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***Raising the
Standard
An Evaluation of
Progress***





LEEDS METROPOLITAN UNIVERSITY

RAISING THE STANDARD

An Evaluation of Progress

***A report for Sporting Equals by the
Centre for Leisure and Sport Research,
Leeds Metropolitan University***



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Neil Sterio/York City Council

Executive Summary

Sporting Equals commissioned the Centre for Leisure and Sport Research to examine racial equality in sport. The project has been concerned with the structures of sports organisations rather than people participating in the sports themselves. The report draws on the findings of two projects that examined the stage reached by national sports organisations in their implementation of policies designed to secure racial equality. Wherever possible progress is assessed by comparison with an earlier study conducted by Sporting Equals in 1999. The particular focus is on the process of implementing the good practice identified in the Standard for Achieving Racial Equality in Sport.

The research was carried out in 2002 and conducted in three phases. In the first a postal questionnaire was sent to all national sports organisations being grant aided by Sport England (67), and documentary evidence was reviewed. The second phase involved in-depth interviews with 13 representatives of six national sports organisations which we had selected to represent different types and scale of organisation, with different participation profiles in their sport, and with different experiences of adopting the Charter and the Standard. The third phase came in a second, but directly related, project to assess how far principles of the Standard extend from the core of the national bodies to other levels of the running of sport. This involved telephone interviews with a further 24 representatives.

Headline points

- There is now a greater recognition of the importance of policies for racial equality within sport. However, this is still not a high priority, losing out in the face of competing demands and being vulnerable to staff changes.
- Basic messages have not yet spread far beyond the core of the national sports organisations – regions, districts, counties, clubs are not well informed.
- Most sports organisations welcome the challenge of the Standard and its levels, others find the generic template unnecessarily restrictive (trapping rather than facilitating).
- The majority find Sporting Equals staff helpful and supportive in pressing for progress, but a few consider them inflexible.
- Most feel the whole area is under resourced, particularly in human/staff terms.
- Organisations feel the need for external help, advice and support.

Survey findings from the core of national sports organisations

Formal Equity Policies:

Most (87%) sports organisations surveyed have equity policies and the remainder are in the development stage of creating policies. Progress from 1999 is evident in the fact that two thirds of those that now have policies also have action plans (though this still leaves 44% of respondents without one).

Racial Equality Training:

Relatively few have compulsory requirements for paid staff (and even less for honorary officers) to attend training in racial equality, which is an issue if they are to take forward initiatives in this area. The training and support of volunteers generally is vital to translating policy into local practice.

Ethnic Monitoring and Representation:

The majority either indicated that they have no paid staff from minority ethnic populations, or simply did not respond to this question. In addition, there is a very small (or nil) percentage of coaches and officials from minority ethnic groups within individual sports.

Resourcing Programmes and Monitoring Progress:

Few organisations report that they have a specific budget allocation for racial equality work and just under half consider that they lack the resources (human and financial) to tackle racial equality.

Wider Views Within Sport:

The majority recognise a lack of awareness of different cultures as an issue within their sport, but a similar number also feel that there is a lack of interest in their sport among minority ethnic groups. Most look toward expert advice and information from outside bodies to help remedy these factors. Despite national exhortations on matters of racial equality, a quarter of those surveyed feel unduly obliged to take action on what they consider to be a low priority amongst other demands.

Working With Sporting Equals and the Standard:

Those that have had significant dealings with Sporting Equals were predominantly complimentary about the professionalism of the staff and the assistance given. Moreover, the Standard is the only racial equality benchmark utilised by these sports organisations. However, some seek greater flexibility in the implementation of the standards.

The Role of Other Bodies:

A whole range of bodies are considered responsible for racial equality in sport, including local authorities, national sports organisations and Sporting Equals. But equally the majority of survey respondents believe that national governing bodies of sport, along with the individuals directly involved (coaches, officials and players) have a primary responsibility.

More detailed points from the different levels of sports organisation

Racial Equality Policies:

Most organisations see best value in having a single overarching equity policy with discrete action plans for specific components such as racial equality.

The Wider Ownership of Policies:

Respondents at the centre of sports organisations unanimously felt that sport had a clear role to play in combating racism in society (as did the majority working at other levels within sports). However, while able to identify where genuine local commitment to racial equality exists, there are concerns about the wider ownership of policy and tokenism on the part of some.

The Standards Process:

Most find the process of portfolio building straightforward, though there are concerns about the clarity of individual items and the time-consuming nature of the exercise. The majority also view the Standard as a useful tool for their sport and a catalyst for change accompanied as it is by support from Sporting Equals. However, some suggest the need for greater flexibility within the Standard process i.e. recognising different start and finish points for individual sports rather than a 'one size fits all' template. To do this Sporting Equals would require different funding, staff resources, skills and responsibilities.

The Role of Other Bodies:

The majority support Sport England's linkage of funding to action taken on promoting racial equality, but some are confused about the role and status of Sporting Equals and its relationship to its sponsoring agencies.

Resources Available:

A number stress their need for more financial and, especially, human resources, as well as continued expert 'outside' help and advice from Sporting Equals.

Measuring the Impact of Policies:

So far the whole Standard process has had relatively little impact at local level. Developments and programmes are still at an early stage – cultural change across organisations will take time. Evidently many sports lack baseline data against which to measure progress. A number also express concerns about how they can best promote and measure racial equality policies in areas with small minority ethnic populations.

Moving Forward:

To translate policy into meaningful action requires support for often hard-pressed volunteers (e.g. training and support resources). Sports organisations would value help and guidance in accessing the key 'gatekeepers' in local minority ethnic communities.

1

Section 1: Introduction

The Macpherson (1999) report of the Stephen Lawrence Inquiry identified a need for all institutions to tackle racial discrimination. On the back of that report Sporting Equals (1999) undertook a racial equality survey of governing bodies of sport. This reflected Sporting Equals' concern that bodies should:

- act fairly in all aspects of their sport
- provide a service to meet the needs of all communities
- apply professional standards consistently in all circumstances.

The idea behind the survey was that it should identify opportunities to develop appropriate structures and procedures to begin to address racial inequality in sport. What it in fact concluded was rather more sobering. It was revealed that 'there is a general lack of knowledge and understanding about racial equality issues' (p15). Moreover, where racial equality policies did exist they often used formulaic expressions like those used in recruitment advertising, and less than half made any reference to harassment. Moreover, 'too many governing bodies regard equality management not as an integral part of the process, but as an unwelcome additional burden' (Sporting Equals, 1999: 20). Hence the report concluded that:

The ongoing challenge is convincing governing bodies to think of racial equality as an integral component of their strategic planning and development.

(Sporting Equals, 1999: 20)

A framework for good practice has since been instituted (CRE, 2000) in the form of a standard comprising a Charter that organisations are invited to sign up to, and three levels of improving good practice (Preliminary, Intermediate and Advanced). In part, the role of Sporting Equals has become one of helping national sports organisations to progress through this hierarchy and of monitoring that progress. So, three years on from the original survey, the Centre for Leisure and Sport Research was asked to undertake a study to assess what progress had been made in implementing the Standard.¹

The challenge was therefore twofold:

- i. A 2002 comparison with the baseline provided by the 1999 Sporting Equals survey of racial equality policies of national governing bodies of sport.
- ii. An examination of the effect of Sporting Equals' detailed work with selected organisations.

¹ The parallel initiative with local authorities was beyond the scope of this study.

2

Section 2: Approach Adopted

Our study in 2002 embraced not just national governing bodies of sport, but national sports organisations more broadly – the organisations of interest were those grant aided by Sport England. We were also keen to identify not just what is happening at the core of the organisation, but also how the message is filtering through the organisation to other levels of the ‘sport’.

The report presents the findings of two projects, the first of which was itself divided into two phases.

| | | |
|-----------|-----------|---|
| Project A | Phase I | Postal questionnaire to national sports organisations |
| | Phase II | Interviews with key staff in sample National Sport Organisations |
| Project B | Phase III | Interviews with others involved in the sample ‘sports’ ² |

Phase I: National Survey

In the first phase a postal questionnaire was devised to address:

- the existence of racial equality policies
- how these are implemented and targets met in the development/performance plan and other strategies, e.g. marketing/publicity
- any links to gender and disability
- resources allocated to advancing racial equality issues
- complaints/disciplinary procedures
- staff training and development
- audits of participation, administration, management and coaching, and research into barriers and the success of initiatives.

See Appendix 1 for the questionnaire and a summary of the results.

The questionnaire was piloted on people with high level experience of national sports organisations, but who were not part of the sample for this study. To improve response rates the questionnaire was accompanied by a covering letter from Sporting Equals to each of the Chief Executives (or equivalent). A reminder was issued three weeks after the initial mailing. This secured a response from 45 of the 67 organisations (a response rate of 67%). See Appendix 2 for a list of organisations who responded.

2 We use the term advisedly since the English Federation of Disability Sport does not deal with a single sport.

Table 1: Survey return rates by whether or not Charter has been signed

n = 67

| | Charter signatories Frequency (%) | Non-signatories Frequency (%) |
|--------------------------|--------------------------------------|----------------------------------|
| Questionnaires completed | 29 (83) | 16 (50) |
| Non-return | 6 (17) | 16 (50) |

Just over half (35) of those surveyed were Charter signatories and were working towards either Preliminary or Intermediate levels. Over four fifths of Charter signatories returned completed questionnaires compared to only half of non-signatory organisations. Although we offer comparisons with the 1999 survey findings, it should be remembered that the organisations involved are not a direct match with the 28 that responded in that first survey.

Phase II: Interviews with key staff in National Sports Organisations

We selected a sample of five sports and one ‘umbrella’ sports organisation that Sporting Equals had been working with, to allow us to examine in detail their experiences of implementing the Racial Equality Standard. These included medium to large size organisations (in terms of NGBs) at different stages of the process (not yet at preliminary stage, just achieved award, working toward next stage, etc.) and different levels of representation from minority ethnic groups. We selected a variety of team and individual sports and, given the male orientation of much of sport research, were also keen to ensure that the sample should include those with a significant female involvement. Where more than one governing body exists, we contacted each of the relevant organisations to obtain an accurate picture of developments in England. The organisations chosen were:

| Sport | Organisation(s) | Stage Reached |
|--------------|--|--------------------------|
| Athletics | Amateur Athletic Association (AAA) & UK Athletics (UKA) | Preliminary Award (both) |
| Cricket | England & Wales Cricket Board (ECB) | Preliminary Award |
| Hockey | Hockey England Ltd (EHA) | Preliminary Award |
| Rugby League | British Amateur Rugby League Association (BARLA) & Rugby Football League (RFL) | Preliminary Award |
| Swimming | Amateur Swimming Association (ASA) | Preliminary Award |
| Disability | English Federation of Disability Sport (EFDS) | Charter signed |

Typically, in each organisation documentary evidence was examined and face-to-face interviews conducted with the Chief Executive and/or the officer with designated responsibility, and others as appropriate in the individual organisations (13 interviews). These interviews were recorded whenever possible and a summary transcribed into a pro forma. The main themes discussed were:

- how they have negotiated the Standard process
- what aspects of the Sporting Equals input they have found most useful
- what response they have received from their affiliated bodies
- whether the actions have had an impact in promoting racial equality.

See Appendix 3 for the full interview checklist.

Phase III: Interviews with others involved in the sample organisations

The second project extended the research beyond the core of the national sports organisations to regions, counties, areas, clubs and affiliated organisations. The aim was to identify the levels of understanding and adherence to the commitments entered into by the governing/national body. We recognised that the likely response rate for a postal questionnaire would be so low as to question the value of the data so had to find an alternative that would produce more meaningful feedback from this constituency, particularly from clubs. With advice from the organisations in Phase II we identified a small sample (four from each organisation) representing a mix of representatives at the following levels:

| Level | Sport/organisation | Individual | Paid or Honorary |
|------------------------------|---|---|------------------|
| National (affiliated bodies) | English Federation of Disability Sport (EFDS) | Chief Executive or National Development Officer | Paid |
| Regional | Amateur Athletic Association (AAA) | Regional Development Co-ordinator | Paid |
| District | Amateur Swimming Association (ASA) | Chair or Secretary of District Development Group | Honorary |
| County clubs | England & Wales Cricket Board (ECB) | County Development Officers | Paid |
| Local area | Rugby Football League (RFL) | Development Officers (local authorities x 2, club, RFL) | Paid |
| Clubs | Hockey England Ltd (EHA) | Club secretaries | Honorary |

Identified respondents were then contacted by post to introduce the project (with a description of the project rationale), and a follow-up phone call made an appointment for conducting a telephone interview at a mutually convenient time. This worked well and produced a 100% response rate (total 24 interviewees). For Phase III we used a shortened and amended version of the interview agenda designed for the national sports organisations.

3

Section 3: Phase I – National Overview

Comparison with 1999 survey findings

In the tables below, comparisons have been made wherever possible with 1999 data to illustrate possible progress on certain issues. It is recognised that this must be interpreted with some care, however, given the differences in sample sizes and organisations explained earlier. The current survey incorporates eight national ‘umbrella’ sports organisations of various kinds, in addition to national governing bodies of sport. For ease of reference all 2002 respondents are henceforth referred to as ‘sports organisations’.

Comparative 1999/2002 data are given for Questions 1–4, 8, 10, and 17. All other questions are unique to the current survey.

Formal Equity Policies

Between 1999 and 2002 the number of sports organisations with a formal racial equality policy has grown appreciably (Figure 1) and only 13 per cent of responding organisations now lack one. Almost all those without one now say that it is being developed (Table 2).

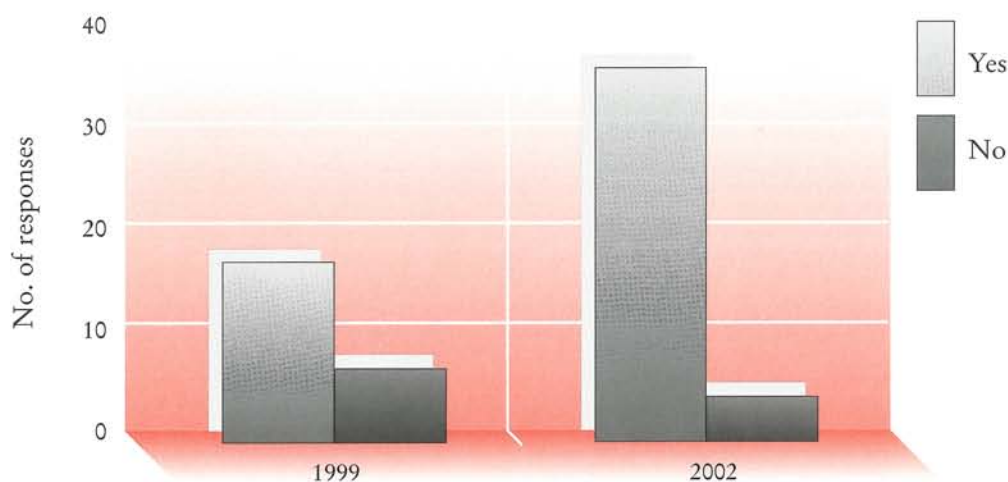


Figure 1: National Sports Organisations with a Formal Equity Policy

The one NGB that considered a policy was ‘not necessary’ (see Table 2) did, however, also say that they were in the process of developing one. [This rather contradictory message was clarified in their response to Q23, where they stated that: *There is no racial discrimination in our sport. If you can play ... you play! However, we are aware that this may not be everyone’s perception and are working towards a formal policy.*³] Although they could not specify a definite timescale, the remaining five organisations currently (Autumn 2002) without policies indicated their intent to develop one within the next 12 months (Sport England has suggested that all sports should have racial equality policies in place by March 2003).

3 Direct quotes from respondents appear in italics.

*Table 2: The position of organisations with no racial equality policy (Q.2)**n (1999) = 9; n (2002) = 6*

| Response | 1999 Frequency (%) | 2002 Frequency (%) |
|----------------------------------|-----------------------|-----------------------|
| Policy currently being developed | 7 (78) | 5 (83) |
| Not necessary as sport is 'open' | 0 | 1 (17) |
| No value in promoting sport | 0 | 0 |
| Keen but insufficient resources | 1 (11) | 0 |
| Need professional help to design | 2 (22) | 0 |
| No need at present | 2 (22) | 0 |
| Other | 0 | 0 |

N.B. The 1999 percentages add to more than 100% because the nine respondents could select more than one item

It is not just that more now have policies, but they are more advanced too (Table 3). In 2002, three quarters of the 39 organisations that had a racial equality policy said they were either implementing a specific action plan (two thirds) or monitoring performance against specific targets. This compares favourably with the situation in 1999, in which only a quarter (out of a total 19 having a policy) were actually at the implementation stage. Nevertheless, few of the current respondents were monitoring progress through target setting.

*Table 3: The form of racial equality policies (Q.3)**n (1999) = 19; n (2002) = 39*

| Response | 1999 Frequency (%) | 2002 Frequency (%) |
|--|-----------------------|-----------------------|
| Written statement only | 11 (58) | 7 (18) |
| Written statement plus action points and measures, not yet implemented | 2 (11) | 3 (8) |
| Specific action plan being implemented | 5 (26) | 25 (64) |
| Monitoring performance against specific targets | n/a | 4 (10) |
| Other | 1 (5) | 0 |

N.B. n/a means question not asked in that year

Over three quarters of respondents now have policies for each of racial discrimination, sex discrimination, sexual orientation and disability (Figure 2). Although harassment is less commonly addressed in these policies than discrimination, it is more often included now than in 1999. The nine organisations which included additional elements in the current survey were those which commonly also addressed most/all of the issues identified in the table above. Other areas indicated by these organisations were: age, gender, parental or marital status, domestic circumstances, religious beliefs, social status, cultural differences, HIV status, mental health, political persuasion, and victimisation.

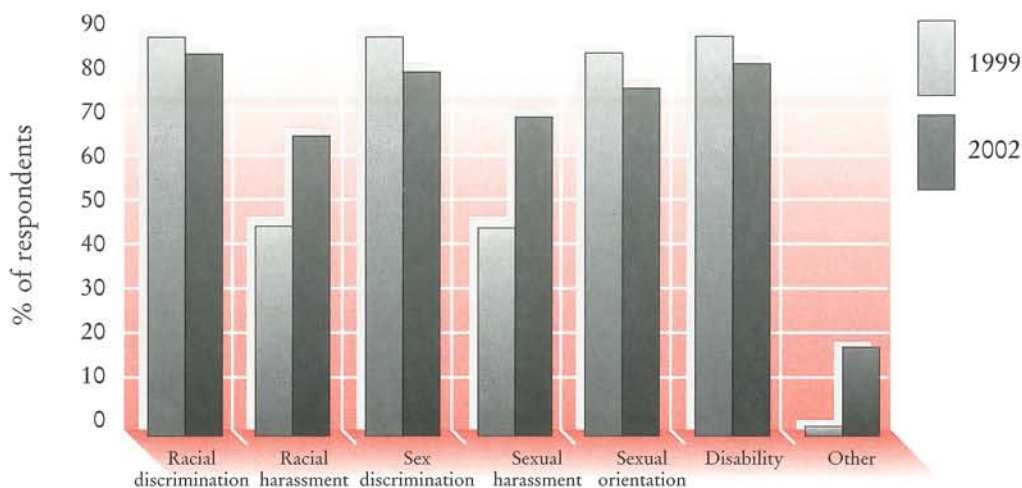


Figure 2: Area Covered by Equity Policies

Managing and Publicising Policies/Advice

Nearly three quarters of organisations have designated a member of staff as lead person, but three still had not identified anyone (Table 4). This is a considerable improvement on the position in 1999 when almost half did not have ‘an officer or other executive responsible.’

Table 4: The lead person specifically responsible for race equality (Q.6)

n = 45

| Response | Frequency (%) |
|-------------------------|---------------|
| Member of staff | 33 (73) |
| Honorary official | 1 (2) |
| Committee member | 2 (4) |
| Committee/sub-committee | 6 (13) |
| No one designated | 3 (7) |

Advice is commonly given by half of the organisations in response to individual enquiries, in training or in a sports handbook (Figure 3). Given technological advances it is perhaps surprising that only a quarter put information on websites, but this could merely reflect the fact that the smaller NGBs (in particular) may not have websites or may lack IT staff expertise, or simply time. Six respondents also referred to ‘other’ means of disseminating information: ‘in house’ magazine, health and safety at work booklet, as well as resources distributed to Counties and staff. One respondent was critical of any of the suggested methods of giving advice, commenting that *actions speak louder than words*.

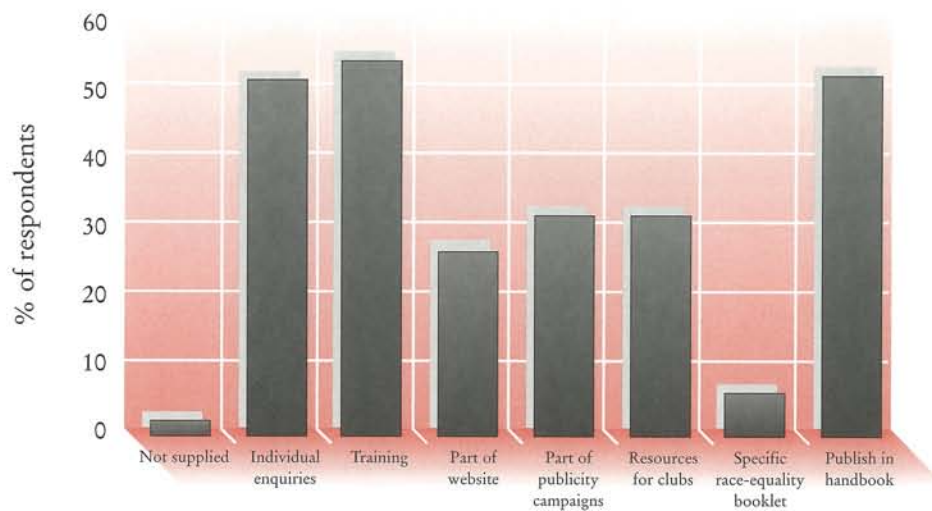


Figure 3: Methods of Disseminating Advice on Racial Equality

Recognising Issues and Taking Action

Relatively few organisations see direct abuse and harassment as issues needing attention within their sport (Table 5). Instead, two thirds identified both lack of cultural awareness and lack of interest among minority groups. This is an interesting juxtaposition of views since although both are logically possible as coexisting viewpoints, it might also be the case that the one is contributory to the other and vice versa. The use of stereotypes remains a constant issue for a third of respondents in both 1999 and 2002. In the most recent survey, five organisations did not identify any issues needing their attention.

The additional suggestions offered by a further seven organisations in 2002 comprise:

- institutional racism
- the use of ‘subliminal discriminatory language’
- the cost of the sport and a limited number of facilities
- under-representation of minority ethnic groups amongst coaches, umpires and committee members
- a lack of coaches in areas of ‘high ethnic minority’
- the complex issues regarding a combination of cultural difference and disability.

*Table 5: Issues needing attention from sports organisations (Q.8)**n (1999) = 28; n (2002) = 45*

| Issue | 1999 Frequency (%) | 2002 Frequency (%) |
|---|-----------------------|-----------------------|
| Racial abuse/chanting (not only by fans) | 8 (38) | n/a |
| Racial abuse: supporters | n/a | 4 (9) |
| Racial abuse: players, coaches, officials | n/a | 5 (11) |
| Wider aspects of racial discrimination | 14 (67) | n/a |
| Racial/sexual harassment | 6 (29) | n/a |
| Wider aspects of racial discrimination/harassment | n/a | 12 (27) |
| Lack of cultural awareness within sport | 15 (71) | 29 (64) |
| Lack of interest among minority groups | n/a | 31 (69) |
| Use of stereotypes | 7 (33) | 16 (36) |
| Other | 4 (19) | 7 (16) |
| None identified | n/a | 5 (11) |

N.B. The 2002 Survey refined several of the categories within the previous survey (regarding 'racial abuse' and 'discrimination/harassment') and added extra ones (regarding 'interest from minority groups' and where 'no issues are identified'). Figures indicate percentage responses to a multiple-choice question.

We wanted to know what actions organisations had taken having identified these issues. Two thirds have looked for advice from others (e.g. sports organisations, local authorities or equality bodies) and over half (25 out of 45) indicated that they have provided staff training (Figure 4). As many had taken no specific action as had conducted campaigns. Seven respondents listed other actions:

- identification of case studies
- updating of race equality plans
- recruitment of staff familiar with the issues
- promotion/publicity of minority ethnic group involvement
- a special coach recruitment budget
- a survey and 'in-house' research project
- the provision of funded programmes addressing the issues.

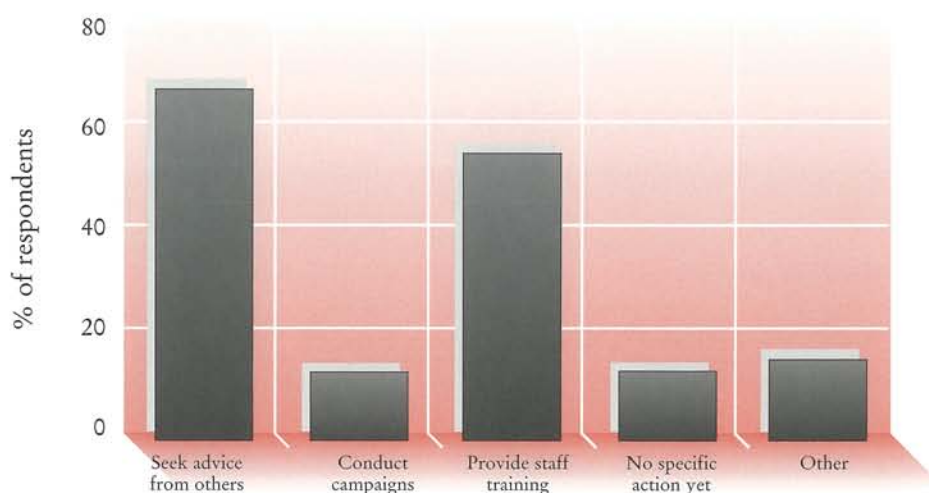


Figure 4: Action Taken to Address Issues Needing Attention

When later asked specifically about the nature of training courses (Q.12), however, just over one third indicated that they offered some form of training. These were equally divided between those running their own course and those using another organisation. Nevertheless, it is clearly apparent that few sports organisations require attendance on such courses (Table 6). Fewer than a quarter require staff members to attend training and the compulsory attendance of individuals in other categories is rare.

Table 6: Compulsory attendance on training courses (Q13.)

n = 26

| Response | Frequency (%) |
|-------------------|---------------|
| Member of staff | 10 (22) |
| Honorary officers | 3 (7) |
| Committee members | 3 (7) |
| Coaches | 4 (9) |
| Officials | 2 (4) |
| Other volunteers | 2 (4) |

N.B. Eight of the 45 sports organisations surveyed are national bodies that do not have coaches, officials or umpires, and therefore were unable to complete these response items.

The idea of trying to increase participation through ‘targeting’ has remained fairly consistent over the period of the two studies, but the need to develop links with community groups representing minority communities has gained increased recognition from the previous one third to the current half of respondents (Table 7). Attracting a greater range of young people through work with schools retains the highest number of responses, but the need to work with other agencies gains a similar recognition in 2002. Other promotional methods noted in the recent survey comprise: the setting of targets for ethnic minority athletes and coaches within the ‘Active Sports’ programme, linking promotion to other providers (e.g. outdoor education centres in the case of watersports), promotion linked to national ‘beginners’ programmes, and coach development programmes.

Table 7: Working methods to promote participation specifically among minority ethnic groups (Q10)

n (1999) = 28; n (2002) = 45

| Response | 1999 Frequency (%) | 2002 Frequency (%) |
|---|-----------------------|-----------------------|
| Target individuals or communities | 9 (39) | 21 (47) |
| Develop links with community groups | 7 (30) | 23 (51) |
| Encourage minority ethnic representation on regulatory and governing bodies | 6 (26) | n/a |
| Work with schools to attract young people | 18 (78) | 28 (62) |
| Work with other appropriate agencies | n/a | 28 (62) |
| Talent identification among ethnic minorities | n/a | 8 (18) |
| Ensure employment practices are fair and equal | 14 (61) | n/a |
| Other promotion method | 7 (30) | 2 (4) |

N.B. A further two suggested actions were added to the 2002 survey regarding 'work with other agencies' and 'talent identification'. The 1999 questions about 'organisational representation' and 'employment practices' are covered elsewhere within the recent survey. Figures indicate percentage responses to a multiple-choice question.

Dealing with complaints about racial discrimination or harassment

Sports organisations were asked (Q.11) whether or not they had a formal procedure in place to deal with complaints, and were invited to describe this:

- Two thirds (30 organisations) confirmed that they have a formal procedure
- The remaining 15 do not have any procedure in place.

Sixteen respondents commented on the nature of their procedure and several supplied written policy details. These commonly refer to a variety of 'complaints and disciplinary procedures' or 'grievance procedures' operated by sports organisations at a national level, although one also mentioned disciplinary procedures at county, league and club level. Formal procedures are commonly contained within a written complaints and disciplinary code. A few also referred to other sources: the general constitution (with referral to a specific committee), a code of conduct, or a staff manual.

Ethnic monitoring and representation

Almost two thirds of sports organisations (62%) now undertake ethnic monitoring of some kind. Two fifths of sports organisations have no staff members from minority ethnic groups (Figure 5) and a further fifth did not supply any figures. These returns combined reveal that only 40% (the remaining two fifths) were able to identify any staff from minority ethnic groups. Only a third (32%) were able to identify coaches and a quarter (24%) officials from minority ethnic groups.

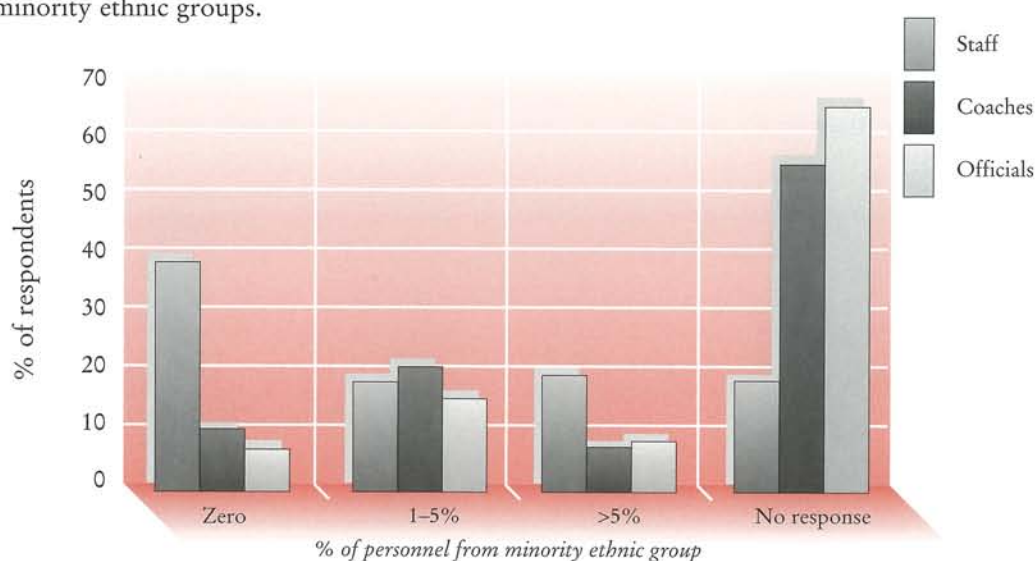


Figure 5: Staff, Coaches and Match Officials from Minority Ethnic Groups

Resourcing Programmes and Monitoring Progress

Few sports organisations (16%) have money specifically allocated for race equality issues (Table 8). However, three fifths view it as integral to other programmes. This might mean either that provision is fully integrated within programme delivery or, more likely, that funding has to be found from within other programmes. A fifth of respondents, however, had no budget allocation at all.

Table 8: Resource allocation (time and money) for promoting racial equality (Q.15)

n = 45

| Response | Frequency (%) |
|-----------------------------------|---------------|
| A specific budget | 7 (16) |
| Part of a general equality budget | 8 (18) |
| General campaigns budget | 2 (4) |
| Integral to other programmes | 27 (60) |
| Other | 1 (2) |
| None allocated | 9 (20) |

N.B. Figures indicate percentage responses to a multiple-choice question.

Over half of respondents produce annual progress reports as a monitoring record (Table 9). Almost as many conduct audits of participants but audits of coaches/officials are less common. Interestingly, only a third noted ethnic monitoring of appointments here, whereas in response to the earlier question (Q14a), almost two thirds had reported that they undertook ethnic monitoring for staff appointments. This discrepancy may be due in part to a different interpretation of ‘appointments’ in the two questions (paid staff vs. honorary positions). Under ‘other’ monitoring methods, respondents listed: reports to national boards, monitoring required of them by Sport England or the DCMS, monitoring of events and quarterly reporting procedures.

Table 9: Monitoring and assessing progress on racial equality policies (Q16)

n = 45

| Response | Frequency (%) |
|------------------------------------|---------------|
| Annual progress reports | 26 (58) |
| Staff performance appraisals | 9 (20) |
| Ethnic monitoring for appointments | 16 (36) |
| Audit of officials and coaches | 13 (29) |
| Audit of participants | 22 (49) |
| Ad hoc surveys | 7 (16) |
| External research | 2 (4) |
| No formal monitoring process | 8 (18) |
| Other | 3 (7) |

N.B. Figures indicate percentage responses to a multiple-choice question.

Wider Views Within Sport

A similar, though slightly lower, percentage of respondents now feel that there is no significant incidence of racial discrimination within their sport than was the case in 1999 (Table 10). However, the proportion agreeing that there is limited interest in their sport(s) among minority ethnic communities has more than doubled to 42%. While this may, in part, reflect the wider range of sports organisations covered in 2002 (including more of the smaller and perhaps less ‘popular’ sports), it has negative connotations in the current context as it may be taken to imply complacency within the running of the sport. Instead of pursuing their own agenda a quarter of respondents feel unduly obliged to take action on something that is not high on their list of priorities. A little under half feel that a lack of resources means that it is difficult for them to allocate significant management time and effort to race equality issues.

Compared with 1999, the larger percentage wanting various means of help and advice (examples of what other organisations have achieved, promotional materials and a racial equality forum for national sports organisations to discuss initiatives) are all indicative of a willingness to take positive action to develop action plans and programmes. Only just over a tenth feel that they are making good progress and do not currently need any external input. In interpreting the above responses, one must be aware of the disparate nature of the survey respondents; from relatively large and well resourced national sports organisations and governing bodies of sport, to very small organisations with minimal staff resources and largely reliant on voluntary input even at national level. The various suggested means of help and advice would be an especially important contribution to the ability of the latter to make substantive progress.

Table 10: Reactions within sport(s) to the concept of developing race equality action plans or programmes (Q17)

n (1999) = 28; n (2002) = 45

| Suggestion | 1999 Frequency (%) | 2002 Frequency (%) |
|--|-----------------------|-----------------------|
| No significant discrimination in our sport(s) | 14 (50) | 20 (44) |
| Limited interest from ethnic minorities | 5 (18) | 19 (42) |
| Helpful to see examples of good practice | 10 (36) | 26 (58) |
| Need help to identify examples of discrimination | 5 (18) | 16 (36) |
| Would welcome promotional material | 15 (54) | 28 (62) |
| Would welcome advice and consultancy | 15 (54) | 23 (51) |
| Feel unduly obliged to take action | n/a | 12 (27) |
| Lack of resources/management time | 8 (29) | 20 (44) |
| Progressing and do not need external help | 2 (7) | 6 (13) |
| Helpful to have a racial equality forum | 14 (50) | 28 (62) |

N.B. Figures indicate percentage responses to a multiple-choice question.

Working with Sporting Equals and Racial Equality Standards

All of the sports organisations surveyed confirmed that they had previously heard of Sporting Equals (Q.18a), and 84% reported having dealings with them (Q.18b). Respondents were asked to assess how helpful Sporting Equals had been in moving them forward on racial equality matters. Replies from 33 organisations varied according to their stage of progress toward achieving racial equality standards. Those that have had significant dealings with Sporting Equals were predominantly complimentary about the organisation and its staff:

- Nineteen respondents used terms including ‘very/extremely/enormously helpful’, ‘excellent’, ‘invaluable’ or ‘positive and productive’ to describe input from Sporting Equals staff.
- Several organisations (8) commented on the importance of this input in enabling them to formulate policies or achieve award levels.

Where the input from Sport England was identified separately, positive comments outnumbered negative by 4:1. The former range from ‘of assistance’ and ‘quite helpful’ through to ‘tremendous support and guidance’ and ‘extremely helpful and supportive’. Three respondents commented favourably on the way in which the Active Sports programme encourages/promotes racial equality by obliging projects to set targets for the involvement of disadvantaged groups.

One organisation also applauded Sport England linking core funding to sports organisations with action taken to promote racial equality, observing that this in itself had been helpful. Others (3), however, view this approach less favourably, feeling that they have not been given the resources or assistance to achieve the targets. One commented:

The very fairness, which underpins racial equality, does not seem to apply to the support given to sport. Sport England recognises over 60 sports and yet Sporting Equals are only contracted to support 22 [the actual figure is approx. 30 NGBs plus other national sports organisations]. What happens to the others? Using a fine system [withholding grant] in my view is far less effective than positive measures would be to achieve the same end and would generate far more goodwill.

What's On Their Mind?

Sports organisations were invited to highlight any other matters or issues that they would like to comment on (24 did so, with some making more than one point). Responses do not necessarily represent a balance of viewpoints, since the minority taking up the invitation offered predominantly negative comments.

The process of achieving ‘standards’ (9)

Positive comments (4) about the process and framework of attaining award levels include:

- *Working towards the Standard has provided a framework for action and a constant nag to make sure we are progressing this area of work.*
- *Preliminary level has been fairly flexible – to suit the needs of our sport.*

Some (5) sports organisations, however, were more critical of the whole process:

- *...there needs to be recognition of [the sport's] structure in relation to the ‘Standards’ – some of the objectives are ‘methodologies’ not objectives. Need to be more flexible in approach.*
- *...it has focused our minds on the various matters in the implementation plan but the focus on race is not helpful as there are a whole range of equality issues we need to address ... it is more of a hoop we have to go through to secure funding.*

- *We intend to carry on working towards that goal (being an equitable organisation) – if the intermediate and advanced level of the charter help us get there then that's great – but we feel actions and outcomes are more important than charter marks.*
- *The need to achieve the standards has been a catalyst for change and I am pleased that this has been the case. However, real change in (the sport) is going to take a long time and whilst we can provide genuine evidence of the steps being taken to achieve it, ticking boxes cannot really be proof of sustained commitment by all who are a part of our sport. This worries me but hopefully our long-term strategies will bring us the success we are looking for.*
- *...more questionnaires, more processes, less understanding of the situation on the ground, and possibly less actual progress.*

Lack of local knowledge or understanding (4)

A few respondents noted the need for more training for staff and volunteers, as well as the value of highlighting good practice. Particular concerns were expressed about knowledge and understanding at the local level:

- *I think that sports club officials ... will need a lot of help addressing the cultural issues associated with working with ethnic communities.*
- *In our sport, consultation on the production of a development plan during 2002 revealed a very wide range of attitudes and levels of understanding of race equality issues – from the extremely enlightened to the ignorant, verging on racist, response. These comments could be clearly related to the presence of a minority ethnic population locally (or not).*

Concerns about resources and the ability of NGBs to make an impact (6)

While agreeing that sport was a valid vehicle for delivering racial equality principles, several respondents were concerned about resource issues (financial and human), for example:

- *I have felt for some time that sport is being saddled with solving society's problems without being recognised or resourced to do so.*
- *This requires much additional manpower and resources which is often difficult to manage in addition to the many other racial equality issues being required of NGBs. [Our NGB] recognises the importance of race equality but is concerned about the way in which it is being isolated from other equality issues.*

The complications of organisational structures (2)

One respondent felt that efforts were hampered by the very structure of their sport, with several individual governing bodies involved but all making progress at different rates. In contrast, another organisation commented on their progress in managing joint working arrangements between the bodies involved, to progress work on racial equality.

Beliefs that racial equality is not an 'appropriate' issue (6)

Some organisations questioned the terminology used, or their role regarding racism:

- *We feel sometimes that the concentration on 'racism' and racial 'discrimination' is not as relevant to the (NGB) as is under-representation. Some are uncomfortable with the aggressive 'racism' label and feel a redressing of the balance and targeting new communities for positive reasons is more appropriate for (the sport).*
- *Sport will never achieve more equality than the rest of society. As general attitudes change, sport will naturally improve – but we need to make sure it's not too far behind.*

A few respondents, however, did not recognise any particular issue concerning racial equality within their sport(s):

- *We do not have a problem, only in that we are not well represented in minority ethnic groups.*
- *...we recognise all human beings as our equal – we are all 'One'. I am from the ethnic community.*



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Section 4: Phase II – Case Studies of National Sports Organisations

The way in which we selected our case study organisations and the methods of inquiry subsequently used have already been outlined in Section 2. The main themes of our interviews were:

- how the organisation negotiated the Standard process
- the role of racial equality policies
- the impact racial equality work has had within the sport(s)
- how success is measured
- relationships with Sporting Equals
- relationships with other bodies
- the need for progression
- future needs to progress this work.

See Appendix 3 for the full interview checklist.

Negotiating the Standard process

Most organisations find the process of portfolio building fairly simple and straightforward, albeit they feel that certain requirements need further clarification by Sporting Equals. Concerns were also expressed, however, about the need for wider ownership within individual organisations in order to avoid the possibility of the whole project becoming a paper exercise, or ‘stagnating’ with the departure of key staff members. As a national ‘umbrella’ organisation representing disability sport, EFDS is in the distinctive position (within this survey) of having signed the Charter on behalf of its member organisations (nine affiliated bodies and nine regional federations). The affiliated bodies representing different disabilities (and some of the regional associations) are autonomous organisations in their own right, raising interesting questions about ownership of the Charter. As one EFDS representative comments, *There is some way to go to get the stakeholders to understand and adhere to the principles.*

There are also concerns to do with structures and governance. Where a sport has more than one governing body (athletics and rugby league) there has been initial debate around which should be the lead agency or indeed whether separate submissions should be made. Equity policies, including racial equality, have benefited from the establishment of joint policy or development boards, responsible for long-term programme planning. Two of the sports examined have recently experienced the upheaval associated with significant internal restructuring (and loss of management staff), resulting in a considerable reduction in their immediate ability to implement race equality policies.

While the emphasis on an ‘evidence-based’ approach is considered reasonable and straightforward by most, two respondents debate the role of Sporting Equals within this process. While not questioning the skills of the staff involved, they do query the appropriateness of that framework itself:

We rarely had a conversation about how to address things, it was all about a form, how to fill it in, take you through the panel process, etc. It wasn't saying "let's forget the form and let's sit down and look at the sport, let's decide where shortfalls are, what priorities within that should be and look to fill them".

This reflected a jaundiced feeling of the whole process representing an information exercise in order to gain an award rather than a method of assisting or ‘skilling’ sports personnel in ways of addressing the issues raised (see also ‘Progression’ section below). Another organisation feels frustrated by the level of detail required of them within what they perceive as a slow policy development process: *There was a waste of time by Sporting Equals on insignificant issues in the early days i.e. nit-picking through every word.*

More commonly respondents recognise the value of the exercise in bringing to light the good practice for which they were already responsible: *We were surprised to see how much we had already done that we never really attributed to this.*

Several commented about the actual judging process undertaken by the Sporting Equals assessment panel. Apart from a frustration with having to produce duplicate portfolios for Panel members, which is considered onerous on staff resources, a concern is expressed about the ‘closed’ panel process. While appreciative of the need to separate decision-making from developmental work (even the sport’s liaison officer from Sporting Equals does not attend Panel), this process may also militate against clear decision-making. It is suggested that attendance by representatives from sports organisations themselves could help supply a better understanding of wider issues within individual sports, clarify particular items/issues, provide a useful two-way discussion, and assist feedback.

The role of racial equality policies

Organisations are in agreement as to the value of having a single overarching racial equality policy embracing, for example, race, gender and disability. While it is seen as beneficial to have one policy, in practical terms they also recognise the benefits of discrete action plans for specific issues, such as racial equality. Interestingly, one respondent also raised the generation of funding as a significant allied concern: *We could never sell racial equality to a sponsor but we can sell women, disability, race, and inner city work separately.*

There is unanimity in recognising that sport has a clear and significant role to play in combating racism in wider society. Respondents also recognise that there is racism in sport generally and, with the exception of two interviewees, that there is racism in their particular sporting environment. Many identify a direct ‘payback’ to sport in promoting racial equality – i.e. individual sports will benefit from the widening of their participation base through encouraging access by minority ethnic groups. However, several also comment on the difficulty they experience in promoting racial equality policies in certain geographic locations, e.g. parts of the South West or North East. While one respondent is complacent (*We’re aware of the nuances out there – why create a problem where there isn’t one?*), the majority recognise that there are racial issues to be addressed throughout the country. Several suggest that, in such locations, it is often advantageous to promote a wider equity agenda (e.g. within training offered to volunteers) rather than identify racial equality as a single issue.

Because of its structure and purpose, the EFDS has particular difficulties in promoting its racial equality policy. Constituted to represent disability sport within England, it is of itself directly concerned with delivering opportunities within this specific area of equality concern. However, to some extent, this militates against real commitment to action on race equality by its affiliate organisations, since they commonly lack significant resources and may therefore fail to see the advantage of placing any particular emphasis on racial equality. Ironically, it may even be viewed as diverting resources from promoting equity regarding disability:

Because they represent the disabled communities, awareness of racial equality issues is presumed, but this is misplaced – trustees and affiliates tend not to look beyond their own community, never mind as far as minority ethnic groups. They presume that because they say that anyone can come along and participate that is enough to effect racial equality.

Impact of racial equality work within the sport(s)

While many quote specific examples of initiatives undertaken (e.g. racial equality courses, coach training, young people’s programmes) within areas with large minority ethnic populations, they acknowledge that this is to some extent piecemeal or delivered as a pilot scheme. In the case of recently restructured governing bodies, there has been a definite hiatus in overall progress.

Those that have only recently achieved Preliminary Award status feel at an early stage in the process. While their organisation is committed to action on race equality at national level and is actively disseminating policy delivery downwards through its intermediary structures (area, regional, county, etc.), they feel it is as yet too early to assess the impact locally, even implying that they were encountering some resistance.

There’s a mix of attitudes out there. Some are fully behind it, some say “it’s politically correct”. When we consulted [the membership] on the production of our racial equality development plan, you could correlate responses to geographic area.

At the same time as the genuine commitment of some clubs is recognised, there are concerns lest this be merely a gesture ‘on paper’ on the part of others. Despite claiming widespread adoption of race equality policy by counties and a percentage increase in players at representative level, one respondent nevertheless questions the overall process, suggesting a possible negative reaction from those in the sport:

We can see Asian and Caribbean players taking part. It’s not a problem. If we’re not careful, through legislating too much, we may create the problem we’re trying to get rid of!

There are, however, positive reports of how certain regional/county committees have embraced policy directives, or of the intent to roll out initiatives via development staff (where the latter are in place). Various sports are promoting club accreditation programmes with in-built racial equality actions within club development plans, incentivised via grant aid available to successful accredited applicants. Several sports mention their involvement in the Active Sports programme, promoted by Sport England, as an example of an initiative which is both setting targets for, and monitoring, the ethnic background of its participants.

While recognising that they have a difficult role in encouraging and persuading resource-scarce member organisations, some national sports organisations also acknowledge the need to *get tough eventually* in pursuit of racial equality. It was suggested that it may be necessary to implement punitive measures such as withholding grant aid (a ‘carrot and stick’ approach).

How is success measured?

Respondents point to both quantitative and qualitative methods of assessment: setting and measuring targets for increased numbers of participants, coaches and officials, as well as conducting various forms of attitude measurement. The availability of mechanisms and procedures for either method is, however, variable. Three sports say that they have databases for coaches and officials (including ethnicity information) and a further one has information that is incomplete, noting also their insufficient resources to analyse the information they do have. Where information on coaches and officials is available, it reveals a generally low percentage from minority ethnic backgrounds.

Commonly reported auditing methods embrace business plans, annual progress reports, staff work programmes and appraisal processes, staff appointment procedures and audits of players at representative levels or participants on particular development schemes like Active Sports (both confirming, and adding to, the methods identified in Table 9). Two respondents, however, suggest the need for wider research to assess the impact of race equality programmes within their sports on both a quantitative and qualitative basis (perhaps via an independent source that could gather statistical data and assess attitudes).

Relationships with Sporting Equals

Several of those interviewed, including at least one Chief Executive, do not quite understand the role or status of Sporting Equals or their relationship to the Commission for Racial Equality and Sport England, and are sure that others within sport are similarly confused. Nevertheless, this is considered immaterial to making progress on racism and race equality.

The majority of those interviewed were very positive about the advice and guidance given to them by staff from Sporting Equals, and of their commitment and professionalism. While they consider that their organisation would have undertaken some action regarding racial equality without Sporting Equals' input, they acknowledge that this would have been more limited in scope: *I would like to say that the work would have happened anyway, but Sporting Equals were the catalyst.* Comments regarding the role of Sporting Equals as a 'conscience' and a 'prompt' to action were also common, e.g. *It's good that Sporting Equals throws out the challenge.*

Others are less charitable in their assessment of the capabilities of Sporting Equals' staff, considering that they either have an inflexible approach or lack sufficient expertise in sport generally. Others recognise, however, their limited resources (human and financial) and that it is unreasonable to expect them to have expert knowledge of each individual sport. The Amateur Swimming Association, in particular, had had a chequered working relationship with Sporting Equals in the early days of the Charter process. As a consequence, interviewees were critical of Sporting Equals staff in terms of their facilitation skills and the management guidance they had received from (at the time) the Commission for Racial Equality (CRE). The direct working relationship between the ASA and Sporting Equals has subsequently been terminated and the former now receive guidance from an independent racial equality consultant recommended by Sport England. ASA personnel did stress, however, that their opinion has to be set in this historical context and that they do not have current knowledge of the capabilities of Sporting Equals staff.

Relationship with other bodies

With one exception these representatives of sports organisations support Sport England linking grant aid to action on racial equality: *Sport England's funding link is positive action. We should be doing it anyway, therefore it's not a problem and that's the only way to get progress.*

Others qualify this type of statement by adding that resources (financial and human) should then be allocated for organisations to set up particular racial equality initiatives, taking account of the differing abilities of sports to respond. Along similar lines, one respondent suggested:

I would prefer them to put together a team of experts to sit down and work with NGBs – analyse needs, resources required, action plan to resolve issues – and then judge what success has been achieved against that plan of action.

The organisation objecting to the funding link considers that Sport England should concentrate on promoting sport and leave individual NGBs to judge their own priorities against available time and resources.

Only one respondent commented on the role of the CRE. This possibly reflects a general lack of knowledge among sports organisations about the CRE's role in relation to sport generally. However, this respondent turns that shortcoming around: *The CRE doesn't understand sport and its needs. And sport has not delivered on racial equality. The CRE is seen generally as Big Brother watching.*

The need for progression

The Charter and Standards are part of the CRE approach, which is one that local authorities and businesses feel comfortable with, but may turn off sports bodies.

There are mixed views about the whole Standard process, from respondents who say that it is definitely not about jumping through hoops and that the different Award levels are useful tools, to those who stress the need to avoid a 'checkbox' process:

Our attitude was let's go through the process and get the award, then get on with the real work. The form-filling exercise was on the periphery. We are in no way against the principle of the scheme, however.

Two organisations in particular comment on what they perceive as a need for a more flexible planning approach within the Standard process, suggesting that perhaps alternate methods could be employed by different sports in meeting desired outcomes. One considers that Sporting Equals do not give sufficient recognition to the particular structure and governance of individual sports:

There is a difference between outputs and outcomes but a lot of the document [Standard] is concerned with outputs and methodologies rather than outcomes. There are many ways of skinning a cat, but this document suggests one. But these outputs are not the best way of doing it in our sport. We are not questioning the outcomes, but do question the process.

This may well be true, but it is a dangerous path to tread when so many of the outcomes are difficult to demonstrate. The suggestion from the dissatisfied is that Sporting Equals (or a similar body) might operate in a different way. Rather than following a formulaic template approach to achieving Award levels set against particular criteria, an alternative approach might agree the needs and key priorities of an individual sport and then work alongside the organisation in an expert, advisory capacity to help it achieve an action plan unique to that sport:

The levels [of award] are less effective than they could be because they are not flexible enough and assume a consistent start and finish point not necessarily in the best interests of the sport.

Such an approach would demand different staff roles and resources that are currently unavailable to Sporting Equals.

Future needs of sports organisations

Most of the organisations interviewed have timescales in mind to attempt to achieve their next level of award. This includes the two that have been most critical of the overall process and make the case for greater flexibility. They clearly perceive the benefits of a kite-marking award in terms of public recognition of the fact that they are taking action to promote racial equality. An exception to this is one organisation that wishes to allow things time to ‘bed in’ properly throughout the organisation, and particularly down through its structure to local level: *Culture change takes place over time... we’re not so bothered about ‘badge’ gathering regarding different levels of award.* There is also some caution about the proposed development of a wider Standard for equality generally (encompassing race, gender and disability) and a plea for more clarity on this, before the sport commits itself to work on the next level of award.

In general terms, a number of interviewees stressed the need for more resources, both financial and human, with which to tackle race equality work. The more immediate resource need is perceived to be human, i.e. the need for continued expert help and advice in this area from Sporting Equals. Some organisations also specifically identify the need for staff training, either through generic racial equality courses or sports-specific provision, again with assistance expected from Sporting Equals. EFDS faces a particular issue in attempting to encourage its affiliated bodies to promote action plans prioritising race equality against the general background of scarce resources, lack of monitoring and lack of real ownership/commitment at this stage by these bodies.

Section 5: Phase III – The Other Parts of Sport's Administration

Section 2 has already outlined the way we sought to assess the dissemination of practice to other levels within national sports organisations. We used a shortened version of the interview agenda (see Appendix 4) that had been designed for Phase II in order to examine:

- background awareness of the Standard process
- the role of racial equality policies
- impact of racial equality work within the sport(s)
- how is success measured?
- the impact of the Standard process
- relationships with other bodies
- future needs.

Background awareness of the Standard process

The vast majority of respondents (22 of the 24) are aware of Sporting Equals and the overall process of the Standard, although the detail of their knowledge and involvement varies considerably. People have obtained information mostly through their own NGB or national sports organisation:

- At national level, the representatives of the four National Disability Sports Organisations (NDSOs) interviewed had attended the ceremony at which the EFDS signed the Charter and also discussed the programme at the NDSO Forum convened by EFDS.
- Regional and county officers (athletics and cricket) usually obtain information via their NGB management structures and newsletters. However, of these only three of the cricket staff have specific action written into their current work programmes, linked to the ECB's 'Clean Bowl Racism' campaign.
- District Chairpersons/Secretaries (with one exception) know of the process through their own past/present involvement on national racial equality working parties or by hearing about the ASA's chequered past experience with Sporting Equals (as described earlier in Phase II).
- Rugby development staff were informed via the RFL and its 'Tackle It' campaign, as well as via local authority employment (in two instances) or involvement with the Active Sports programme.
- At local club level, hockey respondents are aware of the project either via the EHA's magazine 'Hockey Sport' (in two cases), through one individual's paid employment as a sports development officer or because the Charter had actually been signed by EHA at one of the clubs.

The role of racial equality policies

NDSO respondents all consider that racial equality should be part of one overarching equality policy and that sport potentially has a valuable role to play within this wider societal issue. However (as identified by the EFDS staff interviewed in Phase II) these EFDS affiliated organisations may be reluctant to address racial equality as a priority issue. With one exception who favours positive action, respondents consider that they need to be generally aware of the subject but that their remit is concerned with equality more in terms of disability than race.

The majority of respondents from the other NGBs similarly recognise that racial equality is an issue in society as a whole, but that sport has a very definite role to play as part of that society, in promoting good practice that improves opportunity and equality. One rugby league interviewee commented that sport has great power as a tool to drive social inclusion. Similarly, in the words of one hockey club representative:

Hockey has absolute responsibility for ensuring equality – we have to accept that discrimination, [imposed] by a minority [of the population], does happen in society and the same applies to sport.

In direct contrast though, another club secretary considers that racial equality is more a societal issue and not particularly one for sport to address, even suggesting that efforts to address it may have a negative effect: *A concentration on race would encourage segregation through making some people a 'special case'*. This is clearly not in accord with the reasoning behind the Standard process.

Those advocating a positive role for sport nearly all agree on the utility of one overarching equality policy with separate sub-policies/action plans concentrating on specific areas such as racial equality. The latter would provide a focus, allowing for concentration on specific actions and making policy more understandable, particularly for locally based volunteers. Only two interviewees disagree: a regional development officer who feels pressurised by outside bodies to 'toe the line' and the Chair of a swimming district. The latter commented: *I don't like separate action plans – it looks like we're giving preferential treatment.*

Impact of racial equality work within the sport(s)

Again at a national level, the representatives of National Disability Sports Organisations (NDSOs) express a distinct viewpoint (among interviewees) on equality generally, suggesting that barriers to participation in disability sport are based upon disability rather than race or gender. One suggests that a variation exists in club responses to racial equality issues depending upon whether or not it is based in/near an area with a high minority ethnic population and feels that it is difficult to 'inflict' policies on hard-pressed volunteers. Another is quite open in reporting either a minimal or nil impact of racial equality policies since no real measures have been taken by the organisation. The most negative viewpoint is reflected in the statement of a third: *It's enough to have the EFDS signed up and the certificate in our foyer – that's enough for us.*

At the different levels within NGBs, respondents report significant problems concerning the ‘roll-out’ of racial equality policies and programmes locally:

- Regional athletics staff share a common concern about how to promote action in geographic areas with low concentrations of black and ethnic minority populations. In these circumstances, they recognise the need to beware pre-conceived ideas that people may hold about minority ethnic groups and so try not to ‘scare off’ people who may hold judgmental views. One officer describes her promotional methods as an ‘open-targeting’ approach, i.e. she advocates to clubs the need to attract all disadvantaged groups rather than specifying minority ethnic groups, although her ‘hidden’ agenda is actually racial equality. Athletics staff recognise the utility of accreditation schemes such as Active Sports and Clubmark that offer a reward in terms of finance and support. These can be used as tools in promoting change among clubs that may express complacent attitudes about athletics, e.g. that it is an ‘open’ sport with plenty of existing role models at the elite level. This, of course, ignores broader inequalities and a general lack of coaches and officials from black and ethnic minority backgrounds.
- Similar difficulties are expressed by three of the ASA’s district representatives, in terms of the lack of priority accorded to racial equality in areas with limited minority ethnic populations. One district secretary also identifies a certain amount of latent racism where such populations are common, manifested in the language of ‘them’ and ‘us’ and the perpetuation of the myth regarding bone density and ‘their’ (un)suitability for swimming. Again, accreditation schemes such as ‘Swim 21’ are seen as a ‘stick and carrot’ approach to implementing change at club level. One respondent, in outlining the social demands of the representative side of the sport (long training hours, early pool access, transport requirements, finance, etc.), doubts that the ‘balcony committee’ (i.e. white, affluent, middle-class parents) presents a welcoming influence for some people from minority ethnic groups. The district Chair described earlier as holding negative views about racial equality policies, again expresses his general reservations (ironically, using the kind of terminology which concerned his counterpart above):

I believe that clubs are open to all. We have club secretaries who are ‘coloured’. Now we are being asked to positively discriminate... it may be an issue if people then perceive ‘them’ to be getting preferential treatment.

- County cricket development staff report a generally good response from clubs, which they describe as supportive of their work on racial equality. To gain funding and support, clubs are obliged to adopt the ‘open’ constitution advocated by the ECB. Again the Clubmark scheme is viewed by development officers as a tool to encourage change as clubs will be obliged to send coaches on racial equality courses in return for their accreditation. The issue of ‘population concentrations’ is raised once more, with programmes such as Active Sports seen as helpful in encouraging integrated opportunities for young people to take part.

- In rugby league, all amateur clubs are encouraged to adopt racial equality principles but unfortunately, in the view of the rugby development officers interviewed, don't always understand the processes involved in turning policy into practice. One (ex-elite player from a minority ethnic group) describes his own recent experience of racial abuse from opponents while playing local league rugby. This occurred despite the club involved having all the desired policy statements/constitution in place. In his view, this represents a lack of wider ownership of the RFL/BARLA racial equality policy and a general 'stagnation' of action plans (given the recent reorganisation of the RFL). A positive development is seen to be the thriving youth sections run by a number of clubs: *a 'bottom up' approach to integration by encouraging all young people to take part.* Another local development officer comments on the need for clubs to involve fully the population that they represent locally. Many are willing to get involved, but others seem to hold the view that 'we haven't got a problem', rather than recognising the involvement of minority ethnic communities as an opportunity. He believes that this stems largely from:

Negative issues about what black and ethnic minority youths are involved in locally, a lack of knowledge of what to do, volunteers who are largely untrained and some views shaped by years of negative attitudes.

- Two hockey club secretaries comment on their perception of discriminatory practices in the selection of Black and Asian players for representative teams. They feel that their NGB lacks the courage to take remedial action and fears accusations of discrimination. Another club representative considers that racial equality ought to be viewed as more of an issue in geographic areas with *small* minority ethnic populations as integration in such locations may be harder to achieve. It was suggested though that volunteers are often more concerned with the basic club demands of recruiting coaches and encouraging parental involvement than with considering issues of racial equality. Again the view was expressed that the knowledge base of the volunteer workforce needs to be enhanced and individual clubs require support and assistance from outside bodies, e.g. Active Sports Partnerships. A less 'progressive' opinion is expressed by the remaining club secretary who doubts the value for money involved in targeting what he considers to be a small number of people from minority ethnic populations.

How is success measured?

The impact of racial equality policies must be assessed by measuring progress over time. This might be achieved either by comparing some form of data against original baseline figures or recording more formally the assessments of those working in the field. Relatively few interviewees, however, can outline measures they use in practice. In some (but not all) cases this may be because of the early stage of development their organisation has reached in disseminating racial equality policies.

It is perhaps unsurprising that club secretaries are less clear on how to measure progress at a local level, but more surprising that some paid officers are equally unclear, relying largely on anecdotal evidence. In the case of athletics, for instance, staff have limited means of assessing the effect of their programmes: *We have no membership scheme to know how many are participating at the moment* [currently being discussed jointly by athletics NGBs]. In common with other sports, officers rely on schemes such as Active Sports to collect such data locally, although two believe that collecting percentage statistics is of limited value in areas with low minority ethnic populations.

The main exceptions to this general scenario were the rugby league development staff who can all identify means of assessing progress. The two local authority based officers either use performance indicators or a local database to record coach and player numbers (registration forms monitor ethnic origin). The club-based officer possesses a database of young players and the RFL officer utilises centrally held databases for coaches and players (the formal registration structure monitors ethnic background). Elsewhere, one of the county cricket officers collates a database on ethnicity and collects information relating to numbers on courses and in representative squads, as well as hosting a racial equality forum which enables qualitative feedback.

At local level one hockey club secretary suggests that a qualitative examination of project success factors (in attracting minority participation) would be more useful than gathering percentage figures for participation:

Number crunching is the usual method, but percentage figures are irrelevant if you are starting from such a small base level of a black and ethnic minority population.

The impact of the Standard process

Respondents were asked to comment on whether the Standard process as a whole had had any impact on their work so far. Responses predominantly indicated that this was not yet the case, although there were exceptions in the case of two swimming district representatives and two rugby development officers.

At national level, the NDSO respondents do not feel totally involved in the process since only the EFDS has signed the Charter (on behalf of its affiliated organisations). Although one does not see any need for specific action to be taken on racial equality, others are more positive in either wanting to sign up as an organisation in their own right or exploring the issue further: *We would need further discussion with EFDS to see if there is a need to do more. We may not be seeing the whole picture.*

Although regional athletic officers have not noticed an impact thus far, they see the Charter as a 'spur' to future action (it is on their forthcoming regional agenda for work planning). Just doing the interview prompted one respondent to look again at previously unused Sporting Equals factsheets. Two officers, however, are concerned about what they perceive might be a 'checkbox' approach to racial equality work [although this worry is based upon limited knowledge of the project]. This same concern is also expressed by a swimming official. Despite the fraught history between the Amateur Swimming Association (ASA) and Sporting Equals, two of the swimming chairpersons/secretaries note that the action they have taken at district level is the direct result of work on the Standard process.

The cricket development officers report that actions taken at county level would have happened anyway, regardless of cricket's involvement with Sporting Equals, because of their commitment via the ECB's own policies and programmes such as 'Clean Bowl Racism'. Two rugby league staff employed by local authorities also consider that they would have implemented certain work in any case, e.g. Clubmark pilot schemes, but that this has been given greater emphasis by the Standard process. Nonetheless, they are clearly of the opinion that the project is a useful tool: *The Charter helps give structure to actions rather than just ticking boxes or tokenism*. The club-based officer is involved in Active Sports and Positive Futures projects and therefore considers that this has driven his work on racial equality.

The RFL local development representative is a little disappointed in the local impact of Charter-related work thus far, which he relates to communication and management problems within the NGB (connected with restructuring) and hopes for a new impetus soon. Local hockey club secretaries are unable to point to any particular local impact as yet.

Relationships with other bodies

Under this heading, respondents were asked specifically about the linkage Sport England now makes between funding to sports organisations and action taken on racial equality. There is a common concern that the process may result in tokenistic policies and practices to secure funding. However, beyond that the development staff charged with implementing programmes are almost all in favour of the link (albeit with some reservations about how actions are monitored), but honorary officers/volunteers and national disability representatives have diverse views on the subject.

- Two of the national disability sport officers consider that the EFDS was obligated to sign up to the Charter [N.B. EFDS staff report their desire to do so] as it is a body grant-aided by Sport England, but that this pressure is unfair: *We need action [to ensure equality] but not too many hoops to jump through*. Others feel that the linkage of funding to action is not an issue for them: since they similarly advocate such a link to action on disability they feel that they could not reasonably object to other equality concerns. They do, however, recognise the difficulty of monitoring this properly.
- Regional athletics development staff are unanimous in supporting Sport England's stance, although some have doubts about the Charter's 'one model fits all' approach or are concerned that the different structures of individual sports are not properly recognised (e.g. athletics has less staff than some other governing bodies and therefore progress might be slower).
- Respondents in swimming are equally split on the issue. Two believe it is positive action necessary to ensure that NGBs are 'open to all' and non-discriminatory, though raising again the concern about how this is monitored. The remaining respondents consider that it puts unfair pressure on overloaded volunteers and may fail to deliver anything concrete.
- Those interviewed in County cricket all feel that the approach is a fair one to ensure a return on investment. The ECB effectively operates in a similar way since it works with independently constituted County Boards but is able to exert 'covert' pressure via its own funding mechanisms. Concerns also arise regarding how the Charter process fits with cricket's overall structures.

- With one exception, the rugby league officers feel that Sport England's stance is fair to sport since NGBs need to be pressured into action on racial equality. They consider that the Standard process gives a focus for action and a structure around which to build their sports development work. However, one also expresses their general concern: *I would like a better monitoring process in place. Ticking boxes doesn't always lead to action.* Changing attitudes can be a slow process and they feel that support to clubs and volunteers should be prioritised. All local clubs are obliged by the British Amateur Rugby League Association (BARLA) to adopt a racial equality policy, but those interviewed suggested that responses range from genuine action to a ploy for obtaining funding.
- Three of the hockey club secretaries support the approach since they feel that new initiatives need to be encouraged even at local level. The remaining interviewee holds a contrary view believing that: *It creates segregation of groups by targeting specifically i.e. other equally deserving sections of a club (e.g. white males) would be neglected.*

Future needs

Respondents at all levels identify a number of areas in which they need further help and support if they are to move forward in their work on racial equality. Common issues and similar needs from all organisations have been amalgamated into the list below (this does not imply any ranking):

- racial equality training – for paid staff and volunteers
- advice/understanding of different cultures and traditions
- expert guidance and support – at all levels
- support materials for clubs and volunteers
- marketing advice
- resources – human and financial
- examples of good practice
- regular information/updates (e.g. from Sporting Equals)
- more coaches and officials from ethnic minorities
- more committee members from ethnic minorities
- help with finding local contacts (key 'gatekeepers' to minority ethnic groups)
- research on minority ethnic participation (or non-participation) in sport.

6

Section 6: Conclusions

Progress

Things have progressed since the earlier survey in 1999. Perhaps not as much as Sporting Equals and its sponsoring agencies might have hoped for, but this was always going to be a slow process. Given that they are, for the most part, relatively small organisations with limited resources these national sports bodies have been set a considerable challenge. In such circumstances it is reasonable to look to the larger organisations to take a stronger lead and to consider how more support can be offered to the smaller ones.

We found that there now appears to be a greater recognition of the importance of policies for racial equality within sport, more awareness of racial issues generally and a near unanimous acceptance that sport has a clear role to play in combating racism in society. Indeed some officers feel quite passionately about principles of equity, though some see this as ‘a storm in a teacup’. Where it occurs, resistance to the project of the Standard can be attributed to:

- process – it is not the best way to achieve the end of racial equality
- priorities – other considerations should be addressed first
- principles – not all share the rationale (the need to combat racism and promote racial equality) on which the Standard is founded.

A quarter of respondents in the survey felt unduly obliged to take action on what they considered to be a low priority, and among honorary staff/volunteers too there seems to be less commitment to this mission. Even in more obviously positive organisations racial equality tends not to command high priority and so it loses out in the face of competing demands when pressure mounts on scarce resources, so progress is staccato.

Moreover, until the principles of racial equality are more widely accepted in the organisations, progress in the area is vulnerable to staff turnover. Those undergoing recent organisational change, for example, have experienced a significant slowdown in the implementation of policy. The significance of this was emphasised by the second project (Phase III), which suggested that, in the main, the basic messages have not yet spread far beyond the core of the national sports organisations – regions, districts, counties, local areas, clubs are not always well informed.

Not only is there a higher proportion of (a larger number of) respondents with a policy, but these are more likely to be substantive policies incorporating a number of equity issues – a smaller percentage say that racial equality is a written statement only. Policies are now much more likely to have been translated into action plans, but nevertheless few sports have a specific budget allocation for racial equality work.

Implementing the Standard

The majority of those we interviewed supported the suggestion from Sport England that Exchequer funding be conditional upon promoting racial equality. In pursuance of the responsibility they have been assigned, most welcome the challenge of the Standard and its levels, finding it a useful tool for their sport. The Sporting Equals standards are the only racial equality benchmark reported as being used by national sports organisations. They and the support received from Sporting Equals were recognised as catalysts for change. However, the detail of the standard, its associated demands and process of implementation proved contentious. For those who are unsure about how best to proceed, it offers guidelines; for the more enthusiastic proponents of racial equality it provides a useful spur to apply with others in the organisation. Elsewhere though, the generic template was found to be unnecessarily restrictive because it was felt not to be in line with the development needs of the organisation.

It is important (though not always easy) to distinguish between those who are not persuaded of the case for a racial equality policy and those who believe it to be important but consider that the Standard is not the best way to achieve that goal.

The Part Played by Sporting Equals

Organisations are still at the stage where they feel the need for external support and advice on their racial equality work. This may come from various sources, but Sporting Equals has become the main port of call.

Just as they feel themselves to be under resourced (see below) to fulfil the obligations the government is increasingly placing on them, a number recognise the pressure that Sporting Equals is under with its small staff. This lack of resources, especially when combined with government and agency expectations, means that Sporting Equals may be pushed towards a monitoring and enforcing role rather than a facilitating one. Having few staff means there is a danger of laying greater stress on meeting a standard template rather than looking creatively at alternative ways of achieving the overall goal. In this respect the Standard shares a limitation common to other nationally promoted award schemes, e.g. Sportsmark for schools. Some in the sports organisations argue for a more flexible approach that takes account of sports' individual structures, special problems and different start and finish points. It seems clear that what the national sports organisations want is a critical friend, able to work alongside them and offer advice on how to negotiate the complexities of implementing effective policy initiatives. Despite the difficult circumstance the majority find the Sporting Equals staff they deal with to be professional, helpful and supportive in pressing for progress, but a few considered them inflexible in approach.

Resources

Almost half the national sports organisations consider that they lack the resources (human and financial) to tackle racial equality effectively. There was some frustration that they were being required by 'the government' to take on these responsibilities, but not being given the wherewithal to do so. Recognising this lack of staff time and expertise, national sports organisations continue to look to outside bodies such as Sporting Equals for help and advice. Equally, they require resources with which to put in place mechanisms to measure change. Many lack baseline data against which to measure progress (over time) on racial equality. In many cases this may require the updating of (non) existing membership schemes, databases of coaches and officials, etc., to yield useful information on the ethnic background of participants. In itself, however, this can be a labour intensive and costly initiative.

Support

While ethnic monitoring of paid staff is now becoming better established, significant numbers are still unable to supply actual figures for other ethnic minority representation. Of those that could, very small (or nil) percentages of coaches and officials were identified as being from minority ethnic populations within individual sports. The majority of national sports organisations recognise a lack of awareness of different cultures as an issue for them, but as many again consider that there is a lack of interest in their sport among minority ethnic groups. For many at various organisational levels within sport the absence of representation from such groups, combined with the limitations of their own knowledge has highlighted a need for assistance in accessing key 'gatekeepers' in local minority ethnic communities. Partly because of that they look to expert advice and knowledge from outside bodies as well as information about initiatives that have been successful elsewhere.

Most sports are highly dependent upon volunteers. If racial equality policies are to be implemented successfully the training and support of volunteers has to be key to the translation of policy into local practice. While sports can clearly point to examples of local clubs that are keen and committed to the principles of racial equality, they are equally concerned about those who pay 'lip service' to such policies in order to access resources.

The Future

It may be that it is easier for those sports with relatively high levels of participation by minority ethnic groups to recognise the significance of racial equality issues. One of the future challenges needs to be to promote awareness in 'whiter' sporting arenas. Some insist that 'race' and racism are not an issue in their sport. Offering a blunt riposte one interviewee suggested they should be asked 'where their participants from minority ethnic groups are then'. Some suggest that there is no need to address racial equality *because* there are few participants from minority ethnic groups or because there are few from those groups living in the area. There are not parts of the country where racial equality (and any associated problems of racism) are not an issue, but it may be sensible to have a differentiated response taking account of the nature of the region.

Although many of the national sports organisations (plus a number of Active Sports Partnerships) have now achieved the Preliminary level, none has yet progressed to the Intermediate level. Developments and programmes are still at an early stage, and even after the implementation of the various levels of the Standard for Sport cultural change across organisations will take time. However, the government's expectations of the instrumental role of sport in achieving social goals will only serve to increase the pressure on sports organisations to demonstrate their commitment to racial equality. Such expectations need to be balanced against a realistic assessment of the resources, especially human expertise, actually available to sports organisations that may be committed and willing to accept this challenge. The speed of future progress may well depend upon the government's willingness to increase investment in either (or both) the organisations implementing change (sports) and/or the agent(s) they employ to encourage that process of change (Sporting Equals/others).



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Section 7: References

Commission for Racial Equality (2000) *Achieving Racial Equality: a Standard for Sport*. London, CRE.

Macpherson, Sir William, of Cluny (1999) *Report of the Stephen Lawrence Inquiry* (Cm 4262 – I, 1999) London, The Stationery Office.

Sporting Equals (1999) *Findings from the Racial Equality Survey of National Governing Bodies*. Unpublished report.



All England Netball Association

1

Appendix 1: Questionnaire and Summary Statistics

2nd July 2002

Dear Colleague

I would like to ask you to contribute a small amount of your time to helping us with an important survey to examine progress made in addressing race equality within sport.

Sporting Equals has been working over the past couple of years to combat racism in sport. A joint initiative of the Commission for Racial Equality (CRE) and Sport England, our task is to combine efforts to free sport from racist behaviour with those designed to encourage participation in sport amongst all sections of the community. To do this we have been working with a number of national governing bodies of sport (NGBs) and national sports organisations, providing advice and specific on-going support. We commend the positive work which NGBs and other sports organisations have taken to address these important issues.

At the same time, we are conscious of our duty to assess progress so far and also to obtain opinions about the contribution that Sporting Equals has itself made. Therefore we have commissioned the Centre for Leisure and Sport Research (CLSR) at Leeds Metropolitan University to undertake an updating survey on race equality in sport, which follows on from a similar exercise conducted some time ago. We would like to know the views of your organisation on the subject, learn of action being taken by your organisation, and hear your opinion on the role of bodies like Sporting Equals. If you would like any further background information regarding the survey and its purpose, Karl Spracklen, our National Development Manager, is overseeing this work and would be happy to respond.

CLSR have taken care to design a questionnaire which is as straightforward as possible, with full instructions and pre-paid return envelope. We would be most grateful if you, or a relevant colleague in your organisation, would take a few minutes to complete this survey and *return it to CLSR by 31st July 2002*. Your individual response will be treated in confidence and will not be seen by Sporting Equals.

We value your input very much and wish to tailor services to meet your needs. Thank you for your time and for helping frame future action on race equality in sport.

Kind regards,

Yours sincerely,



Novlette Rennie
Project Director
Sporting Equals

RACIAL EQUALITY IN SPORT SURVEY

Your views on racial equality in sport are important to us and we would like to learn from the experience of your organisation in dealing with this subject. Your responses will be treated in strict confidence. We are grateful for your time and help in completing this questionnaire, which has been designed to be as user-friendly as possible: the majority of questions are in a 'tick box' format. If you wish to write any additional comments, please feel free to enclose these with your response.

Please return completed questionnaire in the enclosed pre-paid envelope by 31st July 2002.

Name of your organisation (*This will not be disclosed without your permission*)

Please identify the **most appropriate contact** (name, job title and address) if it is **not** the person to whom this questionnaire was originally sent.

| Q1. Does your organisation have a formal equity policy? (perhaps it might be called an equality policy or an equal opportunities policy?) | tick one box |
|---|--------------|
| • Yes (<i>in this case please go direct to Question 3</i>) | 39 (87%) |
| • No (<i>in this case please go on to Question 2</i>) | 6 (13%) |

| Q2. If your organisation does not have an equity policy, please indicate which of the following statements <i>most closely</i> represents the organisation's position | tick one box |
|---|--------------|
| • A policy is currently being developed | 5 (83%) |
| • Such a policy is not necessary because the sport is already completely open | 1 (17%) |
| • Such a policy has no value in promoting sport | |
| • Would like to introduce a policy but do not have the resources to administer one | |
| • Need professional help and advice to design one | |
| • There is no need for one at present | |
| • Other { <i>please specify</i> } | |

Now please go to Question 5

| Q3. In what form is your organisation's equity policy? | tick one box |
|--|--------------|
| • Written statement only | 7 (18%) |
| • Written statement plus action points and measures, not yet implemented | 3 (8%) |
| • Specific action plan being implemented | 25 (64%) |
| • Monitoring performance against specific targets | 4 (10%) |
| • Other { <i>please specify</i> } | 0 (0%) |

We would be grateful if you could return any documentation with completed questionnaire

| Q4. Which of the following areas are included in your organisation's equity policy? <i>Tick all that apply</i> | | | |
|---|----------|----------------------|----------|
| • Racial discrimination | 38 (84%) | • Sexual harassment | 32 (71%) |
| • Racial harassment | 31 (69%) | • Sexual orientation | 35 (78%) |
| • Sex discrimination | 37 (82%) | • Disability | 38 (84%) |
| • Other {please specify} | 9 (20%) | | |

If you have ticked 'racial discrimination' &/or 'racial harassment', please go to Q6, otherwise go to Q5.

| Q5. If there is currently no race equality policy are there any plans to develop one? | | tick one box |
|---|--|--------------|
| • Yes, within 12 months | | 5 (83%) |
| • Yes, but cannot give a definite timescale | | 1 (17%) |
| • No plans at present | | 0 (0%) |
| • Other {please specify} | | 0 (0%) |

| Q6. Who is the lead person within your organisation specifically responsible for race equality? Please tick one box only | | | |
|--|----------|---------------------------|---------|
| • Member of staff | 33 (73%) | • Committee/sub-committee | 6 (13%) |
| • Honorary official | 1 (2%) | • Other {specify}: | 0 (0%) |
| • Committee member | 2 (4%) | • No one designated | 3 (7%) |

| Q7. How is race equality advice given to people involved in your sport(s)? <i>Tick all that apply</i> | | | |
|--|----------|---------------------------------------|----------|
| • Published in the handbook | 23 (51%) | • Part of organisation's website | 12 (27%) |
| • Publish specific race equality booklet | 3 (7%) | • Training | 24 (53%) |
| • Resources are distributed to clubs | 14 (31%) | • In response to individual inquiries | 23 (51%) |
| • Included in publicity/campaigns | 14 (31%) | • Not supplied | 1 (2%) |
| • Other {please specify} | | | |

| Q8. Which of the following do you think are issues in your sport(s) that need attention from your organisation? Tick all that apply | | | |
|---|----------|---|----------|
| • Racial abuse from supporters | 4 (9%) | • Lack of interest in/ knowledge of the sport(s) among minority ethnic groups | 31 (69%) |
| • Racial abuse from players, coaches and competition officials | 5 (11%) | • Use of stereotypes | 16 (36%) |
| • Wider aspects of racial discrimination/harassment | 12 (27%) | • Other {please specify} | 7 (16%) |
| • Lack of cultural awareness by those involved in the sport(s) | 29 (64%) | • None identified | 5 (11%) |

| Q9. What has your organisation done to address these issues? | <i>tick all that apply</i> |
|---|----------------------------|
| • Looked for advice from others (e.g. sports organisations, local authorities or equality bodies) | 30 (67%) |
| • Conducted campaigns | 6 (13%) |
| • Provided staff training | 25 (56%) |
| • No specific action yet | 6 (13%) |
| • Other {please specify} | 7 (16%) |

| Q10. Does your organisation work in any of the following ways to promote participation specifically among minority ethnic groups? | <i>tick all that apply</i> |
|---|----------------------------|
| • Target individuals or communities | 21 (47%) |
| • Develop links with community groups representing minority communities | 23 (51%) |
| • Work with schools to attract a greater range of young people | 28 (62%) |
| • Work with other appropriate organisations | 28 (62%) |
| • Talent identification among minority ethnic groups | 8 (18%) |
| • Other {please specify} | 2 (4%) |

| Q11. Do you have a formal procedure for dealing with complaints about racial discrimination or harassment? | <i>tick one box</i> |
|--|---------------------|
| • Yes (<i>in this case please specify here briefly what the procedure is or enclose a copy</i>) | 30 (67%) |
| • No | 15 (33%) |

| Q12. Does your organisation offer a training course on race equality? | <i>tick one box</i> |
|---|---------------------|
| • Yes, we have our own course | 8 (18%) |
| • Yes, but we use training provided by another organisation | 9 (20%) |
| • No, not offered (<i>In this case please go directly to Question 14</i>) | 24 (53%) |
| • No reply | 4 (9%) |

| Q13. Is attendance on this course compulsory for any persons from any of the following categories? Please tick all that apply | | | |
|---|----------|--|--------|
| • Members of staff | 10 (22%) | • Coaches | 4 (9%) |
| • Honorary officers | 3 (7%) | • Officials (referees, umpires, judges etc.) | 2 (4%) |
| • Committee members | 3 (7%) | • Other volunteers | 2 (4%) |
| • No reply | 8 (14%) | | |

Q14a. Do you undertake ethnic monitoring for staff appointments? Tick one box

| | | | | | |
|--|----------|------|----------|--------------------------|---------|
| • Yes | 28 (62%) | • No | 11 (24%) | • No reply | 6 (14%) |
| • 14b. How many of your salaried staff are from minority ethnic groups? | | | | _____ out of _____ staff | |
| • 14c. How many of your coaches are from minority ethnic groups? | | | | _____ out of _____ | |
| • 14d. How many of your competition/match officials are from minority ethnic groups? | | | | _____ out of _____ | |

If you do not have precise details for 14c and 14d please provide estimates

Q15. How do you allocate time and money for promoting racial equality issues?

Tick all that apply

| | | | |
|-------------------------------------|---------|--------------------------------|----------|
| • A specific budget | 7 (16%) | • Integral to other programmes | 27 (60%) |
| • Part of a general equality budget | 8 (18%) | • Other {specify} | 1 (2%) |
| • General campaigns budget | 2 (4%) | • None allocated | 9 (20%) |

Q16. How is progress on your equity policy monitored and assessed? Tick all that apply

| | | | |
|--------------------------------------|----------|--------------------------------|----------|
| • Annual progress reports | 26 (58%) | • Audit of participants | 22 (49%) |
| • Staff performance appraisals | 9 (20%) | • Ad hoc surveys | 7 (16%) |
| • Ethnic monitoring for appointments | 16 (36%) | • External research | 2 (4%) |
| • Audit of officials and coaches | 13 (29%) | • No formal monitoring process | 8 (18%) |
| • Other {please specify} | 3 (7%) | | |

Some of the following responses may prove particularly sensitive. Please be reassured that we will treat this in anonymity unless specifically authorised otherwise.

| | |
|---|----------------------------|
| Q17. The following are possible reactions to the suggestion of developing race equality action plans or programmes. Please indicate those that reflect your own view so that we can advise on more effective procedures in the future. | <i>Tick all that apply</i> |
| • There is no significant incidence of racial discrimination in our sport(s) | 20 (44%) |
| • There is limited interest in our sport(s) among ethnic minority communities | 19 (42%) |
| • It would be helpful to see examples of what other organisations have achieved | 26 (58%) |
| • We would like help to identify examples of discrimination and disadvantage | 16 (36%) |
| • We would welcome leaflets, posters and other promotional material | 28 (62%) |
| • We would welcome advice and consultancy on how to develop and implement racial equality action plans/programmes | 23 (51%) |
| • We feel unduly obliged to take action on something that is not high on our list of priorities | 12 (27%) |
| • Lack of resources means it is difficult for us to allocate significant management time and effort to race equality issues | 20 (44%) |
| • We are making good progress and do not currently need any external input | 6 (13%) |
| • It would help if there were a racial equality forum for national sports organisations to discuss initiatives | 28 (62%) |

| | | | | |
|--|-------|-----------|------|---------|
| Q18a. Have you previously heard of Sporting Equals (part of the CRE)? <i>Tick one box</i> | • Yes | 45 (100%) | • No | 0 (0%) |
| Q18b. Have you had any dealings specifically with Sporting Equals? <i>Tick one box</i> | • Yes | 38 (84%) | • No | 7 (16%) |

If you have answered No to Q18b please go direct to Q20

Q19. How helpful has that been in helping you to move forward on race equality matters?

| | |
|---|----------------------------|
| Q20a. Does your organisation utilise any racial equality standards? | <i>tick all that apply</i> |
| • Sporting Equals standards | 32 (71%) |
| • Other Commission for Racial Equality standards | 0 (0%) |
| • Local Government Association standards | 0 (0%) |
| • Other {please specify} | 0 (0%) |
| • Don't currently use any (in this case please go direct to Q21) | 10 (22%) |
| • No reply | 3 (7%) |

Q20b. If your organisation uses any such standards, how are they applied in practice?

| | | | |
|--|----------|------------------------------------|----------|
| Q21. Whom do you think should be responsible for racial equality in sport? <i>Tick all that apply</i> | | | |
| • Local authorities | 23 (51%) | • Sporting Equals | 32 (71%) |
| • NGBs | 38 (84%) | • CRE (other than Sporting Equals) | 17 (38%) |
| • National Sports Organisations | 27 (60%) | • Coaches, officials, players | 33 (73%) |
| • Others {please specify} | 2 (4%) | | |

Q22. Please comment on how useful you have found other bodies (e.g. Sport England, Commission for Racial Equality, local authorities) in helping you make progress on race equality matters.

Q23. Are there any other matters relating to race equality that you would like to draw to our attention?

Thank you for your assistance. Please return this in the pre-paid envelope provided to:
Centre for Leisure & Sport Research, Fairfax Hall, Beckett Park, Leeds LS6 3QS

To arrive by 31st July 2002

2 Appendix 2 : List of Survey Respondents (45)

| National Governing Bodies of Sport (37) | |
|---|--|
| National Federation of Anglers | Surf Life Saving Association of GB Ltd |
| Salmon & Trout Association | Modern Pentathlon Association of GB |
| Amateur Athletics Association of England | Medau Society |
| UK Athletics | English Folk Dance & Song Society |
| Badminton Association of England | All England Netball Association |
| England Basketball | National Rounders Association |
| British Canoe Union | Rugby Football League |
| England and Wales Cricket Board | British Amateur Rugby League Association |
| British Cycling Federation | Rugby Football Union |
| British Equestrian Federation | Lawn Tennis Association |
| The Football Association | Royal Yachting Association |
| Golf Foundation | English Ski Council |
| English Golf Union | Amateur Swimming Association |
| English Ladies Golf Association | English Table Tennis Association |
| British Gymnastics | English Volleyball Association |
| Hockey England Ltd | British Water Ski Federation |
| Ice Hockey UK | British Weight Lifters' Association |
| National Ice Skating Association of UK | British Wheel of Yoga |
| English Lacrosse Association | |
| National Sports Associations (8) | |
| English Federation of Disability Sport | Football Foundation |
| Institute of Leisure & Amenity Management | Institute of Sport and Recreation Management |
| sports coach UK | Sportsmatch |
| Womens Sports Foundation | Youth Sport Trust |

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Appendix 3: Interview pro forma (Phase 2)

The Charter process

- How have you [the sporting organisation] negotiated the Charter process?

The role of racial equality policies

- Is there any difference between equity principles/policies for ‘race’ and those for sex or disability (or age)?
- Should they be separate policies or part of one over-arching equity policy?
- Can a national sports body have much effect on what happens in this regard in the sport at large? How much is it a responsibility of any sport as opposed to a wider issue for society as a whole?

The impact racial equality work has had within the sport(s)

- It’s important to have the policy statements, but how do you actually roll these out into the sport?
- What response have you received from your affiliated bodies?
- Is it something you just have to do or does it have value for the organisation?

How success is measured

- How is this auditing, etc. (as reported in their questionnaire) done? [EO]
- How do you judge success? What are your measures of progress?
- Have the organisation’s actions been successful in promoting racial equity?
- Can you provide some examples of good practice?

Relationships with Sporting Equals

- How significant has Sporting Equals been in oiling the wheels of this development of policy? {Would it have happened without them?}
- What aspects of Sporting Equals work with you have been most useful?
- Is Sporting Equals adequately resourced, in your view?

Relationships with other bodies

- Is Sporting Equals any different from the Sports Council or the CRE?
- How do you view Sport England linking funding to action on this topic? {positive action or unfair pressure?}

The need for progression

- Are the different Charter levels a useful tool for your sport? {tick box approach or making a real difference?}
- What’s the plan for the future? What is your thinking on addressing the intermediate targets?

Future needs to progress this work

- What do you need now to help you move forward?

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Appendix 4: Interview pro forma (Phase 3)

The Charter process

- Are you aware of the Charter process and what it involves?

The role of racial equality policies

- Is there any difference between equity principles/policies for 'race' and those for sex or disability (or age)?
- Should they be separate policies or part of one over-arching equity policy?
- Can a national sports body have much effect on what happens in this regard in the sport at large? How much is it a responsibility of any sport as opposed to a wider issue for society as a whole?

The impact racial equality work has had within the sport(s)

- It's important to have the policy statements, but how can these be rolled out into the sport?
- What response have you received from your affiliated regions/counties/clubs (as appropriate) to policies on racial equality?

How success is measured

- How do you judge success? What are your measures of progress?
- Have you been successful in promoting racial equity?
- Can you provide some examples of good practice?

The impact of the Charter process

- How significant has the Charter process been in helping any work on racial equality?
- Would you have carried out work in any case?

Relationships with other bodies

- How do you view Sport England linking funding to action on this topic? {positive action or unfair pressure?}

Future needs to progress this work

- What's your plan for the future?
- What do you need now to help you move forward?



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