BERMUDA CIVIL SOCIETY PROJECT: ANALYSIS OF SOCIAL SERVICE AGENCIES

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rootCAUSE
Advancing Innovation for Social Impact

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BERMUDA CIVIL SOCIETY PROJECT

The Civil Society Project is a Bermuda-based, independent research and data analysis initiative designed to clarify how nonprofit agencies and other stakeholders deliver programs and services to the community. Its purpose is to better inform plans for allocating resources and collaborative work.

The following report on the third sector[1] in Bermuda, with a focus on social service agencies, is one product of this initiative. To develop the report, Root Cause, a nonprofit research and consulting firm, was commissioned to synthesize existing research and conduct supplemental primary research; the report aims to increase understanding of the gaps and overlaps in services being provided to address social issues in Bermuda. Specifically, secondary research included synthesizing a number of reports that were published in Bermuda between 2005 and 2009 and covered various social issues facing the island (for full report titles, see endnotes); primary research consisted of data gathered at a convening of social service agencies in January 2010 and a gap analysis survey sent to nonprofit agencies focused on social services on the island.

Phase I of the Civil Society Project is coordinated by a taskforce of Bermuda funders, non-profits and technical advisors. Martha Dismont of The Family Centre (Analysis of Social Service Project Lead, facilitating the production of this report) and Pam Barit Nolan of The Centre on Philanthropy (Fiscal Agent and Data Management Project Lead) serve as the initiative's lead non-profits, Funder representatives include Myra Virgil of The Atlantic Philanthropies (BSCP Chair), David Lang of the Bank of Bermuda Foundation, Ralph Richardson of the ACE Foundation and Amanda Outerbridge of the XL Foundation. Tamara Gathright-Fritz, a consultant to The Atlantic Philanthropies and Margaret Hallett of the Coalition for Community Activism also serve on the Taskforce.

BERMUDA'S THIRD SECTOR: A SYNTHESIS OF EXISTING RESEARCH

ECONOMIC OVERVIEW

Bermuda is one of the wealthiest and most prosperous countries today. Income per capita was $86,000 in 2007, higher than that in all but three countries: Luxembourg, Norway, and Qatar, and 50% higher

FIGURE 1: EMPLOYMENT BY SECTOR OVER TIME
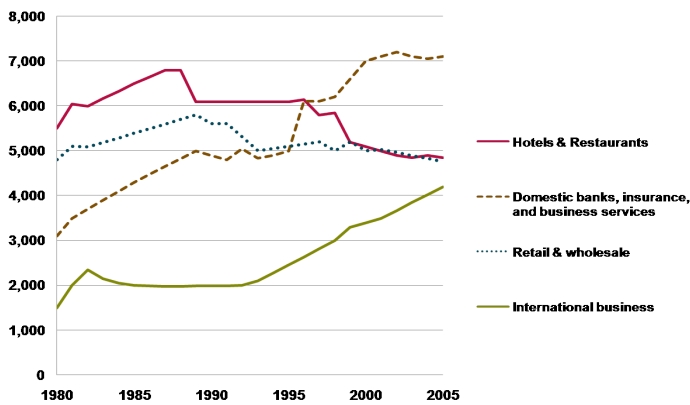
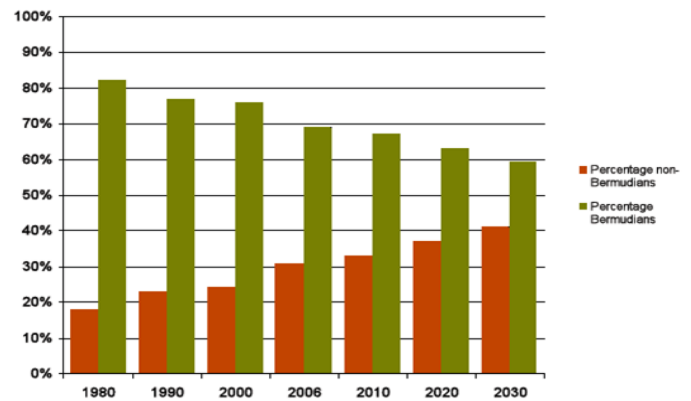Source: *"The Shift: An Examination of Employment Trends in Bermuda." Bermuda Employers' Council. June, 2008.*

than that of the United States.[2] The average cost of a house by the mid-2000s exceeded $1,000,000.[3] Despite the country's financial stability and generally positive macroeconomic indicators, a significant portion of the population is in need of more efficient and effective social services: in 2000, 19% of the population lived below the poverty line, which is significant compared to poverty rates in countries with comparable incomes per capita.[4]

Recent economic success has primarily been driven by a rise in international business and the development of more sophisticated financial markets, particularly in insurance and reinsurance. Bermuda falls behind only the United States and United Kingdom in this sector,

which produces 48% of the country's gross domestic product (GDP).[5]

Conversely, employment opportunities in the tourism industry have experienced a constant, gradual decrease since the industry's peak in 1987 (see Figure 1). This decrease in tourism, combined with the increase in financial services and international business, has created a shift in the demand for skills-sets; notably, demand for low-skilled workers has decreased, impacting the availability of job opportunities for those traditionally employed in the declining tourism sector.

FIGURE 2: BERMUDIAN JOB SHARE

Source: *"The Shift: An Examination of Employment Trends in Bermuda." Bermuda Employers' Council. June, 2008.*

One outcome of this increased demand for high-skilled labor to sustain Bermuda's financial services-driven economy is that non-Bermudians increasingly represent a greater percentage of the workforce (see Figure 2). The decreasing demand for low-skilled workers may result in many struggling to find new employment and, consequently, there may be increased demand for social services.

THIRD SECTOR IN BERMUDA

TRENDS AND CHALLENGES

The third sector has emerged as an influential force in the world economy in recent years. One factor that has contributed to the sector's heightened role is the most recent refocusing of government efforts on deficit reduction to mitigate the effects of the global economic downturn. This refocusing has resulted in all levels of government relying more heavily on the third sector by outsourcing some public benefit programs to nonprofit agencies. Despite its reduced role in direct service delivery, however, the public sector still plays an essential role in supporting and governing the third sector, and public-nonprofit partnerships have become more formalized as government leans more heavily on nonprofit agencies for implementation of its public benefit mandate.[6]

The past decade has also seen a surge in collaboration between the business and third sectors. In its traditional form of corporate philanthropy, businesses provide charitable contributions that support nonprofit agencies' operations or programs. However, the convergence between these sectors also has produced increasingly innovative models that blur the lines between the two sectors, such as enterprises that measure their success with both financial and social indicators.

This new, global emphasis on collaboration across sectors indicates a strong opportunity for proliferation of best practices throughout and increased efficiency in the third sector. As in the global landscape, there has been increasing interest in Bermuda to better connect the public, business, and third sectors in order to leverage untapped resources, knowledge, and responsibility that would improve the country's information infrastructure and address social problems more efficiently.

Driving some of the increased collaboration and efficiency in the third sector is the emergence of the social impact investor, a new kind of donor who seeks to support nonprofit agencies able to measure their effectiveness in addressing difficult social issues. Social impact investors strive to connect their investments with demonstrated results, and, therefore, demand increased accountability, transparency, and continuous improvement from the nonprofit agencies that they support.

Despite these trends that are affecting the sector as a whole, a number of challenges may prevent nonprofit agencies from participating efficiently in the sector and improving their ability to serve their clients.

The predominant obstacle facing nonprofit agencies continues to be a shortage of funding, which is exacerbated by dramatic growth in the number of agencies in the third sector. Decreased government funding, stricter yet varying reporting requirements from donors/funders, and a greater emphasis on performance measurement and accountability has resulted in an overly competitive market seeking philanthropic dollars. Consequently, many nonprofit agencies are operating either at a deficit or under severe budgetary and financial constraints that do not allow them to improve their programs, much less scale best practices.

A second obstacle facing nonprofit agencies is a lack of standardized data, which inhibits their ability to track progress or identify the areas on which to focus their efforts. While a stronger convergence of the three sectors could result in an information sharing system that would allow nonprofit agencies to operate under uniform standards and share best practices efficiently, such a system would not be available in the near term. In the interim, resource-strapped nonprofit agencies continue to struggle with data tracking and reporting to multiple donors.

Ever evolving, the third sector faces other challenges that deter its progress; these include the need for increased governance and clarity around the sector's role, better integration between advocacy and direct service agencies, and the right balance of "coopetition" between agencies.

None of these issues preclude Bermuda's third sector, and in fact, a 2005 survey of the sector showed that most nonprofit agencies on the island are operating on miniscule budgets,[7] which jeopardizes their ability to bring about positive social outcomes. Furthermore, the continued proliferation of small nonprofit agencies in Bermuda seems to indicate a strong likelihood of duplicated services and an opportunity for increased collaboration and efficacy in service delivery.

SECTOR LANDSCAPE

There is general agreement between nonprofit agencies, donors, and beneficiaries regarding the top issues facing Bermuda (see Figure 3). Among all three groups, housing was determined to be the most important issue, followed by crime, drugs, and education. Housing is not an issue that is currently addressed by Bermuda's third sector, primarily because it requires broader, government-led systemic change.

FIGURE 3: MAJOR SOCIAL ISSUE AREAS AS IDENTIFIED BY CHARITIES, DONORS, AND BERMUDIANS
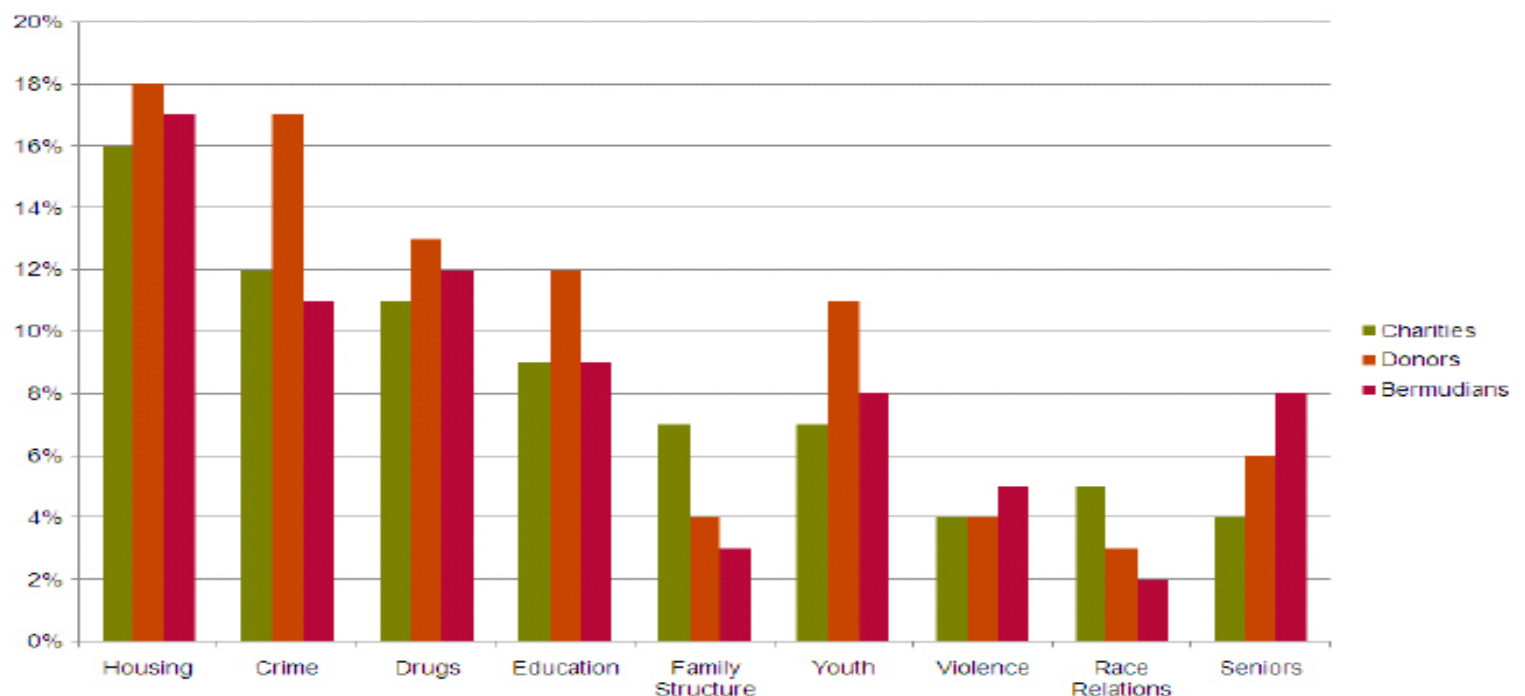
Source: "Project PINK SANDS: Research Findings." Maio & Co. March, 2005.

A 2005 sector-wide survey conducted by Maio & Co. , a strategy and branding firm, identified approximately 345 registered nonprofit agencies in Bermuda.[8] Yet, key stakeholders in the third sector estimate that the true number of nonprofit agencies operating on the island, whether they are registered or not, is closer to 700. Furthermore, many of these agencies are operating under budgetary and human resource constraints.[9]

Under these constraints. agencies rely heavily on volunteers to help run day-to-day operations and programs; however, the reality is that many agencies are unable to fulfill their program requirements with voluntary staff. Agencies' ability to scale, or improve in quality, is imperative to the level of impact they can achieve in the community. Figure 4 highlights the general revenue levels among nonprofit agencies.

Philanthropy in Bermuda is driven by a variety of sources including individual donors, corporations, and foundations. Individuals are the largest source of charitable giving; however, while 88% of households donate to the sector, the annual contribution by household is small (approximately $300), indicating that there may be an opportunity for nonprofit agencies to appeal to individual donors more effectively.[10]

In Bermuda, most nonprofit agencies generate revenue from government grants and individual and corporate donations (see Table 1). While agencies seek to build relationships and cultivate multi-year commitments, the wide range of options available to donors makes philanthropy a less reliable source of repeat funding.

As donors strive to become more strategic with their philanthropic investments, they will demand accountability, transparency, and results from nonprofit agencies in order to measure the impact of their investments. Tables 2 and 3 highlight a discrepancy between donors' stated philanthropic priorities and their actual giving. As donors have access to more results-driven data, they will be able to make more informed decision and better align their giving with their stated priorities.

FIGURE 4: REVENUE LEVELS AMONG NONPROFIT AGENCIES

27%	$25,000-$149,000
26%	Up to $5,000
24%	$5,000-24,999
18%	$150,000-$999,999
5%	1M+
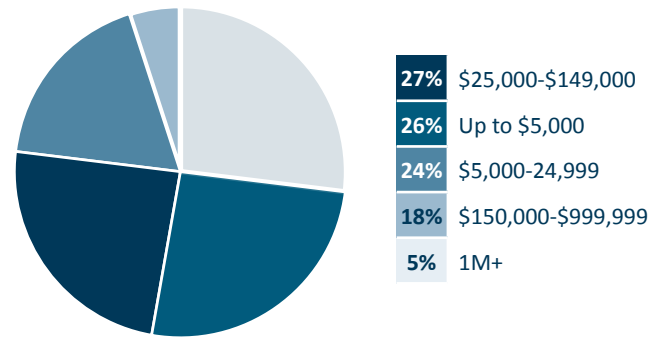
Source: "Project PINK SANDS: Research Findings." Maio & Co. March, 2005.

TABLE 1: NONPROFIT AGENCIES' REVENUE SOURCES

CHARITIES' REVENUE SOURCES	AMOUNT ($M)	% OF TOTAL
Individual donations	19.3M	23%
Fees for services or programs	14.3M	17%
Corporate or foundation donations	10.9M	12%
Government grants	10.1M	9%
Interest income	7.6M	9%
Other	7.6M	9%
Special events	6.7M	8%
Membership dues	4.2M	5%
In-kind donations	3.4M	4%
Source: "Project PINK SANDS: Research Findings." Maio & Co. March, 2005.	**85.1M**	**100%**

TABLE 2: ACTUAL GIVING BY SOCIAL AREA

SOCIAL ISSUE AREA	AMOUNT ($M)	% OF TOTAL
Education	4.7M	25%
Health and Human Services	3.7M	20%
Miscellaneous	2.7M	15%
Arts, Culture, Heritage & Humanities	2.5M	13%
Sports & Youth Development	1.5M	8%
Environment & Conservation	1.4M	7%
Sponsorship: Corporate & Event	0.9M	5%
Community Services	0.8M	4%
Mathing Grants	0.4M	2%
Other	0.1M	1%
Source: "Project PINK SANDS: Research Findings." Maio & Co. March, 2005.	**18.5M**	**100%**

TABLE 3: DONOR PRIORITIES BY SOCIAL AREA*

SOCIAL ISSUE AREA	% OF TOTAL
Housing	18%
Crime	15%
Drugs	13%
Education	12%
Youth	11%
Family Structure	4%
Violence	4%
Race Relations	3%
Seniors	6%
Source: "Project PINK SANDS: Research Findings." Maio & Co. March, 2005.	**100%**

*Reflects the issues donors feel are most important based on a survey by Maio & Co.

The following snapshots highlight four critical social issues facing Bermuda. These snapshots synthesize existing research reports, cited at the beginning of the snapshot, on the state of each social issue in Bermuda; they do not reflect new research. According to two reports on the issue of ageing that Root Cause reviewed (*Ageing Trends: Report on the Seniors' Test for Ageing Trends* and *Services and Ageing in Bermuda: Meeting the Needs of Seniors*), ageing was not determined to be as critical an issue for the island as the other issues discussed below. However, since the publishing of these reports, ageing is considered to be an emerging issue that has resulted in increased dialogue over the last decade, and the island is treating it as a priority at this time.

HEALTH[11]

*SOURCE OF THIS SNAPSHOT: **BERMUDA HEALTH SYSTEMS AND SERVICES PROFILE (2005)***

In recent years Bermuda's health care system has seen a rise in costs and an increase in participation from the third sector . While the business sector continues to play a lead role in service provision and financing, its market share has been decreasing in recent years. The public sector, which is responsible for most population-based services as well as services provided by the hospital, has begun to outsource some of its service delivery through third sector agencies.
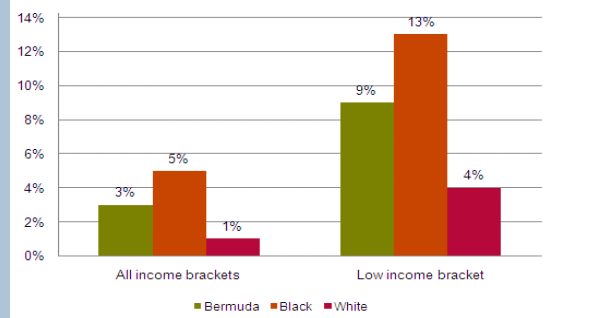
While most Bermudians have some form of health insurance, the cost of health care grew from 5.4% of total household expenditures in 1993 to 7.1% in 2004. There are also large differences in access to quality health care between nationalities, races, ages, and income levels. Non-Bermudians are more likely to have coverage than Bermudians; white Bermudians are more likely to have coverage than black Bermudians; youth are more likely to have coverage than the elderly; and those in higher income brackets are more likely to have coverage than those in poverty.

FIGURE 5: UNINSURED LOW-INCOME HOUSEHOLDS BY RACE

Source: M. Ramella. "Bermuda Health Systems and Services Profile." April, 2005.

Regarding particular health issues, there has been a significant population-wide increase in cases of communicable diseases such as Chlamydia, Gonococcal disease, food borne illness, salmonella, and non-specific urethritis. Looking at youth specifically, asthma, sexually-transmitted infections, and inactivity are major health issues.

Notable Facts

- According to survey findings, the number of Bermudians that considered the quality of health care to be "excellent" decreased 5% between 1999 and 2005, the number considering it to be "good" increased 9%, and the number considering it to be "poor" increased 4%

- Health care costs doubled from BDA$116.2M in 1990 to BDA$376.8M in 2004

- In 1999, the most critical health issues by public opinion were AIDS (58%); cancer (49%); drug and alcohol abuse (43%); diabetes (25%); heart disease (22%); and obesity (20%)

- A black Bermudian under the age of 24 is twice as likely to be uninsured as a white Bermudian of the same age

- One out of every four children in Bermuda is overweight

Key Takeaway

With health care costs on the rise and public and business sector participation in service delivery decreasing, there is a growing opportunity for third sector support in health care provision. Additionally, the increase in communicable and highly-preventable diseases indicates a need for increased public education, which could be delivered effectively through third sector programs.

EDUCATION[12]

Bermuda's education system faces challenges in providing youth with the resources, preparation, and direction they need to succeed. Figure 6 indicates that the effectiveness of Bermudian schools decreases as students age, which has negative implications on their ability to be prepared for future academic and professional endeavors.

FIGURE 6: ESTIMATED EFFECTIVENESS OF BERMUDIAN SCHOOLS

Source: D. Hopkins, et al. "Review of Public Education in Bermuda." IOE London. May, 2007.

A study in 2009 titled *Earnings, Employment and Educational Attainment Gaps between Young Black Bermudian Males and Their Same-Age Peers* found that wages are not substantially different between those who graduate high school and those who graduate college, indicating a decreased incentive to attend college. However, as international, finance-driven business grows in Bermuda, a new set of quantitative and analytical skills is required; skills which typically call for higher education. The island offers limited opportunities for higher learning, however: Bermuda College, the sole institution of higher learning on the island, offers associate's degrees, certificates, and diplomas, making further academic pursuit towards a bachelor's degree difficult for those who cannot afford to study abroad. Without a bachelor's degree, the chances of entering the professional workforce in Bermuda are limited; thus, students without the means to study abroad have minimal opportunity to pursue ambitious academic and professional goals.

Research indicates that, while students are supported in their earlier years according to research, they often fall behind in later years due to a lack of resources and opportunities. Primary schools are generally regarded as the strongest type of public schools followed by middle schools and then high schools. The diminishing quality over time indicates a decreasing level of support and resources available to youth as they progress in their schooling.

Racial and socioeconomic divides among Bermudians further prevent the population from attaining a higher educational standard as a whole. Private schools are considered to be academically superior to public schools, and are more likely to be attended by higher-income, white Bermudians. Similarly, twice as many non-Bermudians attend private schools than do public schools.

Notable Facts

- In 2000, 40% of white residents attended university, compared to 18% of black residents

- In 2000, 45% of non-Bermudians attended university, compared to 27% of Bermudians

- In 2006, the overall high school graduation rate was 52%

- In 2007, an independent study found just over one-third of public schools in Bermuda to be good or better in terms of effectiveness
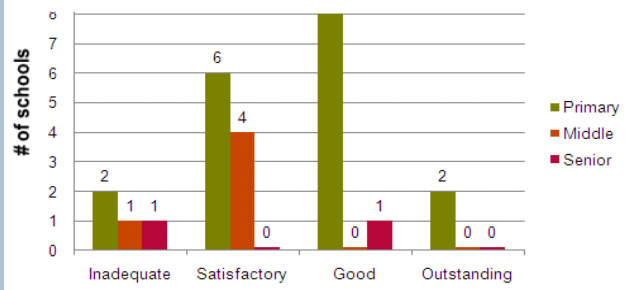
Key Takeaway

A lack of resources and higher education opportunities prevents the public school system from supporting youth to develop long-term academic and professional goals. There is an opportunity for the third sector to complement the Ministry and Board of Education's efforts to improve the system by providing youth development and workforce training programs as well as increasing awareness of opportunities for Bermuda's youth to pursue higher studies.
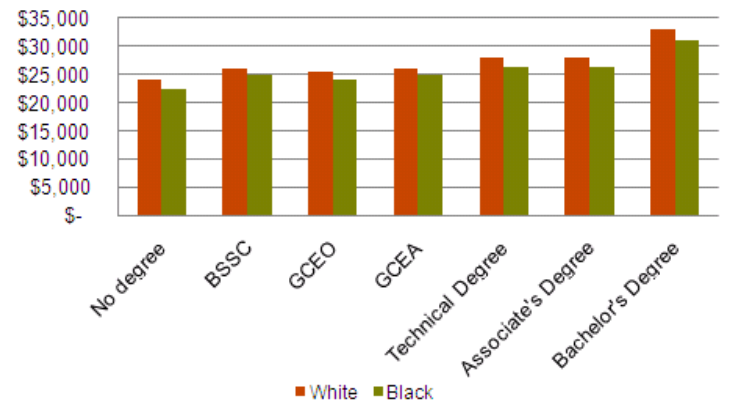
WORKFORCE[13]

While Bermuda boasts one of the lowest unemployment rates in the world, a shift in the composition of its workforce may have implications for the native population. Increasingly driven by international business and finance, the types of jobs needed to drive the economy require a skill set that many in Bermuda currently lack, due in part to limited higher education opportunities. Low-skilled laborers are unable to enter the workforce of a high-skilled economy and, therefore, face a hurdle in securing employment.

Of note, young Bermudian males who obtained certificates or Technical/Associates degrees did not report substantially higher earnings than those with just a high school degree. In addition, black Bermudian males face the greatest challenge with regard to employment. They are more likely to be unemployed and not enrolled in school, compared to their white counterparts. Black Bermudian males are also more willing to work for lower pay than all other groups, including white males and black and white females. Substantial race and gender earnings gaps are caused by quality of education, discrimination, and occupational segregation.

FIGURE 7: PREDICTED EARNINGS OF YOUNG BERMUDIAN MALES BY RACE AND EDUCATION

Source: R. Mincy, et al. "Earnings, Employment and Educational Attainment Gaps." October, 2009.

Notable Facts

- Average annual earnings of young white Bermudian males is $28,000 compared to $22,500 for young black Bermudian males

- Young black Bermudian females are predicted to earn significantly more than young black Bermudian males, and females in general will earn more than males

- Between 1994 and 2007, employment in Bermuda by non-Bermudians increased by 4.4%, while employment for Bermudians increased only by 0.1%

- 18% of white Bermudian males and 16% of black Bermudian females attend college, whereas only 9% of black Bermudian males attend college

Key Takeaway

While its booming international business sector has led Bermuda to become one of the wealthiest nations in the world, it has also shifted employment away from low-skilled workers, many of which are part of the native population. Yet, higher education to provide Bermudians with the skill sets needed in this new economy does not currently exist on the island. This creates a paradox that needs to be reconciled in order to ensure that Bermudians remain competitive as potential employees. While the third sector is unable to provide the native population with the bachelor's degrees required for international business and finance positions, there may be an opportunity for specific workforce development or training to better prepare low skilled workers for emerging industries that may require specialized skills, but not necessarily the highest level of education. In the long-term, ideally all Bermudians would have access to bachelor's and advanced degrees to enable them to compete for any level of position on the island.

YOUTH VIOLENCE[14,15]

Youths in Bermuda have been exposed to violence either directly as perpetrators or victims, or as observers. Violence can be the result of social and environmental factors; youth that experience high levels of stress are more likely to develop behavioral and emotional problems that can lead to maladaptive or antisocial behavior and increase the likelihood of future violent actions. Community disorganization, which includes graffiti, abandoned buildings, fighting, and availability of drugs, was the highest common risk factor among violent youth, according to the *Youth in Bermuda* report. Community disorganization is a result of social and infrastructural issues that persist despite cross-sector efforts to resolve these problems.

FIGURE 8: SENTIMENTS OF MIDDLE AND HIGH SCHOOL STUDENTS (DATA AS OF 2000)
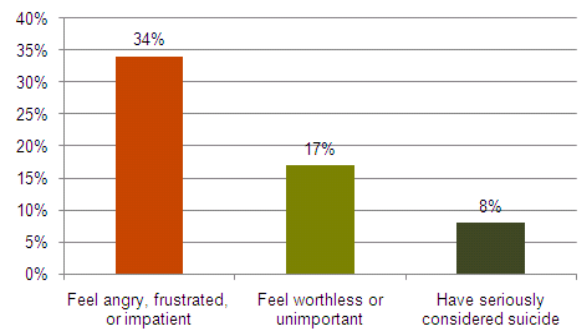

Source: "Youth in Bermuda." 2006.

Needs Assessment for Youth and Families, a report referenced within *Youth in Bermuda*, indicates that a significant number of Bermudian youth do not receive the guidance they need at home or in school to succeed and establish long-term goals; research has shown that a lack of goals can increase the chance that youth will engage in antisocial or violent behaviors.

Various risk and protective factors are cited as major causes or inhibitors of youth violence in Bermuda. Risk factors are those that increase the likelihood of a young person becoming involved in drug use, delinquency, school dropout, and/or violence, whereas protective factors are conditions that help to reduce exposure to risk factors or mitigate their effect. Areas that show promise for abating youth violence include providing incentives for prosocial participation. Specifically, youth should be rewarded by parents, teachers, and society in general for paid jobs, volunteer work, sports involvement, and other community-oriented activities that help them build and maintain their sense of purpose and productivity.

Notable Facts

- Racial and socioeconomic inequalities exist which affect relationships between groups: non-Bermudians (particularly whites) generally have greater access to a high quality education and support services than Bermudians (particularly blacks)

- Students recorded the highest rates of use for alcohol (66.9% of students), marijuana (23.9%), cigarettes (21.9%), and inhalants (10.8%), with lower percentages for heroin and smokeless tobacco

- 39% of middle and high school students reported having been in at least one physical fight over a one year period

- 21.2% of students reported attacking someone with intent to harm in the year prior to the survey

- 18.5% of students reported carrying a bladed weapon

Key Takeaway

Internal and external factors result in a general sense of hopelessness among Bermuda's youth, which prevents them from setting goals for the future and encourages destructive behaviors directed at themselves, their peers, and their communities. There is an opportunity for the third sector to help provide critically needed mental health and youth development support systems to encourage academic achievement and civic engagement.

BERMUDA'S THIRD SECTOR: ANALYSIS OF AGENCY DATA

Primary data collected in 2010 from stakeholders in Bermuda's third sector, including nonprofit and government agencies, was analyzed to determine the status and effectiveness of the third sector as it presently exists in Bermuda and to inform stakeholders of overlaps and gaps in services offered. This includes data gathered at a convening of social service agencies in January 2010 and through a survey sent to agencies in April 2010.

SOCIAL SERVICES CONVENING

A series of convenings took place in Bermuda between June 2009 and January 2010 and brought together nearly 100 participants from the third, public, and business sectors in an effort to increase collaboration for greater impact. The result of these convenings was the agreement on seven "presenting problems," or significant social issues affecting Bermuda's population, and three underlying causes for each problem. Agencies were asked to identify which presenting problem(s) and underlying cause(s) they address through their programs. Figure 9 lists the seven presenting problems and their underlying causes. Also indicated is the number of agencies that address each cause by age group as provided at the convening on January 19, 2010 (see Appendix 1 for additional details).

Generally, the information from the convening suggests that there are fewer services available for those aged 0-5 and 65+. Many agencies described themselves as addressing family- or community-related issues such as unaddressed generational trauma, whereas fewer agencies addressed infrastructure-related issues such as data management.

FIGURE 9: AGENCIES' PRESENCE IN SEVEN PRESENTING PROBLEMS AND UNDERLYING CAUSES (CONVENING, 2010)

AGE	LACK OF HEALTHY RELATIONSHIPS			LACK OF PARENTING SKILLS		
	Unaddressed Generational Trauma	Family and Community Disconnect	Lack of well-being as a country	Breakdown of extended family/community: lack of support	Unaddressed generational trauma	Lack of clarity around good parenting
0-5	3		1		1	2
6-18	5	5	3	2	2	1
18-65	5	3	1	4	3	2
65+						

AGE	LACK OF EDUCATION AND LIFE SKILLS			HIGH COST OF LIVING		
	System is too broad from top-down	Politics/lack of leadership in education	Lack of community and family involvement	Goods	Food	Shelter
0-5			2			
6-18	2	2	6			
18-65	3	3	6	1	1	
65+	2	1	1			

AGE	LACK OF DATA/RESEARCH/STATISTICS			LACK OF SUPPORT FOR VULNERABLE POPULATIONS		
	Data not disseminated	No central database	Not an independent body to ensure that findings are ethical	Unaddressed general trauma	Lack of a system to address issue	Over/mis/convenient diagnosis of drugs
0-5	2		1	1		
6-18	2	1	2	2	1	
18-65	1	1	2	3	3	
65+					1	

AGE	INADEQUATE SOCIALIZATION		
	Poor understanding of cause and effect	Breakdown of family unit	Discouraged mixing between systems
0-5		2	
6-18	5	3	3
18-65	5	3	2
65+	2		

Following the convening, further analysis and synthesis was conducted on the seven presenting problems and underlying causes to determine three high-leverage social issues that could be addressed through third sector initiatives. The three core issues identified were:

- Lack of Education,
- Lack of Life Skills, and
- Unaddressed Generational Trauma.

In addition to these results, the agencies attending the convening also helped to develop clarity around what types of services they offered in their respective fields along the following spectrum, where push services are those that aim to prevent problems, and pull services address the consequences (see Figure 10).

FIGURE 10: SPECTRUM OF SERVICE TYPES

PUSH SERVICES   PULL SERVICES

Advocacy → Awareness/Education → Prevention → Intervention → Treatment → Aftercare

AGENCY SURVEY

Following the convenings, a comprehensive survey of Bermuda's third sector was conducted to identify gaps and overlaps among nonprofit agencies' programs, with a particular emphasis on agencies that support children and families. The survey asked agencies to provide information about the sector(s), area(s) within each sector, and program(s) within each area in which their work focused as well as the types of services provided through each program and the ages and genders of the population served (see Appendices 2 and 3 for additional survey details).

The survey was structured to reflect the core codes included in the National Taxonomy of Exempt Entities (NTEE), which is a comprehensive list used to classify nonprofit agencies in the United States. Of 392 agencies working in social issue areas related to families and children, 102, or 26%, responded to the survey. Surveyed agencies were selected based on the following criteria:

- The agency must be a nonprofit or government agency,
- The agency must serve family and/or children, and
- The agency is recognized as influential in the sector according to key stakeholders involved with the Civil Society Project.

At the highest level, survey data provided a broad view of the social sectors in which nonprofit agencies are working (see Figure 11). The overwhelming majority of respondents indicated that they operate programs in the Youth Development and Education sectors.

FIGURE 11: SECTOR REPRESENTATION (2010)
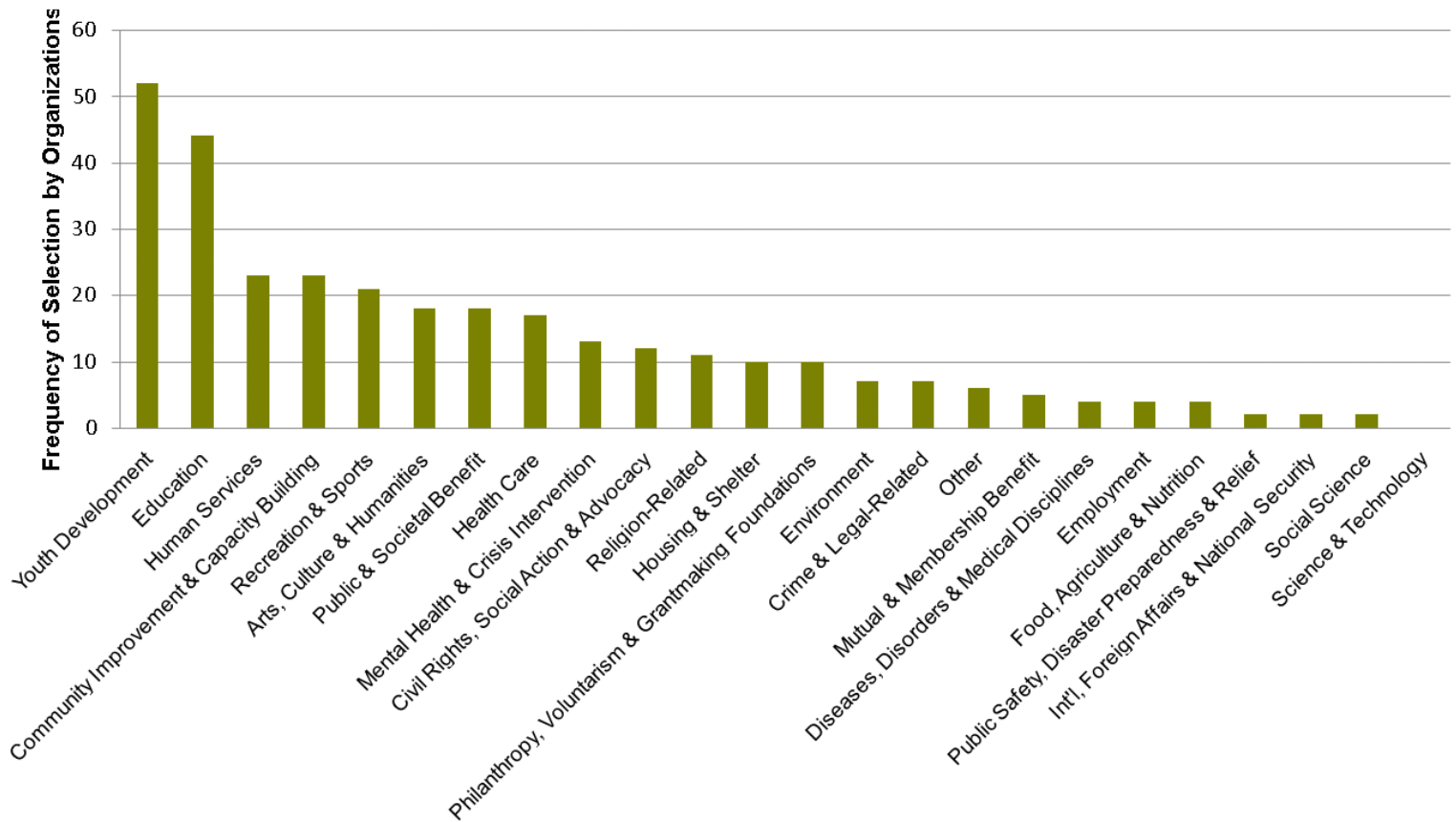
Four particular areas were identified as critical when analyzing survey data: Youth Development, Education, Human Services, and Mental Health & Crisis Intervention. These areas were selected because they were the most frequently selected children- and family-focused sectors and also because they serve as proxies for the three overarching social issue areas distilled from the social services convening: Lack of Education (Education), Lack of Life Skills (Youth Development and Human Services) and Unaddressed Generational Trauma (Mental Health & Crisis Intervention).

FIGURE 12: FOUR MAJOR SOCIAL ISSUE AREAS IDENTIFIED (SURVEY, 2010)
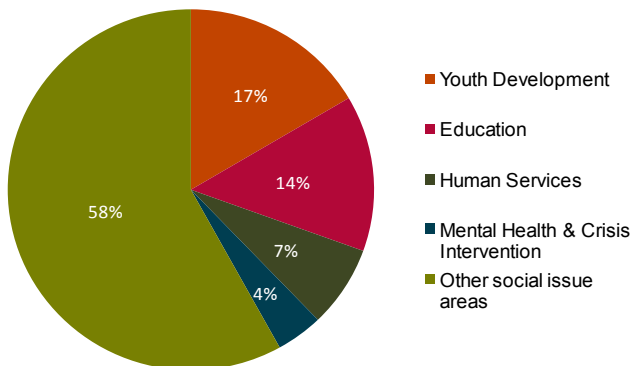
Figures 13, 14, 15, and 16 provide detail on the types of services that agencies provide in these four areas, and the populations that they target. Note that young females and males include individuals aged 17 and younger, whereas adult females and males include those 18 and older.

The data presented in Figures 13-16 indicate a greater number of services being targeted toward adults in all areas except youth development. The adult focus is particularly noticeable for Mental Health and Crisis Intervention programs, where there is only a third of the number of programs available to children as for adults. Furthermore, the emphasis in the Mental Health and Crisis Intervention area is on pull services, rather than push services aimed at preventing related issues before they occur. Considering the underlying influence of unaddressed trauma on many other social issues facing Bermudians, a greater emphasis on push services for youth could be considered to stop the cycle.

The majority of educational services offered are targeted toward youth, but services for those in high school or above are limited. This highlights the problem that youth quickly lose support as they progress through the educational system, being offered fewer resources that encourage them to succeed academically and establish long-term goals. In addition, more agencies identified themselves as being involved with adult education than with higher education, indicating a greater focus on the development of life skills than on academic achievement.

Finally, a number of vulnerable populations appear to be underserved, as no agencies registered programs that specifically address their needs; these populations included the developmentally-disabled, blind or visually-impaired, and the deaf. Other neglected populations, with few to no programs recorded by agencies that completed the survey, included the lesbian-gay-bisexual-transgender community, orphans, and those with addictive disorders (e.g., gambling, alcohol or drug abuse).

FIGURE 13: YOUTH DEVELOPMENT
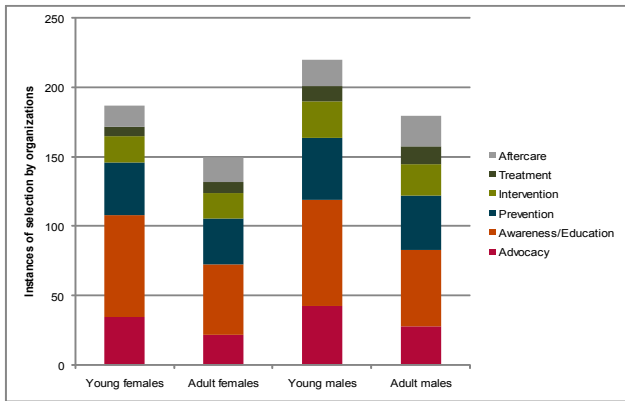
FIGURE 14: HUMAN SERVICES
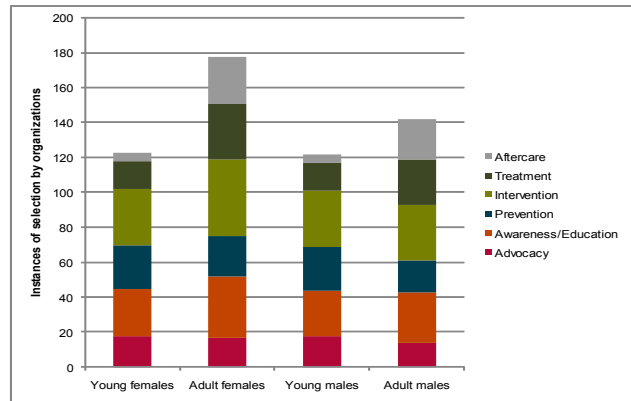
FIGURE 15: EDUCATION

FIGURE 16: MENTAL HEALTH AND CRISIS INTERVENTION
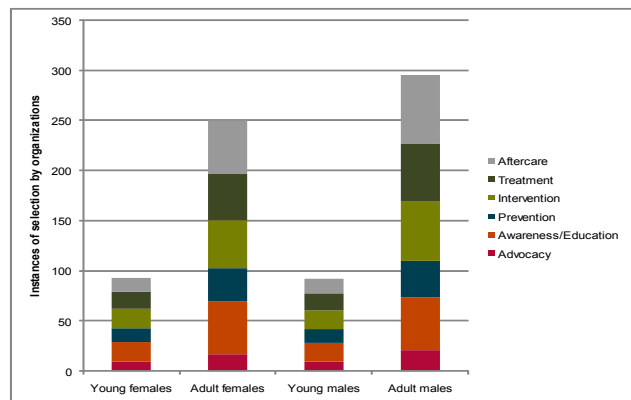
RECOMMENDATIONS

Results from the convening and survey indicate that gaps exist in the third sector. Specifically there are gaps between the major social issue areas - as identified by nonprofit agencies, Bermudians, and donors - the services that are offered, and where funding is directed.

There was feedback from the Convening participants that a lack of accessible data about the agencies in Bermuda resulted in low understanding among third sector stakeholders about what services are being provided and how effectively they are being delivered.

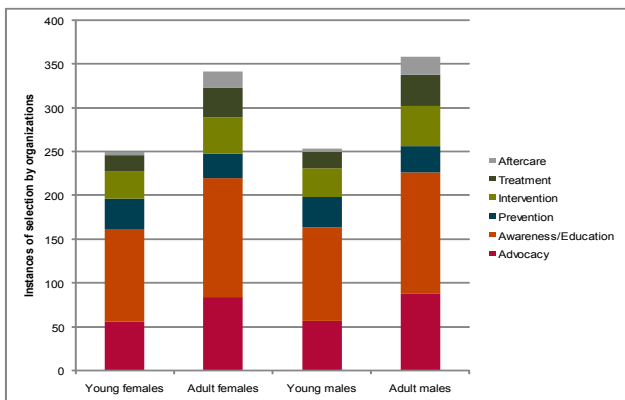While results from both the convening and survey indicated that the areas of Youth Development, Education, and Human Services were priorities, there was misalignment around the importance of Mental Health and Crisis Intervention. Convening attendees found mental health to be a critical issue and mentioned "unaddressed generational trauma" as either a presenting problem or an underlying cause at least four times in their conclusions; however, survey data indicates that few programs exist to address this issue.

The following recommendations are based on survey results and suggest ways to move forward in the four social issue areas that were indicated to be of importance:

- Overall, survey responses indicated differences in the number of services offered to different populations (e.g., females versus males, youth versus adults); a greater understanding of the needs of each specific population should be determined in order to provide the right service-level for each. This research could be accomplished through various methods, including greater data-collection about client needs by social service agencies when dealing directly with their beneficiaries. Specific examples that require further understanding include:
  - o In the areas of Youth Development, Education, and Mental Health & Crisis Intervention, females receive significantly fewer services than males.

o In the areas of Human Services, Education, and Mental Health & Crisis Intervention, adult males and females (aged 18-65) are offered substantially more services than young males and females (under age 18).

- The majority of services offered in the social service sectors are push services (e.g., advocacy, awareness/education, prevention) or those that aim to prevent the negative consequences of social issues rather than address the consequences, or pull services (e.g., intervention, treatment, aftercare). However, the Mental Health & Crisis Intervention sector is an exception. The lack of awareness and prevention services in this sector is of particular concern as issues related to mental health were indentified at the convening as some the most ingrained and troubling issues of Bermuda. More services to make Bermudians aware of as well as prevent unaddressed generational trauma, such as counseling services or youth mentoring programs, should be offered.

- Young males and females are offered less than half the services that adults are offered in the area of Mental Health & Crisis Intervention. Bermudians have identified unaddressed generational trauma as a major problem and, therefore, more prevention services should to be offered to young Bermudians.

Based on the synthesis of multiple existing reports, participant input from the January 2010 Convening, and input from agencies completing the survey, the following steps are recommended to make progress on improving the effectiveness of social services in the third sector:

1. Identify a priority sector that focuses on family and children on which to target the next phase of this project (e.g., Mental Health & Crisis Intervention), based on the primary and secondary research in this report.

2. Determine a social issue within the sector on which to focus (e.g., within Mental Health & Crisis Intervention, one might consider Counseling as a social issue).

3. Identify best practices to address that social issue as well as issue specific indicators to track progress being made by agencies.

4. Modify the existing central data repository (e.g., Centre on Philanthropy's Nonprofit Directory) to capture social issue data about best practices and issue specific indicators for agencies.

5. Select a number of key agencies addressing the identified social issues to participate in a pilot program to collect data according to the standardized template in the central data repository.

A standardized template with indicators that measure organizational health, program performance, and social and economic outcomes would enable agencies to better track and improve upon their performance, funders to learn how agencies are performing, and beneficiaries of services to better understand what is available to them. Additionally, best practices exhibited by some agencies could be shared more effectively with other agencies providing similar services as well as identify opportunities for collaboration, synergy, and overall more impact in addressing Bermuda's most pressing social issues.

1. The terms "civil society" and "third sector" can be and are used interchangeably in this report. The generally accepted definition of Civil Society" is "the arena of un-coerced collective action around shared interests, purposes and values" (London School of Economics Centre for Civil Society). While definitions usually exclude state organisations, in Bermuda's small community, the Civil Society Project Taskforce believes it is more beneficial to include government agencies to ensure we obtain a complete picture of services provided. So far, registered charities, NGOs, community organisations and advocacy groups as well as government agencies, have been involved in the Project.

2. "Bermuda Country Profile." CIA – World Factbook. URL: www.cia.gov/library/publications/the-world-factbook/geos/bd.html

3. "Continuing Bermuda's Economic Miracle." Bermuda First. November, 2009.

4. "Bermuda Country Profile." CIA – World Factbook. URL: www.cia.gov/library/publications/the-world-factbook/geos/bd.html

5. "Continuing Bermuda's Economic Miracle." Bermuda First. November, 2009.

6. "Project PINK SANDS: Research Findings." Maio & Co. March, 2005.

7. Ibid.

8. Ibid.

9. Ibid.

10. Ibid.

11. M. Ramella. "Bermuda Health Systems and Services Profile;" Report for the Ministry of Health and Family Services of Bermuda. April, 2005.

12. D. Hopkins, et al. "Review of Public education in Bermuda." IOE London. May, 2007.

13. R. Mincy, et al. "Earnings, Employment and Educational Attainment Gaps between Young Black Bermudian Males and their Same-Age Peers." Center for Research on Fathers, Children and Family Well-Being. October, 2009.

14. "Communities that Care Youth." 2007

15. "Youth in Bermuda." 2006.

BERMUDA CIVIL SOCIETY PROJECT: ANALYSIS OF SOCIAL SERVICE AGENCIES

Appendices

APPENDIX I

CONVENING DATA ANALYSIS METHODOLOGY

Agencies in the public and third sectors came together in an effort to determine the issues affecting Bermuda's population the most and to work towards greater collaboration. The particular data analysis conducted for this report is of the third in a series of three convenings.

The Inter Agency Committee proposed seven presenting problems to initiate discussions between participants. These were as follows:

- Lack of Healthy Relationships
- Lack of Parenting Skills
- Lack of Education and Life Skills
- High cost of living
- Lack of data/research/statistics
- Lack of Protection for Our Vulnerable Populations
- Inadequate Socialization

Participants were given a sheet with many underlying issues and were asked to identify which were the most relevant to the seven presenting problem listed above. They were instructed to select three per each presenting problem after brainstorming and discussions.

Following the determination of the 21 total underlying causes, agencies were each given three Post-it sticky notes to identify which of the 21 their organization aimed to address under the seven presenting problems, while specifying their target population. For seven presenting problems, three underlying causes each, and 4 categories of ages, this represents a total of 84 possible selections. Below is an example of how an organization could have placed the three sticky notes (in yellow):

Lack of Healthy Relationships

Age	Unaddressed Generational Trauma	Family and Community Disconnect	Lack of focus on well-being as a country
0-5			
6-18			
18-65			
65+			

Lack of parenting skills

Age	Breakdown of extended family / community; lack of support	Unaddressed generational trauma	Lack of clarity around good parenting
0-5			
6-18			
18-65			
65+			

Lack of education and life skills

Age	System is too broad from top-down	Politics/lack of leadership in education	Lack of community and family involvement
0-5			
6-18			
18-65			
65+			

High cost of living

Age	Goods	Food	Shelter
0-5			
6-18			
18-65			
65+			

Lack of data/research/stats

Data not disseminated	No central database	Not an independent body to ensure findings are ethical

Lack of Protection for Our Vulnerable Populations

Unaddressed generational trauma	Lack of a system to address issue	Over/mis/ convenient diagnosis of drugs

Inadequate Socialization

Age	Poor understanding of cause and effect	Breakdown of family unit	Discouraged mixing between systems
0-5			
6-18			
18-65			
65+			

APPENDIX II

SOCIAL SERVICES SURVEY PRODUCTION, DATA COLLECTION, AND ANALYSIS

PRODUCTION

Survey responses were analyzed in order to arrive at the conclusions discussed in this report. The survey question structure was multi-level and modeled off the National Taxonomy of Exempt Entities (NTEE) code system, which is used to classify nonprofit organizations in the United States. The following is the question logic used and a *specific example*:

1. Select the *sector(s)* in which your organization conducts its core work. *Education*

    2. Select the **areas** that describe the work your organization does relating to Education. *Elementary & Secondary Schools (24 options)*

        3. Select the **programs** within Elementary & Secondary Schools that most closely resemble the work that your organization does. *Preschools (6 options)*

            4. Select the **types of services** related to Preschools that your organization provides. *Intervention (6 options)*

            5. Please identify the **population** that directly benefits from your Prevention activities related to Preschools. Select the appropriate age ranges for females (F) and males (M). *Males, 0-5; Females, 0-5 (10 options)*

The above question structure was created for nearly every category listed on the NTEE code list, for a total of 2,400 questions; only categories that directly related to agencies serving children and families were included. Per organizations' responses, hundreds of thousands of data points were recorded and analyzed. To view all the possible sector-, area-, and program-level options, please download the complete NTEE list at http://nccs.urban.org/classification/NTEE.cfm. The types of services and population options are shown below:

FIGURE 2: SNAPSHOT OF NTEE CODES LIST

Advocacy: Efforts to organize groups and/or influence policy

Awareness/Education: Sessions, workshops, trainings, gatherings or other activities aimed at informing about a particular social issue

Prevention: Services that direct those who are vulnerable away from a given issue before they are affected by it

Intervention: Services that aim to stop an issue as it is taking place, either through direct/immediate action, or through longer term actions, in the case of ongoing issues

Treatment: Services that support or care for individuals/populations that have been affected by an issue after an incident of that issue and/or before they are fully removed from the direct impact of the issue; the goal of these programs is to stop the direct impact of the given issue on beneficiaries

Aftercare: Longer-term services that care for individuals/populations that have been affected by a given issue; these programs seek to stabilize their beneficiaries' situation after they are no longer being directly affected by the issue, and to prevent a recurrence of the issue by supporting beneficiaries over a significant period of time

Populations

Males, 0-5	Females, 0-5
Males, 6-18	Females, 6-18
Males, 19-34	Females, 19-34
Males, 35-64	Females, 35-64
Males, 65+	Females, 65+

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Step 1: Collection

The survey was distributed to several hundred stakeholders in Bermuda's third sector, and 107 responded while it was live for over six weeks. Their responses were recorded in the following format, where each row represents an organization's responses, each column represents a survey question, and a "1" represents a positive response (i.e., selection) to a question:

FIGURE 3: SNAPSHOT OF RAW SURVEY RESPONSES

Q2.1	Q3.1_1	Q3.1_2	Q3.1_3	Q3.1_4	Q3.1_5	Q3.1_6	Q3.1_7	Q3.1_8	Q3.1_9	Q3.1_10
Organization Name	When ans	When ans	When ans	When ans	When ans	When ans	When ans	When ans	When ans	When ans
Bermuda Council on Ageing										
The Eliza DoLittle Society										1
KAIROS Philanthropy		1					1			
Family Centre					1					
Bermuda National Gallery	1	1								
The Salvation Army					1					1
ChildWatch Bermuda		1			1		1			
The Centre Limited	1									
Bermuda Environmental Sustainability Taskforce (BEST)			1							
Bermuda Council for Drug-free Sport		1					1			
The Salvation Army										1
The Women's Resource Centre		1			1		1			
National Dance Foundation of Bermuda (NDF)	1	1								
Amnesty International Bermuda		1		1						1
Bermuda Society of Arts	1	1								
The Duke of Edinburgh's Award in Bermuda										
BERMUDA BOTANICAL SOCIETY		1	1						1	
Tomorrow's Voices - Bermuda Autism Early Intervention Centre		1				1				
Bermuda Hospital Board				1	1	1				
National Museum of Bermuda, Incorporating Bermuda Maritime Museum	1	1								
LADY CUBITT COMPASSIONATE ASSOCIATION				1						
Adult Education School		1								
Bermuda College		1								
Bermuda Senior Islanders' Centre		1		1				1		
Bermuda School of Music	1	1								
Anglican Church of Bermuda, The Cathedral of the Most Holy Trinity, Hamilton, Bermuda		1								
Residential Treatment Services										
PHENOMENAL PEOPLE.....Living, Loving & Learning										
The First Baptist Church of Bermuda										
Prison Fellowship Bermuda							1			
PRIDE Bermuda		1								
Global Arts Youth Initiatives Founation	1	1	1	1						

Step 2: Consolidation

Following the collection of data, to handle the thousands of columns of information, the data was formatted to be more digestible. This included summing each column to determine how many positive responses each answer received, then collapsing columns into groups. The following is the method as it applied to Youth Development responses:

FIGURE 4: CONSOLIDATION OF RAW DATA

Youth Development Summary

|	Youth Centers & Clubs	Adult & Child Matching Programs	Scouting Organizations	Youth Development Programs	Other
# of selections	15	5	4	35	18

Youth Development Service Type Summary

	Advocacy	Awareness	Prevention	Intervention	Treatment	Aftercare
	35	70	40	21	7	16
F 0-5	4	10	4	2	0	1
F 6-18	31	63	34	17	7	14
F 19-34	16	32	21	13	6	13
F 35-64	4	12	6	3	2	4
F 65+	2	7	6	2	0	1
M 0-5	8	14	8	6	4	5
M 6-18	35	62	37	20	7	14
M 19-34	18	33	23	14	7	14
M 35-64	8	15	10	7	6	8
M 65+	2	7	6	2	0	8
Total	15	5	4	35	18	

Youth Centers & Clubs Summary

	Boys Clubs	Girls Clubs	Boys & Girls Clubs	Other
	3	1	8	7

Youth Centers & Clubs Service Type Summary

	Advocacy	Awareness	Prevention	Intervention	Treatment	Aftercare
	10	17	11	7	2	5
F 0-5	0	2	1	1	0	0
F 6-18	8	15	9	6	2	4
F 19-34	4	6	6	4	2	5
F 35-64	0	0	2	0	0	1
F 65+	0	0	2	1	0	0
M 0-5	2	4	3	3	2	2
M 6-18	10	14	10	7	2	4
M 19-34	5	7	7	4	2	5
M 35-64	2	2	4	2	2	3
M 65+	0	0	2	1	0	0
Total	3	1	8	7		

Boys Clubs Summary

	Advocacy	Awareness/Education	Prevention	Intervention	Treatment	Aftercare
	2	3	2	1	0	0
F 0-5	0	0	0	0	0	0
F 6-18	0	1	0	0	0	0
F 19-34	0	0	0	0	0	0
F 35-64	0	0	0	0	0	0
F 65+	0	0	0	0	0	0
M 0-5	0	0	0	0	0	0
M 6-18	2	1	1	1	0	0
M 19-34	1	1	1	0	0	0
M 35-64	0	0	0	0	0	0
M 65+	0	0	0	0	0	0
Total	2	3	2	1	0	0

Total number of positive responses

Aggregate of positive responses for areas

Aggregate of positive responses for programs

Aggregate of positive responses for service type and population-level questions

Step 3: Analysis

Following data consolidation, analysis of values and trends led was followed by production of graphs and charts, from which conclusions were developed. The following is the result of the Youth Development analysis.

FIGURE 5: YOUTH DEVELOPMENT ANALYSIS
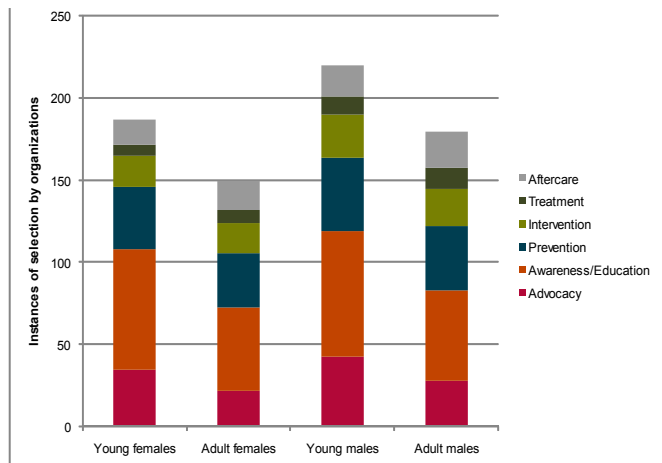
Note on Data Quality

It is important to note that survey responses may be skewed due to organizations' independent identity with certain issues, or how strongly they consider themselves as operating in particular social issues. Several smaller organizations that were surveyed identified themselves as operating in a substantial number of issues, whereas many larger organizations identified themselves in fewer. This gap between what organizations actually do and what they perceive themselves as doing is an important one to consider when drawing conclusions from this data.

APPENDIX III

SURVEY PARTICIPATION

The following is a list of organizations that participated in the survey. Names are written as they were submitted.

Adult Education School	Charles Bascome Music Scholarship	Residential Treatment Services
Afterschool Programme - Department of Youth, Sport and Recreation - Bermuda Government	Chewstick foundation	Sail Training Association of Bermuda (Tall Ships Bermuda)
Al-Anon/Alateen Family Groups	Child and Adolescent Services	Sandys Community Centre - Bermuda Government, Department of Youth, Sport and Recreation
Alzeimer's Family Support Group	ChildWatch Bermuda	Select Sites Group
Amnesty International Bermuda	Citizens Uprooting Racism in Bermuda	Springfield Community Centre
Anglican Church of Bermuda, The Cathedral of the Most Holy Trinity, Hamilton, Bermuda	Continental Society of Bermuda	St. Georges Community Centre
Bermuda Heart Foundation	De Boys' Day Out CLub	St. George's Historical Society
Bermuda Audubon Society	Department of Court Services	STAR (Supportive Therapy for AIDS and their Relatives)
Bermuda Botanical Society	Devonshire Colts Football Club	Swan's Running Club
Bermuda Cancer and Health Centre	Elliot Primary PTA	Synergy
Bermuda College	The Family Centre	Teen Services/Teen Haven
Bermuda Conference of Seventh-day Adventist Church/ Hamilton Church	Focus Counsellling Service	The Aerie Foundation
Bermuda Council for Drug-free Sport	Friends of Hospice	The Bermuda Boys' Brigade
Bermuda Council on Ageing	Friends of the Bermuda National Library	The Bermuda Junior Service League
Bermuda Environmental Sustainability Taskforce (BEST)	Global Arts Youth Initiatives Foundation	The Brotherhood/Sisterhood of Bermuda
Bermuda Foundation for the arts	Hamilton Lions Club	The Centre Limited
Bermuda Girl Guide Association (Girlguiding Bermuda)	Head II Foot Foundation	The Centre on Philanthropy
Bermuda Hospital Board	IT Takes a Village Support Group	The Duke of Edinburgh's Award in Bermuda
Bermuda Junior Golf Association (BJGA)	KAIROS Philanthropy	The Eliza DoLittle Society
Bermuda Karate Organization	Kiwanis Club of Hamilton - Division 24 of Kiwanis International	The First Baptist Church of Bermuda
Bermuda National Gallery	Lady Cubitt Compassionate Association	The Hospitals Auxiliary of Bermuda
Bermuda Paralympic Assiociation	Learning Disabilities Association of Bermuda	The PHC Foundation
Bermuda Red Cross	Masterworks Museum of Bermuda Art	The Physical Abuse Centre
Bermuda Rowing Association	Matilda Smith Williams Seniors Residence	The Salvation Army
Bermuda School of Music	Meals on Wheels, Bermuda	The Total Group
Bermuda Senior Islanders' Centre	National Dance Foundation of Bermuda (NDF)	The Willing Workers of Bermuda
Bermuda Sloop Foundation	National Museum of Bermuda, Incorporating Bermuda Maritime Museum	The Women's Resource Centre
Bermuda Society of Arts	Oral Health Section, Department of Health, Bermuda Government	Tomorrow's Voices - Bermuda Autism Early Intervention Centre
Bermuda Underwater Exploration Institure	PALS	Up With People Bermuda Alumni
Bermuda Youth Counselling Services	Passports to College of Bermuda	Westmeath Residential & Nursing Care Home
Big Brothers Big Sisters of Bermuda	Phenomenal People.....Living, Loving & Learning	Word of Life Bermuda
CADA - Encouraging Responsible Alcohol Behavior	PRIDE Bermuda	Young Life Bermuda
Calvary Gospel Chapel	Prison Fellowship Bermuda	Youth Development Unit - Department of Youth, Sport and Recreation
Caron Bermuda	Raleigh International Bermuda	