

MAPPING OF ADVISORY PROVISION FOR
REFUGEES, ASYLUM SEEKERS AND
MIGRANT COMMUNITIES IN LONDON
BOROUGH OF EALING
JANUARY 2009

PRODUCED BY EALING ADVICE FORUM

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1. Executive Summary

The Ealing Advice Forum (EAF) carried out this much-needed mapping in the summer of 2008. Based on previous research, it was clear that provision of legal support services to the BMER (Black, Minority Ethnic and Refugee) communities in the London Borough of Ealing (LBE) was patchy. The EAF wanted statistical evidence to reveal the true picture of provision. As such, a questionnaire was devised and sent out across Ealing to assess first-hand what provision existed and where the issues lay. 18 responses were received. Of the respondents, 13 were generalist legal advisors and 5 were tailored for specific ethnic groups.

This study was then followed up by a telephone survey, which analysed how many legal service providers from the statutory sector had had to turn away clients.

The study also draws on minuted discussions in Ealing Advice Forum over the past 2 years and gains by drawing on earlier needs assessments and other work done in Ealing, detailed later in the report.

Generic Findings

In this mapping exercise, the key generic findings included:

The BMER Population

- On average across the LBE, there is at least a 40% population of BMER. In some wards this rises to as high as 80% (for example the ward of Southall has 83% of its population from non-White background – please see the appendix page 27 for further details).

Support

- The key areas where legal support and general advice are offered are welfare benefits, housing, employment, community care, debt and education. Specific to the needs of migrants and refugees is the provision of advice on immigration and nationality.
- There is a significant unmet need in providing clear access channels to general help advice services for refugee and migrant communities, particularly on issues associated with communities being unfamiliar with life in the UK. This further marginalises these communities and hinders integration.
- Meeting demand for legal services and general advice is hindered by inadequate signposting and referral, a lack of advocacy and representation, and poor counselling in a culturally sensitive manner.

- There is a need for outreach workers to linkup with local community organisations, to bridge relations with statutory and private service providers, using appropriate signposting and referral systems to meet the needs of the BMER population.

Provision

- There are a number of different types of offering legal support and advice. Volunteers play a significant role in legal support and advice provision for the BMER population.
- Training levels vary but overall are of a very high level.
- The majority of respondents had accredited quality standards, indicating a strong sector that runs in an effective manner.
- Community-based organisations (with volunteers and limited professional staff) have had great success in reaching out to the wider community and those ‘hard to engage.’
- Larger generalist organisations offer a standard Monday-Friday appointments-based system; whereas community-based organisations offer a more flexible service involving outreach, telephone advice, home visits, weekend visiting service, out of hours and client specific services.
- Community-based organisations are also able to offer the much-needed support in the areas of accompanying visitors or clients attending police stations, detention centres, accompanying client to Home Office meeting, hospitals etc.
- Further studies and minuted discussions by the Ealing Advice Forum indicated a number of training needs of some smaller members including on organisational and quality standards for advice, attention to confidentiality & conflicts of interest, funding (including funding for advice services etc).

Specific Funding Needed

- An acute problem is the lack of accessible, affordable and reliable interpreting services across the borough. Respondents identified that particular community languages, interpretation, advocacy and culturally sensitive support enable these communities to be better informed about local services and wider support available as they take first steps towards integration and while they learn adequate English to function independently.
- There is a serious gap in individual access to funds for legal advice. Because of cuts in funding, legal aid is not always available and some refugees are being turned away from services that rely on legal aid for their finances. It is no longer cost effective for some

advice service organisations or private practice solicitor firms to carry out this work.

- **There is strong need to fund specialist and single community-based organisations - this research has shown that there is a particular identified need facing these organisations and the clients they serve.**

Networking

- The respondents in our survey reported high levels of connectivity with other agencies demonstrating a sector rich in bridging social capital in Ealing.

The Local Authority

- The Local Authority has a significant role in commissioning groups to provide services. However, Ealing Council has twice in the past two years put the commissioning of legal advisory services for BME communities “temporarily” on hold.
- There is a great deal of uncertainty across advice and legal services in the Borough with regards the future provision of legal advisory services for BME communities in LBE. The retention and sustainability of advice provision in Ealing by these agencies is fragile due to the uncertainty of their funding status, difficulty planning, retaining good quality staff on short contracts etc.

Opening Up Channels of Communication

- All statutory services across the Borough should have the opportunity to be more aware about particular specialist issues facing refugee and migrant communities as an integral part of wider BME groups and the whole population of Ealing Borough.
- There is a very strong and often repeated need for an effective Ealing Advice Forum to maintain connectivity and rapid communication amongst the local advice agencies in Ealing.
- There needs to be improved assisted referral arrangements which can be facilitated by Ealing Advice Forum and involve voluntary, statutory and private bodies.
- There needs to be an increase in links and relations with the LBE Grant Unit, the external funding team and other statutory and local relevant providers.
- The increasing demands on community-based organisations to participate and contribute to local, new and emerging initiative in the Borough and across West London strains the limited and decreasing capacity of community based organization which are often asked to participate, get involved and influence policy and practice across many fields in Ealing but without additional resources which would free up

necessary leader-time. Appropriate and reasonable methods and demands need to be identified and explored to ensure effective participation from all service providers across the borough is possible, irrespective of their size and capacity.

2. Ealing Borough Profiles of Legal Advisory Services – An Introduction

2.1 Overview

The purpose of this research and mapping is to reveal the true picture of legal advice needs of refugee/migrant communities and the current changing landscape of diminishing provision in LBE with a view to informing the thinking of local decision makers.

Ealing Advice Forum initiated the research and mapping following a consultation meeting held on Wednesday 10 June 2008 with LBE Grants Unit and a second meeting held in private on 25th June concerning the proposal of the commissioning of legal advisory services for refugees, asylum seekers and migrant communities in LBE.

Ealing Advice Forum took the decision to undertake this research and mapping to identify specific provision currently available/targeted for this section of the community at its meeting held on 9th July 2008.

We hope that the findings of the research will be carefully examined by the LBE Grant Unit and local decision makers to ensure that any funding made available through the commissioning process is made available in an effective, targeted and fair manner to meet the complex legal advisory needs of refugees, asylum seekers and migrant communities in LBE to ensure their cohesive integration within the fabric of British society.

The **methodology** used for the research involved posting and emailing a questionnaire, devised by Ealing Advice Forum, to all 115 organisations/agencies in its mailing list. Of these, approximately 100 are Ealing-based and 15 are based in neighbouring boroughs and providing services in Ealing. 90 represented the community and voluntary sector (including migrant and refugee community organisations, asylum seeker and faith groups), 15 represented second tier organisations and 10 from statutory agencies.

EAF discussed interim findings at meetings in September and December 2008.

In addition, 37 solicitors in Ealing were contacted and 24 replied, as an add-on to the original study. The purpose of this was to analyse and understand whether solicitors had to turn clients away and if so, why. All replies were collated and analysed and

the findings of this research will be circulated in full to all members of the Ealing Advice Forum, 70 councillors of LBE and to LBE's Grants Unit in early 2009 for further discussion.

Valuable information and lessons were also gained from previous research conducted through Ealing CLSP – the conclusions of which are noted below. Copies of this research are available by contacting EAF via CAIA. In addition, minuted discussions of formal EAF meetings have been a valuable record of needs and emerging issues over the past 2 years and more.

2.2 Borough Profiles

People

The borough of Ealing has a population of around 300,000. This grew rapidly, by 17 per cent, in the decade 1991–2001, in line with the growth of London's population as a whole, giving the borough a high-density level that reaches twice the London average in some wards.

This growth is high by historical standards as well as by comparison with the rest of the country, which has grown at only half that rate over the same period. This rate of growth puts strains on the borough's communities, increasing demand for housing, employment, community facilities and public services. This demand is not expected to abate, but rather to intensify as population growth continues.

The borough is diverse. Over 40 per cent of the population are from black and minority ethnic communities, with 25 per cent describing their ethnicity as Asian or Asian British. At ward level, ethnic diversity varies from over 80 per cent black and minority ethnic residents in Southall to less than 20 per cent in Southfield. Ealing also has the largest Sikh community in London and a large Muslim community. Services therefore need to reflect this diversity.

This population is densely packed at 55 people per hectare compared with 45 people per hectare for London as a whole and around 13 for the rest of the country. However, it is not homogenous. In excess of 40 per cent of residents are from black

and minority ethnic communities, compared to a London average of 28 per cent and a national average of 8 per cent. It is also home to over 1,000 asylum seekers receiving assistance. However, there are significant challenges in measuring the total population of refugees and asylum seekers, which means the actual population of this group is likely to be much higher.

Population profile*

- 301,800 residents in mid-2005
- 3rd largest London borough in terms of population
- Ealing's population growth is well above the London and England averages of 7% and 3.6% over the same period (1991–2001).
- Projections suggest that by 2028 population could be 320,000
- 41% of Ealing's people belong to black or minority ethnic groups.

*LONDON BOROUGH OF EALING LOCAL INFORMATION

Source: State of Ealing Summary report 2006. Profiles of Ealing Borough: (http://www.ealing.gov.uk/services/council/facts_and_figures/profiles_of_Ealing_borough/)

More information about LBE cultural diversity and local profile can be found in the in Appendix. 1 – Page 16–19

2.3 Borough Mapping of Legal Advisory Services

Previous research conducted through Ealing CLSP noted the limited level of advice provision at the general advice level, the over-reliance on one single, large, not-for-profit organisation and a handful of small organisations, and particularly the lack of a generalist advice provider in central Ealing. Moreover, a common pattern emerged for specialist types of advice; the bulk of provision is in the southern third of the borough. The needs analysis, conducted by the LSC as part of the Ealing CLSP strategic plan, had indicated higher needs for advice than previously known. This was especially the case in Southall, Acton and Northolt although provision in Southall is relatively extensive. At the time, as a result, the Partnership sought to address these matters by augmenting its general advice provision. Moreover, it intended to set all advice provision against a framework of Quality Marked providers linked in to a centrally organised and monitored referral network.

Local Context:

Ealing is a large and diverse borough combining areas of relative affluence with areas of high deprivation and social exclusion in close proximity. It has a high ethnic minority population consisting of a combination of long established Asian and African Caribbean and other communities, as well as large numbers of refugees and asylum seekers. The Borough is also home to a mental health regional secure unit. The central, eastern and western districts of the Borough are characterised by fairly large and well-defined town centres, with good transport links. The north of the Borough, however, has smaller, dispersed centres, some with relatively poor public transport access to the town centres in the south of the Borough.

Ealing Council is fundamentally reviewing some aspects of service provision in the context of the national modernisation agenda, which could have an important impact on the future provision of advice in the Borough. LBE has commissioned some areas of the voluntary sector but has twice in the past two years “temporarily” put the commissioning of legal advisory services for BMER communities on hold. The reason for the most recent suspension has been the follow up processes after the judicial review from the challenge of Southall Black Sisters. There is now a great deal of uncertainty with regards the future provision of legal advisory services for BMER communities in LBE.

3. Findings

3.1 Mapping of Legal Advisory Services

18 providers participated in the mapping exercise. The exercise identified what legal advice services are provided in the LBE, who the services are targeted at, and how these are delivered and who by, i.e. paid staff and/or volunteers and the level of accessibility.

Summary Statistics:

- 16 advice centres and 2 departments within LBE responded to the mapping of legal advisory services in Ealing.
- 8 of these responses were from BMER advice centres, 6 from generalist advice centres, 1 older people's advice centre and 1 disabled persons' advice centre.

A range of advice service areas are covered

- Community Care
- Debt
- Disability Discrimination
- Domestic Violence
- Education & Employment
- Employment
- Family
- Health
- Housing & homelessness advice:
- Human Rights & Nationality
- Immigration
- Race
- Discrimination
- Welfare benefits

The exercise further identified what quality assurance standard agencies have in place. Additionally groups were asked which networks or membership bodies they partner with both for support and in terms of referral arrangements.

3.2 Client Groups

A range of diverse client groups are served by providers in the LBE. Of that range, 5 organisations reported that they target their services directly to specific minority ethnic communities, as listed in the table below:

Armenian	1
Middle Eastern	1
Bosnians, Serbo, Croats, Kosovars	1
Farsi speaking (Iranians, Afghans, Kurds)	1
Somali	1

N.B. 2 of these also included clients from outside of Ealing and may draw down funding from sources outside Ealing. This raises the issue that those living in neighbouring boroughs will also be affected by changes in Ealing, but that reduction in funding in Ealing may result in a 'reverse multiplier effect' where Ealing residents currently gain additional services which can be provided because other funders are involved, but where losing Ealing-based funding may result in losing other sources of funding too.

3.3 Advice Service Areas

Of the 18 organisations/service providers participating in the survey, the following range of legal advice service areas are provided within LBE:

Service Area	Number of providers	%
Welfare Benefits	15	83.3
Housing	14	77.7
Employment	8	44.4
Community Care	8	44.4
Debt	7	38.8
Education	7	38.8
Immigration	6	33.3
Homelessness	3	16.6
Domestic Violence	2	11.1
Health	2	11.1
Disability Discrimination	2	11.1
Family	2	11.1
Human Rights & Nationality	2	11.1
Advice services for women	2	11.1
Advice services specifically for disabled people	3	11.1
Advice services specifically for older people	2	11.1
Specialist legal advice services	2	11.1
Race Discrimination	1	5.55

From this, it is clear that welfare benefits, housing, employment, community care, debt and education are the areas of highest generic provision. Immigration, human rights and nationality are areas of advice of special relevance to asylum-seekers, refugees, and migrants. In addition, there is higher proportion of disability amongst BME groups generally, and refugees in particular than amongst the general population, so disability discrimination and advice services specifically for disabled people are also highly relevant to refugees and BME groups. Overall, these findings indicate that provision is broad. This diversity is one of a number of positive findings of this study. However, a point to note is that there is little in the way of direct or specific support for those from the BME population. Advice about cases of race discrimination for example is only provided by a single organisation.

3.4 Community Languages Available

Local advice providers were asked about the varied languages they offered their advice service in and translation/interpretation services that they were able to offer local people.

All 18 organisations responding currently on the database reported that they provide translation/interpretation services or have access to them (note – this may be only a partial picture since it has been impossible to analyse all responses to this question as some of the answers were not comprehensive). Between them, providers could interpret or access 36 languages. The languages (by numbers of providers reporting them) were as follows:

Somalia	8	Armenian	1
Urdu	8	Assyrian	1
Arabic	7	Bosnian	1
Punjabi	7	Czech	1
Hindi	6	Dutch	1
Gujarati	5	German	1
French	4	Ghanaian	1
Farsi	3	Italian	1
Polish	3	Japanese	1
Albanian	2	Kurdish	1
Bengali	2	Marathi	1
Croatian	2	Nigerian	1
Portuguese	2	Pashto	1
Russian	2	Persian	1
Serbian	2	Singhalese	1
Spanish	2	Slovak	1
Swahili	2	Tamil	1
Afghani	1	Turkish	1
		Total	87

Of these, over half are languages closely associated with refugee populations. All the languages listed may be spoken by refugee populations, sometimes, as with Dutch, as a ‘lingua franca’ learned after arriving in Europe. Others, such as French, are spoken as a second or third language, for example for refugees from Central Africa. From this extensive list, it is quite clear that there are many language skills available in the borough. It should be noted that much of the translation offered in this study was done so in a voluntary capacity.

It is interesting to calculate a notional value for the interpreting provided voluntarily and/or without additional cost by staff and volunteers of existing legal and advice organisations in Ealing. A crude calculation of the value of this would put a very high figure on this in-kind donation/contribution to Ealing’s social capital:

$$87^1 \times 48 \text{ weeks}^2 \times \text{£}25 \text{ p.h.}^3 = \text{£}100,000 \text{ p.a.}$$

This calculation is modest of the value but does serve to highlight the value of volunteering in this sector.

1. Number of incidences (in this study) of language spoken from table above
2. Working year – offering services once a week
3. Cost of translating per hour (minimum)

3.5 Identifying Key Provision/Gaps in Provision to Serve the Needs of Refugee/Migrant Communities

The findings below show certain specialist features of organisations that are serving the communities. Outlined below are some of the common themes identified from the responses received. (Please note, further details of the specific needs of individual communities have been appended).

Legal Advice

Just under a third of respondents identified case-work and representation at legal advice where refugee and migrant clients have no access to public funds as a key need/gap. This proves the need for free legal help, as Legal Aid is increasingly not available as the legal help budget being reduced. These cuts in legal aid deny people who need it access to good quality free legal advice. This finding is backed up from direct input from Ealing solicitors who were contacted for their response when the issue emerged from the initial questionnaire.

1. It is no longer cost effective for some advice service organisations or private practice solicitor firms to carry out this work.
2. These responses show that many of the clients from the communities have approached solicitors and been turned away. (This was explored as an additional part of our research. See p12 below).

Overall, given this reduction of legal aid, and in funding for generalist and specialist advice services, and with the present economic crisis in the UK likely to raise demand, many individuals from migrant or refugee backgrounds will need the service of local advice agencies. This has proved problematic for these clients, if they have no recourse to public funds to meet their specific needs.

General Help

- A core need identified by respondents has been the lack of access to general help advice services for refugee and migrant communities. Gaps identified include addressing the basic needs of refugees in accessing advice on welfare benefits, housing, immigration, debt and employment. Also, respondents expressed that these difficulties were compounded by the issues associated with communities being unfamiliar with life in the UK. This marginalises these communities and prevents the pace of their integration within wider society.

Respondents also identified:

- Problems with signposting to other appropriate and responsive statutory service providers, advocacy and representation, and counselling in a culturally sensitive manner. This may be because there is a lack of culturally sensitive provision and may demonstrate some of the anxieties of mainstream providers.
- Respondents felt that there was insufficient independent outreach work to link up local community organisations and clients with statutory and private service providers. The area has historically and recently witnessed a high influx of BME & refugee and European communities, which needs to be targeted using appropriate signposting and referral systems as well.
- Another issue identified was the lack of information about refugee and migrants' legal rights, where to access help, and a lack of eligibility for particular advice areas. Three quarters of the respondents identified a gap and need for support in this area.
- A further acute problem is the lack of accessible interpretation services across the borough (despite the high levels available in section 1.3). Respondents identified that particular community languages, interpretation, advocacy and culturally sensitive support enable these communities to be better informed about local services and wider support available.
- Particular specialist issues facing these refugee and migrant communities should be made more aware across all statutory services. **This highlights the need for funding single community based organisations. The results of this research have proved that there is a particular identified need facing these organisations and the clients they serve.**

For further detail of the gaps identified from the respondents please refer to the appendices.

3.6. Statutory Agencies and the Turning Away of Clients

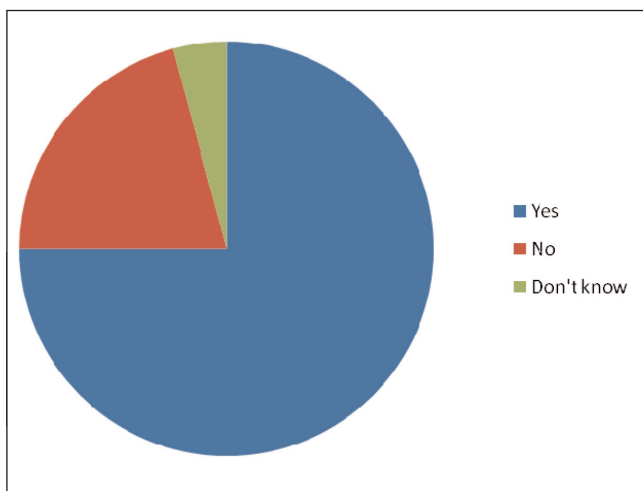
The EAF extended the methodology in response to issues emerging from the questionnaire, taking up a further level of study to analyse if clients were being turned away from legal services providers in London Borough of Ealing. The majority of these providers were from the statutory sector with 2 representatives from the not-for-profit sector. The EAF wished to explore if BME and/or refugee clients were being turned away and if so why and how many – thereby offering a richer understanding of what provision is, and is not, available.

The EAF holds a comprehensive database of all legal service providers in the area (including a few based in neighbouring boroughs that are willing to support Ealing residents if and when they have sufficient resources). Of these 37 organisations contacts in the extended research, 24 chose to take part in the study.

Results were as follows:

Question 1. Have you had to turn clients away?

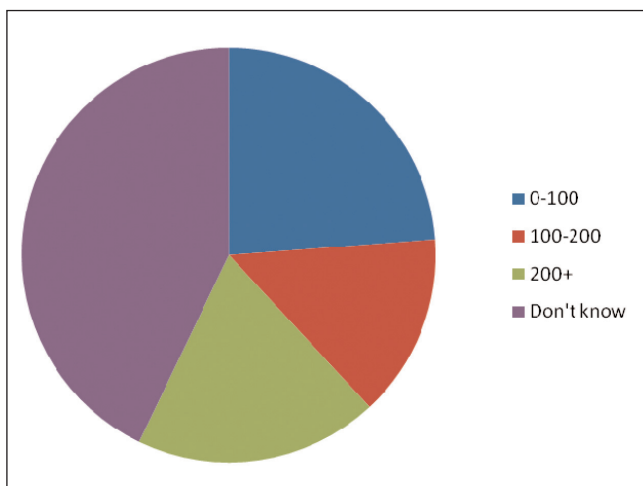
Refusing Clients



A significant majority (18) of the respondents stated that they had had to turn clients away. 5 stated they had not had to do so and 1 did not know.

Question 2 asked those who had refused clients to offer an approximate number of refusals. These were as follows:

Number of clients refused



This pie chart demonstrates that a significant number of clients had been turned away over the past year, ranging for a few per month to many hundreds over the year. As indicated below, the reasons for this are diverse but it is quite clear that many clients are not able to access support from their first application for support.

Question 3 explored the reasons behind this refusal. The table below highlights the results:

Main concern	Number of respondents
Clients' needs outside practice area	16
Solicitors working to full capacity	6
Clients did/ would not qualify for legal aid	5

This would suggest that many of the statutory agencies have limited geographical practice areas and only offer advice in specific locations. It also highlights that many of the statutory agencies are working to full capacity, with 6 solicitors admitting to being over-worked and having to turn away clients because they do not have time for them. The limitations of Legal Aid also arose as an issue here, in correlation with the comments above on page 13.

3.7. Other Issues

From discussions amongst members, Ealing Advice Forum identifies a number of training needs. It was decided that this emerging finding should also be followed up directly, and the Ealing Advice Forum carried out a Training Needs Analysis of its members in 2008, with the main aim of prioritising training requirements. The top 4 listed topics that received the overall highest score were:

- Organisational and quality standards for advice
- Confidentiality
- Conflicts of interest
- Funding including funding for advice and services

Thereby demonstrating a further need for organised training to improve the skills and raise standards of advice delivery in the borough through the provision of legal knowledge and advice management training.

4. Opportunities for Networking and Partnership

4.1. Partnerships with Other Local Networks

National Advice Network member	No.	%
Advice UK member / advice giving federation or umbrella body?		
Advice UK Member	9	50
JCWI	2	11.1
Advice UK applicant	1	5.55
BASIS	1	5.55
British Institute of Human Rights	1 (membership applicant)	5.55
Community Legal Service partnership	1	5.55
National Association of Welfare Rights Advisers	1	5.55
National Association of Financial Assessment Officers	1	5.55
London Welfare Rights Officers Group	1	5.55
Discrimination Law Association	1	5.55
ILPA.	1	5.55
Law Society (Solicitor's Regulation Authority)	1	5.55
London Advice Services Alliance	1	5.55
ROTA	1	5.55
Women's Aid	1	5.55

Of the 18 respondents to the questionnaire, 17 were affiliated to a recognised advice quality assurance body, highlighting that there is strong support available which respondents make good use of.

4.2 Partnerships / Collaborative Working with Other Local Networks

Local Advice Network member	No.	%
Ealing Advice Forum	14	77.7
Ealing Refugee Forum	5	27.7
Ealing Community Network	5	27.7
Evelyn Oldfield Unit	2	11.1
Southall Community Alliance	2	11.1
Association of Charitable Foundations	1	5.55
Age Concern London	1	5.55
BAN	1	5.55
BRAVA	1	5.55
Brent Refugee Forum	1	5.55
Carers Partnership Board	1	5.55
Disability Connect	1	5.55
Ealing Domestic Violence Task Group	1	5.55
Ealing Racial Equality Council	1	5.55
ECVS	1	5.55
Hammersmith and Fulham Refugee Forum	1	5.55
LBE's Housing Benefit Voluntary Sector Liaison group	1	5.55
Older People Partnership Board	1	5.55
Older Peoples Forum	1	5.55

All respondents were linked up to Ealing Advice Forum, plus other local advice networks for quality assurance and support such as Ealing Refugee Forum, Ealing Community Empowerment Network and others.

The Ealing Advice Forum emerged very strongly from this study (although it should be noted that respondents were invited to take part from the Ealing Advice Forum database). This table demonstrates that the respondents are very well connected with a number of networks, statutory providers and second tier organisations. There is a significant amount of collaborative working taking place. In addition, when data from the Ealing Advice Forum is reviewed, it can be seen that 43 organisations took part in the meetings over the last year (2008), with 34 representing the CVS and the rest from the statutory sector or second tier organisations⁴.

This demonstrates a strong and valuable ability to create partnerships and networking and ultimately, strength of organisations, which gains from stability and contributes to good referral, up to date knowledge of changing needs and services etc.

⁴ EAF Activities Report 2007-2008

5. Infrastructure

5.1 Current Staff and Volunteer Details

Responses show that there legal and advice organisations in Ealing have limited capacity given the nature of the type of organisation and their present funding status which is often fragile and insecure, reducing the potential to make best use of previous investments, or invest further in staff, services, materials etc. This need to survive and continue providing services, which the organisations aim to provide, is protected through using a mix of volunteers and full and part-time paid employees.

Staffing:

- * 15 advice centres use a mix of full, part time staff and volunteers
- * 3 advice agencies are volunteer-led only

Staff/volunteer status	No. of organisations	Type of organisation	%
F/T and P/T (incl. Volunteers)	8	(8 BMER orgs only)	44.4
Full time staff only (incl. Volunteers)	7	(4 generalist, 2 disabled people, 1 older people)	38.8
Volunteer-led only	3	(1 BMER, 2 generalist)	16.6

Of the 18 respondents, many use volunteers, with 3 being led by volunteers only. The pressure of this must not be understated. Quality advice is very demanding on volunteers – on both their time and from increasing their knowledge. This level of support through volunteers is really extraordinary. Volunteers are also able to take on some non-advice work to free up time for specialist and qualified advisers, but volunteers still need full management and supervision, especially if providing advice or services direct to the public and thus management time must still be adequately resourced to make best use of volunteers.

In addition, the retention and sustainability of the advice service of these agencies is fragile due to the uncertainty of their funding status. The restriction of funding both locally and regionally affects the overall quality of services that can be achieved or expected from these providers and threatens a loss of the value and return from previous investments.

5.2 Quality Standard Accreditation

The table below states the current quality standards achieved by legal advice giving agencies in Ealing.

Quality standard	No. of organisations	%
CLS QM General Help	4	22.2
CLS QM General Help with casework	9	50
No. of organisations Stating to having CLS QM	11	61.1%
OISC accreditation - (1 not stated at which level)	7	38.8%
• Level 1	2	11.1
• Level 2	2	11.1
• Level 3	2	11.1

These responses demonstrate a very high level of qualification and quality assurance with external scrutiny amongst the respondents, including organisations with volunteers. That 11 organisations have CLS QM is particularly notable.

5.3 Other Accredited Quality Standards

Quality standard	No. of organisations	%
Investors in People	4	22.2%
PQASSO Level 1	1	5.55%
LSC Specialist Quality Mark	1	5.55%
CRE Core Standards	1	5.55%
Matrix	1	5.55%

This table indicates that the respondents also have a high level of quality standard, demonstrating a strong sector with robust organisation.

5.4 Access, Service Delivery Methods and Issues

Due to the capacity and nature of these organisations and the advice sector climate they operate in, a range of methods of accessing advice services are used. From the responses, it was evident that the larger generalist organisations were able to offer a standard Monday-Friday open accessible appointments-based system. The smaller/specialist community-based organisations offered a more flexible and varied advice services including:

- Outreach
- Telephone advice support
- Home visits
- Weekend visiting service
- Out of hours support
- Client specific services.

The specialist advice provision was also highlighted in the areas of attending police stations, detention centres, accompanying client to Home office meeting, hospitals. It should also be noted that the representatives from the voluntary and community sector did raise some negatives: they feel restrained by being volunteers (limited time etc) and by limited resources.

6. Funding Strategy

6.1 Present Funding Arrangements

The table below represents the current funding position of the participating agencies.

Name of funder	No. of agencies	%
No. of organisations that responded to this question	17	94.4
London Borough of Ealing	8	44.4
Big Lottery Fund	3	16.6
Legal Services Commission Contract	2	11.1
London Councils	2 (1 not to be funded after 2008/09)	11.1
Other sources	2	11.1
City Bridge Trust	1	5.55
Commission for Equality and Human Rights	1 (1 org. states this is likely to continue)	5.55
Contributions made by the members and clients and others	1	5.55
Law for All	1	5.55
PCT	1	5.55
Current funding (2008/9)		

From these responses, it is evident that funding streams are diverse and not always local. Ealing benefits greatly from London-wide, or other sources. This indicates a 'multiplier' effect in which providing a degree of local funding to support Ealing organisations increases the likelihood that those organisations will in turn 'lever in' additional funding to provide services to Ealing residents from external sources. It should also be noted that the London Council is no longer funding legal or advice work based in Ealing and therefore there is a recently created gap in funding provision. CAIA, by way of example, lost funding from London Councils after 22 years. Funding, whether locally from Ealing, or externally from outside Ealing is changeable, but as long as organisations are adequately supported to enable them to continue some provision of services, there is a strong likelihood that they will be able to gain additional, often non-local funding in the future.

6.2 Other Relevant Information

Respondents were asked to comment on any other related issues of funding legal services advice in the borough. The following points were raised:

- There was serious concern over the future sustainability of local advice agencies;
- The Ealing Advice Forum was well supported, highly regarded and thought to be effective.
- There is a need to increase links and relations with the LBE Grant Unit, the external funding team and other statutory and local relevant providers such as the two BMER Fundraising Officers based at Acton Community Forum and Southall Community Alliance.
- The present demands made from local, new and emerging policy-initiatives, e.g. procurement, the LSP, scrutiny panels etc, places greater strain on the capacity and limitation of community-based organization to participate, get involved and influence. Constant demands to feed into consultations are also draining of agencies time, particularly as this is not an aspect of work that is funded. It places too much pressure on staffing and resources. Alternative methods need to be identified and explored to ensure effective participation from all service providers across the borough irrespective of their size and capacity.

7. Policy Recommendations

Drawing from this research, provisional policy conclusions and related recommendations can be made. These can and should be discussed in further depth at EAF meetings and between EAF members and LBE staff. Findings and related recommendations can be grouped as follows:

Strength, Diversity and Collaboration in the Ealing Legal and Advice Sector

- The strength and diversity of existing legal services provision should be protected and built upon.
- Decision-makers should recognise that this broad provision offers a good base for cross-borough support, meeting a wide array of needs.
- The delivery of services by a range of providers including smaller-scale projects that target vulnerable and excluded BMER communities must be implemented.
- There are many existent skills and knowledge on legal services in the borough. Volunteers are offering much of this. If this had a cost to the Council, it would be considerable. If this social capital was lost because of instability and interruptions in service provision, the loss would have a long-term impact.
- There needs to be recognition that the diverse providers of legal advisory services have consistently demonstrated effective working together through the work of Ealing Advice Forum. These services are able to work together for the benefit of both BMER and wider community within LBE. However, the uncertainty of the past 12 months has undermined groups that still exist who have struggled to survive in the face of diminishing resources.
- This mapping exercise is itself a positive example of an array of diverse legal service providers working together.
- The legal sector must not lose grassroots services to large, mainstream generic organisations with little understanding or experience of delivering specialised services in the local area.
- The borough is resource-rich and in an area where the BME face such challenges to lose an asset as powerful as this would surely be a great loss.

Value and Funding of Specialist and Single-Community Legal and Advice Services

- The mapping indicates the value of specialist and single-community groups providing legal and advisory services for residents in Ealing; the value of this support for diverse BME and refugee communities needs to be recognised.

- There is a strong need for adequate funding based on meeting the gaps and the types of service interventions that are most effective for BMER communities which often have difficulty access support through formal, appointment-based routes. The current fragile funding provision could lead to increased segregation, poverty and discrimination.
- This mapping indicates cost-effectiveness in the sector. However, community-based groups are being told that they are not cost-effective because of their size and specialism and therefore are effectively excluded from the commissioning process. This needs to be reviewed.
- LBE's non-profit legal advice sector has demonstrated through this report that the sector has specialist expertise. This must be recognized and funded accordingly.
- Funding that is made available through the commissioning process must be made done so in an effective, targeted and fair manner to meet the complex legal advisory needs of refugees, asylum seekers and migrant communities.
- The Local Authority must be consistent and regular in its funding. It needs to respond to the needs of the BMER community and those representing this community at a grassroots level.

Specific Issues

- There are high levels of language needs in the borough. This needs to be addressed in a more effective and joined-up manner.
- Volunteers' input should be recognized and rewarded, and necessary management time should be adequately resourced.
- There are further training needs for the voluntary sector as identified by a recent study by the Ealing Advice Forum including organisational needs, quality standards for advice, confidentiality and conflicts of interest and funding.
- An improved high quality referral system needs to be consolidated whereby all legal support agencies are kept informed about each other's projects and available services.
- Grassroots organisations have shown that the advice they are offering is diverse, organisations are robust and well networked but more than this, the localised level of support they offer is the conduit; the advocacy they offer is essential to the democratic life of Ealing.
- The EAF legal service's partnership protocol ought to be shared and used.

8. APPENDIX A

Advice Centres that Participated in the Research

1. Acton Homelessness
2. Age Concern Ealing
3. Alzheimer's Concern Ealing
4. Bosnia & Herzegovina Community Centre
5. Centre for Armenian Information & Advice (CAIA)
6. Community Benefits Team (Ealing Council Adult Services)
7. Ealing Council Housing Advice
8. Ealing Legal Centre
9. ECIL
10. EREC
11. HADEA
12. Havlock Family Centre
13. Iranian Association
14. Law for All
15. Migrant Advisory & Advocacy Service (MAAS)
16. MECMAC
17. Somali Women's Refugee Centre
18. Southall Black Sisters

APPENDIX B

London Borough of Ealing Local Information

Source: Ealing: An Introduction to the people and the place, by Corporate Research & Intelligence Team Performance & Scrutiny, Ealing Council. A description of the borough and its seven areas, summarising geography, population, local workforce, housing/households, diversity, deprivation, and health. Profiles of Ealing Borough: (http://www.ealing.gov.uk/services/council/facts_and_figures/profiles_of_ealing_borough/)

Cultural Diversity

Ealing's population is ethnically diverse, the third most diverse borough in London after Tower Hamlets and Hackney. In 2001, 41.3% of Ealing's residents were from black or minority ethnic groups³, compared to the London average of 29% and the England average of 9%. A further 14% are from White ethnic groups other than White British. Ealing's largest communities with a distinctive cultural identity are the Indian, Black African, Pakistani and Black Caribbean communities. Ealing also has a significant proportion of people belonging to other non-British white ethnic groups, including Irish and others originating mainly from English-speaking countries, such as Australia and New Zealand and from Eastern Europe. Ealing has a well-established Polish community, which is the largest in the UK. In common with other London boroughs, there are growing communities of migrants who are refugees or seeking asylum.

Two thirds of Ealing residents were born in Britain or Ireland. Of the remainder, 3% were born in other EU countries⁴ and 31% elsewhere in the world. After England, more Ealing residents were born in India (20,500), the Republic of Ireland (10,200), Kenya (5,400), Pakistan (5,300), Scotland (4,400), Sri Lanka (4,200) and Poland (3,700) than any other individual country in the world.

³ All ethnic groups other than White British, White Irish or White Other. By 2003/04 the proportion of Ealing's working age population who are not white had risen to 46% (annual Labour Force Survey).
⁴ EU15, as constituted on Census Day, 29 April 2001.

Ealing's Seven Areas

A summary of each of the 7 areas within Ealing can be found below. A statistical summary can be found in the appendix.

ACTON Diversity

As with the rest of Ealing, Acton is ethnically diverse. 43% of the population belong to an ethnic group other than White British in comparison to the average for Ealing of 51%. The proportion of people from other white ethnic groups and black ethnic groups living in Acton are higher than the average for the borough (15% compared to 9%, 11% compared to 9% respectively), whereas there is a lower proportion of Asian ethnic groups living in Acton in comparison to Ealing as a whole (10% in comparison to the average of 25% for Ealing).

Deprivation

In terms of deprivation, areas within South and East Acton, which feature highly in the 2004 Indices of Deprivation. With regards to multiple deprivation, there are 5 areas in the Acton area, which feature within the top 20% most deprived in England. With regards to the measures for income deprivation, barriers to housing and services and crime, there are areas within Acton which features within the top 5% most deprived in England.

EALING Diversity

Over 76% of the area's population belong to White ethnic groups, predominantly White British (57%) but also a significant proportion of people from other White ethnic groups (14%). The proportion of Asian and Black ethnic groups living in the Ealing area is lower than average for the borough.

Deprivation

In terms of multiple deprivation, there are just two areas within the Ealing area (in the ward of Cleveland), which feature within the top 20% most deprived in England⁹. With regards to measures around income deprivation and barriers to housing and services, there are areas with Cleveland which feature within the top 5% most deprived in the country. The deprivation measures for crime and the quality of the living environment indicate there are areas within Ealing Broadway, which feature within the top 5% most deprived in England.

GREENFORD Diversity

The ethnic diversity of Greenford is also quite similar to that of the borough overall, but with higher

proportions of people from other Asian, black Caribbean, and Irish ethnic groups.

Deprivation

According to the 2004 Indices of Deprivation, there are no areas within Greenford, which fall within the top 20% most deprived in terms of multiple deprivation. However, with regards to barrier to housing and services there are some areas, which fall within the 5% most deprived in England.

HANWELL

Diversity

In terms of the ethnic diversity of Hanwell, there are a higher proportion of white ethnic groups than the average for the borough, 57% of the population are White British compared to 45% for the borough and 8% being Irish, compared to 5% for Ealing. There is a lower proportion of Asian ethnic groups in Hanwell (11% compare to 25% for Ealing), but higher proportions of mixed and black ethnic groups.

Deprivation

In terms of multiple deprivation there is one area within the ward of Elthorne (in West Ealing) which features within the top 20% most deprived areas in England. When the different measures of deprivation are considered individually, income deprivation, especially income deprivation affecting children is more prevalent, with 6 areas in Hanwell appearing within the top 20% most deprived in England (3 within the top 10% most deprived). 5 areas within Hanwell (the western part of Hobbayne ward and the eastern part of Ethorne ward – west Ealing) appear within the top 20% most deprived in terms of crime.

NORTHOLT

Diversity

The profile of Northolt's ethnic diversity closely reflects that of London rather than the average for Ealing with 68% of the population belonging to white ethnic groups compared to 59% for Ealing. 14% of Northolt's population belong to Asian ethnic groups compared to 25% across Ealing, 11% belong to black ethnic groups compared to 9% across Ealing.

Deprivation

In terms of multiple deprivation there are eight areas within the wards of Northolt Mandeville and Northolt West End, which feature within the top

20% most deprived areas in England. When the different measures of deprivation are considered individually, income deprivation, especially income deprivation affecting children, barriers to housing and services, crime and quality of living environment all show that areas within Northolt are within the top 5 and 10% most deprived in the country.

PERIVALE

Diversity

In terms of Perivale's ethnic profile, a lower proportion of the population are from white ethnic groups compared to the borough average (52% compared to 59%). However, 30% of the population are from Asian ethnic groups (compared to 25% for Ealing) and there are also slightly higher proportions of black, mixed and Chinese ethnic groups.

Deprivation

In terms of multiple deprivation, none of the areas within Perivale appear within the top 20% most deprived in the country. However, when the measures of deprivation are considered individually, 5 areas are within the top 20% most deprived in the country, in terms of barriers to housing and services.

SOUTHALL

Diversity

In terms of ethnicity, Southall is the most ethnically diverse area in Ealing, with 83% of the population belonging to ethnic groups other than white British. 63% of the population belong to Asian ethnic groups with 47% being Indian.

Deprivation

In terms of multiple deprivation, 13 areas within the wards of Norwood Green, Dormers Wells, Southall Broadway and Southall Green feature within the top 20% most deprived areas in England. If the measures of deprivation are considered individually, areas within Southall appear within the top 5% most deprived in the country in terms of income deprivation, crime and barriers to housing and services.

APPENDIX C

The Audit Commission; Ealing – Area Profiles

Safer and Stronger Communities, Ealing Council Website

Indicator	Chosen Area	Area Data Covers	Value	
The percentage of residents who think that people being attacked because of their skin colour, ethnic origin or religion is a very big or fairly big problem in their local area	Ealing	London Borough of Ealing	42.18%	More

APPENDIX D

Benefit Statistics

16,000 benefit claimants in Ealing have dependent children- the highest in West London and 5th highest in London

Low Income

The proportion of children in low income families has risen- in 2004 28% of areas in Ealing were in the top 20 most deprived areas in England, in 2007 this had risen to 37% Over 50% of residents in Dormers Wells Ward are income deprived In Northolt Mandeville and South Acton wards 75% of children live in income deprived households Southall Broadway and Norwood Green wards are among the 1% most deprived areas in England for income deprivation among older people

Health

Ealing is 13th highest in London in terms of child obesity (11.8%) Norwood Green ward is among the 5% most health deprived wards in England In 2007 Ealing had the highest number of registered patients in London who previous address was overseas

Education

Ealing has the highest number of ESOL need pupils in West London and 3rd highest in London. The 3 most overall deprived areas in Ealing are Dormers Wells, Northolt West End and Northolt Mandeville Wards.

Poverty

Norwood Green ward is among the 2% most deprived wards in England for employment deprivation

Other

In 2007 Ealing also had the highest number in London for new A8 national insurance registrations by migrants from new EU accession countries

Source: Change Up Plan, Ealing CVS

APPENDIX E

EALING ADVICE FORUM BMER ADVICE MAPPING QUESTIONNAIRE
Name, Address & contact details of your organisation
Who is your advisory service targeted for? (E.g specific community, age group, gender)
Operational days, hours and location of legal advice provided by your organisation?
Do you employ any Advisers? (If yes, Please state number and hours they are full or part time)
Number of volunteers helping deliver legal advice service?
Apart from English what other community languages do your staff/caseworkers/volunteers speak?
Does your organisation have any relevant quality standards regarding such as CLS Quality Mark. (If so please state what level)
What areas of social welfare law do you give advice in? (eg welfare benefits, housing, education, community care, employment, debt)
Does your organisation have exemption from OISC to provide Immigration advice? If yes, Please state what level?
Does your organisation have Professional indemnity insurance?
What is the track record of your record of the legal advice provide by your organisation? (How many years? How many clients from Refugee/migrant communities annually)
What are the gaps/needs of Refugee/migrant communities in your experience?
How is the legal advice services provided by your organisation currently (2008/9) being funded? (Is this likely to continue in 2009/10?)
Are you a member of Advice UK or a similar advice giving federation or umbrella body? If yes, Please state which one/s?
Are you a member of any local networks (Ealing Advice Forum, Ealing Refuge Forum, ECN, etc?)
Please list what other local stakeholders to you work with/cooperate/make referrals in delivering your service (e.g. Law for All, solicitors, DWP, Job Centre Plus, HPU, etc.
How do you ensure that all members of your community have access to your service (e.g. disabled, LGBT, different tribal groups, etc)
Please add any other information about your service, which you consider relevant to this mapping exercise.

E-copies of above questionnaire available on request. Telephone 0208 992 4621

Please complete and return by noon 9th August 2008 to:
EAF, c/o CAIA, 105a Mill Hill Road, Acton, London W3 8JF