Advocacy Service Evaluation Report

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February 2015
1. Introduction

Leeds GATE

Leeds Gypsy and Traveller Exchange (GATE) works to improve the quality of life for people from the Gypsy and Traveller community in Leeds and West Yorkshire. It also works in partnership with similar organisations elsewhere in Britain to achieve wider social benefits for these communities nationally. GATE’s work focuses on four key objectives:

1. Improving accommodation provision
2. Improving health and well-being
3. Improving education, employment and financial inclusion
4. Increasing citizenship and social inclusion

Advocacy – defined as speaking or writing in favour of, representing or supporting by argument or public recommendation – is one of several services GATE provides in support of these objectives. This involves providing personalised advice, support and representation for individual members of the Gypsy and Traveller community, and also for groups of members where they have a common interest – for example on improving local services and facilities. Members can come into the office or speak by telephone; the advocacy worker will also make visits to people’s homes (this includes a weekly visit to the Cottingley Springs site, also to Kidacre Street and any roadside camps). The worker can also accompany people on appointments, e.g. hospital visits.

GATE is currently funded for a single advocacy worker. However, the integrated nature of GATE services means that other GATE staff will sometimes be involved in what members see as advocacy, and correspondingly the advocacy worker may occasionally be involved in other projects.

GATE is a member-led organisation, with 75% of its management committee members made up of Gypsies and Travellers. It uses the term "member" to describe anyone in the Gypsy and Traveller community that it works with, who are then signed up as members, although there is no actual membership fee. GATE’s work is funded by commissions and grants from a number of sources.

Purpose and Scope of this Evaluation

This short evaluation has been commissioned by GATE for two main purposes:

- as part of its continuous improvement strategy, to assess the effectiveness of its work and find ways to improve it further
- to provide evidence of the outcomes it achieves, for funders – both present and future

The scope of this evaluation has been limited to local aspects of advocacy delivery, rather than broader issues of capacity building and national representation seen as strategic advocacy. However, there are clear links between all of these strands of GATE activity, as highlighted in the conclusions to this report.

The evaluation has been carried out by Andy Bagley of Real-Improvement. Andy is an experienced consultant with knowledge of many evaluation methods including Cost-Benefit Analysis (CBA) and Social Return on Investment (SROI). Andy has also compiled earlier reports for GATE, including an
overall service review and a costs-benefits comparison of alternative healthcare pathways for Gypsies and Travellers.

**Evaluation Method**

The evaluation method was agreed with GATE, and comprised a number of steps summarised below:

1. An initial discussion with GATE staff, to fully understand the scope and nature of advocacy work, was supported by statistics from GATE’s database.

2. GATE compiled brief narratives summarising the advocacy work they had undertaken with around 20 members. From these the consultant selected eight for more in-depth study, including interviews with the members concerned.

3. Interviews with all these members were carried out, at GATE’s office, at the member’s home, or by telephone. In the event some other family members were also seen, meaning that in all ten members were included in interviews.

4. A draft version of this report was prepared and discussed with GATE, after which the consultant produced the final version.

In compiling the information and conclusions in this report, the consultant also used his previous knowledge of GATE and background information drawn from previous studies, together with wider experience with other third sector organisations.

**Case Examples:**

This report includes several case examples, illustrating the outcomes that GATE’s advocacy service has achieved for members. These examples come from all sections of the Gypsy and Traveller community: men, women and families; in housing, Cottingley Springs, Kidacre Street (negotiated stopping site) and roadside.
2. Inputs, Activities and Outputs

Inputs

GATE is funded for a single advocacy post, and the great majority of the work is done by a single person. The role is sometimes supported by social work students on placement, although the resource effect of this is very limited; for the first part of the placement, more time is spent coaching the student than is gained through the work they contribute. This balances out as they gain more experience, but overall the impact of students on GATE resources is not significant – the value is more to them from the experience they gain.

The amount of time spent on each case varies considerably, from just a few minutes to many hours. GATE records indicate a total of around 650 hours per year used in total, which equates to around 1.2 hours per activity, or 2.8 hours per case on average. Converting this to costs relative to the funding of the post, this would equate to around £122 per case dealt with.

For comparison, a typical Citizens Advice Bureau service shows a corresponding cost per case of about £73\(^1\). Bearing in mind that CAB uses volunteers, and will not normally undertake home visits, the figure for GATE is certainly not excessive and reflects a high level of commitment to serving its members.

Activity: Types of Advocacy Work

Database records confirm that enquiries cover all four of GATE key objectives. The highest number of enquiries relate to employment, education and financial inclusion, followed by accommodation. Based on these four objectives, advocacy time for Q1 + Q2 of 2014-15 was spent as follows:

<table>
<thead>
<tr>
<th>Number of hours worked:</th>
<th>Quarter1</th>
<th>Quarter2</th>
<th>TOTAL</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improving Accommodation</td>
<td>48</td>
<td>24</td>
<td>72</td>
<td>22.4%</td>
</tr>
<tr>
<td>Improving Health</td>
<td>32</td>
<td>24</td>
<td>56</td>
<td>17.4%</td>
</tr>
<tr>
<td>Improving EEFI</td>
<td>76</td>
<td>51.75</td>
<td>127.75</td>
<td>39.8%</td>
</tr>
<tr>
<td>Improving Social Inclusion</td>
<td>33</td>
<td>32.6</td>
<td>65.6</td>
<td>20.4%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>189</td>
<td>132.35</td>
<td>321.35</td>
<td></td>
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The database also identifies types of advocacy contacts in more detail. This evaluation has not undertaken an analysis of time spent on these various detailed categories, but a list of categories is attached for information at Annex A. As well as showing the breadth of GATE advocacy work, these categories highlight some aspects that alternative more generalised advice services (such as Citizens Advice Bureau) would not normally expect to deal with – e.g. GP/dentist access, ‘roadside’ legal advice, and provision of sites.

For some members, GATE provides a ‘care of’ address using its office. This is an important service not only for those living roadside but also for members who cannot read or write – GATE will receive their letters, read them to the member, and help them to respond. Again, this is a service that other advice agencies would not normally provide.

\(^1\) Figure calculated from Calderdale CAB Annual Report 2011-12
**Student Placements**

An average of two social work students per year come to GATE for short-term placement with the advocacy service. Whilst these students provide some practical assistance to GATE members, their impact on GATE’s resources is very limited because of the need to train them, and because they are there for only a short period. However, GATE believes there are longer-term benefits in that these students will have a greater knowledge of Gypsy and Traveller culture, and an understanding of issues for these communities, in their subsequent professional careers.

**Outputs**

In the 12 months up to January 2015, GATE provided 529 advocacy support activities in a total of 231 different cases. This compares with an estimated Gypsy and Traveller population in and around Leeds of about 3000, although this number naturally varies. The numbers are also not strictly comparable; some of the 231 cases cover more than one individual, for example where family members are dealing with the same issue, or in some cases where children are involved. Further, a few cases come from outside the Leeds area, where people are unable to obtain the support they need more locally. (These figures come from GATE’s new database system, which is generally robust and reliable, although may be slightly less accurate for group advocacy and cases where other GATE staff are involved.)

This makes the point that not all Gypsies and Travellers need help from GATE’s advocacy service. However, as highlighted later, awareness of service is very high throughout the community.
3. Outcomes for Members

Perceptions of GATE

Without exception, all those interviewed thought very highly of GATE. They expressed enormous gratitude and appreciation for the help they had received, and also for the relationship that GATE has built with the Gypsy and Traveller community. Phrases like "I would trust them with my life" were used more than once. There was a great deal of personal appreciation for GATE’s lead advocacy worker, and also for other members of GATE staff.

GATE is accessible and trusted by its members (“They’re always there”), and this stems from its consistent provision and availability (e.g. weekly site visits), and its responsiveness to people’s needs. The advocacy service is culturally appropriate for GATE’s members – its approach is flexible and person-centred, based on understanding people’s needs. So for example, no problem is too small, reflecting the bigger barriers Gypsies and Travellers face in doing tasks other people may find easy (e.g. booking train tickets online for someone with very low literacy).

Everyone interviewed also believed that awareness of GATE was widespread amongst the Gypsy and Traveller community, both within Leeds and beyond. Virtually all Gypsies and Travellers in Leeds knew about the help GATE can provide, and this gives some reassurance even for those who do not actually need help at that time.

Practical Outcomes

In terms of outcomes, first and foremost GATE provides practical help that makes a difference to people’s lives. This is achieved in a number of ways:

- Many members of the Gypsy and Traveller community, particularly older people, cannot read or write, and some of those who can still have difficulty understanding official letters and forms. GATE advocacy provides a service that helps people overcome these difficulties in a way that could not easily be achieved otherwise.

- Some of the advice and support that GATE provides is similar to that provided by Citizens Advice Bureaux or other professional advice agencies, although it is more personalised and focused on Gypsy and Traveller needs then any more generalised advice service would be.

Case Example:
GATE has helped several residents with benefits entitlements, including those linked to their medical needs. This includes aspects such as filling in application forms, helping them to provide the supporting evidence they need, and in some cases lodging appeals where medically related benefits have been refused – in these cases GATE helps the members to arrange hospital appointments, and complete appeal forms so that they can describe their situation fully.

Outcomes: whilst not all appeals are successful, GATE has helped many people receive their full Social Security benefits entitlement in situations where they would not otherwise have been able to do this. This gives them greater financial security, and avoids situations where people simply do not have enough to live on – which in turn would make their health worse.
GATE also provides specialist advice on issues of specific relevance to Gypsies and Travellers. This can support people who may be very capable in many other respects but lack experience in dealing with issues such as planning permission for private sites.

**Case Example:**
A couple own some land near Leeds and have been trying to set up a private site (not for themselves but for others to occupy). This requires planning permission, and GATE helped guide them through this process, including referral to a specialist planning adviser for more technical aspects of their application.

**Outcomes:** In this case, the application failed at the last hurdle having been "called in" by the Secretary of State. The couple are still extremely grateful for GATE's advice, and felt that they would not have got as far as they did without it. They have also not given up, and are considering other options to achieve their aim.

There are also many instances where GATE acts as a representative, or conduit, with other agencies, particularly Leeds City Council. GATE makes representations on behalf of Gypsy and Traveller residents, and is often able to resolve issues that people have been unable to sort out themselves. This can include simply chasing up delays in repairs or the servicing of facilities, to ensure that this gets done. Conversely, the Council's housing management service will refer people to GATE where it believes they can help and the Council cannot.

**Case Example:**
A private tenant had repeatedly reported repairs to their landlord but received no response, so asked GATE to assist. GATE visited the tenant at their accommodation and telephoned the landlord from there. As a result, a landlord's representative came round shortly after and noted all the repairs to be carried out.

**Outcomes:** It is not clear why GATE representations succeeded here where the tenant's own efforts had failed, but several members reported this type of experience. In this case, the tenant is confident that the repairs will be completed very soon, and that her accommodation will once again be fully maintained and working.

In some cases GATE also acts on behalf of groups of residents, the most notable example being negotiated stopping on behalf of those currently on the Kidacre Street site (and seeking to extend such facilities).
Two further examples are shown below, illustrating other aspects of GATE’s advocacy work:

**Case Example:**
Kidacre Street is the current ‘negotiated stopping’ site in Leeds. GATE has led negotiations with Leeds City Council on behalf of residents to make the site a semi-permanent one. Whilst not all issues have yet been resolved, the site provides a safe and stable location for current residents.

**Outcomes:** Gypsy and Traveller members on the site avoid the stress and disruption of being constantly moved on, and have a safe place to stay. It also allows their children to attend the same school regularly and receive a much better education than if they were constantly moving from place to place.

The Council also saves money because of reduced enforcement costs through not having to move on unauthorised encampments. Its eviction and clear-up costs were £2m between 2003 and 2010; these have been greatly reduced through negotiated stopping.

Two further examples are shown below, illustrating other aspects of GATE’s advocacy work:

**Case Example:**
A single mother of two children has no permanent accommodation, and is seeking housing close to where her mother lives. GATE has supported her application to Leeds City Council and helped her achieve the high priority she needs on the Council’s waiting list. They have also helped her put in bids for houses that become available, as she has only limited reading and writing ability.

**Outcomes:** In this case the application has not yet succeeded, although the member just missed out on a recent opportunity in the area she is seeking. This is also an example of GATE acting in the member’s best interest where others may not: Leeds City Council previously offered her a house in an area she did not like, many miles from her mother.

**Case Example:**
A mother with two children of primary school age was having difficulties with the school they attended. The children had experienced bullying and race hate, and the mother did not find the head teacher’s attitude helpful. GATE helped to arrange for the children to move to another primary school. A GATE worker then went with the mother to the new school to introduce the family in person to their new teachers. They also helped to arrange for transport to and from the children’s new school by school bus. The children are now settled and much happier at their new school, and are doing well.

**Outcomes:** the children are getting the education they need, and have much better future prospects as a result. The mother is relieved of the stress and anxiety caused by problems at the previous school, and the education authority is able to fully meet its responsibilities in educating the children.

This last example also illustrates the crossover between advocacy and other GATE services, as it was not an issue raised originally with GATE’s advocacy service but with another GATE worker. Advocacy can act as a gateway to accessing a wider range of GATE services, and vice versa.
In summary, the positive outcomes that GATE advocacy achieves for members include:

- Better living conditions, both for those in caravans and those in ‘bricks and mortar’ housing.
- Better health – enabling people to meet their health needs, by ensuring that they are registered with GPs and dentists, can attend hospital appointments and take medication correctly.
- Greater financial security – ensuring that people receive their correct entitlement to social security benefits, including housing benefit.
- Better employment prospects, including helping people to keep working where they might otherwise be unemployed.
- Improved education for children and young people, by helping them get the best schooling, training and other support that they can.
- Improved social inclusion, through facilitating travel, access to public and specialised services, and other aspects of participation in society.

To respect confidentiality, actual amounts of welfare benefits and other income were not discussed with interviewees. Nor has this evaluation attempted to quantify ‘intangibles’ such as benefits to health and wellbeing, in terms of financial values (methods such as Social Return on Investment can do this, but would be too complex for this evaluation).

**Moral and Emotional Support**

For some GATE members, there is evidence that outcomes extend beyond these practical, financial and social benefits into moral support and emotional well-being. Whilst family and friends may be close at hand, GATE support can sometimes enhance this by acting as an "expert friend" in difficult situations.

**Case Example:**
A mother was suffering with severe postnatal depression after the birth of her third child; this affected her so badly that she was feeling suicidal. GATE not only talked to her giving sympathy and advice but also took her to her GP who was able to prescribe medication to help.

**Outcomes:** The mother recovered from her postnatal depression and is now fit and well, able to care for all her children. What would have happened without GATE’s help is uncertain, but could have been very much worse.

Whether this example is strictly ‘advocacy’ is debatable, but it is certainly important and again illustrates the holistic nature of GATE’s work.
Alternative Advocacy Options

In assessing the value of GATE’s advocacy work, the consultant explored other ways in which Gypsies and Travellers members might obtain advice and support. There is no council-run generalist advice service in the Leeds area, so the options that members see as alternatives are:

**Citizens Advice Bureau:** this is the main (if not only) alternative option that most Gypsies and Travellers are aware of in Leeds. A number of those interviewed had tried obtaining advice through CAB in the past, but none of them found it satisfactory for a range of reasons, including:
- Demand for CAB advice is very high, meaning that people often experience a long wait and have just a short time with the adviser.
- CAB would not expect to read or write letters for people who cannot do this for themselves.
- CAB do not have the same level of experience as GATE in dealing with Gypsy and Traveller issues.
- CAB do not generally do home visits, and are not conveniently located for people with limited mobility or without their own transport.

**Leeds City Council Housing Management:** The Council’s Traveller Services Team visits the Cottingley Springs site and can provide residents with support beyond the normal housing management role. However, the help and advice they can give is not as extensive as GATE provides, and issues of trust also arise: the same Council team also discusses negotiated stopping with GATE and has a role in enforcement (e.g. unauthorised sites), which means that Gypsy and Traveller members do not enjoy the same close relationship that they have with GATE.

No special arrangements apply to Gypsies and Travellers in ‘bricks and mortar’ housing. Housing officers can provide some help and advice as for all tenants, but do not provide a service that is as extensive or culturally appropriate as GATE does for its members.

**Leeds Credit Union:** this service offers limited financial advice to those who use it, but is not a general advice service and does not cover most of the areas that GATE deals with. GATE will liaise with Leeds Credit Union (subject to confidentiality) in relevant cases.

**Other specialist advice services,** e.g. solicitors, planning advisers: these options are not a "first port of call" for people. They provide specialist advice to a few people in particular situations, and GATE will always refer for this specialist advice when it is appropriate.
4. Outcomes for Other Agencies

Identifying outcomes for other agencies is not the main purpose of this evaluation, but some benefits are nonetheless evident. The various case examples in this report illustrate the types of positive outcomes achieved, and these can be summarised as follows:

- **Leeds City Council** is able to fulfil its statutory obligations, for example on education and accommodation provision, more easily than it otherwise could for Gypsies and Travellers. The Council also acknowledges that negotiated stopping has allowed it to make considerable savings through reducing the work involved in moving illegal encampments.

- **Students on placement** gain experience of Gypsy and Traveller community issues, as well as broadening their knowledge of advocacy work. This will help them personally, and should also bring wider benefits to the clients and communities they will work with in the future.

- **The NHS** is able to provide effective treatment, including medication that people are able to manage themselves, where delays might otherwise make treatment options more costly and less successful.

- **Central Government** gains through reduced welfare payments and increased tax revenue where GATE helps people to stay in work rather than becoming unemployed. (It could also be argued that GATE’s welfare benefits work increases the cost to the state in some cases. However, this is only in respect of welfare benefits that people are entitled to anyway.)

**Case Example:**
A Traveller working self-employed in the scrap industry has been helped by GATE with various licenses and regulations. GATE has enabled him to complete all the necessary paperwork, including tax returns, and to make payments online when required – something he would be unable to do himself as he cannot read or write.

**Outcome:** In this instance, without GATE’s help, the member would either be working illegally, or would not be able to work at all and would be unemployed. As it is, he is much better off through being able to work, and the state also saves through not having to pay Social Security benefits associated with unemployment.

Because of the limited scope of this evaluation, these financial benefits to other agencies have not been quantified in detail. However, some illustrative cost savings are:

- Leeds City Council estimated that its eviction and clear-up costs were £2m between 2003 and 2010; these have been greatly reduced through negotiated stopping².

- The estimated cost to the NHS of treating a single case of advanced bowel cancer is £22,461³ – costs that can be avoided with health advice that leads to early diagnosis and treatment

- The average cost of Jobseekers Allowance and Housing Benefits for a single unemployed person is around £8,000 per year⁴. The benefit to the state is greater still if a person’s earnings exceed the income tax threshold.

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² Source: Leeds City Council Housing Department  
⁴ Source: Benefit rates 2014-15, Department for Work & Pensions
5. Conclusions

Despite the efforts of GATE and others, it is clear that Gypsies and Travellers remain a significantly disadvantaged community. GATE’s work to tackle this inequality works at many levels; in particular, the immediate support provided through its advocacy service is complemented by longer term projects aimed at improving the overall health, education, inclusion and future capabilities of the community as a whole.

The advocacy service remains an essential component of GATE’s work, and is likely to do so for some time to come. Although increased "self-help capability" is a vital element of GATE’s strategy, and may eventually reduce the need for specialist advocacy, this is a much longer-term ambition – not something that can be achieved overnight.

In this context, it is also not realistic to expect alternative advice and support services to take GATE’s place. Many aspects lie beyond the remit of the Council’s housing management support, and CAB are not able to provide the time or specialist advice that Gypsy and Traveller people need.

No detailed cost-benefit ratio has been calculated in this evaluation, but it is apparent that the advocacy service is able to generate value in a number of ways:

- Practical financial benefits for community members, e.g. correct benefits entitlement, income through earnings
- The intrinsic value of health and well-being benefits that GATE is able to help its members achieve, plus the value of moral and emotional support it is able to give
- Financial savings and other benefits to other agencies such as local authorities, the NHS and central government.

Whilst no detailed cost benefit analysis has been undertaken, it is clear that the total value of these outcomes far exceeds the investment needed to provide the service. Indeed, given the figures quoted in earlier sections, it is likely that value from each of these three aspects separately would exceed the investment cost.
6. Recommendations

The evaluation brief also asked for any recommendations to help GATE’s advocacy service improve further. This is not easy! Given the overwhelmingly positive feedback from GATE members, and positive outcomes from several points of view, it is clear that there are no major problems with the current service or how it is delivered. Moreover, several different members of staff have been involved with advocacy work over the years, and GATE clearly has a strong record in recruiting staff with the right skills and experience.

Interviewees were asked whether GATE’s advocacy service could be improved in any way. None could suggest any improvements, although one person made a comment about privacy. This may relate back to a confidentiality issue that arose with a student on placement a few years ago. The need for confidentiality is something that GATE is intensely aware of and actively ensures, so no further recommendations are made in this respect.

Demand for advocacy help is understood to have grown slightly over the last couple of years. The recommendations below are therefore aimed at issues GATE could consider to help manage demand longer-term.

1. Further Strengthening Relationships with Leeds City Council

Relationships are already generally good, and previous evidence indicates they have improved over recent years. However, the potential overlap between GATE and the Council’s own services may benefit from further clarification (it remains unclear why, for example, GATE should have to chase the Council for repairs and servicing, rather than the Council managing this directly with tenants/residents). Further discussion between GATE and the Council on their respective roles might help to clarify the situation and relieve GATE of some more routine enquiries.

2. Adult Literacy

GATE already works well on education issues for children and young people, and has in the past supported adult literacy sessions. Many Gypsy and Traveller adults however still cannot read or write adequately, and this applies to some younger members too – not just the older generation. GATE is already working on capacity building initiatives (for example the ABCD programme); a renewed focus on adult literacy would not only directly benefit those concerned, but may also help manage GATE’s future advocacy workload.
Annex A: Types of GATE Advocacy Contacts

This Annex lists the various types of advocacy contacts that GATE currently records on its database. These categories may change in the future, but give an indication of the types of advocacy work that GATE undertakes.

Accommodation-Housing Benefit/ Council Tax,
Accommodation-Referral,
Accommodation-Planning Permission,
Accommodation-Housing Support,
Accommodation-Homeless support,
Accommodation-Housing Application,
Accommodation-New provision of sites,
Driving-Insurance,
Driving-Driving Related Paperwork,
Driving-Referral, Driving-Complaint,
Education-Adult Literacy,
Education-Referral,
Education-Training/ Further Education,
Education-Home Education support,
Education-Agency Liaison,
Education-General Education Support (under 19),
Education-General Education Support (Over 18),
Education-IT access/ training,
Education-Complaint, Employment-Referral,
Employment-Business Support,
Employment-Employment Support,
Employment-Complaint,
Forms-General Advocacy,
Forms-Passport/ ID,
Forms-Race Hate,
Forms-Referral,
Health-GP Access/ Dentist Access,
Health-Mental Health/ Wellbeing,
Health-Referral,
Health-Domestic Violence support,
Health-Drugs/ Alcohol/ Addiction,
Health-Environmental Health,
Health-Healthy Lifestyles/ Prevention,
Health-Maternity,
Health-Medical advocacy and support,
Health-Obesity,
Health-Smoking,
Health-Complaint,
Legal-Referral,
Legal-Family,
Legal-Roadside,
Legal-Other (Civil),
Legal-Complaint,
Utilities-Complaint,
Utilities-Referral,
Utilities-Electric/ Gas,
Utilities-Water,
Utilities-TV/ telephone/ other,
Assessment-Initial Client Assessment,
Assessment-Review,
Benefits-Appeals,
Benefits-Disability,
Benefits-Family,
Benefits-Grants/ Loans,
Benefits-Work Related,
Benefits-Other (excluding HB/ CT),
Benefits-Referral,
Criminal Justice-Police,
Criminal Justice-Probation/ Youth Offending,
Criminal Justice-Prisons,
Criminal Justice-Other,
Criminal Justice-Complaint,
Criminal Justice-Referral,
Engagement-Participation in GATE,
Engagement-Participation with agencies,
Engagement-Volunteering (training delivery),
Engagement-Volunteering (other),
Engagement-Other, Financial Inclusion-Credit/ Debit cards,
Financial Inclusion-Banking services/ Credit union,
Financial Inclusion-Debt Support,
Financial Inclusion-Complaint,
Financial Inclusion-Referral,
C/O Post-Phone Call,
C/O Post-Face to face