

Scaling Up

ActionDignity's Broker Strategy

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With Support From



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Introduction

ActionDignity is a community-based organization pursuing the vision of a just and equitable society for all. Its mission is to facilitate the collective voice of Calgary's ethno-cultural communities towards full civic participation and integration though collaboration. The organization was publicly launched in 2002 as the Ethno-Cultural Council of Calgary (ECCC) and changed its name to ActionDignity in December of 2017, marking its 15th anniversary. For simplicity, the organization will be referred to as ActionDignity throughout this document, even when describing past events.

ActionDignity's strategies for pursuing its mission have evolved over time. It delivers programs, supports community-based actions, and collaborates with stakeholders to influence change aligned with its vision. ActionDignity strengthens the capacity of communities to create broad ranging impacts for their members; it also strengthens the collective voice of communities to influence systems change. ActionDignity's strategies are guided by the capacities and needs of ethno-cultural communities and by their experiences with systems that impact them.

This document resulted from a larger research project on advancing ActionDignity's mission. It explores opportunities to advance the mission by scaling up ActionDignity's Ethno-Cultural Broker Strategy, which is a cornerstone of its community work. More than 140 community members have been trained to function as Ethno-Cultural (EC) Brokers in various programs and in numerous ethno-cultural communities. The role of EC Brokers has expanded over time to support ActionDignity's mission. This document explores what makes ActionDignity's Ethno-Cultural Broker Strategy unique and how it can be leveraged to advance the mission.

Methodology

The following methods were used to answer research questions in this document:

- *literature review:* Various journals and other publications were reviewed to understand the evolution of cultural brokering approaches and to provide a context for comparing ActionDignity's approach.
- ActionDignity document review: Internal documents were reviewed to understand ActionDignity's Broker Strategy over time. Reviewed documents include: EC Broker job descriptions, program logic models, proposals/reports to funders, annual reports, manuals, community consultation reports, PowerPoint presentations, and ActionDignity's Scaling Up Ethno-Cultural Communities Community Assessment Report.
- *participant observations:* Meetings, activities and workshops (20 in total) relevant to Ethno-Cultural Brokering were observed.
- *open-ended qualitative interviews*: ActionDignity Program Coordinators (n=6) and EC Brokers (n=3) were interviewed about the activities and impact of Broker work.
- ActionDignity experiential knowledge: Staff reflected on the strengths and challenges of ActionDignity's Broker Strategy and generated recommendations for strengthening the Strategy across programs.
- *participatory action research*: A *Brokers' Night* event engaged 51 core staff, volunteers and Brokers to gather insights on the EC Broker Strategy. A community consultation engaged 11 ActionDignity member organizations in exploring their common interests and priorities.

• 2018 Strategic Planning Retreat: Board Members, staff and committee volunteers reviewed these research results to decide on future directions for ActionDignity.

Research Questions and Findings

ActionDignity's Broker Strategy has been difficult to define because it is flexible to respond to the unique contexts of ethno-cultural and geographical communities and the systems that impact them. The actions of individual EC Brokers are guided by community-driven priorities, community capacities and community needs. In addition, the roles of EC Brokers have expanded over time through ongoing identification of best practices. Understanding how ActionDignity's Broker Strategy has expanded over time and what makes it unique can provide insights for leveraging the Broker Strategy to advance ActionDignity's mission.

Three main research questions are addressed:

- 1. How has ActionDignity's Broker Strategy expanded?
- 2. What makes ActionDignity's Broker Strategy unique?
- 3. What opportunities exist to scale up the Broker Strategy to advance ActionDignity's mission?

1.1 How Has ActionDignity's Broker Strategy Expanded?

Initially, ActionDignity's Broker Strategy was mainly used to increase the access of ethno-cultural community members to services and resources. This was done by raising awareness of existing services and giving feedback to service providers to improve the service appropriateness. One of ActionDignity's first printed definitions of Ethno-Cultural Broker is found in *Building Bridges with Ethno-Cultural Communities: Training Resources, Information, Orientation Toolkit*:

An Ethno-Cultural Broker is a community leader or individual who connects community members to culturally appropriate services and resources in the community. The Broker collaborates with ethno-cultural organizations, service providers and immigrant serving agencies to enable them to provide more coordinated and efficient delivery of programs and services.¹

Over time, the role of EC Brokers and the impact of their work has expanded significantly. EC Brokers now work in communities to build support networks and actions that address the needs of members. They help communities understand relationships between individual experiences and larger systemic issues. They connect community members with academia, service providers and government organizations for research and to influence systems change.

Figure 1 describes the current roles of EC Brokers and their arenas of impact. Role A (increase accessibility to services and resources) reflects the original role of EC Brokers. Roles B through G reflect the expansion that has occurred over time. These roles were identified using internal document review, participant observation, interviews, experiential knowledge of staff and participatory action research (Broker Night).

¹ Vijayan, S., Bui, L., & Antonio, M. (2013). Building Bridges with Ethno-Cultural Communities: Training Resources, Information, Orientation Toolkit, 2nd Edition. Ethno-Cultural Council of Calgary.

Figure 1: Current EC Broker Roles and Arenas of Impact

ActionDignity Ethno-Cultural Broker Roles	Arenas of Impact
 A. Increase accessibility to services and resources connect community members to information, services and resources contribute an ethno-cultural lens for service providers to strengthen the appropriateness and accessibility of services 	 individuals & families communities service providers
 B. Support community-based solutions for common issues build informal support networks provide information and skill building for priority issues mentor community conversations and community action plans bridge communities to partnerships and collaborations 	individuals & familiescommunities
 C. Support community-based research for priority issues - initiate or support community-based participatory action research to inform services, research topics and policies 	 individuals & families communities service providers academia & institutions government organizations
 D. Strengthen leadership and organizational capacity of ethno- cultural groups and organizations role-model, mentor and link community leaders to opportunities that build leadership skills and capacity to work collectively to meet the needs of members 	individuals & familiescommunities
 E. Build ethno-cultural communities' capacities to contribute to the policy environment and political systems (newly emerged role) increase understanding of the policy environment and political systems share information about current systems change work enhance ability to relate individuals' experiences to larger systemic issues 	 individuals & families communities government organizations
 F. Mobilize community members and leaders to participate in public engagement opportunities connect community members with opportunities to participate in public engagement initiatives and research 	 individuals & families communities service providers academia & institutions government organizations
 G. Mobilize ethno-cultural leaders to dialogue, consult and advocate with service and policy decision makers (emerging role) mentor and prepare community leaders to formulate their positions and engage effectively in consultation and dialogue with decision makers facilitate cross-cultural dialogue for shared learning, priority setting and building a collective voice 	 individuals & families communities service providers government organizations

Communicating these roles, rather than the diverse and flexible strategies EC Brokers use to do their work, will make it easier for external stakeholders to understand ActionDignity's Broker Strategy. EC Brokers use different strategies to perform their roles according to the contexts of their communities and the objectives of the ActionDignity programs they work with. For example, increasing accessibility to services and resources may be done one-on-one with isolated community members, through community meetings or group educational sessions, or by advocating for services to be more equitably accessible. Support for community-based solutions may be provided to an ethno-specific community, or by building collaboration between ethno-cultural community members and others in their geographic community who share a common vision. The use of flexible and innovative strategies enables EC Brokers to be effective within their communities and to meet the objectives of specific ActionDignity programs. Communicating common roles, rather than actions and strategies, can simplify descriptions of ActionDignity's Broker Strategy.

1.2 What Makes ActionDignity's Broker Strategy Unique?

The unique aspects of ActionDignity's Broker Strategy are revealed by comparing it to other examples of cultural brokering and to other approaches for policy and systems change.

1.2.1 Comparison to Other Cultural Brokering Models

Literature review highlights two historical origins of the cultural brokering model: (i) brokering between colonial governments and the societies they ruled, and (ii) brokering between medical professionals and patients. The first context provides insights into cultural brokering in its most limited form. In 1971, Robert Paine described cultural broker as, "An individual who acts as an intermediary between parties trying to reach an agreement."² Paine compared cultural brokers to patrons, and specifically referred to members of an indigenous group who acted as a go-between or interpreter with other cultures. Paine's historical definition does not capture the complexity or intent of cultural brokering today. It limits the role of cultural broker to bridging as an interpreter, middleman, negotiator, navigator or culture intermediary. It is easy to see that ActionDignity's Broker Strategy extends far beyond those roles.

Health services literature offers more current examples of cultural brokering. Mary Ann Jezewski, a nurse who conducted PhD research between 1983-86, observed the role of nurses in a pediatric clinic where she worked. The nurses engaged with migrant farm workers, homeless people seeking health care, and others. Jezewski developed a cultural brokering framework to guide nurses in assessing and resolving conflict in health care interactions. It describes the roles of cultural brokering in three stages³:

- Stage 1 Perception perceiving the need for cultural brokering, usually triggered by a conflict, and assessing the problem;
- Stage 2 Intervention establishing trust and rapport with health care service providers and clients and using strategies of advocating, negotiating, intervening, sensitizing, networking, innovating and mediating to support conflict resolution;
- Stage 3 Outcome maintaining facilitation across systems or re-assessing if no resolution has been achieved.

² Paine, R. (1971). Patrons and brokers in the East Arctic. (Newfoundland Social and Economic Paper No. 2). Toronto: University of Toronto Press.

³ Jezewski MA. (1995). Evolution of a grounded theory: conflict resolution through culture brokering. *Advances in Nursing Science*. 1995 Mar;17(3):22-28.

In Jezewski's model, cultural brokering is used as an intervention rather than prevention via capacity building or systems change; cultural brokers get involved when a conflict occurs. The nurses Jezewski observed did not belong to the communities their patients belonged to. She noted that to be effective, it was crucial for nurses to understand the cultural background of their clients and to have cultural sensitivity. Cultural brokering strategies defined in Jezewski's model (advocating, negotiating, intervening, sensitizing, networking, innovating and mediating) continues to reflect the bridging role of cultural brokers. In the medical field, cultural brokers typically function in a service-delivery context: they work with individuals and families to increase access to services and with medical service providers to increase the cultural appropriateness of services. ActionDignity's Broker Strategy expands beyond the service-delivery context to include community development approaches that strengthen communities and mobilize stakeholders for systems change.

Cultural brokering has seen a resurgence in health services, particularly as it relates to providing effective and efficient health care to newcomers, immigrants and refugees in the United States. A 2004 document developed for the US Department of Health and Human Services encourages the use of cultural brokering "as a key approach to increasing access to, and enhancing the delivery of, culturally competent care."⁴ The document describes four roles of cultural brokers⁴:

- Liaisons Cultural Brokers bridge between two worlds, (1) the health values, beliefs, and practices within their cultural group or community, and (2) the health care system that they have learned to navigate effectively.
- Cultural Guide Cultural Brokers provide guidance to healthcare providers, such as assisting in the development of culturally appropriate educational materials or insights for workforce diversity initiatives.
- Mediator Cultural Brokers establish trusting relationships with both patients and service providers and devote time to building meaningful relationships between the two. They help ease historical distrust.
- Catalyst for Change Cultural Brokers model and mentor behavioural change and strive to change intergroup relationships to create more inclusive and collaborative environments for patients and service providers.

In the health field, cultural brokers play a crucial role bridging the cultural knowledge gap between health care providers and users of services. However, the roles described above continue to focus on cultural brokers in a service-delivery context and do not capture the broader range of community development and systems change roles that ActionDignity's Brokers play.

ActionDignity's Broker Strategy focuses on three arenas of impact: (i) individuals and families, (ii) communities, and (iii) policy and systems change. Figure 2 summarizes impacts that result from ActionDignity's three-pronged approach.

⁴ National Center for Cultural Competence, Georgetown University Center for Child and Human Development (2004). *Bridging the Cultural Divide in Healthcare Settings: The Essential Role of Cultural Broker Programs*. Georgetown University Medical Center. Web https://nccc.georgetown.edu/documents/Cultural_Broker_Guide_English.pdf

Figure 2: ActionDignity's Broker Strategy Impacts

Impacts for Individuals & Families	Impacts for Communities	Impacts for Systems (public policy, services, institutions)
 healthy natural supports & social inclusion increased knowledge, skills & networks equitable access to services & resources awareness & exercise of rights, civic participation 	 diverse public engagement & dialogue public awareness & collective voice on key issues collaborations & partnerships new or strengthened organizations & leaders mobilized resources for community-driven action plans 	 inclusive & welcoming society, workplace, school, neighbourhoods relevant, accessible & integrated service systems responsive government & public institutions public policies & procedures informed by diversity of lens

Cultural brokering was born out of the reality of asymmetry of power, whether between colonial governments and the people they ruled or Western medical traditions and the traditions of patients and their families. The historical role of cultural brokers was to act as a bridge between two stakeholders with power imbalances. This expanded to include influencing the effectiveness of services and building supports that strengthen communities. Typically, cultural brokering strategies impact individuals and families within a service-delivery context. The comprehensive nature of ActionDignity's Broker Strategy makes it unique by creating impact for individuals and families, communities, and systems.

At ActionDignity's 2018 Strategic Planning Session, Board Members, staff and committee volunteers agreed that the Broker Strategy could create impact for larger numbers of people if Brokers focus on community-level and systems-level work. While impacts at all three levels are important, community change and systems change have the potential to impact large numbers of individuals and families. In scaling up the Broker Strategy, ActionDignity Brokers can maximize their influence by building their capacity to support community-based action and influence systems change. See Figure 3 for a visual representation. This is a unique approach to cultural brokering. It recognizes that some changes are within the control of individuals and families, while others require broader engagement from communities, service providers, institutions and government.

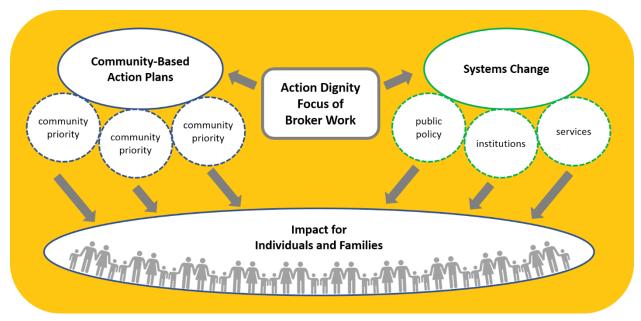


Figure 3: Focusing Broker Work to Impact More Individuals and Families

1.2.2 Comparison to Other Policy and Systems Change Approaches

Comparing how ActionDignity uses its Broker Strategy for systems change to other theories of policy and systems change can help ActionDignity better articulate its strategy. Sarah Stochowiak summarizes six theories on how policy change occurs. Brief summaries follow⁵.

- Large Leaps Theory Policy change can happen in large leaps or seismic shifts when the conditions are right, as opposed to small incremental changes over a long time. The right conditions occur when an issue is defined differently, new actors get involved, and the issue receives broad public attention. Advocacy efforts focus on questioning policies at fundamental levels rather than seeking small changes.
- 2. Coalition Theory Policy change happens when individuals and groups with the same core policy beliefs coordinate their activities. Advocacy efforts involve diverse coalitions that test and pursue many avenues to create change.
- 3. Policy Windows Theory Windows of opportunity for policy change occur when issues are defined in ways that put them on the political agenda, when feasible ideas are generated to address issues, and when there is public interest and demand for change. Advocacy efforts involve framing issues in ways that are acceptable to policymakers, monitoring the magnitude of issues, researching feasible solutions and mobilizing public interest.
- 4. Messaging and Frameworks Theory Policy change happens when decision makers weigh the costs and benefits of different options and choose one that benefits them the most. Advocacy efforts involve framing and messaging options in ways that show certain benefits for decision makers.

⁵ Stachowiak, Sarah. Pathways for Change: Six Theories about How Policy Change Happens. Organizational Research Services. Web http://www.ancefa.org/IMG/pdf/Pathways_for_Theory_of_Change.pdf

- 5. Power Politics Theory Policy change happens when a powerful or elite few who have influence and control decide for change. Advocacy efforts are focused at a few powerful people. Relationship development with those who have influence is crucial. Organizations conducting advocacy must have credible reputations.
- 6. Community Grassroots Organizing Theory Power to influence policy is not only held by a few elites. Power can be shifted and change created when people affected by the policy cooperate in mutual action. Advocacy efforts focus on mobilizing, training and building the capacity of those impacted to exert a collective voice and coordinated efforts.

ActionDignity's Broker Strategy embeds Community Grassroots Organizing into the other theoretical approaches to policy and systems change. It supports ethno-cultural community members, leaders, groups and organizations to participate in systems change methods usually carried out by organizations or experienced lobbyists. EC Brokers orient community members to the policy environment and support community reflection and research on the impact of systems and how systems can be improved. Community members are mentored to be active in coalitions (Coalition Theory), to conduct research for feasible solutions and to be active in public engagement opportunities (Policy Windows Theory). ActionDignity has a credible reputation and established relationships with decision makers and powerful influencers. It exercises its Power Politics relationships by facilitating new relationships and direct dialogue between community leaders and decision makers. See Appendix A for examples of how ActionDignity has embedded Grassroots Community Organizing into these other theoretical approaches for systems change.

ActionDignity calls its approach to policy and systems change 'navigating the middle'. See Figure 5 for a visual representation. The Broker Strategy is a cornerstone of navigating the middle. Brokers build deep relationships in ethno-cultural communities and mobilize community members as key contributors to systems change. Many strategies exist within the Community Grassroots Organizing approach. EC Brokers currently focus on capacity building, participatory action research, mobilization and bridging. Through newly emerged EC Broker roles, ActionDignity's Broker Strategy offers a promising and unique approach to influencing systems change.

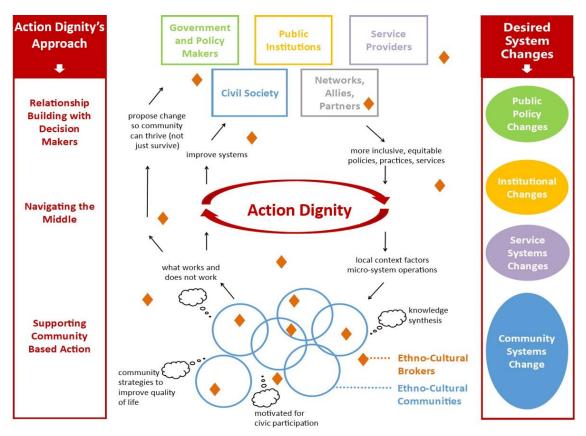


Figure 4: ActionDignity's Approach to Policy and Systems Change

1.3 What Opportunities Exist for Scaling up ActionDignity's Broker Strategy?

Opportunities to scale up ActionDignity's Broker Strategy relate to its value as a community development strategy for creating individual/family, community and systems-level impacts that build a more equitable society. New EC Broker roles with regards to systems change have recently emerged. The following opportunities exist for scaling up the Broker Strategy to leverage its full potential and advance ActionDignity's mission:

- a) **Build and deepen relationships with government, institutions and service providers** ActionDignity has established relationships with decision makers in many systems that impact ethno-cultural communities. To build on opportunities to integrate Grassroots Community Organizing into other approaches to systems change, ActionDignity must continue investing time and resources to deepen relationships with decision makers and build new relationships as community priorities shift.
- b) Map ActionDignity member organizations according to their current priorities: (i) addressing the needs of their community members, (ii) building their organizational capacity, (iii) engaging in policy and systems work, or a combination of these Ethno-cultural community organizations fulfill many roles. Understanding the priorities of ActionDignity's member organizations will help ActionDignity identify which organizations are a best fit for program, capacity building, or system change opportunities. EC Brokers in those communities can then be trained and supported accordingly.

- c) Enhance EC Broker training and support for community-level and systems-level work Enhanced training opportunities for EC Brokers are necessary to (i) support the priorities of member organizations through community-based and collaborative action, and (ii) effectively perform newly emerging roles related to systems change. Ongoing formal supports will be necessary to respond to changing community priorities and shifts in policy windows.
- d) Develop database of EC Brokers and trained community leaders EC Brokers and community leaders receive additional training according to the focus of their work. A database will enable ActionDignity to prioritize which EC Brokers and community leaders are the best match for arising opportunities for dialogue and consultation with decision makers according to their training and previous experiences.
- e) Strengthen ActionDignity's capacity to communicate policy and systems concepts to ethnocultural leaders and members – Accessible language and delivery techniques will build the capacity of community members to understand the policy environment, analyze how their lives are impacted, generate community-based solutions and provide an ethno-cultural lens for decision makers.
- f) **Train community leaders who are motivated for collective action in policy/systems change work** After mapping the priorities of member organizations, EC Brokers can train and support community leaders to communicate and engage effectively with decision makers.
- g) Identify interim milestones that indicate positive impacts for individuals/families, communities and systems change – EC Brokers work in diverse ways to create long-term impacts for individuals/families, communities and systems. Outcomes must be reported to funders in shortterm intervals. Helping EC Brokers recognize interim milestones will enable them to inform ActionDignity of meaningful short-term changes occurring within and outside their communities.
- h) Develop tools to monitor interim milestones Many common monitoring tools, such as individual follow-up and standardized questionnaires, have limited relevance for ActionDignity. ActionDignity programs are not funded for individual intake or follow-up; many impacts ActionDignity strives for occur at community or system levels. Innovative tools could help EC Brokers monitor and document changes as they observe them without significantly increasing their workload.

Conclusion

Scaling up ActionDignity's Broker Strategy offers significant opportunities for advancing ActionDignity's mission. The Broker Strategy is an integral part of ActionDignity's capacity for collaborative community work and systems change.

ActionDignity's Broker Strategy is a unique approach to cultural brokering. The expansion of EC Broker roles beyond the service-delivery context enables impact at three levels: for individuals and families, for communities, and for systems. The Broker Strategy is also unique because of its approach to policy and systems change: EC Brokers support ActionDignity's work of 'navigating the middle' by embedding grassroots communities for scaling up ActionDignity's Broker Strategy to advance its mission and for preparing EC Brokers to increase their focus on community-level and systems-level work.

Scaling up the Broker Strategy will help ActionDignity better support ethno-cultural communities and increase the number of people impacted by positive change. As ActionDignity moves into its next strategic planning cycle, these research results should be shared with internal and external stakeholders to gather perspective, input and support. The organization is uniquely poised to advance its mission by continuing to reflect and build on best practices and by boosting the capacity of the Broker Strategy and EC Brokers.

Appendix A: Examples of Grassroots Organizing Embedded in Other Policy Change Approaches

Policy Change Approach	ActionDignity Examples of Embedded Grassroots Organizing
Large Leaps Theory Advocacy efforts that question policy at fundamental levels and create large leaps rather than seeking small changes. Coalition Theory	 Cultural Plan for Calgary – Engaged community members to participate in new municipal policy framework that introduces the role of Culture as a fourth pillar in City planning and development (along with environment, economy, society) towards sustainable development and to improved quality of life for Calgarians.
Advocacy efforts involving diverse coalitions that test and pursue many avenues to create change.	 Alberta Human Rights Act – Worked with an informal coalition to protect vulnerable populations through the hate speech provision in Section 2b of the Act. Conducted a Community Forum to bring political party leaders together with community members.
Messaging and Frameworks Theory Advocacy efforts that involve framing and messaging options in ways that show benefits for decision makers.	 New Alberta Workers Program –Engaged 2,924 new Alberta workers to share their workplace experiences, which led to 16 Occupational Health and Safety recommendations addressing precarity and inequity in workplaces.
Policy Windows Theory Advocacy efforts that involve framing the issues in ways that are acceptable to policymakers, monitoring the magnitude of issues, researching feasible solutions and mobilizing public interest.	 Migrant Mothers Project – Facilitated community research that contributed to the repeal of aspects of immigration policies that negatively impact sponsored spouses and partners. Alberta Health Services Patient-Centred Health Care Delivery System – Trained community connectors to conduct participatory action research with 70 community members on accessibility of health care services to ethno-cultural communities. Research results contributed an ethno-cultural lens to Patient-Centre Care Quality Indicators which were accepted at a forum including policy makers, clinicians, researchers, patient groups and ethno-cultural communities.
Power Politics Theory Advocacy efforts that are focused at a few powerful people. Relationship development with those who have influence is crucial.	 Meetings brought together ActionDignity staff, Brokers and community leaders with provincial and federal Cabinet Ministers for dialogue and consultation: AB Minister of Finance and Minister of Culture and Tourism – budget consultations regarding ethno-cultural communities Minister of Canadian Heritage and Parliamentary Secretary – role of ethno-cultural organizations in community change AB Minister of Health – patient-centred health care Presentations to government committees based on input from ethno-cultural communities House of Commons, Standing Policy Committee on Citizenship and Immigration to review the Family Reunification Program City of Calgary Standing Policy Committee on Cultural Plan of Calgary