

2018

The state of the sector

Key trends for voluntary sector organisations working in the criminal justice system





in partnership with



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The state of the sector

Key trends for voluntary sector organisations working in the criminal justice system



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Foreword



This marks the sixth year that we have conducted our state of the sector research where we explore how voluntary organisations working with people in contact with the criminal justice system (CJS) are faring.

The following presents the most detailed information we have about these organisations to date. As with previous reports, voluntary organisations continue to be diverse in terms of the services they deliver, who they work to support and where they deliver their services.

There is a lot for Clinks and our members to be proud of. We see organisations working relentlessly to meet the ever changing and complex needs of their service users – through developing and delivering new services, closing others and working in partnership to share knowledge and resources.

But we are concerned that as service user numbers continue to rise, their needs are becoming more complex and urgent. This has been a consistent finding, year on year, which should give us pause for thought itself, but what is even more worrying is that organisations told us that people's basic needs are no longer being met.

A lack of safe, secure and appropriate accommodation, coupled with financial hardship caused by welfare reform, is pushing people into

Anne Fox Chief Executive Officer

homelessness and poverty, causing stress and exacerbating service users' poor mental health. This is placing increasing strain on organisations already experiencing significant pressures, with a worrying trend that staff continue to take on higher caseloads to respond to demand. This needs to change as it is unsustainable for both organisations and their service users.

Many people in contact with the criminal justice system are protected under the Equalities Act (2010) and have distinct needs. In this year's research we included a thematic focus to explore in detail how voluntary organisations identify and respond to service users who are protected under the Equalities Act (2010). Our findings are diverse. Some organisations are specifically established to respond to the needs of service users with protected characteristics and are often acutely aware of their needs as a result. Others do not fully understand the term "protected characteristics" or what belonging to a group protected under the equalities act might mean for an individual's needs and interaction with the CJS. This is concerning, especially given the inequalities in the CJS and the particular vulnerabilities of certain groups. Clinks would like to see all parts of the voluntary sector recognising and working to address these issues.

Volunteers remain crucial for organisations and are often more representative of service users than paid staff. When working to meet the needs of their service users, organisations recognise the importance of having a representative workforce but told us that this is difficult to achieve. We are

pleased to see that organisations who identify clients protected under the Equalities Act (2010) feel able to meet their needs. They told us that funding and organisational expertise are crucial in enabling this to happen.

However, organisations providing a service tailored to meet the specific needs of a particular client group are also more likely to report that they're reducing their services. These organisations provide essential support to people with specific needs and it is important that we do whatever we can to secure their sustainability to enable them to thrive and contribute to the vibrant and responsive nature of the voluntary sector.

Organisations working with people in contact with the criminal justice system continue to be small and receive funding from a diverse range of sources, with the government providing the largest source of income, primarily through contracts. However, grant funding provided by charitable trusts and foundations remains absolutely essential for many – especially small organisations. We continue to find that achieving full cost recovery on the delivery of contracts is challenging, with organisations having to subsidise their contracted services from other funding sources. Further, our results show that organisations are also subsidising their services as statutory organisations fail to provide adequate funding for the referrals they make to voluntary organisations.

As well as giving us much to celebrate, the results from our research give us many things that we need to work to address. We want to see voluntary organisations continue to make a huge impact on people's lives, supporting them to achieve their ambitions as they move along their desistance journey. But to do this, the challenges organisations are experiencing need to be overcome. Clinks will continue to advocate on behalf of the sector – and by extension those they are dedicated to supporting – to ensure they can continue to make such an important and lasting difference to people's lives. We will develop and publish a recommendations paper to help us seek to address some of the challenges we identified in the research.

I want to end by saying thank you to the many – just shy of 200 – organisations who took the time to fill out our survey and the 10 organisations who agreed to take part in the follow-up interviews. We wouldn't be able to do this work without you and it is imperative that we hear your views and experiences to inform Clinks' work and advocate on your behalf. Of course a big thank you also goes to NCVO (National Council for Voluntary Organisations) who have continued to work in partnership with us, providing invaluable advice and guidance, as well as conducting all the data analysis. I am particularly pleased that this year we have been able to analyse the financial information from 1,433 organisations – nearly double the number of organisations represented in our *State of the sector* report last year. With this information we are better informed and better equipped to advocate and support a sector which the data shows is so very necessary to people in real need of support for a better future.

L Executive summary and key findings

Clinks

Clinks has been collecting information about how voluntary organisations working in criminal justice are faring for the last six years. The results from this research have enabled us to recognise and celebrate organisations' many successes as well as uncover some of the significant challenges they are facing.

The detailed information we collect through our state of the sector surveys, interviews and financial analysis not only helps us build a picture of voluntary organisations' experiences but also helps determine how Clinks should respond to ensure we are providing the best support to the diverse sector we are here to serve.

This year we have continued to work in partnership with NCVO and have used three data sources to collect the information: a survey, indepth interviews and an analysis of the financial information which voluntary organisations have submitted to the Charity Commission.

We introduced a thematic focus to our survey and interviews to explore how organisations are recognising and responding to the needs of service users who are protected under the Equalities Act (2010). The characteristics which are protected from discrimination by the Act include: age; disability; gender reassignment; race; religion or belief; sex; sexual orientation; marriage and civil partnership; and pregnancy and maternity.

The term 'organisations' is used throughout the report to refer to voluntary organisations working with people, and their families, in contact with the criminal justice system.

Key findings

Voluntary organisations working with people in contact with the criminal justice system continue to be diverse, both in terms of the services they provide and who they work to support. Organisations provide a variety of services, including arts-based provision, through-the-gate support, housing advice, and peer support and mentoring.

57% of survey respondents support people who are protected under the Equalities Act (2010), with many organisations reporting they provide a service tailored to meet the specific needs of these client groups Organisations operate across England and Wales, with most (47%) delivering their services locally and working both in prison and the community. 51% of organisations work in prison and the community with people transitioning through the prison gate. A further 51% work in the community with people serving a community penalty, whilst 45% of organisations work in the community with people who have not been sentenced.

The people that organisations support

The number of service users continues to rise with 55% of organisations telling us the number of people they are working with increased for the financial year 2016/17. For the second consecutive year organisations told us that service user need is becoming more complex (80%) and urgent (78%) as people's basic needs are no longer being met. This is taking place for a variety of reasons including welfare reforms which are pushing people into poverty and homelessness, a lack of secure and appropriate housing options, mental health provision in the community becoming more difficult to access, and limited resources for criminal justice organisations. This is concerning, as

responding to changing service user need is continuing to put staff and volunteers under pressure as staff continue to take on higher caseloads.

Organisations working to meet the needs of particular client groups, including those protected under the Equalities Act (2010), are more likely to say the needs of their service users have become more complex and immediate. 84% and 79% report this to be the case respectively, compared to organisations who do not work in this way. 68% of organisations who do not work to meet the needs of a particular client group say the needs of their service users have become more complex and 70% say they have become more immediate.

There is inconsistent understanding of the needs of people protected under the Equality Act (2010) and the 'protected characteristics'

the act defines. Organisations working to meet the specific needs of particular client groups have a clear understanding of the term 'protected characteristics', are aware of how this could have an impact on the needs of their clients and have tailored their services appropriately. For others, the term 'protected characteristics' does not resonate with the way they frame their work, but they still work with people in such a way that takes account of and responds to the needs of people protected under the Equality Act (2010). On the other hand, some organisations do not consider protected characteristics when assessing people's needs but provide an individualised, tailored service in a way that is 'blind' to protected characteristics. A smaller number of organisations revealed that they did not have a full understanding of the term 'protected characteristics' or what it might mean for their service users' needs. This is concerning, given the overrepresentation and/or specific vulnerabilities of people protected under the Equalities Act (2010) in the criminal justice system. Clinks would like to see all parts of the sector recognising and working to address these issues.

Organisations providing services for people protected under the Equality Act (2010) are more likely to recognise and respond to the intersectionality of their service users' needs and either alter their services or partner with other specialist organisations to ensure they can address these needs appropriately.²

Organisations who identify clients protected under the Equality Act (2010) feel able to meet their needs. Of the 57% of organisations who support people protected under the Equality Act (2010), 76% agree or strongly agree that they are able to meet their specific needs. They do this through developing specific service models, providing training and support for staff and volunteers, and partnering with specialist organisations.

There remains a commitment to service user involvement but organisations could do more to represent service users on their trustee boards. The majority of organisations (69%) say they consult service users about the design and delivery of services, whilst 38% say they have a service user forum, group, panel and/or council. 14% of organisations told us that service users are represented on their board of trustees; last year 20% told us this was the case.

The services being delivered

Organisations providing services tailored to meet the specific needs of particular client groups, including those protected under the Equality Act (2010), are more likely to be reducing their services. 12% of organisations who work to meet the specific needs of particular client groups said they are reducing their services compared to 4% organisations who do not work in this way. For organisations working with people protected under the Equalities Act (2010), including those whose whole organisation's offer is specifically tailored and those who provide some tailored services, 14% are reducing their services. Only 2% of organisations not working with people protected under the Equalities Act (2010) are reducing their services. This is of concern as it indicates not only that these organisations are experiencing more acute challenges compared to others in the voluntary sector, but that there is a reduction in the availability of tailored support for certain groups of people in contact with the CJS who have specific needs.

Statutory organisations referring people to the voluntary sector do not provide adequate funding. This is particularly true for referrals from prisons and the National Probation Service. In around half of referrals from these services, all funding to support people comes from other sources. This is also the case for 40% of referrals made by Community Rehabilitation Companies.

Partnership working is essential for meeting the needs of people protected under the Equalities Act (2010). More organisations (88%) say they work in partnership than those who do not provide a tailored service (75%).

Organisations working specifically with people protected under the Equalities Act (2010). Organisations established to provide services tailored to meet the specific needs of particular client groups are embedded in their communities, advocating to partners on their clients' behalf and actively working to promote and share good practice. However, this can be challenging as whilst organisations actively support partners and promote good practice, they must also hold partners to account for poor practice.

The people delivering services

The workforce of voluntary organisations is considerable and

continues to rise. In 2015/16 specialist criminal justice organisations employed 12,787 people, whilst non-specialist organisations employed 124,123 people, with volunteer numbers being 16,636 and 475,989 respectively. For the eight year period since 2008/09 the number of employees in specialist criminal justice organisations has risen by 33%, whilst for non-specialist organisations this has risen by 40%. Volunteers continue to provide essential support to organisations and undertake a variety of roles directly supporting service users, including giving advice, information or counselling and by providing befriending or mentoring support. But recruiting, supporting and retaining volunteers is resource intensive as organisations need to generate funding to ensure they are able to provide the right training and support for their volunteers, which can be challenging.

Volunteers tend to be more representative of service users than paid staff

with 18% of organisations saying volunteers are completely representative of their service users, whilst this is true for 12% of staff. This picture is true for all organisations, including those who work with people protected under the Equalities Act (2010) who do not necessarily provide a tailored service and those providing a tailored service to meet their clients' unique needs.

Organisations recognise the importance of a diverse workforce and

have taken proactive steps to recruit staff and volunteers who reflect the people they support, but challenges remain in achieving diversity in the workforce which organisations would like to overcome.

How organisations are funded

Our financial analysis splits organisations into two groups:

- Specialist criminal justice organisations whose main purpose is to work in criminal justice
- Non-specialist criminal justice organisations whose service users might include people who have a conviction, but working in criminal justice is not their main purpose.

Specialist criminal justice organisations are smaller than nonspecialist criminal justice organisations. 25% of specialist criminal justice organisations have an income of less than £100k, compared to 12% of non-specialist criminal justice organisations; whilst 26% of specialist criminal justice organisations have an income of more than £1m, compared to 35% non-specialist criminal justice organisations.

Organisations receive funding from a range of sources, and recognise the importance of diversifying their income for their future sustainability. Most income is earned through contracts or fees for services. Other

sources include from the government, charitable trusts and foundations and individuals. For specialist criminal justice organisations, contracts or fees for services represents 82% of their total income, whilst the figure for non-specialist criminal justice organisations is 65%. Organisations recognise the importance of diversifying their income and it is important for their future sustainability to have a diverse income portfolio.

Income from local government has increased for specialist criminal justice organisations. Between 2014/15 and 2015/16 their income from local

government rose by 33%. In 2015/16 specialist criminal justice organisations received the same level of income from local and national government – £252m.

The government predominantly funds specialist criminal justice organisations through contracts. 95% of government income for specialist criminal justice organisations is earned income through contracts as opposed to grants (5%). Non-specialist organisations receive a higher proportion of their income from government in the form of grants (14%) rather than contracts (86%).

Charitable trusts and foundations provide essential grant funding for small specialist criminal justice organisations. The smaller the organisation, the more likely they are to rely more on income from the voluntary sector, which includes charitable trusts and foundations, than from government. In 2015/16, specialist criminal justice organisations with an income between £100k and £500k, received 33% of their income from the voluntary sector, and 23% from government; whilst those with an income between £1m and £10m received 12% of their income from the voluntary sector and 60% from the government.

Voluntary income, including grants, is essential for small specialist criminal justice organisations. In 2015/16 specialist criminal justice organisations with an income of between 100k and 500k received 67% of their income as voluntary income.

Organisations are subsidising contracts as they are unable to achieve full cost recovery. Of the 58% of organisations delivering services under contract or sub-contract, only 22% always achieve full cost recovery on the contracts they are delivering, whilst 14% say they never achieve it. The majority (64%) of organisations responded to this by subsiding contracts with funding from other sources.



Specialist criminal justice organisations are less likely to receive donations and more likely to receive earned income from individuals.

In 2015/16 the value of donations specialist criminal justice organisations received was £26.5m but the value of earned income was nearly double at £52.8m. Although earned income is important for specialist criminal justice organisations, they experienced a significant 38% decline, from £79.8m to £52.8m, in the value of earned income between 2014/15 and 2015/16.

Specialist criminal justice organisations have fewer reserves on average than the UK voluntary sector. On average, specialist criminal justice organisations had 1.3 months of reserves available in 2015/16 whilst non-specialist criminal justice organisations had an average of 2.5 months of reserves for the same financial year. UK voluntary organisations had an average of around 6 months of reserves in 2015/16.

How we collected our results

How we collected our results

Clinks

This year we continued to work in partnership with NCVO. Together we have developed a methodology that helps us to better understand what challenges and successes voluntary organisations experience when working in the criminal justice system.

In addition to many of the survey questions we have asked in previous state of the sector surveys, this year the research included an additional thematic focus on service users protected under the Equalities Act (2010).

From Clinks' ongoing work we know many people in contact with the criminal justice system are protected under the Equalities Act (2010) and have unique needs and vulnerabilities which are often poorly met by criminal justice agencies. Protected characteristics as defined by the Equalities Act (2010) include:

- Age
- Disability
- Gender reassignment
- Race
- Religion or belief
- Sex
- Sexual orientation
- Marriage and civil partnership
- Pregnancy and maternity.

This thematic focus has enabled us to explore how voluntary sector organisations are working to identify and meet the needs of service users with protected characteristics.

We continued to make the survey easier to navigate, selected interviewees to get diverse perspectives and analysed a broad range of financial data. Although the response rate for the survey was slightly lower this year, this remains the most up-to-date and detailed data we have about who voluntary organisations are supporting, how they are working to support them and where they get their funding from. We used three data sources:

Survey

We launched a survey on 7 February 2018 and closed it on 16 March. We received a total of 193 usable responses. This was lower than last year's response rate of 224.

Interviews

We conducted 10 in-depth interviews with voluntary organisations working in criminal justice who are delivering diverse services to a range of service users. They included organisations who both identified themselves as providing services tailored to meet the specific needs of particular client groups and those who did not. We did this not only to ensure we were able to represent as broad a range of views as possible but to explore the similarities, differences and relationships between these organisations. The interviews focussed specifically on organisations' experiences of working to meet the needs of people protected under the Equalities Act (2010).

All interviewees completed the survey. Throughout this report we have preserved the anonymity of interviewees so that people could speak openly and honestly about their experiences.

Financial data

The financial data analysis is based on financial accounts submitted to the Charity Commission. This also includes an analysis of organisations' staff and volunteer numbers.

In total, the financial data of 1,433 charities was analysed. This is almost double the number which we analysed last year (752).

Using Clinks' knowledge of the sector and the stated charitable aims and objectives of the analysed organisations, we split them into two groups:

- Specialist criminal justice organisations (n=320) whose main purpose is to work in criminal justice
- Non-specialist criminal justice organisations (n=1,113) whose service users might include people who have a conviction, but working in criminal justice is not their main purpose.

Representativeness

The data sources have limitations, such as whether they represent all voluntary organisations working in the criminal justice system. These are explained in Appendix 1.

Rounding

Please note that percentages in some graphs add up to over 100%. This is due to rounding.



Who we heard from

16 **The state of the sector** 2018 / Key trends for voluntary sector organisations working in the criminal justice system

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In this chapter we explore the characteristics of the voluntary organisations we heard from in our survey and through the follow up interviews. We look at where organisations deliver their services, who they deliver them to and whether they provide services tailored to meet the specific needs of their service users who have protected characteristics.

Who voluntary organisations support

Organisations provide support to a range of different people, with a range of different needs. We found:

- 73% support men
- 66% support women
- 29% support families of people in contact with the criminal justice system
- 51% support people from black, Asian and minority ethnic (BAME) communities
- 68% support young adults, aged 18-25.

See Figure 1, page 18.



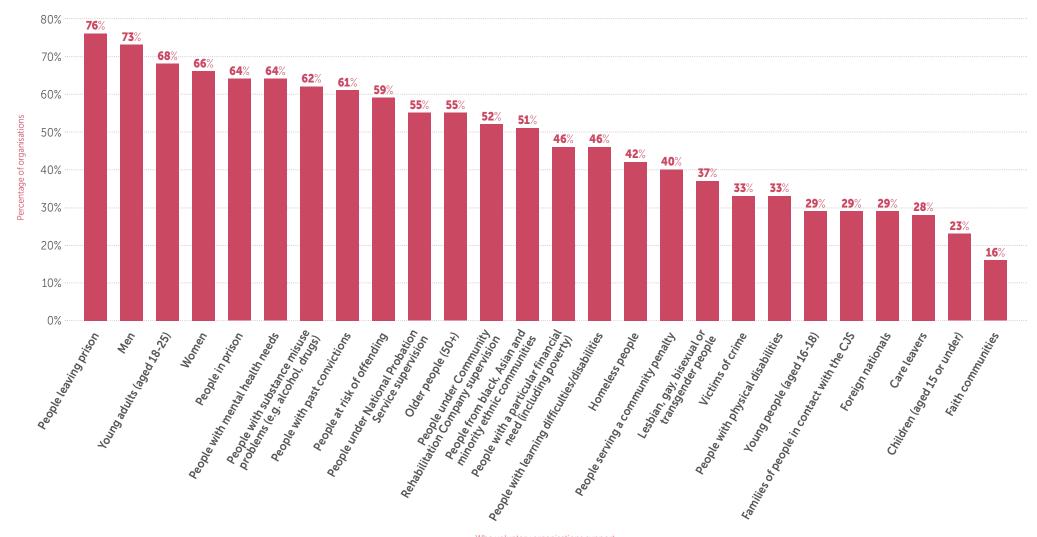


Figure 1 / Who voluntary organisations support

Who voluntary organisations support

We also found that 55% work with people under supervision from the National Probation Service (and will be defined as posing a high risk of harm to the public) and 52% work with people under supervision from Community Rehabilitation Companies (and are defined as posing a low-to-medium risk of harm to the public).

Many organisations told us they work with people who are protected under the Equalities Act (2010). We wanted to explore this further by asking if these organisations provide tailored services to meet the specific needs of particular client groups. The options we provided include the protected characteristics as defined by the Equality Act (2010). We found that:

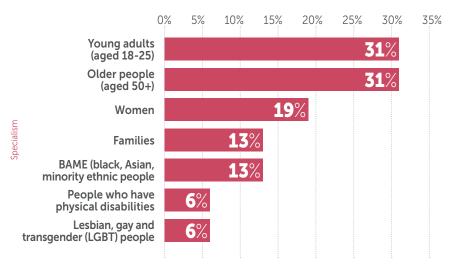
- 16% work to meet the specific needs of BAME people
- 21% are organisations not established specifically to meet the needs of particular client groups
- 24% work to meet the specific needs of young adults
- 25% work to meet the specific needs of women.

Interestingly, when asked to indicate which group they specifically provided services for, the most common response was 'other' (38%). Of the organisations providing further detail, 15% said they provide services specifically for children. A further 22% said they provide services tailored for people who have offended or at risk of offending. This group of people will have specific needs and vulnerabilities based on the very fact that they have a conviction. However, within this group there may be people protected under the Equalities Act (2010) who have additional needs as a result of their protected characteristics which may further contribute to and compound the specific needs and vulnerabilities associated with having a conviction.

We are conscious that organisations may not describe themselves as having been established to provide tailored services to meet the specific needs of particular service user groups, but may none the less provide a service or project to meet the specific needs of particular groups of service users. We wanted to explore this further so included an additional question in this year's state of the sector survey to ask whether organisations provide a service for a specific service user group. The options we provided for particular client groups include groups protected under the Equality Act (2010) as well as families and young adults who we also know have specific needs. 49% of organisations that don't describe themselves as organisations specifically working with particular service user groups told us they provide a service tailored to particular groups of service users, with:

- 19% providing services tailored for women
- 31% providing services tailored for young adults (18-25)
- 13% providing services tailored for black, Asian and minority ethnic people.

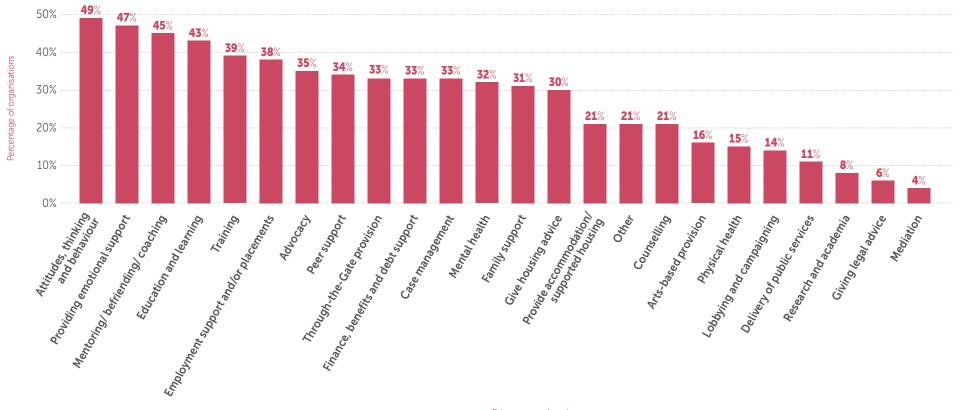
Figure 2 / People organisations provide a specialist service for



What services they provide

As organisations work to meet the diverse needs of their service users, it is perhaps unsurprising that they deliver a diverse range of services to enable them to do this:

- 47% provide emotional support
- 33% provide through-the-gate provision
- 30% give housing advice
- 16% provide arts-based provision
- 34% provide peer support.



Primary area of work

Figure 3 / Organisations' primary area of work

Where organisations work

Organisations responding to the survey deliver their services over a broad geographical area. 40% deliver their services in Greater London, 33% in the North West, 32% in the North East and 33% in the South West. 19% deliver their services in Wales.

Figure 4 / Where organisations deliver services



In line with our previous state of the sector surveys, a larger proportion of organisations deliver their services locally (47%) compared to regionally (35%) and nationally (35%). This indicates that organisations working with people in contact with the criminal justice system are based and embedded in the communities that they work to support.

In previous state of the sector surveys we asked if people worked in the community, in prison or both. We expanded the question this year to enable us to get a more detailed picture of where organisation work and who they support. Organisations were able to tick as many options as they wished. We found:

- 51% of organisations work in prison and the community with people transitioning through the prison gate
- 51% work in the community with people who are serving a community penalty
- 56% work in prison with people who have been sentenced.

Interestingly, 30% say they work in prison with people who are on remand, whilst 45% work in the community with people who have not received a sentence. This will include organisations providing early intervention and preventative services, those working with victims, and those working with the families of people in contact with the CJS. See Figure 5, page 22.

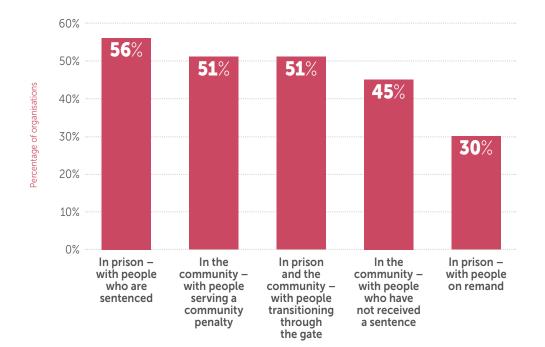


Figure 5 / Where organisations work

Where organisations work



The people organisations support

The people organisations support

Clinks

Voluntary organisations are driven by their mission and values. They work to meet the everchanging needs of their clients. For the second consecutive year we continue to find that the needs of service users are becoming more complex and immediate, with welfare reforms cited as pushing people into poverty. This is having an impact on voluntary organisations as they provide additional support to ever increasing numbers of people.

KEY FINDING

The number of service users continues to rise

A range of organisations completed the survey. One organisation said they supported 149,347 people in the financial year 2016/17. Of the 135 respondents to this question, the mean number of people they supported in the last financial year was 6,211. This figure is influenced by a number of outliers, i.e. a few organisations which support a very large number of service users. A better indicator of the average number of service users is the median value, which was 300. This means that 50% of organisations supported 300 or fewer people in the last financial year.

Organisations continue to work with increasing numbers of service users. Only 20% of organisations report the number of people they are working with having stayed the same, whilst 55% say numbers have increased either slightly or a lot. The percentages for our *State of the sector* report 2017 were 25% and 57% respectively.

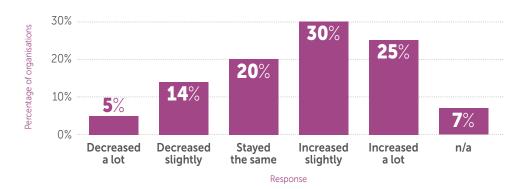


Figure 6 / Change in the number of service users

KEY FINDING

Service user need is becoming more complex and urgent as people's basic needs are no longer being met

We are concerned to see the needs of service users continue to become more complex and urgent. In our 2017 *State of the sector* report, 80% of organisations agreed or strongly agreed that needs have become more complex, and 79% more urgent. This year, again, the overwhelming majority of organisations report that the needs of their service users have become more complex (80%) and urgent (73%). Indeed, 39% of organisations strongly agree that the needs of their service users have become more complex and urgent.

This ongoing trend will be having a cumulative impact on voluntary sector services, their staff and volunteers. It is likely to be putting them under increasing pressure as they work to address and meet the needs of their clients. Further, this finding also indicates that service users are likely to be experiencing sustained levels of complex and urgent needs.

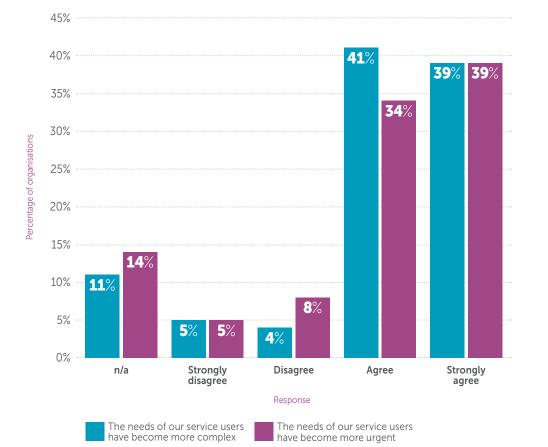


Figure 7 / How strongly organisations agree or disagree that the needs of their service users have become more complex and urgent

KEY FINDING

Organisations working to meet the needs of particular client groups, are more likely to say the needs of their service users have become more complex and immediate

In addition, organisations working to meet the specific needs of particular client groups, including those protected under the Equalities Act (2010), are more likely to say the needs of their service users have become more complex (84%) and urgent (79%) than organisations who do not work in this way (68% and 70% respectively). We asked organisations how and why the needs of their service users were changing. The answers given were wide-ranging but remained broadly consistent with what we found in our survey last year. Organisations are seeing increased needs in relation to housing, debt and financial management, problematic substance misuse and poor mental health.

Two organisations provided summaries of the changing needs of their service users and how these needs relate to and exacerbate each other as follows:

More people are vulnerably housed, in complex benefit situations and/or in debt which contributes to higher levels of depression, anxiety, substance misuse and offending. More people are coming here with severe and enduring [mental health] needs as they are not getting support anywhere else. Survey respondent The shortage of quality mental health services is a serious issue in many (if not all) of the geographies we operate in. The criminal justice system is the only public service that cannot turn away the complex set of mental health and behavioural problems presented by our client group. Housing is also a massive issue, meaning that good work can be undone in an instant – an argument with a partner leading straight to homelessness within 30 minutes sometimes. Survey respondent

This is particularly concerning as it indicates that a lack of access to appropriate support is increasingly causing people to come into contact with the criminal justice system and become criminalised as a result of their unmet needs.

Due to the diversity of issues raised in the survey, we have been unable to represent them all but have highlighted the key themes that were highlighted by survey respondents.

KEY FINDING

Welfare reforms are pushing people into poverty and homelessness

Organisations have continued to tell us that welfare reform, particularly the roll out of Universal Credit, Personal Independent Payments and sanctions are having a detrimental impact on the people they are supporting. This is pushing them into poverty and leaving them unable to access accommodation.

Survey respondent

Universal Credit makes life very difficult for our service users who have just left prison, they have nothing to live on, and we receive no Housing Benefit for them for two months. Survey respondent

Welfare reform has resulted in more periods of poverty, with clients less able to manage their tenancies, as there are weeks where they have no money whilst waiting on benefits claims. They are unable to pay service charges, utility payments and have lost their properties (particularly private rental properties). Survey respondent

Respondents suggested that experiencing poverty – and a finance gap as a result of waiting for benefits – on release from prison can have a detrimental effect on someone's mental health, as well as a negative impact on their journey to desistance which could see them reoffend. This was highlighted by one survey respondent who told us that some of their clients were re-offending as the challenges they are experiencing in the community are too challenging.

Introduction of Universal Credit has resulted in a rise in grant applications for hardship funds following release. Recalls are having a disruptive effect on resettlement plans – however, in some cases reoffending is a deliberate tactic to get back into prison, either to sell drugs or in desperation as life outside presents such a challenge. Survey respondent

This response also highlights the impact these issues have on voluntary organisations who are spending increasing time addressing people's basic needs and supporting people in crisis. Linked with the numbers of service users increasing and staff and volunteers taking on higher caseloads, this will be putting voluntary organisations under increasing pressure.

There remains a lack of secure, safe and appropriate housing

As the previous section demonstrates, welfare reform is having a detrimental impact on people in contact with the CJS' ability to access appropriate accommodation. As well as this, organisations told us that there is a lack of safe, secure and appropriate accommodation options, especially for women and people on release from prison.

G People are increasingly struggling with gaining independent living accommodation due to limited availability of suitable housing. **39** Survey respondent

Many clients are faced with being homeless upon their release from prison. It is also difficult to obtain suitable supported housing or residential rehab funding for clients. Clients in prison are increasingly exposed to risks with new substances and rise of violence. Survey respondent

One organisation explained the situation in detail, outlining that people who have offending backgrounds, including those experiencing complex needs (contact with the criminal justice system, mental ill health, homelessness and/or substance misuse issues, all of which can compound and exacerbate each other) are likely to find it more challenging to access accommodation than other groups. When there is competition for resources, 'unpopular groups' are most likely to be excluded from accessing them. They explained the situation as follows: **C** Local and national shortage of social housing combined with generally poor quality private sector housing having impact on housing options especially for those with complex needs and offending backgrounds. Some clients struggle to secure permanent suitable accommodation as may have past arrears and ASB [antisocial behaviour] meaning local councils won't re-house and private sector reluctant to take without reference and support in place. **JJ** Survey respondent

Organisations who took part in the interviews also told us about the challenges their service users were experiencing in relation to accessing accommodation. One organisation told us they were required to use more of their budget to pay for their service users to access emergency accommodation, which they will not be able to sustain in the long term.

When I came into post [three years ago] our emergency accommodation budget was about £300 a year. It's significantly higher than that [now] and in the space of three months last year we spent £2,000 on emergency accommodation....my budgets won't sustain that kind of on-going increase but where, as I say, we could take a woman to Housing Options and maybe get her in on the same day, it's three or four days now before we can get her in, but we can't send her back to the streets to where she's at risk. JJ Interviewee

Although the Ministry of Justice has committed to the development of an accommodation strategy and is prioritising accommodation through the Reducing Reoffending Inter-Ministerial Board,³ practical steps need to be taken with urgency to ensure people's basic housing needs are met.

Mental health provision in the community is more challenging to access

Organisations are seeing a link between access to benefits and their clients' increasing mental health needs.

We are experiencing an increase in mental health issues and loss of benefits. This is mainly due to lack of services and the change in Universal Credit. **J** Survey respondent

Many organisations told us that the mental health needs of their clients are becoming more acute. This is because people are unable to access the support they need from community mental health providers as they have either reduced their services or have raised their threshold for services.

G Mental health issues become more prevalent as public sector services decrease due to cost constraints. **J**

GAccess to mental health provision has been problematic and reduced specialist services in community. **J** Survey respondent

One organisation noted the impact this was having on voluntary organisations, as they are increasingly required to meet the mental health needs of their clients as the safety net provided by public services continues to reduce.

G Social Care/mental health service thresholds have increased. Needs which would have been met by the statutory sector are falling to the voluntary sector. **J**

KEY FINDING

Limited resources for both statutory and voluntary sector criminal justice organisations is reducing support available for people

Organisations told us that the changing needs of their service users are being caused by a lack of resources, specifically for statutory and voluntary sector criminal justice organisations and by cuts to services and funding for prisons and probation providers.

G Strains on the criminal justice system across the board – cuts to services and funding. **JJ** Survey respondent

Cut backs in specialist services [and for] prisons [and] probation [means there is a] greater call for our service for older people with complex multiple needs. Survey respondent

One organisation spoke about this more specifically and said that as probation providers do not have adequate resources, the women on their caseloads are not getting the support that they need.

G Probation caseloads are unmanageable and women aren't getting the required level of support from the [Community Rehabilitation Company].⁴ **J** Survey respondent

Coupled with a reduction in public services in the community, including mental health services and a rise in thresholds for support, this is putting more strain on voluntary organisations as they work to meet the changing and more complex needs of their clients.

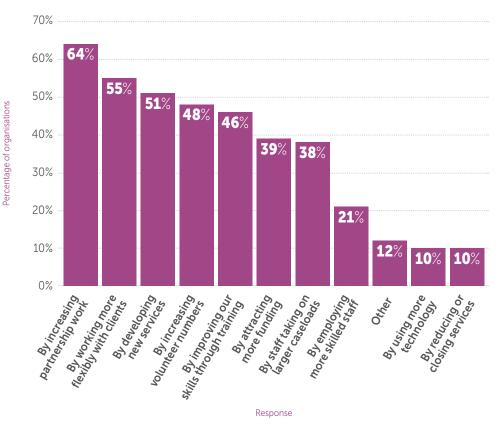
Responding to changing service user need continues to put staff and volunteers under pressure

For those organisations that told us the needs of their service users have become more complex and urgent in the last financial year, we asked them how they were responding to this. The majority of organisations told us that they were increasing their partnership work (64%) which allows organisations to share resources more effectively (please see chapter 5: the services being delivered for more details) whilst 55% told us they are working more flexibly with clients.

Organisations are also investing in developing the skills and knowledge of their staff and volunteers through training (46%), whilst some organisations are employing more skilled staff (21%). However, it is concerning that 38% of organisations told us that they are responding to the changing needs of their service users by staff taking on higher caseloads. This finding is consistent with our previous *State of the sector* reports, which means that caseloads for staff are rising year on year. Although this demonstrates that voluntary organisations will do all they can to support their clients – indeed only 10% have made their criteria more narrow – it shows staff and volunteers are working under increasing amounts of pressure.

Voluntary organisations are able to deliver their essential services due to the passion, expertise and dedication of their staff and volunteers alike. To ensure they can continue to do this, it is imperative that organisations are alive and responsive to the needs of their staff and volunteers and aim to reduce their reliance on staff taking on larger caseloads, which is unsustainable.

Figure 8 / How organisations are responding to the changing needs of service users



There is inconsistent understanding of the needs of people protected under the Equality Act (2010) and the 'protected characteristics' the act defines

To understand how organisations work to meet the needs of people protected under the Equalities Act (2010) we asked people if they worked with people with 'protected characteristics' as defined by the Act (age; disability; gender reassignment; marriage or civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation). 57% of survey respondents told us they did.

During the interviews we sought to explore organisations' understanding of and response to their clients who are protected under the Equalities Act (2010). Organisations reported a mixed picture and range of approaches, which was largely dependent on whether they defined themselves as an organisation working to meet the specific needs of particular client groups or not. Those organisations working to meet the specific needs of particular client groups, perhaps unsurprisingly, have a clear understanding of the term 'protected characteristics' and are aware of how this could have an impact on the needs of their clients. Due to this awareness and understanding, they tailor their services to work to address these needs.

We understood particularly for the Irish traveller community that there was fear [and] discrimination happening for them. There was at some level for the Irish in general... [and] all prisoners deal with these things at some level. But it's because of the difficulties that very many travellers have in literacy, just coping in the prison because they were illiterate, because they couldn't write enough, seemed to intensify everything else that was going wrong for them and a lot of the discrimination around that as well. **J** Interviewee For other organisations the term 'protected characteristics' does not resonate with the way they frame their work, but they still work with people in such a way that takes account of and responds to protected characteristics. One organisation said:

I 've come across it [protected characteristics] in recent months but not the way that we have thought about or framed our work, or the way we talk internally. **J**

None the less this particular organisation actively records the demographic data about their clients and are aware of whether they are protected under the Equalities Act (2010). They do not define themselves as being an organisation working to meet the specific needs of particular client groups with protected characteristics but are aware of the impact that having protected characteristics can have on people's needs. In response they provide personalised, one-to-one support which enables them to respond to and meet clients' distinct needs:

We track ethnicity, we track age, we track disability, we track whether they're a care leaver... That's all stuff that we do take into account in our initial assessment and our ongoing support. I guess it's not necessarily a case of us tailoring our work depending on what boxes people tick...It's a relationship with an individual regardless of background or race or whatever else, but those things are obviously a huge part of the individual and are very, very carefully considered in the way that our mentors would work...It's highly personalised and is about the individual and what they're telling us they need for themselves. JJ Interviewee

On the other hand, some organisations do not consider protected characteristics when assessing clients' needs. They told us that they work to provide an individualised, tailored service in a way that was 'blind' to protected characteristics. For these organisations, this tailoring is often based on the range of issues that are commonly understood to underlie contact with the criminal justice system and affect the desistance process – for instance needs relating to accessing accommodation, experiencing poor mental health and experience of trauma. However, these organisations do not tailor services based on whether someone is protected under the Equalities Act (2010) and how this might affect their experience of those issues and the criminal justice system itself.

Solution I think a lot of the work we do is very individually tailored. It's very strength based. So it will be looking at each individual and looking at where they're at in their particular journey, and adapting our services to make sure that they hit those particular needs...Every time we meet with somebody and we do their initial assessments, we use something called a distance travel tool...that will include things like mental health or substance misuse, employability status, their housing. So we've identified where some of those needs are and then the support is then tailored to those needs. **J**

We offer our services to anyone that would fit our criteria and that criteria is very much based on the behaviour that they're presenting, the situation they find themselves in and that does tend to mean actually that we tend to be working primarily with males. About 90% of our, maybe more than 90% of our cohorts are men and a fairly high proportion, particularly in London are from BAME backgrounds so, but that isn't intentional, it's just because they are over represented within the prison estate for example. So yes, so it's not part of our criteria for selecting beneficiaries. **11** Interviewee

A smaller number of organisations who took part in the interviews revealed that they did not have a full understanding of the term 'protected characteristics' or what it might mean for their service users' needs. Given the over-representation of people protected under the Equalities Act (2010) – and the specific vulnerabilities that these groups face in the criminal justice system – this is a concerning finding. Clinks would like to see all parts of the voluntary sector recognising and working to address these issues.

KEY FINDING

Organisations providing services for people protected under the Equalities Act (2010) are more likely to recognise and respond to the intersectionality of their service users' needs⁵

People can often have more than one protected characteristic, with the associated needs and vulnerabilities of belonging to these groups interacting with, compounding and exacerbating each other. The needs of people in any one protected characteristics group, therefore, cannot be assumed to be the same. For instance the experience of a black African-Caribbean woman will be different to that of a Somali man or a white woman or indeed a Pakistani Muslim woman. Organisations that took part in our interviews who provide a tailored service for people protected under the Equalities Act (2010) more readily recognised the intersectionality of the needs of their clients, and either altered their services or partnered with other specialist organisations to ensure they could address these needs appropriately. Here are two case studies highlighting the differing approaches of interviewees.



Case study / Meeting women's intersectional needs

A specialist women's organisation told us that a high proportion of their service users have a disability and they also have a significant number of women service users from black, Asian and minority ethnic communities. They work to meet the needs of these women in a variety of ways, including working closely with local health services and partner organisations with specific expertise in immigration.

"A significant number of our women present with disabilities, either diagnosed or undiagnosed, particularly undiagnosed learning difficulties and 52% of our women are not British nationals ... I would say ... [a large] percentage of our non-British nationals are from various black and minority ethnic groups, some with very insecure immigration status and things.

"... In terms of the disabilities element, we'll work with local health services to get women the support they need. Perhaps that's mobility equipment, perhaps that's a diagnosis and therefore then a learning disability diagnosis or a mental health diagnosis and then the medication etc. that they might need.

"In terms of our BME women, we would be working with them around skillsets like learning to speak and write and read English, to maximise their chances of employment in this country because that's one of the ways that you can get status. We also work with a partner agency around their immigration needs."

Case study / Responding to the intersectional needs of families of people in contact with the CJS

An organisation that worked specifically with families of people in contact with the CJS told us the different ways they work to meet the needs of their service users from BAME communities or those with learning difficulties.

"We have behavioural issues ... some children as well who have autism or Asperger's, so I think this is building up a relationship with the mums, they will disclose I think if there's some behavioural issues and we do everything that we can to actually ensure that those visits work well. ...

"We obviously are mindful in our refreshment services of people's dietary needs and when we do our annual survey, we generally do get a positive feedback from people who've got cultural or religious dietary needs. We do have a prayer room which is available for people who wish to have prayer time whilst they're on the premises. We also have regular training for our staff as part of our training programme, and we work with a Qualities and Diversity Officer of the prison ... when it comes to a calendar of significant religious celebrations or times, we work with the chaplaincy for example on themed activities following through in to the visitors' centre and we have an on-going dialogue with the prison.

"We use the [children's charity] for example for our safeguarding training which is pretty strong on diversity and for example, I think recently, our vice chair who was our HR lead was in touch with the [disability charity] ... and we'd be speaking to the prison about this issue as well, we thought maybe some specialist input might be valuable. So, we basically have strong networks that we can contact if we feel we've got some specific needs and in the [city in Midlands] area, we're quite well served with specialist organisations that support disability for example, we have a large disability resource centre in [city in Midlands] who are very helpful and on the whole, we can respond."

Organisations who identify clients as being protected under the Equalities Act (2010) feel able to meet their distinct needs

57% of organisations told us they support people protected under the Equalities Act (2010). This includes organisations that provide general services to all groups and organisations that provide tailored services to particular groups with protected characteristics. Of these, 76% say they agree or strongly agree that they are able to meet their needs. Organisations gave us a variety of examples of how they had specifically made provision in their services to ensure they could meet the distinct needs of their service users. These include the development of specific service models, providing training and support for staff and volunteers and partnering with specialist organisations. Here is a selection of their responses:

We have developed specific service models - for example our [programme] in [town in North England] works with young adults (17-25) to intervene with those in contact with the CJS and those who are at risk of involvement with the CJS. We also have specific provision in our mental health liaison and diversion services focusing on the needs of women and children and young people. We attempt to undertake equality impact assessments of our services, but this is very resource heavy and difficult to sustain. Survey respondent

G Women's only groups – including partnership working with women's only organisations. **JJ** Survey respondent We ensure we address all protected characteristics e.g. staff and volunteers are trained; we have access to translation services for those without functional English; we provide prayer facilities/religious artefacts and have supported families of prisoners undergoing gender reassignment. Survey respondent

We support a lot of young BAME people and have a staff team that reflects our service uses, working from a trauma-informed perspective that is shaped to understand the specific needs of our young people . Survey respondent

We have service users who observe religions such as Islam or Sikhism, and we cater for their dietary needs, and help put them in touch with the local mosque or appropriate organisation. **J** Survey respondent

It is concerning to see, however, that 20% of organisations either disagree or strongly disagree that they are able to meet the needs of service users protected under the Equalities Act (2010). Organisations who selected these options said that a lack of funding or resource and experience were contributing factors to this. See Figure 9, page 34.

60% 58% 50% Percentage of organisations 40% 30% 20% 18% 10% 11% 9% 3% 0% Strongly Disagree Agree Strongly n/a disagree agree Response

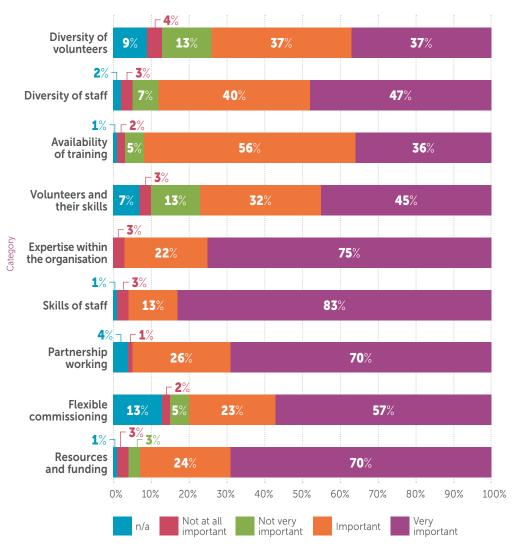
Figure 9 / **Organisations' ability to meet the needs of their service users with protected characteristics**

KEY FINDING

Organisational expertise and funding are essential for meeting the needs of people protected under the Equalities Act (2010)

Organisations told us that a range of factors are important to enable them to meet the needs of their service users with protected characteristics. 97% said expertise within the organisation is important or very important, whilst 93% of organisations said resources and funding are important or very important. Organisations need to be able to generate and maintain adequate levels of

$\label{eq:Figure 10} Figure \ 10 \ / \ \textbf{The importance of different factors for meeting} \\ \textbf{the needs of people with protected characteristics} \\$

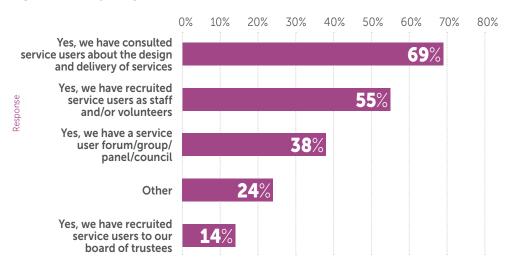


funding, but this also needs to be flexible to enable them to be responsive to the often changing needs of their service users. Indeed, 57% of organisations told us that flexible commissioning is very important for ensuring they can meet the needs of their service users with protected characteristics.

In terms of staff and volunteers, 81% of organisations said the skills of their staff, and 45% said the skills of their volunteers, are very important for ensuring they are able to meet the needs of their clients with protected characteristics. Organisations also recognise that the diversity of staff and volunteers is important when working to meet people's distinct needs. But more organisations felt it was important to have staff from diverse backgrounds (47% said this is very important) compared to having volunteers from diverse backgrounds (37% said this is very important). Please see section Chapter 6 for a detailed discussion of the staff and volunteers working to support voluntary organisations. this year. The majority of organisations (69%) said they consult service users about the design and delivery of services, whilst 38% said they have a service user forum group, panel or council. We are pleased to see that only 13% of organisations did not facilitate service user involvement.

As well as contributing to the design and delivery of services it is important that people with lived experience of the CJS are able to be involved in strategic decision making. It is therefore important that organisations take proactive steps to recruit higher numbers of service users to be on organisations' trustee boards. 14% of organisations told us that service users are represented on their board; last year 20% told us this was the case. Clinks would like to see a significant rise in the number of organisations that have people with lived experience of the CJS on trustee boards.

Figure 11 / Ways organisations have facilitated service user involvement



KEY FINDING

Organisations remain committed to service user involvement but could do more to represent service users on their trustee boards

People in contact with the CJS are experts on what does and does not work to support people on their desistance journey. Taking proactive steps to listen to and respond to the views of people organisations are working to support is therefore essential for ensuring that services are as effective as possible and are working to address service users' needs.

In last year's state of the sector research we found that service user involvement was common for voluntary organisations and the picture remains the same

The the services being delivered

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Clinks

Organisations working with people in contact with the criminal justice system provide a range of services to meet the needs of those they support. Many work in close partnership with others to share resources and ensure the needs of their clients can be met, especially those protected under the Equalities Act (2010). However, they are not always funded adequately to do this by statutory organisations who refer people to them.

KEY FINDING

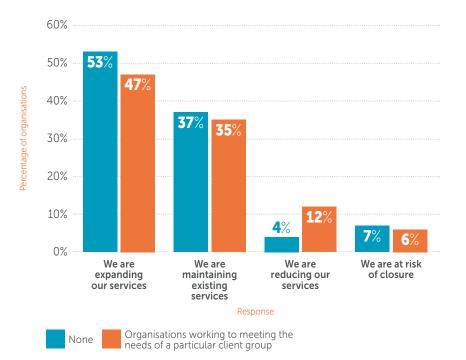
Organisations providing a service tailored to meet the specific needs of particular client groups, including those protected under the Equalities Act (2010), are more likely to be reducing their services

We asked organisations if their services are expanding, being maintained, reducing or if they are at risk of closure. The majority of organisations (50%) said they are expanding their services, whilst 6% told us they are at risk of closure. 9% are reducing their services.

When we analyse the data further, we find that organisations who work to meet the needs of particular client groups are more likely to be reducing their services. 12% of organisations who work to meet the specific needs of particular client groups said they are reducing their services compared to 4% organisations who do not work in this way. For all organisations working with people protected under the Equalities Act (2010), but who do not necessarily provide a tailored service, 14% are reducing their services.

This compares to just 2% who don't work with people protected under the Equalities Act (2010). This is of concern as it indicates not only that these organisations are experiencing more acute challenges compared to others in the voluntary sector, but that there is a reduction in the availability of tailored support for particular groups of people in contact with the CJS who have specific needs. See Figure 12 below and Figure 13 on page 38.

Figure 12 / **Change in organisations' services by whether they provide specific services to meet the needs of a particular client group**



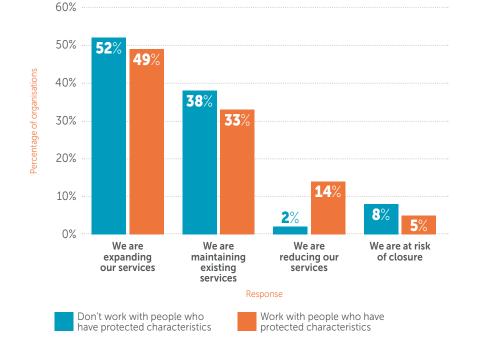


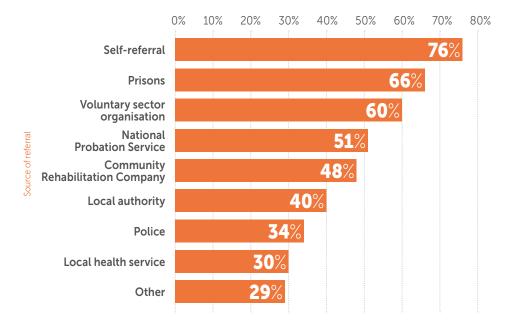
Figure 13 / Change in services by whether organisations work with people who have protected characteristics

KEY FINDING

Statutory organisations referring people to the voluntary sector do not provide adequate funding

The voluntary sector continues to receive referrals from a range of different organisations including prisons (66%), the National Probation Service (51%) and Community Rehabilitation Companies (48%). The majority of organisations (76%) continue to say that service users self-refer to their services, which demonstrates they are trusted by the people they support and are embedded in their local communities. 60% receive referrals from other voluntary organisations, indicating close partnership and referral arrangements between them.

Figure 14 / Where organisations receive referrals from



To explore this in more depth we asked whether organisations receive funding from the referral organisation. The results demonstrate that in most cases statutory organisations do not provide voluntary organisations with adequate funding to support the people they have referred. This is particularly true for people referred by prisons and the National Probation Service. In around half of cases all funding to support these referrals comes from other sources. This is also the case for 40% of referrals made by Community Rehabilitation Companies. This demonstrates these statutory bodies are providing inadequate funding to organisations, who are likely to be supplementing this with income from other sources, such as from charitable trusts and foundations or even their reserves, to enable them to provide the support that people need. This mirrors the findings from our most recent TrackTR research.⁶

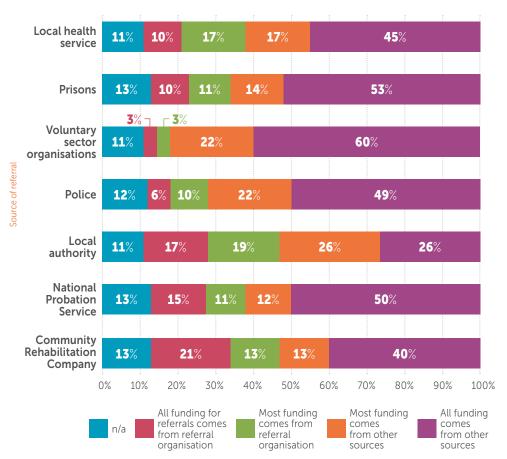
KEY FINDING

Partnership working is essential for meeting the needs of people protected under the Equalities Act (2010)

Partnership working continues to be important for voluntary organisations, with 83% saying they work in partnership. Of those, 57% are informal partnerships whilst 43% are formal. When we split the data according to whether organisations reported they provide a tailored service for people protected under the Equalities Act (2010), we find that a higher percentage (88%) work in partnership than those who do not provide a tailored service (75%).

During the interviews many organisations said that a lot of their current partnerships tend to be informal as they are based on information sharing, signposting and referrals on an ad-hoc basis.

Figure 15 / Percentage of organisations receiving funding for people referred to their service



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A lot of it is [based on a] relationship ... some of our staff used to work at a housing charity or their friend from church works at so-and-so place. So, I would say a lot of stuff happens through just, 'I'm going to phone this person that I know and say what could you do to help this guy that I'm working with? Interviewee

However, a common theme raised during the interviews was organisations wanting to formalise their informal partnership arrangements. The reasons for this varied. They included that informal partnerships are sometimes precarious in nature, and often rely on the personal relationship between members of staff, which puts the partnership at risk if those people move on to other positions. One organisation in particular had been doing a lot of work to formalise their partnerships and told us the following:

• Often these things are relationship based, so that's really positive but we've been trying very hard to formalise some of those arrangements so that when a staff member leaves on either side, we don't necessarily lose the partnership or have to start again. That is quite hard work, if I'm honest, it's quite time consuming. But, we couldn't do our work without those networks. Interviewee

Organisations also said that long-term, formalised commitments or arrangements can often be necessary for partnership working to be effective. Indeed, one organisation said it took at least two and a half years for them to develop a strong, trusting relationship with one of their partner organisations.

It takes a long time to build that trust...One of our best partners, a homelessness shelter ... we've worked with them now for five years and I think it's taken at least half that time to get to a place where we really understand each other's organisations and we really trust each other. Interviewee Although partnership working can be challenging as it is often resource heavy and can be difficult to maintain, during the interviews organisations told us it is necessary to provide people with the support that they need. Indeed, we found that a higher proportion (88%) of organisations who say they work with people who have protected characteristics, including those who do not necessarily provide a tailored service, work in partnership with other organisations.

Although all the interviewees highlighted the need to work with partners to ensure the specific needs of people protected under the Equalities Act (2010) can be met, those providing specialist services were more likely to have developed relationships with partners. For example, one organisation who worked specifically with women outlined that a gap in their knowledge is how to meet the needs of women with a disability, so they had taken steps to work with organisations that have this knowledge. Similarly, an organisation that works specifically with families recognised the distinct needs people with physical disabilities might experience during prison visits and had also been doing some work with partner organisations to explore and meet the needs of children who might have a learning difficulty or disability. For more information about how organisations are working to meet the needs of their service users protected under the Equalities Act (2010), please see *The people organisations support* (page 23).

When we asked organisations why they work in partnership with others, the majority (97%) said they do so to meet the needs of their service users. During the interviews organisations elaborated on this and gave us examples of how working in partnership enables them to do this:

The two biggest things that we see that we don't deal with directly [are] housing and coming out [of] addiction. But in both of those we say we will work with someone with those needs ... but we're not a housing project, we're not a counselling service, so it's [asking] how do we support people with what we do and then get others on board to support them with what they do best. Interviewee **I** guess it's very much about trying to collaborate in a way that feels helpful to supporting prisoners to access the best support that they can get for themselves for leaving prison. **!!** Interviewee

One organisation spoke about their policy work and highlighted that working in partnership with specialist organisations enables them to represent the needs of different people, including those with protected characteristics, more effectively:

So it's trying to make sure that when we are looking, for example, and commenting on a policy proposal, that we try and get somebody to apply a lens from a particular group to that proposal so that we're not missing out on something. Interviewee

87% of organisations either agreed or strongly agreed that they work in partnership to share resources effectively. Interviewees highlighted that sharing resources could be particularly beneficial for small organisations as it helps them have capacity to engage in work they wouldn't usually be able to engage in.

It's looking at the kind of skills that we don't have, but also our capacity because...we're a very small organisation and I think we've been able to take on some of these big things because we are working with partners. Interviewee

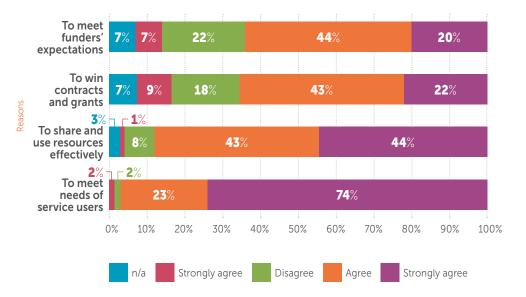


Figure 16 / Reasons why organisations work in partnership

🗭 KEY FINDING 🛛

Organisations established to provide services tailored to meet the specific needs of particular client groups are embedded in their communities, advocate to partners on their clients' behalf and actively work to promote and share good practice, but this can be challenging

During the interviews we sought to explore the relationship between organisations that say they are set up specifically to work with people who are protected under the Equalities Act (2010), and those that might support people with unique needs based on their demographics, but they are not set up specifically to work with them. We asked all organisations

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questions about the nature of their partnership working. A key theme that emerged from organisations set up specifically to work with people who are protected under the Equalities Act (2010) was that they actively seek to work with partners to provide them not only with training and support to enable them to meet people's specific needs, but to also highlight that those needs exist in the first place.

One organisation told us that this can be challenging. They need to simultaneously advocate on their client's behalf – which can involve highlighting areas of poor practice where a partner isn't adequately meeting people's needs – whilst offering support to help their partners learn and develop good practice.

We want to represent organisations' experiences in as much depth as possible, so have included three short case studies from our research that highlight these issues.

Case study / Sharing good practice to meet young people's needs

This organisation provides behaviour change programmes to young people who are at risk of becoming involved in crime or are in contact with the criminal justice system. When we interviewed them they told us about the ways they share and promote good practice in supporting young people, and why they think it is important to do this.

"In the last few years [we have] become really, really focused on delivering what we do and we deliver that really, really well but that makes us quite specialist, so we are specialists for example in understanding the impacts of trauma and supporting young people who have had adverse childhood experiences, but ... we need to work in partnership to make sure that they have the most long-term support because these problems won't be solved in a short period of time, but also they need a multitude of interventions.

"We also ... share best practice with peers and sharing our experience with them to make sure that whoever it is, whichever practitioner it is working in schools with children who would be in our cohort, are being supported with our methodology. So, we share a lot more and we are really keen on doing that to influence policy and practice across the country ... because we work with young people now for a much longer period of time and we're interested in creating cultural change within institutions ... We also want them to have a values alignment with [us] as well, because in order to create that cultural change within an institution, you have to make sure that the leaders within that institution are really supportive of your approaches. What we've realised is that working directly with young people will only get you so far. We really need to make sure that the teachers, the leaders, everyone else in that school is applying a similar methodology, so that as and when we do need to move on and work with another school, that work lives on and is embedded within the organisation and it doesn't fall away once we leave.

"So I think yes ... we've become much clearer in what our specialism is. That's meant that we partner up very well with adjacent organisations and it's also meant that we take a much more formal approach I guess to our partnerships with service delivery partners like schools."

Case study / Working to meet the needs of black, Asian and minority ethnic communities

This organisation provides specialist support to people from black, Asian and minority ethnic communities, although they have recently moved to supporting people with other protected characteristics, including religion. They work in the East of England and provide support in different sectors including health, education and the criminal justice system. During the interview they talk about walking the fine line between highlighting poor practice to partners whilst supporting them to address it.

"Partnerships are always a problem, particularly for an organisation like us, in the sense that we are a campaigning organisation and we are a challenging organisation in addition to service delivery. So, a lot of the work that we do is also going to service provision and challenging, which is a very difficult thing. We do some work in prisons, we also say to those prisons, 'Look, your reports are consistently showing that you are treating people unfairly', so we've got a challenging role ... and we do the same with the police and with schools, education, and you find out that sometimes funders or commissioners or these organisations that we're doing work in actually feel very uncomfortable working with us. So, sometimes other partners that we want to work with in those spaces then also feel uncomfortable working with us because of the kind of role that we play.

"But as an organisation our ethos is that we are always open to working with other partners because we recognise that our expertise is around working around the protected characteristics, working especially around work to do with [black, Asian and minority ethnic] communities."

Case study / Meeting the unique needs of women

This organisation provides specialist support to women whose lives are affected by or at risk of being affected by involvement in prostitution. They specifically focus on women who have been involved in street-based prostitution and face complex needs. They told us that a big part of their work, as a specialist organisation, is to advocate on behalf of their clients and share their knowledge and expertise about what works to support them.

"We are really quite passionate about ... helping other organisations to understand the needs of our women. So, many of our women ... they come to us often having been excluded from every other service because of the nature of their needs, because of the nature of their behaviour, the challenges they face. Quite frequently they're excluded from mainstream services, so our core work is getting them back in to those services.

"We do training for organisations working with the women we support, which is tailored to the needs of the individual. Most recently we've been providing training to a number of hostels in and around the local area, where our women are accommodated. We also offer ... consultancy work around one particular woman's needs. So the key workers or one of our specialists will work with the organisation that's going to be working with that woman to prepare them to meet her needs specifically and ... we do a lot of accompaniment. So, making sure that we're always ... there with the women when they're to access the support so that we can help them." The people delivering services

A The people delivering services

44 **The state of the sector** 2018 / Key trends for voluntary sector organisations working in the criminal justice system

Clinks

Staff and volunteers are the lifeblood of voluntary organisations. They provide essential support to their service users. This chapter explores the numbers of staff and volunteers, the roles they undertake and how representative they are of their service users. We find a mixed picture, with staff and volunteer numbers continuing to rise but organisations telling us that recruitment, training and retention of volunteers remains challenging. Although staff recognise the importance of having a diverse workforce they find it difficult to achieve.

The workforce of voluntary organisations is considerable and continues to rise During our analysis of financial accounts submitted to the Charity Commission, we split organisations into two groups:

- Specialist criminal justice organisations whose main purpose is to work in criminal justice
- Non-specialist criminal justice organisations whose service users might include people who have a conviction, but working in criminal justice is not their main purpose.

There are 320 organisations in the specialist criminal justice group and 1,113 organisations in the non-specialist criminal justice group.

In 2015/16 specialist criminal justice organisations employed 12,787 people, whilst non-specialist criminal justice organisations employed 124,123 people. In terms of volunteer numbers, in 2015/16⁷ specialist criminal justice organisations had 16,636 volunteers whilst non-specialist criminal justice organisations had 475,989 volunteers.⁸

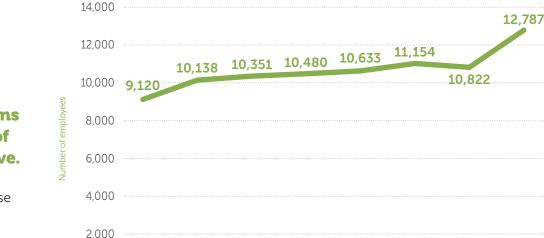


Figure 17 / Number of employees, specialist criminal justice organisations, 2008/09 to 2015/16



For the eight year period since 2008/09 both of these groups have seen a rise in the number of employees. For specialist organisations this has risen by 33% but for non-specialist organisations this has risen by 40%. The survey results show that the number of volunteers has also risen. 89% of organisations have volunteers, and of those 37% said they recruited either more or a lot more volunteers in the last financial year.

For the first time, the survey results show that the average⁹ number of staff organisations have (84 per organisation) is higher than the average number of

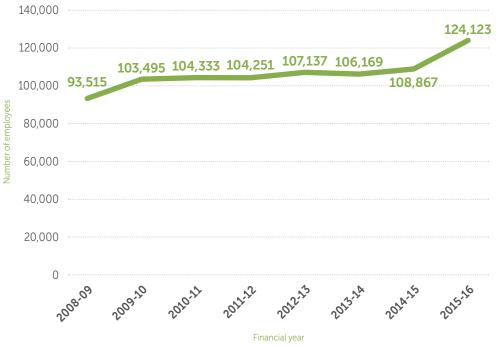
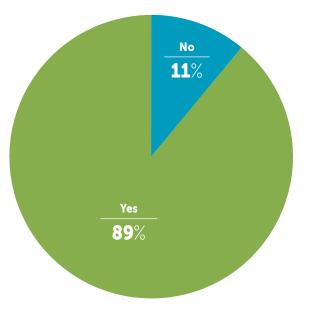


Figure 18 / Number of employees, non-specialist criminal justice organisations, 2008/09 to 2015/16

volunteers (64 per organisation). However, the average is greatly influenced by a few organisations who have large numbers of staff and volunteers, indeed, there was one organisation that had a total of 4,000 staff. A better indicator for the average number of staff is the median¹⁰ value, which was ten for staff, and means that 50% of organisations had 10 or fewer staff. The variation in the number of volunteers was not as big, with a maximum number of 1,100 volunteers and a median value of 20. Overall, the data shows that, on average, organisations have higher numbers of volunteers than staff. Due to the complexity of the data we cannot show a ratio for staff and volunteer numbers for the whole sector but we have broken the information down according to the number of staff organisations have. The information shows the smaller the organisation (in terms of number of staff) the higher the ratio of volunteers to staff. For organisations with between:

- 1-10 staff, the volunteer to staff ratio is 5.2
- 11-19 staff, the volunteer to staff ratio is 2.0
- 20-24 staff, the volunteer to staff ratio is 2.4
- 25-49 staff, the volunteer to staff ratio is 0.9.

Figure 19 / Organisations that have volunteers



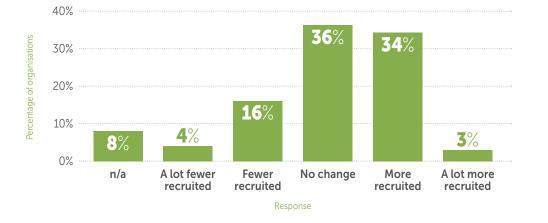


Figure 20 / Change in volunteer recruitment

KEY FINDING

Volunteers continue to provide essential support to organisations

The median number of volunteering hours shows that people volunteer for twelve hours a week for 50% of organisations. Volunteers undertake a variety of roles to support organisations, the majority of which involve providing direct support to services users. 58% say their volunteers befriend or mentor people, whilst 44% give advice, information or counselling. The majority (64%) of organisations say that their volunteers help them to run activities or events. This is in line with UK-wide data on volunteering. According to the Community Life Data, organising events and activities is the most common volunteer activity.¹¹

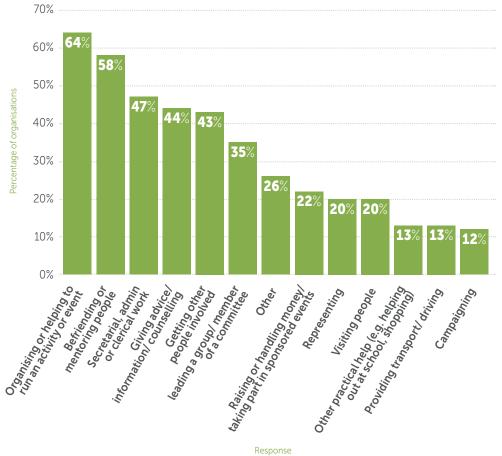


Figure 21 / Tasks or activities volunteers do with organisations

KEY FINDING

Recruiting, supporting and retaining volunteers is resource intensive

Although volunteers provide essential support for services, organisations were keen to stress they are not a free resource. Organisations need to generate funding to ensure they are able to provide the right training and support for their volunteers, which can be challenging.

Whilst more volunteers allow us to continue our work, it now takes up more time of one paid staff member, which we must then count in overheads (so it is difficult to fund). JJ Survey respondent

[There is an] expectation from [Community Rehabilitation Companies] and [HM Prison and Probation Service] that volunteers are 'free' resource; we provide a lot of training and support especially as this may be people's first work experience. Survey respondent

Because of the high number of our volunteers who still need support and who can't find work because of convictions, we sought and secured funding for a volunteer coordinator to ensure that volunteers get the support they need and support to progress to work. Survey respondent

Organisations also report significant challenges with the retention of volunteers. These include volunteers who are studying leaving their voluntary posts when they gain paid roles. Others told us that delays in prison security vetting processes mean that people can lose interest in volunteering or find other opportunities.

G Retention is poor, mostly graduates who move onto paid work in weeks. Survey respondent

We have experienced difficulty retaining the interest of potential volunteers as prison security vetting is normally rather slow and can take months rather than weeks. Survey respondent

We need to develop a dedicated volunteer co-ordinator to best manage and develop the volunteer workforce. Our ethos is to develop volunteers but we are challenged in that we lose their knowledge every time one moves on to paid employment or finishes their studies and moves away – then we have to start all over again training new intakes. Survey respondent

Further, one organisation told us that it can be challenging to recruit volunteers due to the skill set they need to have.

KEY FINDING

Volunteers tend to be more representative of service users than paid staff

To explore whether organisations are able to determine, reflect and meet the needs of their clients with protected characteristics we added questions to this year's survey and interviews to explore the diversity of their staff and their volunteers.

We found a mixed picture in terms of whether organisations thought their staff and volunteers were representative of the people they support:

- 18% of organisations said volunteers are completely representative whilst this was true for 12% of staff
- 28% of organisations said volunteers are mostly representative but 25% of staff are mostly representative
- 11% say their volunteers are not at all representative of the people they support and 13% say this is the case for their staff.

Overall, we found that volunteers are more representative than staff. All organisations who said they support people with protected characteristics, including those who do not provide a tailored service to meet their needs, are more likely to have staff and volunteers who are mostly (30% and 33%) and completely (13% and 20%) representative of the people they support. This is also true for organisations who provide a tailored service to meet their clients' unique needs:

- 15% say their staff are completely representative of the people they support, compared to 9% of organisations who do not provide a tailored service
- 23% say their volunteers are completely representative of the people they support, compared to 18% of organisations who do not provide a tailored service.

However, a higher percentage of organisations providing a tailored service say their staff and volunteers are not at all representative of the people they support (11% and 5% respectively) compared to organisations not providing a tailored service (4% and 5% respectively).

See Figure 22 opposite and Figures 23 and 24 on page 50.

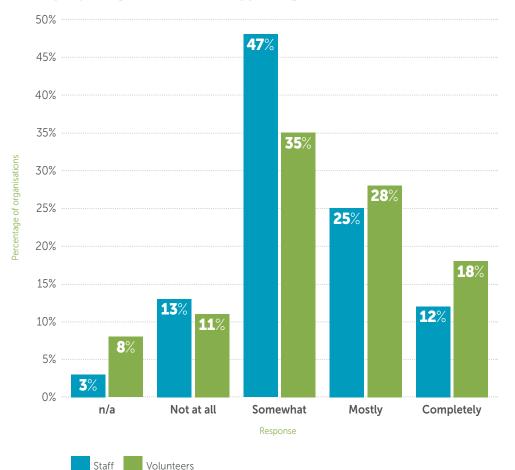


Figure 22 / Representativeness of staff and volunteers of the people organisations are supporting

Figure 23 / **Representativeness of staff and volunteers** for organisations reporting they do not work with people who have protected characteristics

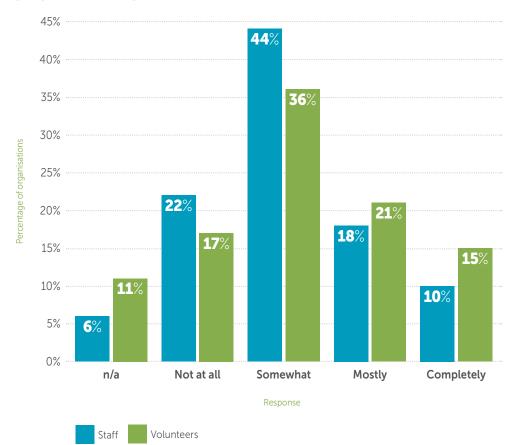
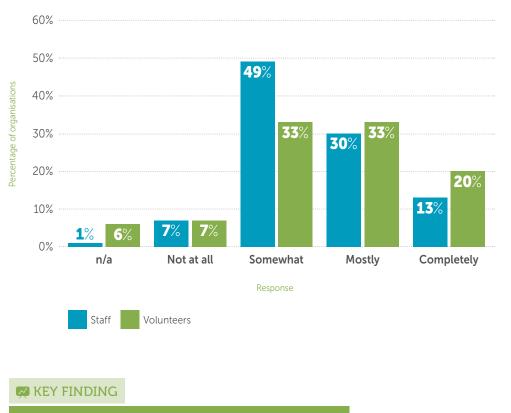


Figure 24 / Representativeness of staff and volunteers for organisations reporting they work with people who have protected characteristics



Organisations recognise the importance of a diverse workforce

Regardless of whether organisations say their workforce is representative or not, organisations recognise the importance of having a diverse workforce. Survey respondent stated it is "vital" they represent the people they support, and that the "majority" of their staff and volunteers live in the communities they support. This was mirrored by the interviewees, with one highlighting that they felt organisations working with those in contact with the CJS should have staff and volunteers who have experience of the system.

In terms of staffing, I think all organisations should embrace belonging and diversity because that's what leads to a more effective organisation...In an organisation in the criminal justice sector it's probably more important to ensure representation of staff and trustees that have criminal backgrounds or have ... lived experience of the criminal justice system, so that's something that we're trying very hard to do. Interviewee

Indeed, having experience of the CJS was one of the key ways that organisations identified their staff and volunteers as being representative of their service users. For many of these organisations, the staff and volunteers they recruit are often former beneficiaries of their services.

Survey respondent

Around 30% of our staff team have lived experience of the type of issues our service users have. Over half [of] our volunteers have been service users and 70% of the volunteer hours worked were done by former service users or people with lived experience. Survey respondent

G 20% of our paid employees are people who have previously used our services. Our volunteers tend to come through our services. **JJ** Survey respondent **6** 27% of current staff are former service users, 45% of staff are former volunteers. Our volunteers are a cross-section of the communities we work in and range in age from 18-70 and also come from a variety of ethnicities and backgrounds. Survey respondent

One organisation told us that their workforce is not representative of the people they support. However, they saw this as beneficial as it allowed service users and volunteers to learn from each other's life experiences and break down the barriers between them.

Many of our volunteers are retired and middle class whereas our clients are trying to find work, aged 30-40 and working class. However, this difference in life experience has been valuable rather than a problem. We would like to recruit more staff and volunteers with similar experiences to our clients in the future. Survey respondent

During the interviews, the organisations providing a tailored service for people protected under the Equalities Act (2010) highlighted how important it was for them that their staff and volunteers represented the demographic make-up of their service users. There were a range of reasons why they felt this was important, including the ability to better engage with and relate to service users and the ability to create a 'safe space' to discuss challenging issues for staff, volunteers and service users alike. Here are three in-depth case studies taken from extracts of their responses.

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Case study / How diversity of staff and volunteers can enable organisations to meet the needs of their service users from BAME communities

This organisation told us that they have a very diverse workforce, with most of their staff being from BAME backgrounds. They provide services tailored for BAME people and highlight the importance of staff feeling comfortable and able to discuss issues that they themselves have experienced.

"Deliberately or not you find that, as an organisation, we are very, very diverse. Our staff are mainly people from BAME backgrounds but we also have people from all other backgrounds, we've got white British people here. But I think what that does to our organisation is that you've got people who feel very comfortable being in a space that discusses issues that they've got lived experiences of and that looks at tackling those issues.

"And so, in terms of recruitment, when we recruit for our staff we consistently find that there are people who come to us without us deliberately saying, 'We're looking at recruiting for BAME officers or BAME project workers', but we tend to attract that cohort because people feel we are a much more representative organisation.

"And then I suppose our current workers are also helpful in terms of talking to members of their community and members of their families to say what kind of an organisation we are. So, yeah, we have never had a problem in terms of recruiting from wider society, we are actually a very diverse organisation."

Case study / Ensuring staff and volunteers are reflective of the needs of women

This organisation provides services tailored for women in contact with the CJS and highlight the proactive ways they work to recruit both staff and volunteers to reflect the demographics of the women they are working with.

"We have about 30 volunteers at any one time, usually about 45 volunteers within the course of a year, so a bit of turnover, but 30 volunteers at any one time. We try and recruit volunteers from the community and we try and recruit both staff and volunteers really that reflect the women that we're supporting, as best we can.

"In terms of recruitment, staff-wise we are required to recruit the best person for the job and the most qualified person for the job, but we do try, in terms of...how we target our recruitment. Currently we have on staff a number of women who've got first languages other than English. So, we have a number of staff members who speak Hungarian, Romanian, we have one who speaks Bulgarian and various other languages ... we try and target where we can and we try and have a representative staff team [but] it's not always the easiest thing to do. And, in terms of recruiting volunteers, we work again to recruit community volunteers and that seems to be slightly easier because you can target your recruitment slightly more ... I would say we've still got more work to do on that."

Case study / Meeting the specific needs of people who identify as Irish

This organisation provides services tailored for Irish people, including those in contact with the CJS. They told us how providing a culturally sensitive service can help to quickly break down barriers and facilitate trusting relationships between staff and volunteers and service users.

"We still are a Catholic-based and -founded organisation, so we very much understand that's our ethos ... we're providing a culturally sensitive service as well, so people can relate to it because they know the volunteer or the staff person understands them because they're Irish, first and foremost. That may sound selfish but it takes down loads of barriers where people are often quite, I suppose, dehumanised for want of a better word because they just feel they're being treated badly by non-Irish and they feel the whole system is against them because they're in a foreign jail, they're in a foreign world as such and nobody understands them. We jump across that barrier of course very quickly and say listen this is how [lots of] people are treated in prison, it's not just because of you, don't take it personally."

KEY FINDING

Challenges remain in achieving diversity in the workforce

Even though the majority of organisations recognise and take proactive steps to recruit a workforce that reflects the people they support, they often find it challenging to achieve and is something they would like to continue to prioritise and improve. We strive to be representative but find it challenging to provide opportunities for internal progression for service users. In terms of volunteers we get many graduates wanting to volunteer and have to invest more time and resources to target vulnerable groups and volunteers from BAME communities. Survey respondent

We aim for diversity - but our staff are mostly female despite women only forming 5% of the prison population. **P** Survey respondent

One of the interviewees in particular said that although their workforce is broadly representative of the people they support, they have not taken proactive steps for this to take place. This is due to them working to provide an individualised service, where their service users are able to determine their support needs. As all staff work flexibly to provide an individualised service, they are able to meet their service users' needs.

We do have a diverse mix of ethnicities in our historical delivery team but it's not something that we've purposely put into our recruitment strategy, because our model doesn't work on the basis of who our mentors are or what their backgrounds are, we flip that and make it all about who the individual is and how the trainee is and we make it all about their journey. We're not sitting with them saying we come from the same place, we know what you've been through, we're saying actually you tell us what it's like and then we work with them in that way. Interviewee

How organisations are funded

54 **The state of the sector** 2018 / Key trends for voluntary sector organisations working in the criminal justice system

Clinks

Voluntary organisations working with people in contact with the criminal justice system receive funding from a variety of sources, including from national and local government, trusts and foundations and, to a lesser extent, from public donations. The way they receive this income varies too. Some organisations deliver contracts, whilst others rely predominantly on grants.

This section of the report predominantly reflects the information gathered from NCVO's analysis of financial accounts submitted to the Charity Commission between the financial years 2008/09 and 2015/16. In total, 1,433 organisations' financial information was analysed, nearly double the number of organisations represented in last year's *State of the sector* report (752). In this chapter, we also use data gathered through our survey and interviews.

During our analysis of data submitted to the Charity Commission, we spilt organisations into two groups:

- Specialist criminal justice organisations whose main purpose is to work in criminal justice
- Non-specialist criminal justice organisations whose service users might include people who have a conviction, but working in criminal justice is not their main purpose.

There were 320 (22%) specialist criminal justice organisations in our sample, and 1,113 (78%) non-specialist organisations. We separated the data in this way so we could compare the two groups and to keep the methodology consistent with our approach last year. We have focused on the trends and experiences for specialist criminal justice organisations but have made comparisons to non-specialist organisations, alongside trends from the 2017 *State of the sector* report and NCVO's almanac data where possible.

We included a thematic focus in the survey to explore how organisations are able to identify and respond to the needs of people who are protected under the Equalities Act (2010). Unfortunately, due to methodological constraints we have not been able to include the same focus in the analysis of financial data. We have also been unable to extrapolate the financial information for organisations who work with people who have protected characteristics.

The methodology for the analysis of data organisations have submitted to the Charity Commission has not changed and many of the trends remain consistent with previous years, meaning many of our findings remain consistent. This is the most detailed financial information we have on voluntary organisations working with people in contact with the CJS, and the following section aims to act as a useful repository for that information.

KEY FINDING

Specialist criminal justice organisations are smaller than non-specialist criminal justice organisations

Voluntary organisations working with people in contact with the CJS are an essential part of the criminal justice landscape, and in total received an income of £6,493m in 2015/16.¹² For specialist organisations this figure was £668.2m whilst for non-specialist criminal justice organisations this was £5,825.6m.

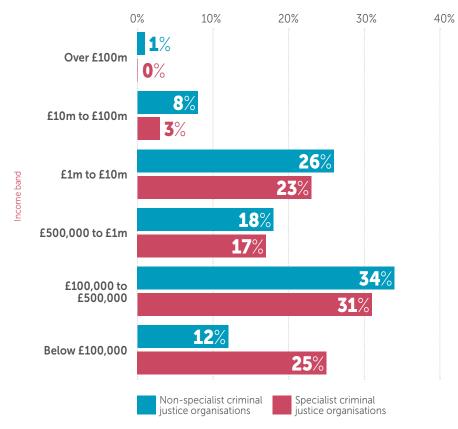
Analysing the distribution of organisations across different income bands shows that there is a greater number of larger organisations in the non-specialist group, whilst the specialist criminal justice organisations tend to be smaller.

• 25% of specialist criminal justice organisations have an income of less than £100k, compared to 12% of non-specialist criminal justice

organisations. These figures are consistent with our findings from last year – the percentages were 26% and 11% respectively.

- 26% of specialist criminal justice organisations have an income of more than £1m, compared to 35% of non-specialist criminal justice organisations.
- 3% of specialist organisations have an income over £10m, compared to 9% of non-specialist criminal justice organisations.





In terms of their overall income, specialist criminal justice organisations saw their overall income increase by 30% in the eight-year period between 2008/09. For non-specialist organisations, the increase was 3%.

KEY FINDING

Organisations receive funding from a range of sources

As with previous years, both specialist and non-specialist criminal justice organisations rely on funding from a variety of sources which they receive in different ways. The following information highlights the source of the income (who provides it) and the type of income (such as a grant, contract or donation) for specialist and non-specialist criminal justice organisations.

The terms used to describe the types of income are defined as follows:

- Voluntary income is given freely by a donor (whether from an individual, trust and foundation, government or a company). It can include grant funding.
- Earned income is received in return for providing a service. For income from the government this includes contracts, from individuals it consists of fees for services.
- Investment income is received as a return on investment assets.
 This includes property, stocks and shares or other similar assets.

See Figures 26 and 27, page 57.

Figure 26 / **Income source and type for specialist** criminal justice organisations in **2015/16 (£m)**

Income source	Type of income (£m)						
	Voluntary – including grants	Earned – including contracts	Investment	Total	% of income		
Government (including the NHS)	27.5	480.0	0.0	507.5	75%		
Individuals	31.6	52.8	0.0	84.4	12%		
Corporate	2.7	5.8	0.0	8.5	1%		
Voluntary sector (including trusts and foundations)	24.1	16.0	0.0	40.1	6%		
National Lottery	32.9	0.0	0.0	32.9	5%		
Investment	0.0	0.0	5.6	5.6	0.8%		
Total	118.8	554.6	5.6	679.0			
% of income	17%	82%	0.8%				

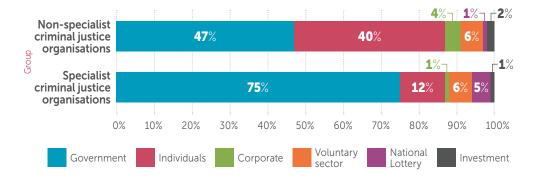
Figure 27 / Income source and type for non-specialist criminal justice organisations in 2015/16 (£m)

Income source	Type of income (£m)						
	Voluntary – including grants	Earned – including contracts	Investment	Total	% of income		
Government (including the NHS)	384.9	2,339.6	0.0	2,724.5	47%		
Individuals	1,186.2	1,147.2	0.0	2,333.5	40%		
Corporate	75.4	151.9	0.0	227.3	4%		
Voluntary sector (including trusts and foundations)	237.5	108.2	0.0	345.7	6%		
National Lottery	49.9	0.0	0.0	49.9	0.9%		
Investment	0.0	0.0	92.6	92.6	2%		
Total	1,933.9	3,747.0	92.6	5,773.5			
% of income	33%	65%	2%				

The largest source of income remains the government; for specialist criminal justice organisations this accounts for 75% of their total income, for non-specialist criminal justice organisations this represents 47% of the total income. Between 2008/09 and 2015/16:

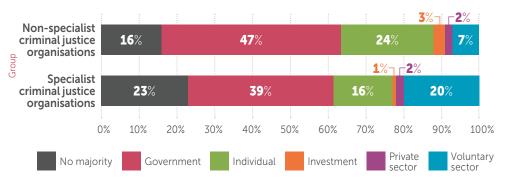
- Specialist criminal justice organisations received a 23% increase in funding from the government (from £412.1m to £507.5m)
- Non-specialist organisations experienced a decrease in funding of 11% (from £3018.8m to £2,688.2m) from the government.

Figure 28 / Income sources as % of total income by group, 2015/16



The importance of funding from the government is also demonstrated if we look at the majority source of funding for organisations. This is defined as the income source that accounts for over 50% of each organisation's total income. In 2015/16 the majority income source for both specialist and non-specialist criminal justice organisations was the government (39% and 47% respectively). Income from voluntary sector organisations, which includes grants from charitable trusts and foundations, accounted for a larger share of specialist criminal justice organisations majority income source (20%), compared to non-specialist criminal justice organisations (7%).

Figure 29 / Majority income source as % by group, 2015/16



🗭 KEY FINDING

Most income is earned through contracts or fees for services

Organisations remain reliant on earned income. For specialist criminal justice organisations, this type of funding represents 82% of their total income, whilst the figure for non-specialist criminal justice organisations is 65%. As these overarching figures hide some of the more nuanced trends in the data, the following explores this data in more detail. For example, the composition of the income differs remarkably by the size of the organisation, with smaller organisations relying more heavily on voluntary income, including grants.

KEY FINDING

Organisations recognise the importance of diversifying their income

During the interviews, organisations told us they feel it is important for their future sustainability to have a diverse income portfolio. Two organisations in particular have taken proactive steps to diversify their income streams. For one this was due to an over-reliance on a grant from a charitable trust and foundation, which they felt put them at risk. For the other it was in response to a reduction in funding available from charitable trusts and foundations which led them to explore other sources of funding.

So, we traditionally have been fully funded by trusts and foundations; about 95% of our funding has come from fundraised sources. I was brought in to [the organisation] in January 2017 with the primary purpose really of diversifying those income streams, primarily because we had one fairly significant donation that was forming a large proportion of our income and that was seen as a risk. ***** Interviewee

I think that it's an ongoing challenge to expand the trust and foundations that we work with, because it does feel like there's a relatively limited pool. We've started to try and do more with corporate sources of funding and yes, I think there are challenges there especially if we want to try and expand the number of people that we work with. Interviewee

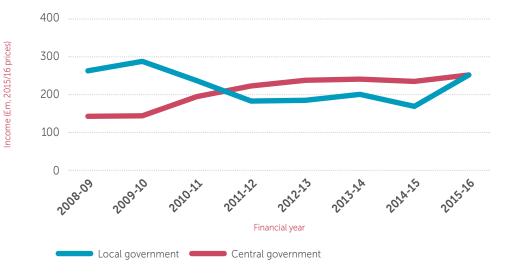
KEY FINDING

Income from local government has increased for specialist criminal justice organisations

Central and local government remain the largest source of income for organisations working with people in contact with the CJS, especially for larger organisations.

In 2015/16 specialist criminal justice organisations received the same level of income from local and national government, £252m. After a drop in 2010/11, income from local government has remained relatively stable for specialist criminal justice organisations but it increased by 33% between 2014/15 and 2015/16. Between 2014/15 and 2015/16, non-specialist criminal justice organisations experienced a decline in income from central government but a slight increase in funding from local government.

Figure 30 / Income from government by government tier, for specialist criminal justice organisations, 2008/09 to 2015/16 (£m, 2015/16 prices)



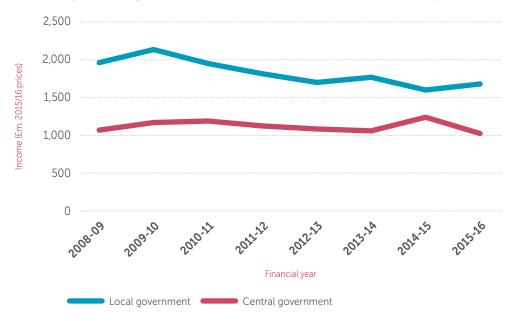


Figure 31 / Income from government by government tier, for non-specialist criminal justice organisations, 2008/09 to 2015/16 (£m, 2015/16 prices)

KEY FINDING

The government predominantly funds specialist criminal justice organisations through contracts

The vast majority (95%) of government income for specialist criminal justice organisations is earned income through contracts as opposed to grants (5%). This is also true for non-specialist organisations, although they are likely to receive a higher percentage of their income from the government in the form of grants (14%) rather than contracts (86%)

compared to specialist criminal justice organisations (the percentages are 5% and 95% respectively). This is surprising, given that specialist criminal justice organisations are smaller, and therefore more reliant on grant than contract funding than their non-specialist counterparts.

Indeed, if we break down the data by the size of organisations we can see that smaller organisations are more reliant on government grants than contracts. For 2015/16:

- Specialist criminal justice organisations whose income is between £100k and £500k receive 41% of their income from the government as grants.
- Specialist criminal justice organisations with an income of £1m-£10m receive 14% of their income from the government as grants.

Specialist organisations experienced a significant decline in government grants between 2012/13 and 2013/14, but since then have begun to receive an increase in government grants, which reached the value of £27.5m in 2015/16.¹³ In total, between 2008/09 and 2015/16 specialist criminal justice organisations experienced a 5% reduction in grant funding from the government and a 25% increase in contract funding. However, non-specialist criminal justice organisations experienced a significant increase in grant funding from the government (156%) whilst they experienced a 19% decline in contract funding.

See Figures 32, 33 and 34, page 61.

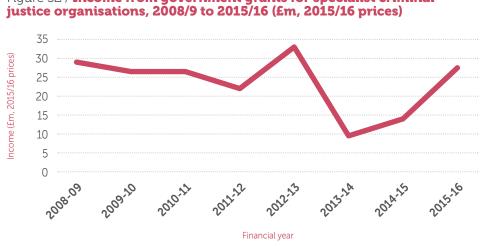


Figure 32 / Income from government grants for specialist criminal



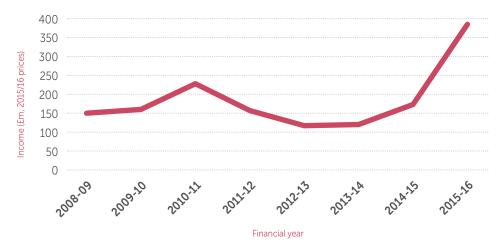


Figure 34 / Income from government contracts as % of total government income by group, 2008/09 - 2015/16 (%)



KEY FINDING

Charitable trusts and foundations provide essential grant funding for small specialist criminal justice organisations

Our analysis shows that the smaller the organisation the more likely they are to rely on income from the voluntary sector, which includes charitable trusts and foundations, than from the government. This trend is more marked for specialist criminal justice organisations.

In 2015/16, specialist criminal justice organisations with an income of between:

• £100k and £500k, received 33% from the voluntary sector and 23% from government

• £1m and £10m, received 12% from the voluntary sector and 60% from the government.

We found a similar trend for non-specialist criminal justice organisations. In 2015/16, those with an income of between:

- £100k to £500k, received 16% of their income from the voluntary sector and 41% from the government
- £1m to £10m, received 10% from the voluntary sector and 50% from the government.

Figure 35 / Income sources by income band for specialist criminal justice organisations, 2015/16 (%)

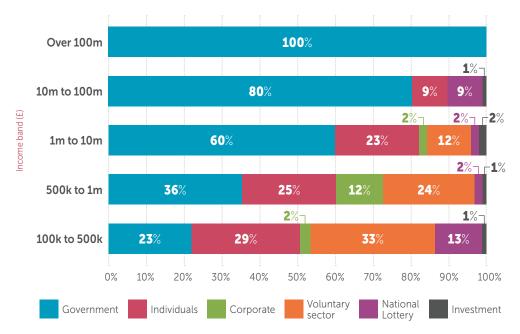
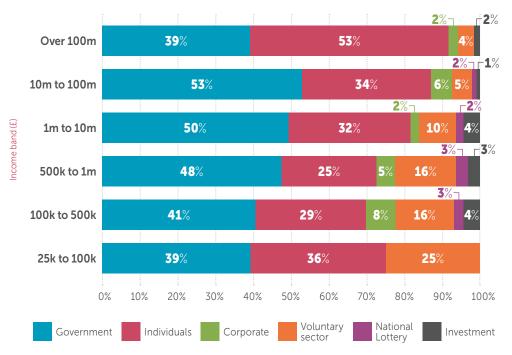


Figure 36 / Income sources by income band for non-specialist criminal justice organisations, 2015/16 (%)



These trends are mirrored when we look at the majority income source for organisations by size. The majority income source is defined as the income that accounts for over 50% of an organisation's total income. In 2015/16:

- 33% of specialist criminal justice organisations whose income is between £100k and £500k received the majority of their income from the voluntary sector. This is compared to 7% non-specialist criminal justice organisations.
- 17% of specialist criminal justice organisations whose income is between £100k and £500k receive the majority of their income from the government, compared to 41% of non-specialist criminal justice organisations.

Over 100m 100% 10m to 100m 100% ncome band (E) 2%-65% 16% 1m to 10m 33% 21% 21% 500k to 1m 8% **17**% 100k to 500k 17% 33% 0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100% Private Voluntary No Individuals Government Investment maiority sector sector

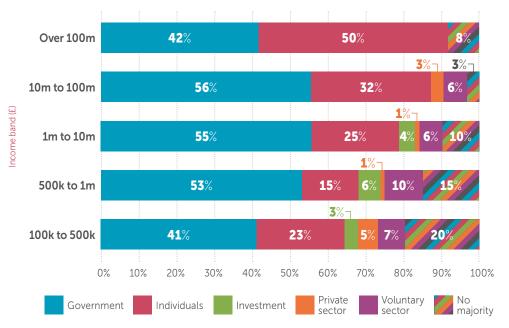
Figure 37 / Majority income source by income band for specialist criminal justice organisations, 2015/16 (%)

KEY FINDING

Voluntary income, including grants, is essential for small specialist criminal justice organisations

Although both specialist (82%) and non-specialist criminal justice (65%) organisations are more reliant on earned income (income organisations receive for providing a service and delivering a contract) than the UK voluntary sector as a whole (52%), the smaller the organisation, the more reliant they are on voluntary income (income given freely by a donor, including grant funding).





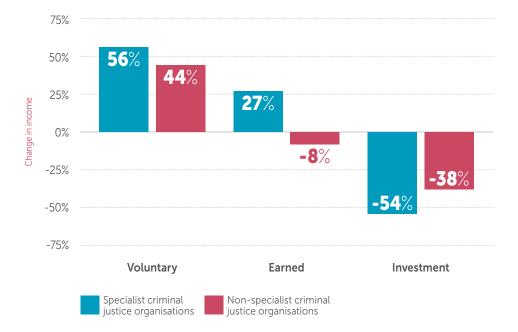
In 2015/16, specialist criminal justice organisations with an income of between:

- 100k and 500k received 67% of their income as voluntary income and 32% as earned income
- £1m and £10m received 27% of their income as voluntary income and 71% as earned income
- £10m and £100m received 14% of their income as voluntary income and 85% as earned income.

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Between 2008/09 and 2015/16 specialist criminal justice organisations saw an increase of 56% in voluntary income. This increase was most marked between 2014/15 and 2015/16 where it rose from £71.0m to £118.8m. It is important to note however that almost half of this rise was driven by grants received by just one major organisation. The rise in voluntary income might also reflect a change in the Almanac methodology as there was an increased effort to identify grants, even when they were reported in the account as earned income.

Figure 39 / % change of income by income type, by group between 2008/09 and 2015/16 (2015/16 prices)



KEY FINDING

Organisations are subsidising contracts as they are unable to achieve full cost recovery

The majority of organisations (58%) told us they are delivering services under contract or sub-contract. Of those, only 22% of organisations always achieve full cost recovery on the contracts they are delivering. Indeed, the majority of organisations (52%) say they sometimes achieve full cost recovery, whilst 14% say they never achieve it. Looking at organisations providing tailored services for particular client groups, including but not limited to those protected under the Equalities Act (2010), we see that:

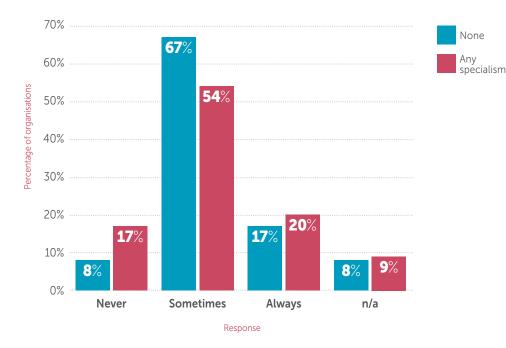
- 17% never achieve full cost recovery on the contracts they are delivering, whist this is true for 8% of organisations who do not work in this way
- 20% always achieve full cost recovery on the contracts they are delivering, whilst this is true for 17% of organisations who do not work in this way.

See Figure 40, page 65.

For those organisations that are not achieving full cost recovery, the majority (64%) told us they respond to this by subsiding the contracts by using funding from other sources. These sources could include grant funding from charitable trusts and foundations, or using their own reserves. 46% have also reduced overhead costs, including those from staff, whilst 13% have reduced or closed their services. See Figure 41, page 65.

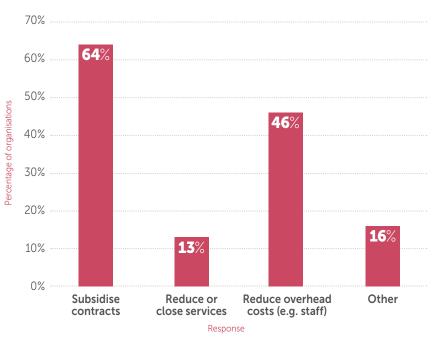
During the interviews one organisation, which is predominantly funded by contracts, outlined that this prevents them from providing flexible support to their service users and means they are unable to meet their changing needs.

Figure 40 / Whether organisations achieve full cost recovery on the contracts they are delivering based on whether they provide a service tailored to a specific group



Every contact that we have will have eligibility criteria. I was having this conversation with someone yesterday, if somebody turned up on our door and said "I'm an ex-offender, I need your support," we don't really have the capacity or resource to pull that support in. Obviously we'll do everything we can to find placement to the right support but because all our funding is restricted essentially, we don't have that unrestricted funding that allows us to deliver services to anyone ... So we don't have the flexibility I guess just to work with anyone who knocks on the door. J Interviewee

Figure 41 / How organisations are responding to not achieving full cost recovery on contracts



KEY FINDING

Specialist criminal justice organisations are less likely to receive donations and more likely to receive earned income from individuals

Income from individuals accounts for 12% of the total income of specialist criminal justice organisation and 40% for non-specialist organisations. The income from individuals increased by 34% for specialist criminal justice organisations between 2008/09 and 2015/16 and increased by 23% for

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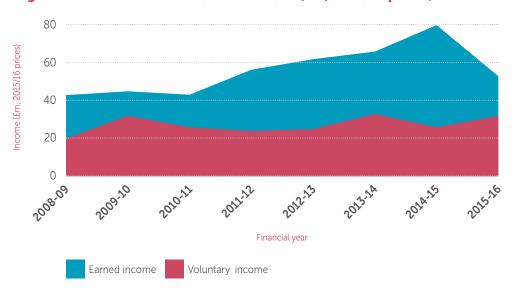


Figure 42 / Income from individuals, for specialist criminal justice organisations between 2008/09 to 2015/16 (£m, 2015/16 prices)

non-specialist criminal justice organisations. However, specialist criminal justice organisations experienced a decline in income from individuals from 2014/15.

The income organisations receive from individuals can be split into two broad categories:

- Voluntary income including donations and legacies which are freely given
- Earned income generated through providing a service, or selling goods through a charity shop for example.

Figure 43 / Income from individuals, for non-specialist criminal justice organisations between 2008/09 to 2015/16 (£m, 2015/16 prices)



The value of donations specialist criminal justice organisations received in 2015/16 was £26.5m, but the value of earned income was nearly double at £52.8m. Although earned income is important for specialist criminal justice organisations, they experienced a significant decline of 38% - £79.8m to £52.8m between 2014/15 and 2015/16.

KEY FINDING

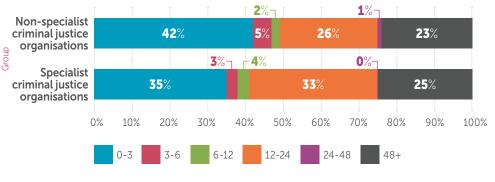
Specialist criminal justice organisations have fewer reserves on average than the UK voluntary sector

An organisation's level of reserves gives an indication of its vulnerability to external shocks. Free reserves (those assets that can be quickly realised) are often expressed in terms of the months of spending they represent.

On average, specialist criminal justice organisations had 1.3 months of reserves available in 2015/16 whilst non-specialist criminal justice organisations had an average of 2.5 months reserves for the same financial year. Due to the size of some of the organisations categorised as non-specialist, this average figure is likely to be skewed by the level of reserves some of these organisations hold. UK voluntary organisations had an average of around six months of reserves in 2015/16.

The chart below shows the proportion of organisations with different levels of reserves in 2015/16. It shows that 38% of specialist criminal justice organisations and 48% of non-specialist criminal justice organisations had less than six months of reserves available to them. These levels have fallen from the previous *State of the sector* report, which were 46% and 52% respectively. This demonstrates that a larger proportion of organisations hold more reserves.

Figure 44 / Proportion of organisation by level of reserves (as months of spending) by group, 2015/16



Reserves (as months of spending)

Where next?

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Clinks

Clinks has been conducting state of the sector research for the last six years. As well as consistently demonstrating the flexibility, determination and passion of voluntary organisations working to meet the needs of the people they support, our research also highlights entrenched challenges organisations continue to experience. These challenges need to be addressed if we are to see voluntary organisations continue to deliver their essential services to people in contact with the CJS, as they have done for the last 200 years.

As the needs of service users continue to become more complex and immediate, we are concerned not only about what this means for them, but about the inevitable pressure this is placing on the voluntary organisations working to support them. For the second year in a row we have seen that as the number and needs of service users are increasing, many organisations are responding by requiring staff to take on higher caseloads. This is unsustainable in the long-term and organisations need to be acutely aware of the impact this will be having on the health and morale of their staff. Voluntary organisations would not be able to deliver their essential services without the dedication and hard work of their staff and volunteers; it is imperative that they take proactive steps to support them. The voluntary sector should also explore other ways to respond to the increasing needs of services users, and Clinks is committed to supporting it do so.

Many groups who are protected under the Equalities Act (2010) are over represented in the criminal justice system and have specific needs and vulnerabilities which we know often go unmet within the CJS. It is essential

that voluntary organisations are alive to this and able to respond. This year we introduced a thematic focus in the research to allow us to explore whether organisations are able to identify and respond to these needs. Our results paint a worrying picture. Some organisations do not have a full understanding of who is protected under the Equalities Act (2010) and what this might mean for their needs and experience of the CJS. Further, those that do provide a service tailored to meet the needs of people protected under the Equalities Act (2010) are more likely to be reducing their services. The reduction in these services indicates an erosion of understanding by commissioners and some voluntary organisations of the importance of prioritising the development and delivery of services to meet the needs of people protected under the Equalities Act (2010). Clinks would like to see these trends reversed, with all parts of the voluntary sector proactively working to identify and respond to the specific needs of these people.

Organisations remain committed to taking advantage of the expertise of their service users by involving them in the design and delivery of their services. Whilst Clinks is pleased to see this taking place, it is important that organisations support their service users to reach their full potential and actively engage them, not just in the design and delivery of services, but also in strategic decision making, by acting as trustees. We are disappointed to see a reduction in the percentage of organisations who have service users represented on their trustee boards. However, this could be the direct result of the new disqualification rules introduced by the 2016 Charities Act, which allow the Charity Commission to disqualify people (i.e. prevent them) from holding senior management positions, or from being a trustee of a charity, if they have certain criminal convictions. Although individuals can apply for a waiver to allow them to continue to act as trustees, despite holding a disqualifying conviction, the process is complex and much of the sector is unaware of it.¹⁴ It is vital that organisations know how to respond to these

changes and are supported to navigate the new rules and steps are taken to monitor the impact this is having on the composition of trustee boards.

Our state of the sector research is crucial as it allows us to gather up-to-date information about the challenges and successes experienced by voluntary organisations working with people in contact with the CJS. The results directly inform Clinks' priorities and the support we provide to the sector.

In response to the findings from our research last year we consulted with key stakeholders from charitable trusts and foundations, government, criminal justice agencies, and voluntary organisations themselves to set out recommendations for change. We published a recommendations paper which set out Clinks' work to support the sector, alongside suggestions of what can be done by others. As well as reporting separately on the progress made in relation to these recommendations, we will be publishing a further recommendations paper which responds directly to the challenges identified in this year's research. We will continue to monitor the health of voluntary organisations working in criminal justice and will be launching our next state of the sector research in 2019.



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Appendix 1: Methodology

The data represented in this report was obtained from three different sources: a survey, financial data and interviews.

The survey

The survey was sent out to Clinks contacts (around 11,000 people) and shared through multiple communication channels. It was open for about six weeks between 7 February and 16 March 2017. The survey focused on five main areas including service users, service delivery, partnership working, staff and volunteers, and finance. This year we included a thematic focus to explore how organisations are able to identify and respond to the needs of people who have protected characteristics as defined by the Equality Act (2010).

There were a total of 199 responses, of which 193 were used for analysis. As the online survey was open to everyone, it was not possible to give response rates or to weight the responses according to a pre-defined population. Further to this, some organisations who completed the survey could not be identified as they chose not to leave their contact information or charity number which makes it challenging to determine if the results are representative of voluntary sector organisations working in criminal justice.

NCVO compared the survey data to that gathered during the financial analysis and found that survey data was slightly skewed towards larger organisations. However, this comparison is only based on 65% of survey respondents as not all respondents gave their charity number. NCVO conducted further analysis to determine whether organisations providing tailored services to particular client groups, or those who identified that they worked with people who have protected characteristics, experienced the same or different trends to the rest of the population. As 90 (47%) respondents said they work with people who have protected characteristics, this was a large enough number to produce robust results. Due to the low numbers of organisations who say they provide tailored services to particular client groups, this data needs to be interpreted more cautiously.

Within the survey, there was some routing of questions depending on people's answers. However, in the first two weeks, due to a routing error, not all respondents received questions on staff and volunteering. This was fixed as soon as it was identified, and the problem was resolved. After an in-depth analysis, it was decided to handle all responses in the same way assuming no group differences between the respondents.

The interviews

NCVO conducted ten 30-40 minute interviews with organisations who had completed the survey. They were selected based on a set of criteria, including the size and specialism of organisations, and their survey responses related to funding and way of working.

Interviewees were identified through their participation in the survey. Clinks selected the interview participants based on a set of criteria, including

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the size and specialism of organisations, and their survey responses that related to working with people with protected characteristics. The topic guide we used to guide the conversations covered service users and their needs (particularly those with protected characteristics), partnership working, funding and their views on their own and the sector's future.

Although steps were taken to recruit diverse interviewees in terms of their size, area of work, expertise and geographical location, most were from medium-sized organisations, which means responses might not be reflective of the whole sector. In general, the interview data is not representative of the population of the data analysis but gives some additional information on specific issues, especially for smaller and specialised organisations.

The interviewees have been assured anonymity for their responses which led to insights and details participants otherwise might not have revealed. Quotes from the interviews have therefore been selected carefully to ensure that their anonymity is retained.

Charity financial data

The population for this analysis is based on Clinks members and contacts that are registered charities. In total 1,433 charities were identified.

Those charities were then grouped into:

- Specialist criminal justice organisations (n=320) whose main purpose is to work in criminal justice
- Non-specialist criminal justice organisations (n=1,113) whose service users might include people who have a conviction, but working in criminal justice is not their main purpose.

The Charity Commission's register of charities was used to generate an overview of the charities within the population, including their geographical spread, their size, their total income and expenditure. Additional data submitted to the Charity Commission by organisations with an income over £500k was used to calculate numbers for staff and volunteers. The NCVO's proprietary Almanac sample of charities' annual accounts was then used to identify those charities of interest to Clinks that are also in NCVO's sample and to estimate a series of more detailed aggregate financial figures including income sources for the entire Clinks population of charities. All figures were produced for the financial years 2008/09 to 2015/16.

As the population for this analysis is solely based on charities that are Clinks members and contacts, it does not represent a complete list of voluntary organisations working in the criminal justice system, and therefore is not representative for all voluntary organisations working in the criminal justice system.

The numbers of charities in the population that are also in the Almanac sample are relatively low, especially in lower income bands. Therefore, the figures broken down by income bands do not show numbers for charities earning less than £100k, as estimates for those organisations are not robust enough.

The figures for the total income based on the Charity Commission register differ slightly to the total figures in the sections based on the NCVO Almanac sample. This is due to values in charity accounts that are not classified and fall into the 'other income source' category. These values are excluded and lead to slightly lower totals compared to the actual total values presented in the population and trends section.

Appendix 2: Glossary of financial terms

Income sources

Income **type** describes how the income is received:

- **Voluntary income** is given freely by a donor (whether an individual, foundation, government or a company).
- **Earned income** is received in return for providing a service. This service, provided by the charity, can either be in furtherance of the charity's objects, or purely carried out to raise income. For income from the government this would include contracts, for individuals it would consist of fees for services.
- Investment income is received as a return on investment assets
 property, stocks and shares or other similar assets.

The **source** of income describes who has provided the income:

- **Individuals** including the general public, high net worth donors and legacies. It is important to note that income from individuals can be in the form of donations or as fees for a service or product.
- Government including UK central government departments, local authorities, non-departmental public bodies, the NHS and other government bodies. It also includes overseas governments and supranational and international bodies such as the EU, UN and World Bank. Income can come as grants (voluntary income) or contracts and fees for provision of a service (earned income).
- **Voluntary sector** including grants from foundations and earned income from other voluntary organisations.

- **Corporate/business sector** including grants from businesses and any contracts with businesses to provide a service.
- **National Lottery** including grants from any of the UK's national lottery distribution bodies notably the Big Lottery Fund, Arts Council and Heritage Lottery Fund.
- Investment income is received as a return on investment assets
 property, stocks and shares or other similar assets.

Income from individuals

Income from individuals is split into four types:

- Fees for services. Income earned through charities providing charitable services examples include tuition fees for training, micro-credit schemes, selling equipment and services.
- **Fundraising**. Earned income from providing other services. Examples include the selling of goods in a charity shop.
- Donations. Income given freely by individuals, mainly charitable donations.
- Legacies. An amount of money or property left to someone in a will.

End notes

- 1 Please note that due to rounding and organisations being able to select multiple options that were relevant to them, the percentages do not total 100%
- 2 Intersectionality refers to the way in which different aspects of people's identity – including race, gender, class or disability – can interact and overlap, which can generate new, multiple and complex forms of discrimination or disadvantage
- 3 For reference to the Reducing Reoffending Inter-Ministerial Board please see: www.gov.uk/government/speeches/prisons-reform-speech
- 4 These findings chime with those reflected in Clinks' Tracking Transforming Rehabilitation project, delivered in partnership with NCVO and the Third Sector Research Council (TSRC). For more information please see Clinks (2018) Tracking Transforming Rehabilitation, Online: www.clinks.org/trackTR (last accessed 11.7.2018)
- 5 See note 2
- 6 Clinks (2018) Tracking Transforming Rehabilitation, Online: www.clinks.org/trackTR (last accessed 11.07.2018)
- 7 2015/16 is used to denote the financial year 2015/16 throughout this chapter
- 8 It is important to note that it is not possible for us to determine the number of people working or volunteering in criminal justice services which are delivered by non-criminal justice organisations
- 9 This refers to the mean average, which is the sum of the values, divided by the number of values
- 10 The median average refers to the middle value in the distribution
- 11 For more information please see: https://data.ncvo.org.uk/a/almanac18/volunteer-profiles-2015-16/
- 12 2015/16 is used to denote the financial year 2015/16 throughout this chapter
- 13 Note on classification of grants in 2015/16: The increase in voluntary income (such as government grants) may reflect a change in methodology. There was an increased effort to identify grants, even when they were reported in the account as earned income.
- 14 For more information please see Unlock (2018) Leading charities with conviction-Guidance for charities on changes to the rules on recruiting trustees θ senior manager with criminal records, http://recruit.unlock.org.uk/guidance/charities/ (last accessed 29.08.2018)



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