛英國華人的民權或保護華人小生意的利益上。
- 七. 近半回應機構設有會員制度。
- 八. 會員制度下的會費則不一，86%機構的會費介乎£2.5 到£10 之間，只有兩間機構會員收費逾£11（一間機構為商業組織，收£30；另一間為中文學校，每年度收學費£105）。

經費

- 一. 超過五分二問卷回應機構獲得來自地方當局的撥款資助，大約三分二問卷回應機構稱獲得其他撥款單位的資助。
- 二. 7 個問卷回應機構獲得來自籌款或私人捐獻等額外資助，2 個被訪機構從服務或會員收費中獲得資助。
- 三. 四分一問卷回應機構只單一從私人捐獻及服務或會員收費中取得資助。
- 四. 大約五分二的問卷回應機構只有一個財政來源，另只有一個機構的財政來源多於三個途徑。
- 五. 17 個問卷回應機構表示有申請經費資助，其中半數機構申請經費次數達三至六次；大約五分二的問卷回應機構，申請經費的次數超過七次。
- 六. 接近三分一接受進深訪問的被訪機構表示，申請經費是一件異常需要時間的工作。
- 七. 從問卷調查的數據中顯示，過半的被訪機構稱他們未能獲得足夠經費來提供服務；過半接受進深訪問的被訪機構也表示面對財政困難。

人力資源

- 一. 半數（8 個）接受進深訪問的機構表示，需要更多人手來提供服務；超過三分二問卷回應的
- 二. 機構投訴缺乏/ 十分缺乏職員。
- 三. 只有逾三分二的問卷回應機構表示僱用了全職員工，但當中一半表示只僱用有一至兩名全職員工，而少於五分一的問卷回應機構僱用多過六名員工以上。
- 四. 半數問卷回應機構有僱用每周工作超過十小時的兼職員工，

其中五分二的機構表示僱用兼職員工多於 6 名。

- 五. 超過三分二的問卷回應機構有招募義工來協助實踐其服務，其中接近五分三（12 個）表示招聘有 10 名義工以上。
- 六. 超過三分二的問卷回應機構表示他們的職員人手不足，而接近五分三的機構稱他們的義工數目也不足夠。
- 七. 從進深訪問的資料顯示，由於人手的不足，導致現有職員極大的工作壓力，令他們常常要長期超時工作。然而，他們的薪酬待遇卻較主流社會同等職位的人員低。
- 八. 因為財政上的限制，接近五分二接受進深訪問的機構表示因此要終止或不能再提供一些重要的服務。

機構管理

- 一. 大約半數問卷回應機構表示，他們管理委員會的成員超過 7 名。
- 二. 在接受進深訪問的機構中，6 個機構的管理委員會組成的成員，是共同關注一些特定的事務；另有 6 個機構的管理委員會，其成員包括有如醫生、會計師、律師及社工等專業背景。
- 三. 有關管理委員會開會的時間，有超過三分一問卷回應機構表示每月開會一次；五分二的問卷回應機構表示，每隔六個星期至兩個月開會一次；逾四分一問卷回應機構表示，他們每隔一季或以上才開會一次。
- 四. 大約三分二的問卷回應機構表示，他們有明文的平等機會政策、紀律處分政策與健康及安全政策；其中過半機構表示有措施處理投訴、義工、保密原則及良好守則的。然而，只有僅三分一問卷回應機構表示有供職金計劃及產假政策；只有五分一問卷回應機構擁有父親育嬰假期政策、多元化政策、殘障和籌款政策。

職員管理

- 一. 23 個問卷回應機構中，有近三分二機構每月最少有一次團隊 / 職員會議，而有 3 個機構表示只待有需要時才會召開。
- 二. 有關職員督導會議，超過過半數的問卷回應機構表示，每月最少有一次職員督導會議；大約四分一問卷回應機構表示每隔一季或以上才召開一次職員督導會議；接近五分一表示沒有職員督導會議。
- 三. 有關職員的表現評估，超過三分二表示每年至少有一次職員表現評估，然而，三分一機構表示沒有職員表現評估。

使用資訊科技

- 一. 絕大多數的問卷回應機構中（30 個中的 28 個）表示，他們有使用電子郵件，五分二的問卷回應機構擁有他們的網站。
- 二. 超過十分九的問卷回應機構表示計劃採用資訊科技；接近十分九問卷回應機構相信良好的運用資訊科技會有助他們的服務發展。
- 三. 接近五分四的問卷回應機構表示，他們需要更多資訊科技的支援及給職員更多的電腦培訓。

對政府及地方當局的關係及種族平等政策的態度取向

- 一. 接近三分二問卷回應機構表示，不滿地方當局就黑人及少數族裔社群的資助。
- 二. 在 16 個接受進深訪問的機構中，只有 2 個機構表示滿意政府的種族平等關係政策。
- 三. 接近五分三問卷回應機構對政府的種族平等政策表示沒有意見。
- 四. 三分一接受進深訪問的機構表示，就政府的種族平等政策沒有意見，原因是他們對有關政策所知不多。
- 五. 五分三問卷回應機構表達了他們對中央政府及地方當局就諮詢工作的不滿。

建議

對華人社區組織的效量發展

- 一. 在華人社區機構的管理上，管理委員會須要以現代管理技術加上對目前社會福利及志願界別政策的認識來裝備自己。管理委員會同時應經常定期舉行會議來評估他們機構的發展。一個定期而又有效的職員表現評估制度同時需要成立。
- 二. 華人社區機構要提供足夠的培訓予兼職員工及義工，因他們在服務提供的領域上扮演重要的角色。
- 三. 華人社區機構應設立良好的模範，透過改善他們員工的工作環境，從而保障他們員工的權利。
- 四. 華人社區機構必須發展一套有效的策略來提升義工的士氣，鼓勵更多人，特別是年青人、婦女和長者參與志願工作。
- 五. 華人社區機構需要透過發掘新的資源，包括來自慈善信託及基金、公司及商業組織、公眾及收費等，從而擴闊他們的財

政基礎。

六. 詳盡而又扼要的經費申請訓練有必須向華人社區機構提供。

政府對華人社區機構核心服務的承諾

一. 基於語言及文化的因素，華人社區機構提供的一些重要活動是主流機構未能取代的。這方面中央政府和地方當局有需要和這些機構緊密合作，評估他們的需要並提供足夠的資源給予他們去實踐其核心服務。

有效溝通

一. 為了促進英國華人社區及地方當局之間的溝通，經常的接觸（例如每年三次）是有必要的。

二. 政府部門要評估他們現存溝通的機制，從而有效地將他們的信息傳達到相關的華人機構。

成立「華人志願服務議會」 (Chinese Voluntary Service Council)

一. 英國華人缺乏一個代表性的團體導致政府在向華人徵詢意見時構成困難，缺乏一個統一的機構也意味在英國不同地區的不同華人機構，在解決社區問題時沿用自己的方法，因為這樣，他們的經驗便不能被廣泛分享，或是缺少資源運用。

二. 接近十分九的問卷回應機構相信，倫敦的華人服務提供者需要加強他們的聯繫及與其他機構的合作。

三. 三分一接受進深訪問的機構深明集中力量及促進和其他機構合作的重要。

四. 倡議成立「華人志願服務議會」從而實踐必須的活動，例如成為英國華人社區的代表團體、研究及計劃符合華人需要的社會服務、統籌華人社區機構的服務、提供華人社區員工的培訓。

五. 「華人志願服務議會」倡議成立，其成成功與否，端視能否獲得廣泛華人機構的支持以及來自政府的財政資助。

CHAPTER I

RESEARCH BACKGROUND & OBJECTIVES

The Need to Understand the UK Chinese Community

Chinese people in the UK have always been described as 'a silent community' (National Children's Centre, 1982; Chau & Yu, 2001; Chinese in Britain Forum, 2001; Chinese Civil Rights Action Group, 2001), who are poorly understood by the general public. Two factors might be related to this phenomenon: limited research studies on the UK Chinese community and the fact that Chinese people seldom express their needs explicitly as a result of language barriers, institutional racism, and traditional alienation from politics. It was not until the 1991 Census that there were official statistics on the number of UK Chinese people (Cheng, 1997). However, the official figure of 156,900 Chinese people living in the UK is believed to be an underestimate because the census forms were not translated into Chinese. Very often, researchers are disappointed with the lack of data on the UK Chinese community (Lok, 1982; Pang, 1993; Parker, 1995). Being regarded as the least well-known and understood ethnic group twenty years ago, their image has hardly changed. Despite having been settled in the UK for over one hundred years, 'we know little about their culture, traditions and expectations in this country' (Lok, 1982: 70; see also Shang, 1984). They are still 'less visible', their views are 'less well-heard than other minority groups' (Eaton, 1999: 18).

Lack of knowledge of the UK Chinese people creates some obstacles to the work of Chinese organisations. The needs of Chinese people are also not sufficiently addressed. Firstly, the relationships between Chinese people and the government are chiefly shaped by stereotypes (Shang, 1984). Officials might wrongly conclude that the UK Chinese people are a self-sufficient community so that 'there was little or no provision by government or local authorities to meet the needs of the Chinese community' (Chinese Community Centre, 1995:4). As the Chinese Community Centre (1995: 5) in London pointed out: 'official council statistics at the time showed no record of any enquiries made by Chinese people and the official conclusion was that they had no problems'. Obviously, the government has a poor understanding of the barriers (e.g. language difficulties, ignorance of available resources and civil rights, culture of self-reliance) faced by UK Chinese people in the process of seeking help (Law, et. 1994; Chinese Community Centre, 1995). In this way, leaders of Chinese organisations have to work harder to reveal the needs of their clients. Because of official ignorance of the social and psychological behaviour of UK Chinese people, many Chinese community groups are poorly funded, and their capacities have not been fully developed. In 1996, a national conference on the Chinese community further pointed out 'the inadequate and total lack of provision of many essential services and the fact that services provided were on the whole inappropriate to the needs of the community' (Chinese in Britain Forum, 2001). After declaring 'self help' and

'reluctance to complain' as key characteristics of Chinese culture, the government is to 'let state agencies off the hook' (The Runnymede Trust, 1986; Chau & Yu, 2001). Clearly, being 'a silent community', the UK Chinese people's interests have long been neglected (Parker, 1995; Chan & Chan, 1997; Chinese Civil Rights Action Group, 2001). As Chinese voluntary organisations used to provide various types of services for poor people, perform socio-political functions in society (Chan, 1996), we are able to know more about the needs of UK Chinese people by studying CCOs.

The Need to Understand London's Chinese Community Organisations (CCOs)

The role and functions of UK Chinese organisations and their relationships with UK Chinese people are still inadequately explored. Shang (1984: 3) did briefly introduce the services of some UK Chinese organisations, providing us with 'a useful introduction to the history and way of life' of Chinese people in the UK. A study conducted by the Chinese in Britain Forum (1999b) found that most Chinese organisations needed training in management, fundraising, finance and law, and supervision. However, there is a lack of comprehensive information on the services and finance of UK Chinese organisations and their relationship with wider society. New organisations tend to form in order to meet the needs and deal with the concerns of each generation (Whelan, 1999), and it is possible that CCOs in the UK have experienced similar development. Lok (1982: 17) noticed that some Chinese organisations in Liverpool were not mainly based on 'tradition, clan, or language groupings' two decades ago, but there has been no further study to explore this issue. Given the lack of research on the changing nature and development of CCOs and their relationships with the Chinese community, there is an impression that Chinese people in the UK suffer from double detachment, being isolated from mainstream society as well as from their own community (Yu, 2000; Chau and Yu, 2001).

In fact, UK Chinese organisations might have played an essential role in satisfying the unmet needs of Chinese people. According to Li (2000), Chinese organisations, Chinese schools and Chinese media were three pillars of support for Chinese people coming from overseas. He estimated that there were at least fifty CCOs in London and their number would continue to grow. Annual reports of some organisations show that a wide range of services, such as welfare and advisory services, health services, developmental groups for older people, women, young people and children, were provided by Chinese organisations in London (National Children's Centre, 1982; Chinese Community Centre, 2001; Chinese in Britain Forum, 2001; Islington Chinese Association, 2001). However, we still lack a clear picture of the nature, activities, and needs of Chinese organisations in London. This is because many small CCOs are unable to give a well-published account of their work as a result of constraints on human resources and finance. More importantly, one Chinese community worker pointed out that the purpose of the annual reports of some organisations tended to be descriptive, mainly to satisfy funders. He worried that the information in annual reports would be biased towards exaggerating the organisations' achievements, while the

unmet needs of their clients might be under reported. He believed that 'more objective and scientific research is required to understand the strengths and weaknesses of Chinese organisations' (**Note 1**).

In short, there is little research into UK Chinese community organisations, nor is there any up-to-date information on their development. As a result, the UK Chinese organisation is the least explored subject of the least understood ethnic minority. Since a large proportion of UK Chinese people live in London, London CCOs are a good example to illustrate the nature, development and services of Chinese organisations in the UK (see the Methodology Section for details). Parekh points out that 'We are frequently struck by the absence or inadequacy of research data in significant areas of public policy' (Commission on the Future of Multi-Ethnic Britain, 2000). The future directions for researching the voluntary sector in the UK are 'mapping the size and extent of voluntary activity' and 'identifying strengths and weaknesses' (Deakin, 2001: 3). 'More and more reliable data is needed about the smaller voluntary and community organisations, their activities and their needs' (Plowden, 2001: 50).

The study of London CCOs will provide us with data about the obstacles to their development and their relationships with UK Chinese people. Such data is essential to both government departments and voluntary agencies for planning services for Chinese people.

Active Communities and the Capacity of Chinese Community Organisations

The study of CCOs matches the government's approach on active communities, which is considered as 'a basic part of the politics of the third way' (Giddens, 1998: 78). Tony Blair said that the government is a partner to strong communities upon which 'a strong civil society enshrining rights and responsibilities' (quoted in Powell, 1999: 21) is based. Gordon Brown also pointed out that the voluntary sector is an essential component of the 'age of active citizenship and the enabling state' (quoted in Plowden, 2001: 18). This is because the partnership between the government and civil society can promote civic culture and obtain social and material refurbishment of neighbourhoods, towns and larger local areas (Giddens, 1998). Obviously, it is believed that civil society can fulfil two functions: (1) the practice of active citizenship through voluntary involvement and users' participation, and (2) the provision of material benefits for people's well being. As the Active Community Unit (2001c: 2) recognises, the voluntary sector achieves equality and diversity by enabling individuals to 'contribute to public life and the development of active communities' through volunteering.

Alongside the potential contributions of the voluntary sector, the government is playing 'a positive role in supporting the work of voluntary and community organisations and promoting volunteering' (Active Community Unit, 2001a: 3). Accordingly, an Active Community Unit (**Note 2**) has been set up, and several documents, based on the philosophy of 'Compact', have been published for regulating the relationship between the government and the voluntary sector. Special attention has also been paid to involving ethnic minority organisations, because a 'successful BME [Black and Minority Ethnic] voluntary and community sector is an important partner in helping Government make its commitment to race

equality a reality' (Active Community Unit, 2001b: 6). A Code of Good Practice for the BME voluntary and community sector has been developed, aimed at addressing 'the exclusion' experienced by them (Active Community Unit, 2001b: 3).

The Code of Good Practice for the BME voluntary sector attempts to form a framework to ensure these organisations get 'access to an appropriate share of available resources, to consult them on the design and evaluation of funding programmes, and to provide them with 'seed corn' or 'start up' funding (Active Community Unit, 2001a: 12). In return, the government expects services provided by a BME organisation to give 'value for money'. The organisation is also required to give proper accountability for public money by having monitoring procedures and evaluating activities. The key areas of 'good practice' include (Active Community Unit, 2001a: 5; 2001b: 6):

- Clear and effective employment policies, management arrangements and procedures.
- Effective and proportionate systems for the management, control, accountability, propriety and audit of finances.
- Systems for monitoring and evaluating activities against agreed objectives.
- Systems of quality assurance and accountability to service users.
- Making use of appropriate training opportunities, particularly support and training for trustees and senior staff.
- Developing open and dynamic organisations providing opportunities for voluntary and community action by a diverse range of individuals demonstrating a commitment to wider equality issues.

Obviously, Government policy provides an opportunity for voluntary organisations to further develop their work. At the same time, these policies put additional demands on an organisation's structure and administration, which is challenged to 'measure its performance and to think, and report, in terms of outcomes' (Plowden, 2001: 7).

The issues of concern here are the impact of these policies on Chinese community organisations, that is, whether they have the capacity to take advantage of this financial opportunity, and what should be done in order to increase their abilities. Partnership between the government and the voluntary sector presents major structural, technical and managerial challenges, and smaller organisations might be unable to engage effectively in partnerships because of limited resources, and fragile and insecure infrastructure (Balloch & Taylor, 2001: 9). In the UK, the black and minority ethnic voluntary sector is 'underresearched' (Butt, 2001: 206): we know little about their activities, organisational structure and financial conditions. As discussed above, there is no detailed and systematic study of UK Chinese organisations. ***Obviously, there is a greater need for research work in this topic which can provide reliable information on the barriers preventing these organisations from developing a partnership with the government, and what changes are required to enhance their capacities.***

Race Equality and the UK Chinese community

Achieving race equality and combating social exclusion are two main focuses of public policies in recent years (Alexander, 1999; Social Exclusion Unit, 2001). By achieving these objectives, effective communication between government bodies and Chinese associations is essential because the latter can be an effective medium reflecting the needs of UK Chinese citizens. A Chinese community worker observed that there was no 'direct policy with regards to building relationships between the social services and the Chinese community' two decades ago (Lok, 1982: 48), but similar views are still being expressed by leaders of the Chinese community today (Chinese in Britain Forum, 2001). As a result, Chinese people continue to be unable to get sufficient knowledge and resources for empowering themselves. Despite the government recognising the welfare contributions of CCOs and promising 'greater assistance' for them (National Children's Centre, 1982), we know little about the current relationships between Chinese organisations and both central government and local authorities. Nor do we know CCOs' attitudes towards the government's race policies. Recently, the government has emphasised 'consultation', and various types of statutory organisations are expected to work out a clear plan for involving the participation of BME organisations in the process of policy planning (Active Community Unit, 2001c), because the effectiveness of race equality policies and consultative work is based on our knowledge of the existing relationship between Chinese organisations and statutory bodies. Our knowledge of this aspect provides indications of what should be done to strengthen the relationships between the government and the UK Chinese community.

The Work of London Chinese Community Network (LCCN)

Funded by the Connecting Communities Race Equality Programmes of the Home Office, LCCN's key task is to promote the interests of the Chinese community in London through mutual support, advocacy at policy level and organisational capacity building. Given the lack of literature on UK Chinese organisations and the recent demands on the accountability and efficiency of the voluntary sector, LCCN conducted this study in order to account for the services, funding, human resources, IT (information technology), and management of UK Chinese organisations as well as their relationships with central government and local authorities. This study will summarise the needs of CCOs in London for central government, local authorities and other public service providers. In this way, effective programmes can be developed to enhance the capacity of these organisations.

Research Objectives

1. To identify the types of London CCOs and their objectives.
2. To analyse the types of services provided by these organisations.
3. To assess the needs of London CCOs in terms of finance, human

resources, management, and the use of information technology.

4. To explore the attitudes of these organisations towards central government and local authorities' race equality policies.
5. To make recommendations on what should be done in order to enhance the capacity and contributions of UK CCOs.

Note 1

The research team benefited from Chinese community leaders' comments on research design and report writing. The community worker quoted here has been serving the Chinese community for many years and had a lot of contacts with various types of Chinese organisations.

Note 2

The aims of the Active Community Unit are to 'promote voluntary and community activity' and 'support a healthy and cost effective voluntary sector' (Active Community Unit, 2002).