

Radically Re-thinking Advice Services in Nottingham

Interim Report of the Nottingham Systems Thinking Pilot

November 2009

Supported by

The Baring Foundation



Contents

Executive Summary	3
1. Background to the work	4
2. Project Aims	5
3. Systems Thinking – A brief introduction	6
4. The Vanguard Approach	7
5. Applying Systems Thinking in Nottingham	9
6. Findings from Demand Check	10
7. Process Mapping	12
8. Systems Conditions – Learning the Lessons	18
9. Next Steps	21

Executive summary

A groundbreaking piece of work is currently taking place in Nottingham which will shape the future of advice provision.

Nottingham City Council, the Advice Nottingham group of advice agencies and AdviceUK have come together to apply a systems thinking approach to advice provision in the city. Nottingham City Council has previously applied systems thinking to housing and council tax benefits administration.

The work builds on work AdviceUK completed in 2008 described in the report *It's the System, Stupid! Radically Rethinking Advice*. Frontline advisers are actively involved in work to understand the client experience, reduce failure and waste and implement changes that will see real and continuous improvements in advice services.

Supported by The Baring Foundation, the project aim is to improve advice services for local people in Nottingham from a bottom-up and early intervention perspective.

The work began which began early in 2009 is ongoing, but has made some important findings to date, key amongst which are:

System conditions, many of them the result of administration and reporting requirements of funders and external agencies are having a detrimental impact on the advice service that is delivered to people in Nottingham.

Over 40% of the capacity of advice agencies is spent dealing with work that is generated by the failure of advice systems or external organisations whose actions have an impact on the wider advice system, to do something or get it right, for clients.

Systems Thinking has enabled the project Team to develop a clear understanding of the demand for advice and the impact of systems conditions. This puts them in a position to make informed decisions about how the system can be changed and improved.

Based on the learning to date, the next stage in the process will be to redesign the current system to remove waste and find improved ways of working and experiment in the new design before rolling it out to the advice system in Nottingham.

1. Background to the work

Following the RADICAL project and the recommendations in the resulting report – *It's the System Stupid! Radically Rethinking Advice*, Nottingham City Council's Welfare Rights Service and the Advice Nottingham group of agencies held discussions with AdviceUK in late 2008 and agreed to implement a systems thinking approach to advice services in Nottingham.

AdviceUK's RADICAL study showed that a large amount of demand for advice services is brought about by the failure of public bodies like the Department of Work and Pensions or HM Revenue & Customs to get things right. System conditions¹ such as fixed fees and contractual specifications introduced under recent Legal Aid reforms hinder the ability of agencies to respond to client need. However, there is very little scope for advice agencies to improve their services by altering their internal systems – the study showed that advice agencies have, generally speaking, lean and efficient systems.

The report recommended piloting a systems thinking approach in order to examine in detail how advice services operate as part of a wider system that includes public bodies, funders and regulators. Such a project would identify the demand for advice services and the system conditions that exist. It would lead to redesign of advice services from a client perspective.

Nottingham City Council is an 'early intervention' authority and has already applied systems thinking to housing and council tax benefits administration. Advice Nottingham was established to take a strategic overview of advice services in Nottingham and their development and is comprised: of Meadows, Clifton, Bestwood and St. Ann's Advice Centres, Nottingham & District Citizens Advice Bureau, Nottingham Law Centre and Notts Housing Advice. Both bodies were interested in the RADICAL critique and in piloting the systems thinking approach to advice. The Legal Services Commission were also actively involved from an early stage and expressed a desire to see how the findings of the project can inform how legal services are funded and delivered.

The pilot would demand significant commitment on the part of all those involved, particularly in terms of staff time, but all involved were committed to improving advice services for the public in Nottingham.

The Baring Foundation had funded the RADICAL project, and was enthusiastic about seeing the work develop further. They agreed to provide a grant to support the work in Nottingham. Vanguard Consulting were engaged to provide technical consultancy.

¹ System conditions refer to the causes of waste in a system, and influence the way work is organised

“Systems Thinking provides us with a methodology to examine and improve the way we deliver advice services in Nottingham. This project has the potential to bring about real change and learning”.

- Systems Thinking Team Member

2. Project Aims

The project aim is to improve advice services for local people in Nottingham from a bottom-up and early intervention perspective.

The objectives for the project are:

- To improve advice services through design from the customers perspective
- To identify and remove waste from the advice system
- To reduce failure demand² through preventative work and early intervention
- To develop a methodology for continuous improvement
- To capture knowledge that can bring about change in policy and strategy and provide the basis for negotiation with the Legal Services Commission, Department of Work and Pension and other funders and regulators.

The achievement of these objectives will result in:

- An advice service in Nottingham designed around the needs of clients
- The commissioning of advice services in Nottingham being informed by the findings of the research and being responsive to emerging need
- Advice agencies in Nottingham and Nottingham City Council working together in a co-ordinated way, responsive to knowledge based client demand.

² Failure demand is defined as demand caused by failure to do something or do something right for the customer

3. Systems Thinking – a brief introduction

Systems Thinking is putting the client at the heart of what we do, not the target.

Systems Thinking has a long and proven track record of improving customer service and increasing efficiency in the manufacturing sector. It is the method adopted by Toyota to bring about continuous improvement, and Vanguard Consulting has developed the methods for use in service organisations. Systems Thinking challenges the traditional notion that thinking can be separated from doing; that good ideas about re-designing for improvement can be arrived at remotely by superior brains and that improvement can be delivered by using 'carrot and sticks' to make people do what is required.

Systems Thinking puts clients at the heart of the service by assessing what they want and value in their terms. The service is then redesigned to meet client demand. It is what the client needs to 'pull' from the service that is important, not the targets or administrative systems that have developed over time.

Systems Thinking embodies a number of key concepts including:

- Improvement has to start with understanding what the individual customer/user wants in their terms
- Effective service delivery must be capable of absorbing variety and changes in what customers/users value
- An efficient and successful service organisation must focus on delivering only individual customer/user value
- To deliver only customer/user value, a service organisation must be able to view and understand its own system 'end to end' – from the customer/user's perspective
- The system can, and often does, extend beyond the immediate organisation
- Only those activities and parts of the system that are essential to delivering customer/user value constitute 'value work' – everything else is waste
- Any failure to do things right first time tends to create waste in the form of 'failure demand' e.g. repeat user contacts or repeated processes that consume available capacity
- Targets do not work; in fact they make matters worse – they are based on guesswork, they divert focus away from customer/user value and negatively impact on system design.

Measurement and analysis - but only of the right things - are vital as a basis for knowledge and improvement. Crucially, Systems Thinking provides a proven methodology by which services can check their focus, measure their performance, identify and remove waste, and free up capacity within the system. Any changes that are made to the system must be based on knowledge, not opinion and it is therefore essential that the systems thinking approach is applied in a systematic and thorough fashion.

4. The Vanguard Approach

The Nottingham work is supported by Vanguard Consulting which has developed a methodology, and has considerable experience, in applying Systems Thinking to service organisations.

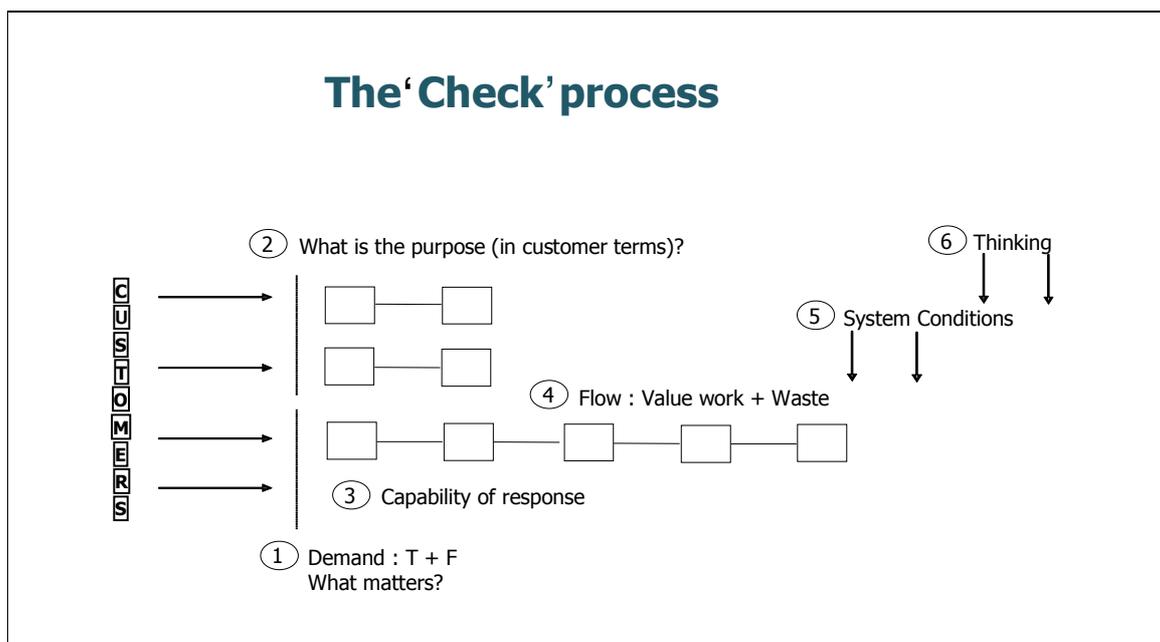
Vanguard's System Thinking method for service organisations is comprised of three stages: **Check, Plan, Do.**

Check

The purpose of the first phase, 'Check', is to gain a thorough understanding of how the current system works and why. This initial phase is concerned with developing a robust understanding of customer experience, capacity to deliver (data driven) and an in depth and accurate picture of what is happening. Check allows the Systems Thinking Team to develop a shared view of the problem and to make informed choices on possible solutions.

The purpose of check is:

1. Gather data on **Demand** and **What Matters** to the customer
What is the nature of customer demand? Are customers contacting us to access what we offer or because we (or others) have got something wrong?
2. With this information arrive at our **Purpose** as defined by the customer
3. Assess our **Capacity** to meet Customer Need (Demand)
4. Flow the work to identify the **Waste**
Examine in detail how we do our work at the moment and identify what work is of value to customers and what is not
5. Investigate the **System Conditions** that cause the Waste



Plan

Once the system is fully understood and waste has been identified, it is possible to experiment with different ways of working that improve performance against purpose, and **Redesign** the system to eliminate the **Waste** and do the **Value Work**.

This is what Systems Thinking is ultimately concerned with; removing waste from the system to free up capacity.



↑ **Capacity = Value Work + ~~Waste~~**

Do

Once Check and Plan have been completed, new ways of working can be introduced in a planned and structured way. The Systems Thinking approach ensures the consequences of new ways of working are measured against purpose. As the check / plan / do methodology is one of continuous improvement and evaluation, at this stage you return to check.

5. Applying Systems Thinking in Nottingham

Systems Thinking Team

A 'Systems Thinking Team' was formed in early 2009, comprising representatives from:

- Nottingham Law Centre
- Nottingham and District Citizens Advice Bureau
- Nottingham City Council Welfare Rights Service
- St Ann's Advice Centre
- Notts Housing Advice
- Meadows Advice Group
- AdviceUK
- Nottingham City Council

The team was comprised primarily of front-line workers, as they are the people working closest to the clients. Taking a decision to be part of the pilot required a serious time commitment on the part of all members of the Systems Thinking Team. Nottingham City Council provided the team with accommodation from which to carry out its work. The fact that Nottingham City Council had previously applied Systems Thinking to its housing and council tax benefits administration systems meant that the team could draw on this experience. Initial training on systems thinking, and demand analysis in particular, was delivered by Vanguard Consulting.

Demand

In carrying out demand check it is essential that you capture what the client wants in their own words – it is only by doing this that you can establish what is value from the client's perspective

The first task of the Systems Thinking Team was to carry out demand analysis – this was done to understand why clients are contacting advice organisations and measure the organisations' response to the demand. Members of the Systems Thinking Team visited advice agencies and observed clients in face to face interviews and listened to phone calls and recorded verbatim the queries/advice requests presented. It was essential to record demand in the clients' own words in order to get a true and accurate picture, which was not distorted by prior assumption or interpretation.

The demand was recorded in a variety of locations including; Nottingham Law Centre, Bestwood Advice; Nottingham and District Citizens Advice Bureau; Shelter and Refugee Forum and covered a range of subject areas including: housing, welfare benefits and debt.

Once the demand was captured, it was analysed by the Systems Thinking Team. It was categorised according to type, for example benefits or debt and it was determined if it was value demand – work that the advice agencies exist for and want to be doing - or failure demand – demand that is generated by the failure to do something or do something right for the clients, either within the agency or external to the agency.

Value demand – examples

I've just been made redundant; I need help to claim benefits.

My claim for benefits has been refused. I want to appeal the decision.

I've got into debt and have all these bills. What can I do?

Failure demand - examples

I've got this letter from the council about my council tax; I don't understand it.

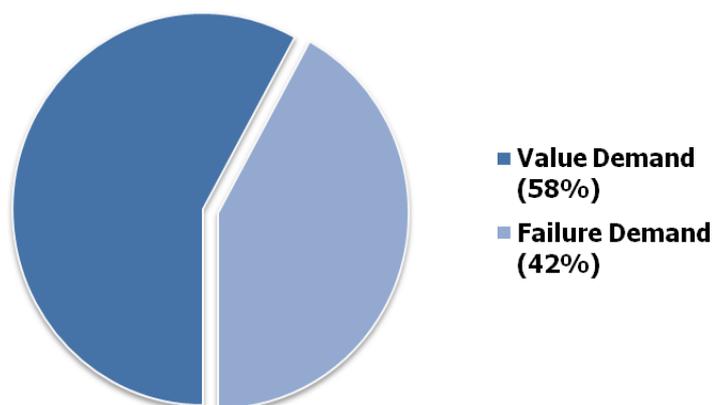
I claimed a tax credit three months ago and I still haven't heard anything.

I'm about to lose my home because I'm in arrears with my rent.

Findings from Demand check

484 demands were recorded at a wide variety of locations across the city by the Systems Thinking Team. These were then carefully analysed by the team and it was found that a significant proportion of the demands were failure demands.

Of the 484 demands analysed, 281 were value demands but 203 were failure demands.



What this means for advice services in Nottingham is that in excess of 40% of their capacity is taken up dealing with demand that has been generated by the failure of the advice agencies, or other external organisations whose actions have an impact on the wider advice system, to do something or get it right for clients.

The Systems Thinking Team found that advice agencies in Nottingham are, in general, very lean and do not generate much waste. Where failure demand is generated by the advice agencies it exists primarily as a direct result of systems conditions.

In order to ensure that the demand analysed was representative of the demand in Nottingham, a tally exercise was undertaken in the month of June, where the nature of all demand at all participating advice agencies was recorded on a tally sheet. 2,700 queries were recorded and they confirmed that the sample analysed by the Systems Thinking Team was representative of the demand across the city. This exercise ensured that the Systems Thinking Team understood the predictability of demand on the system. Understanding the predictability of demand is crucial for the redesign stage.

What Matters to clients and the Purpose of the advice system in Nottingham

The Systems Thinking Team spent time asking clients 'what matters' to them in respect of advice services. This exercise was carried out in advice agencies face to face with clients and allowed the Systems Thinking Team to establish what is important from the client's point of view. Ultimately it is the client who decides what is of value to them.

Having reached a point where it understood the predictability of demand in the system and having explored with clients what matters to them, it was possible for the Systems Thinking Team to consider the purpose of the advice system in Nottingham.

The Systems Thinking Team, following some debate, arrived at a single statement of purpose on which all advice agencies and Nottingham City Council were able to agree.

The agreed purpose of the advice system in Nottingham is:

To provide advice and support to help clients to resolve their problems

Having established the purpose of advice services, it was then possible for the Systems Thinking Team to begin to think about how the advice systems currently perform against that purpose.

Process Mapping (Flow) and Analysis

Process Mapping is carried out to establish how a system operates, how work travels or 'Flows' through the system, and the identification of value work and waste. In the case of advice services, **Process Mapping** examines how a client's enquiry 'flows' or travels through the system.

Value = work which **directly** helps us to achieve our purpose from the **client's point of view**

Waste = everything that is not value

The Nottingham Systems Thinking Team mapped the Flow for different types of enquires - debt, housing and welfare benefits - in different agencies. For each process that was mapped, each and every step in how the enquiry was handled was identified and recorded.

By also recording additional information, for example how often each step was taken and how long it took, a detailed picture emerged, which allowed the Systems Thinking Team to develop a greater understanding of the systems being mapped.

This stage proved to be intricate and complicated, but it was essential that it was carried out thoroughly. Informed choices about potential changes to the system can only be made with adequate knowledge and information about the system and how it currently functions.

It was crucial that each process map reflected what **actually** happened and not what **should** happen, and was based on fact and not opinion. To ensure this, the team carried out process mapping in pairs, always from more than one organisation. This allowed the 'fresh eyes' from someone from outside the organisation to question internal practices and to keep asking the question "**why do you do that?**"

Throughout process mapping, the Systems Thinking Team continuously questioned staff in the agencies to establish why an individual step was taken. This information was validated with staff teams to ensure that the recorded flow was representative of how this piece of work is dealt with on a regular basis.

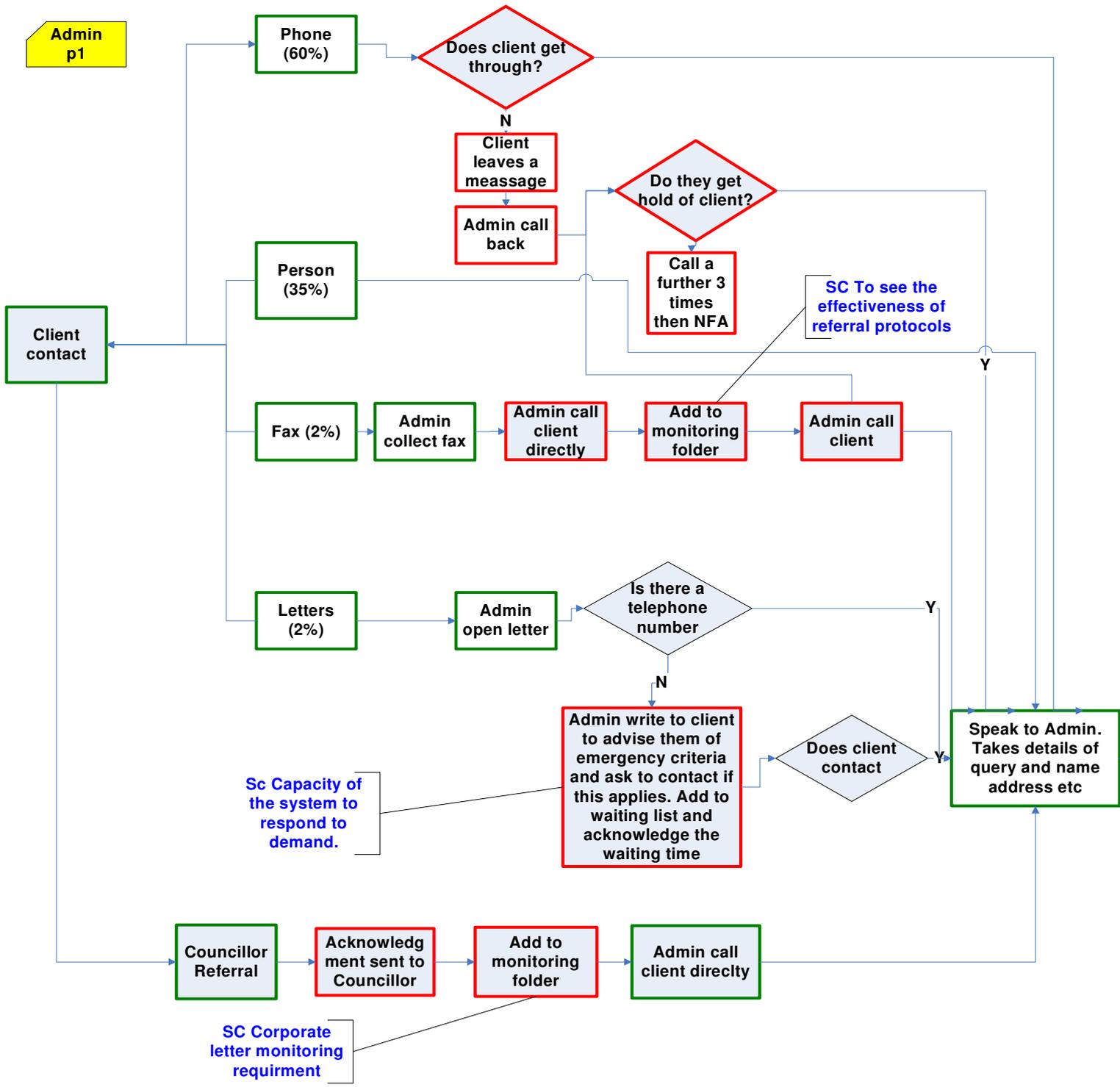
"It is very instructive to see the whole process represented visually and has shown how both internal and external system conditions drive the work that we carry out. It revealed how funder's requirements affect everything from the way clients' access our systems to how we process their cases".

- **Systems Thinking Team member**

Once the initial process map was complete, the entire Systems Thinking Team analysed and discussed each flow and a consensus was reached on what was value and what was waste in each process mapped. This allowed the team to develop a common understanding of the advice system and to identify the system conditions at play. (The systems conditions are outlined later in this document.) On the following page is an example of a process map for a Department of Work and Pensions Benefit case as processed Nottingham City Council Welfare Rights Service. Each step of the process, down to the very smallest, is detailed and it is identified whether it is a value or a waste step.

The final versions of the process maps were arrived at only after the process had been validated i.e. it was established that the process is truly representative of how a particular type of case is dealt with, by staff at the relevant agency and then examined in detail by the Systems Thinking Team to decide if each individual step in the process is either value or waste.

Extract from a Process Map of how a DWP benefit case dealt with



Green = Values steps
 Red = Waste steps
 SC = Systems Conditions

Measures

Traditional measures, which invariably relate to targets and standards, can have unintended consequences and can skew the work that is carried out. In a Systems Thinking approach there is a direct relationship between **Purpose** and **Measures**. Measures must facilitate understanding and learning and lead to knowledge about the system and it must be possible to use the information gathered to act on the system. The Systems Thinking Team set about developing measures which would enable them to establish how the current system operates in relation to its stated purpose. Crucially, the measures related directly to "purpose" and centred on clients' experiences and how the system delivers for them.

The type of information the team needed in order to measure how the system works currently and to assess the impact of changes was as follow:

Leading Measures

- Number of days for resolution of a case/enquiry
- Number of days from first contact to first appointment
- Do clients return about the same issues later?
- What is the variation in time for resolution for different types of demand?
- What is the level of failure demand and resolution rate
- How effective are drop-in appointment services?

Capacity Measures

- How many customers are signposted, referred on?
- How many separate contacts are there for each enquiry?

The Systems Thinking Team began the process of capturing the necessary data from a random, statistically valid sample of enquiries.

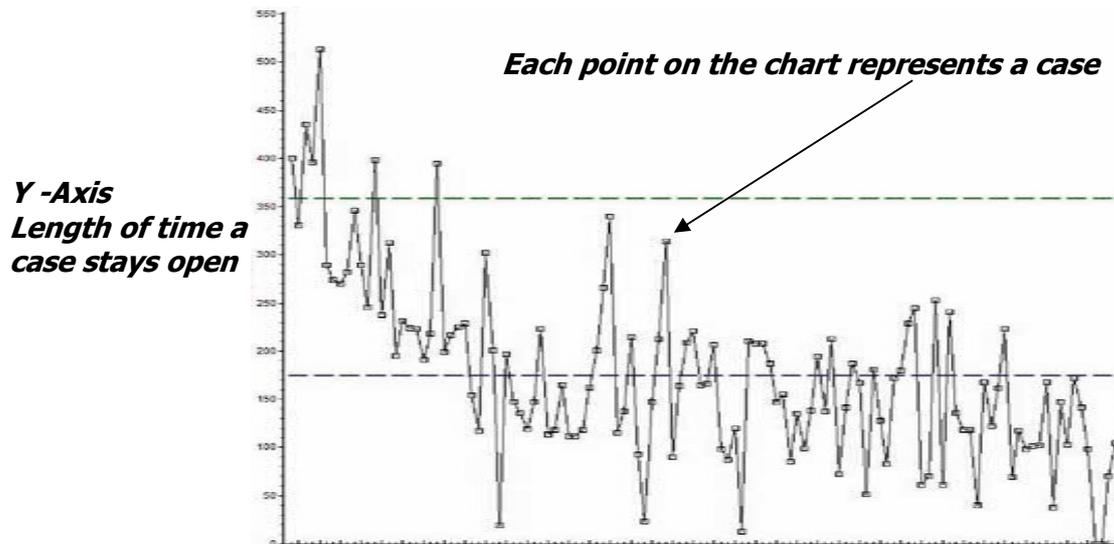
The type of data collected was:

- Is the enquiry a Legal Services Commission funded (legal aid) case
- Date first tried to contact an advice agency
- Date of first contact with advice agency
- Date of first appointment
- Date of case resolution
- Did client disengage prior to case resolution?

Through the capture of this data over time, the Systems Thinking Team was able to create capability charts, an important tool in Systems Thinking, which demonstrated the results.

How capability charts work

Within an advice agency/system, cases of a particular type, for example LSC funded debt cases, are mapped on a capability chart. The X-Axis maps the date a case is opened and the Y axis maps the length of time a case remains open, i.e. until resolution. Each data point is a customer that has entered the advice system.



By recording case information (customer experience) on the capability charts, the Systems Thinking Team was able to map the performance of the system over time. These charts are an important tool in Systems Thinking as they make it possible to:

- **Assess the effectiveness** of any changes made to how work is done in the system.
- Enable staff to respond to changes in the system, continually removing waste and failure.
- Monitor variations in how long it takes to deal with cases over time
- Highlight extreme variation in timescales
- Communicate performance to all stakeholders

This first point is the most important both in redesign and implementation (roll in). When it comes to the redesign phase, it is necessary to experiment to find more efficient ways of working. Capability charts provide the tool to measure the impact of any changes that are made to how cases are dealt with. They are a graphical representation of hard statistical data, on which to base decisions about how work is carried out. For implementation, they become the driver for “acting on the system” and are vital in developing effective responses to enable continuous improvement.

Findings from Process Mapping (Flow)

The processes mapped demonstrated that a significant proportion of work carried by out advice agencies is of **no discernable benefit to the clients**, in that it did not help to achieve purpose from the client's point of view. Much of the work carried out was undertaken due to the existence of systems conditions. It also made it clear the **scale and complexity** of the various systems and how many opportunities there are for potentially very **vulnerable clients to disengage** before their issues can be resolved.

6. System Conditions - Learning the Lessons

System conditions are the cause of waste, and influence the way work flow is designed

The Systems Thinking Team analysed Flow to identify the underlying causes of waste in the system (System Conditions). Some of the system conditions identified were:

- Funding and reporting requirements e.g. Reporting case work to the Legal Services Commission
- External Agencies and how they interact with and impact on advice agencies e.g. Putting right errors on the part of Department of Work & Pensions or Job Centre Plus can create a lot of work for advice agencies
- Process / workflow design e.g. how work is organised and carried out in agencies
- Procedures and their impact on how work is carried out e.g. recording requirement for agencies who hold the Quality Mark
- Targets e.g. Contract specifications requiring a certain amount of clients be seen
- Fragmentation and Specialisation of work e.g. reception staff taking initial details of a case, making appointments and then passing the case on to an adviser
- Where the client lives e.g. agencies being restricted from providing a service to clients outside a particular geographical area due to conditions of funding
- Local legend e.g. assumptions on how certain organisations operate
- Legislation
- Rationing – services designed to allocate the staffing number due to high demand levels, creating handoffs of work, signposting and waiting lists for service

The following case studies demonstrate how the failure of external agencies, in this case a gas company and Job Centre Plus, to get things right for the client first time resulted in the advice agency expending significant time and resources trying to sort things out.

Case Study A Gas Company wasting everyone's energy

Mr B went on to Jobseeker's Allowance but could not afford to keep up his normal repayments for, among other things, his gas standing order. He sought the help of Meadows Advice Group at the end of June, when he received a letter threatening disconnection for a debt of £366. An advice worker wrote to the supplier at the beginning of July to offer a payment towards the arrears. After a week the advice worker had a phone call from the gas Company accepting the offer.

However, a week later Meadows Advice received a phone call from the gas company saying the previous letter was incorrect and they could not accept the offer. They suggested a payment of £40 per week (despite being told the client was on Jobseeker's Allowance of £64.30 per week).

continued...

They then wrote to the client saying they had never had any correspondence from Meadows (despite having replied to it) asking for £22 per week. The client then received letters threatening a warrant of entry and disconnection for a debt of £536. In the meantime letters from Meadows Advice to the gas company went unanswered

At this point, September, the client decided to check his bills against his meter and found they did not agree. When the gas company checked, they found an error on the account and far from the client owing them £536 they actually owed him £405 (their procedures meant it would be at least 10 days before they could issue a cheque to the client). The case was resolved at the end of October. Meadows Advice and the client had spent five months dealing with the case.

Case Study B

Job Centre Plus creating the wrong type of work

Mr A came to the Nottingham Law Centre for advice having been informed that he had been overpaid over £12,000 in Job Seekers Allowance. Job Centre Plus had been recovering the overpayment initially from Mr A and then from his partner who had subsequently claimed Income Support for them as a couple. Job Centre Plus was taking £10 a week from Mr A's partner in respect of the overpayment.

In April 2009, the Law Centre successfully represented Mr A at an appeal against the overpayment. The Law Centre waited until it was apparent that the Secretary of State had not submitted an appeal within the required time period and then wrote to Job Centre Plus requesting that the appeal decision be implemented. The appeal decision should have resulted in the deductions stopping and the amounts paid to date by Mr A and his partner being refunded.

The adviser wrote to Job Centre Plus three times before putting in a complaint. The adviser received a phone call from a member of staff at Job Centre Plus who, although being aware of another appeal that had been heard, appeared to have no knowledge of the appeal against the overpayment or the Tribunal decision.

The Law Centre finally managed to get the decision implemented in October 2009, some 6 months after the tribunal decision. The client and his partner have had over £3,000 refunded and are waiting for an ex-gratia compensatory payment.

Changing system conditions

The Systems Thinking Team identified that many of the system conditions, the underlying causes of waste in the system, were brought about by the actions of external agencies. It may not be straightforward to change or remove system conditions such as existing reporting requirements to the LSC, but there is ongoing engagement with a range of stakeholders to highlight the impact of their systems, funding or reporting requirements on the advice system in Nottingham.

Identifying systemic failures will allow advice agencies in Nottingham to work more effectively together and with external agencies to try and remove these and thereby free up capacity to better deliver advice services to the public.

Key Learning to date from Nottingham

- **Systems Thinking has enabled the Systems Thinking Team to demonstrate, with supporting evidence, how the system conditions listed above, many of them the result of administration and reporting requirements of funders and external agencies, impact on the service that is delivered to customers.**
- **The review has shown that over 40% of the capacity of advice agencies is spent dealing with work that is generated by the failure of advice systems or external organisations whose actions have an impact on the wider advice system, to do something or get it right for clients.**
- **Systems Thinking has enabled the Team to develop a clear understanding of the impact of the systems conditions and puts them in a position to make informed decisions about how the system can be changed and improved.**

7. Next Steps

Redesign

Having arrived at a point where the Systems Thinking Team are confident that they fully understand the advice system in Nottingham, the next step will be to experiment with the system to find improved ways of doing the work and /or removing waste from the system. The Systems Thinking Team is about to embark on this stage in winter 2009.

Stakeholder engagement

The Systems Thinking Team, Nottingham City Council and AdviceUK are keen that the learning from this work is taken on board by a wide range of stakeholders. To this end, a series of stakeholder events has been held to enable staff and trustees from advice agencies in Nottingham, City Councillors, staff from national funding and regulatory authorities such as the Legal Services Commission, Job Centre Plus and the Department of Work and Pensions, to see firsthand how the work has been undertaken in Nottingham.

The Systems Thinking Team is acutely aware that in order for this piece of work to be successful, there needs to be ongoing interaction with organisations that impact on and interact with the advice system in Nottingham.

BOLD Project

For the future, Nottingham City Council intends to use the learning from the review and redesign, to inform the commissioning of advice services in the city.

As the work progresses, so AdviceUK has embedded its involvement within the BOLD project. Also funded by The Baring Foundation, BOLD aims to strengthen the independence and effectiveness of advice organisations through the development and piloting of commissioning models that:

- Place the needs of service users first;
- Focus on outcomes;
- Encourage co-operation and collaboration; and
- Contribute to public service improvement, by learning from experience of what goes wrong.

In 2010, BOLD will be running a series of participatory workshops for policy-makers, commissioners and advice organisations, to share the learning nationally from pilot work in Nottingham, Coventry and Manchester and to influence and change public policy towards the advice sector, to recognise the contribution of independent advice services to the achievement of local priorities, including public service reform, and to ensure that funding enables the sector to focus its efforts on doing what matters – making a difference to people's lives.

Further Information

If you would like to learn more about the Systems Thinking Pilot in Nottingham please contact:

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www.adviceuk.org.uk/projects-and-resources/projects/radical

www.nottinghamcity.gov.uk

www.thesystemsthinkingreview.co.uk

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