Paul Hamlyn Foundation

Supporting a thriving voluntary sector



Evaluating the impact of infrastructure funding through the **Backbone Fund**



Contents



Paul Hamlyn Foundation (PHF) launched the Backbone Fund in 2017 to support infrastructure or 'backbone' organisations: third-sector organisations that support the charitable sector in general and in specific strategic areas, such as migration and the arts.

The Fund awards these organisations with grants of £40,000–£50,000 per year over five years, to support their essential activities as part of a wider drive to back the charitable sector and its leaders. Awards are made through invitation, and there are no specific restrictions on how the funding is used.

PHF commissioned Nexus Evaluation
Ltd to evaluate the first five years of
the Backbone Fund. The evaluation
highlighted a number of useful
questions and areas for discussion
with other funders and the third sector
more broadly on the role and support
for infrastructure at this critical
moment. This document summarises
the key findings and recommendations.





Introduction

Driving momentum

Methodology

Nexus used a systems approach, leveraging a wide range of perspectives, sources and methods to cross-reference, triangulate and collect evidence. This included a desk review of global unrestricted funding practice as well as social justice and diversity, equity and inclusion (DEI) issues in the UK; outcome harvesting to develop case studies and discussions with eight funders and 24 backbone organisations; and interviews with PHF staff and trustees, conducted between May and July 2022.

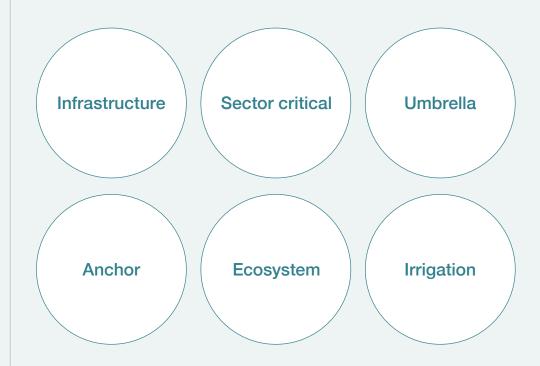
What are 'backbone' organisations?

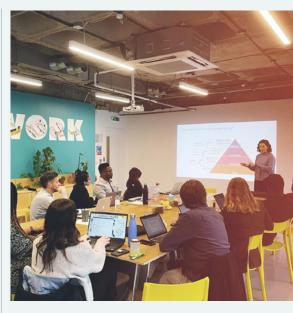
Backbone – or infrastructure – organisations play a key role in creating the conditions in which civil society can thrive. In time of crises and conflict, these organisations help rebuild the foundations of a resilient and diverse civil society.¹

"Over the last decade, there has been a quiet reduction in social infrastructure assets either from closure, sales or poor maintenance... [but] some places are very much richer in social infrastructure than others and [this] makes a real difference to personal health and well-being, equality and opportunity."²

- Investing in Infrastructure; Common Vision report, p7 (2022)
- Why social infrastructure is key to prevention, <u>Oivil Society article by Caroline Slocock</u>
 (2018)

Several other terms and phrases are used to describe groups playing the function of 'backbone' organisations:





Fair Education Alliance award winners attend an incubator session 2022. Photo: David Prior, Navy Studios.

 Paul Hamlyn Foundation
 The Backbone Fund
 phf.org.uk

About the Backbone Fund portfolio

Through the Backbone Fund, PHF supports organisations that support the overall health of the third, or voluntary, sector and/or align with the PHF strategy.

Launched

2017

Grants

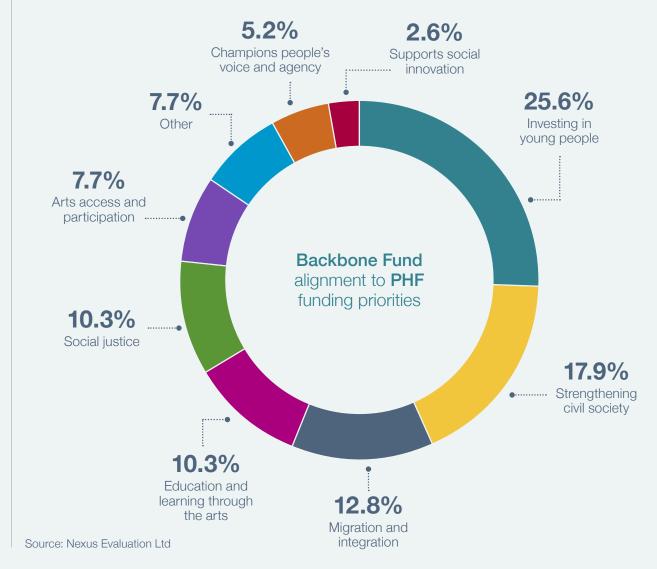
39

Totalling

£7.6m

Chart 1: Split of funding by theme

This diagram shows the broad area of focus for the 39 organisations supported between 2017 and 2022.



Backbone funded organisations by year:

Cultural Learning Alliance

Liberty

NEON

What Next?

British Future

British Youth Council

Charity Finance Group

Global Dialogue

CWYVS

Counterpoints Arts

IVAR

Museums Association

ACEVO

Campaign Bootcamp

iMIX

On Road Media

Agenda

Anna Freud National Centre for Children

and Families

Association of Chairs

Bureau Local

2017

2018

2019

2020

2021

Centre for Youth Impact

Clinks

Clore Social Leadership One Dance UK

Sheila McKechnie Foundation

Who Cares? Scotland

ShareAction

Children and Young People's Mental Health Coalition

UK Youth

Public Law Project

Immigration Law Practitioners' Association

Youth Action Northern Ireland Centre for Knowledge Equity

Chartered College of Teaching

Fair Education Alliance

Imkaan

NSEAD

The Ubele Initiative

Young Scot

Infrastructure function

Organisations supported by the Backbone Fund carry out various functions in the third sector, with many focusing on capacity building, policy and advocacy and networking.



Capacity-building

Hosting events and training opportunities.



Communications and influencing

Researching and reporting the views and opinions across a group with a shared perspective.



Direct support

Providing operational, strategic, or governance advice, through resources or relationships.



Networking and relationships

Holding events, building connections, mentoring programmes across sectors/peers.



Organisational hosting

Providing key operational functions, e.g. financial or legal.



Policy and advocacy

Ensuring different perspectives reach key decision-makers.



Research and thought leadership

Providing information and bigger-picture context.

Grantee business models

Organisations operate under a variety of sometimes overlapping business models, as shown here. The majority are issues-/content-based or network-/membershipbased.⁴

Common typology of infrastructure groups

Source: Nexus Evaluation Ltd.
 Based on a sample of 24 funded organisations (those that participated in group discussions), representing 62% of the Backbone Fund portfolio.

73%

Nationwide/membership organisations

Organisations representing members such as Association of Chief Executives of Voluntary Organisations (ACEVO), the Association of Charitable Foundations (ACF) and the National Council for Voluntary Organisations (NCVO).

73%

2 Issues/content based

Campaigning and advocacy around key issues for civil society.

60%

3 Functional

Newer organisations that have a more defined remit of filling unserved skills/knowledge gaps.

15%

4 Place based/locally rooted

Local authorities have an equivalent of a Community Voluntary Service.

12%

5 Funders

Private and family trusts and foundations.

6%

6 Asset based

Often locally based – library, food banks, distribution hubs, arts or public spaces.

Scale of funded organisations

Most organisations in the Backbone Fund portfolio are established microorganisations focused on England.

Figure 1: Organisations' length of time in business

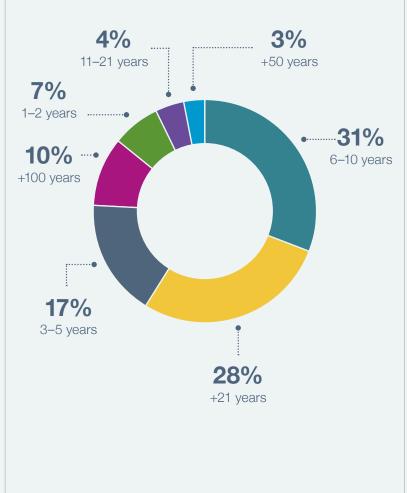
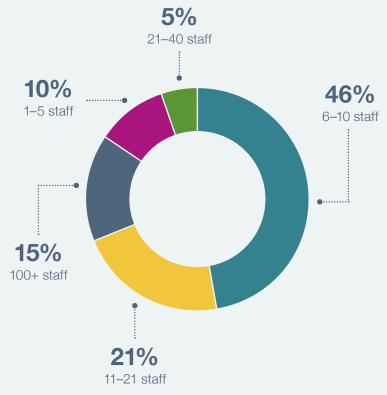


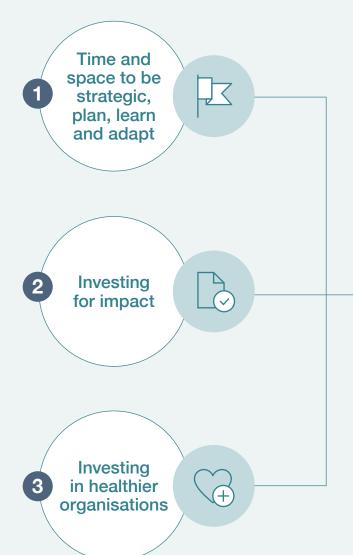
Figure 2: Organisations' staff numbers



Source: Nexus Evaluation Ltd

How were the funds used and what difference did this make to funded organisations?

How were the funds used:



What difference did it make to grantees

- A healthy organisational posture.
- An ability to balance strategic and operational needs.
- A sense of security and stability.
- The ability to be responsive to a fast-changing context.
- **Influencing** the wider sector and key decision-makers.
- Growth: a catalyst for engaging with other funders, increasing the pool of unrestricted or core funding.
- Widened reach, engagement and participation, including improving access for more people and new groups.

How the funds were used

- Time and space to be strategic, plan, learn and adapt
 - Breathing space, enabling more considered and strategic choices.
 - Ability to be strategic in a time of change.
 - Ability to shift online during the Covid pandemic.

One Dance UK was able to stop and look at some of the most challenging questions it had around its work with children and young people and who it was and wasn't supporting. During Covid, it hosted its flagship dance festival online, which allowed it to expand its audience and participants to include everyone from formal dance groups to those dancing in their bedroom.

ShareAction used the Backbone Fund to help it develop a strategic piece of work that responded to everything going online due to the pandemic, including shareholder AGMs. Rather than waiting to fundraise for this work, it developed a model for the 'AGM of the Future', which was released in 2020. Many organisations are piloting and putting these virtual AGMs into practice.



Dancers take part in Young Creatives at One Dance UK. Photo: Dani Bower for One Dance UK.





Young dancers take part in U.Dance National Festival. Photo: Dani Bower for One Dance UK.



Investing for impact

- Investing in policy and influencing work.
- Investing in research and development.
- Investing in relationships.

Young Scot developed a new platform to share data to understand how young people in Scotland were feeling as a result of Covid. It became a hub for local groups as well as a trusted source for the Scottish Government, with a direct influence on policies.





Investing in healthier organisations

- Stitching together a functioning organisation beyond project funding.
- Investing in a healthy organisational culture.
- Investing in staff recruitment and leadership capacity.

Fair Education Alliance used some of the funds to improve its internal systems (such as a customer relationship managements system), to set up a youth advisory board, and hire a Head of Impact. This role has not only supported the whole organisation but improved the experience of its wider members and expanded its reach and impact.



Youth steering group member speaks at the opening of the Fair Education Alliance Annual Summit 2022.

Photo: David Prior, Navy Studios.



The impact of Backbone funding for grantees

Support from the Backbone Fund directly enabled organisations to focus on:

- A healthy organisational posture, including a sense of credibility and organisational confidence. Funded organisations felt that the Backbone Fund was a signal of trust and meant they felt valued, seen and acknowledged. The impact of this cannot be underestimated, especially for organisations whose reach often goes unseen or undervalued. As one interviewee put it: "[we] do more than we could ever have imagined [even with Covid]."
- An ability to balance strategic and operational needs, a renewed clarity of purpose on how to use their time and position.
- A sense of security and stability: "we can better commit to the long term."
- The ability to respond to a fastchanging context.
- **Influencing** the wider sector and key decision-makers.
- Growth: the funding was a catalyst for engaging with other funders, recovering other sources of income and increasing the pool of unrestricted or core funding.

• Widening reach, engagement and participation: "[the funding] provided the scaffolding for the 'right' voices to be heard." This included bolstering access and inclusion to more people and new groups. One interviewee, for example, commented that it "elevated the voices of Black and minoritised women." Some developed genuine co-designed processes.



Dancers take part in U.Dance National Festival. Photo: Dani Bower for One Dance UK.



Fair Education Alliance members attend the Wellington Festival of Education 2022. Photo: David Prior, Navy Studios.

More detail and examples of 'Indirect impact contribution'

The Backbone Fund also indirectly helped to start re-framing narratives, challenging out-dated societal narratives, and influencing policy. It also contributed to key collaborative infrastructure, which is necessary for a healthy and resilient civil society.

Policy impact

Furthering the rights and entitlements of care-experienced people in Scotland.

Who Cares? Scotland helped to influence the Scottish Government's 2019–20 programme for government, setting out a series of improvements to the rights and entitlements of care-experienced people in Scotland.

Re-framing narratives

Challenging long-held societal narratives.

OnRoad Media and Youth Action Northern Ireland carefully framed their communications about young people's responses to the pandemic, focusing on telling positive stories while being honest about the difficulties. In the process, they countered dominant narratives and inspired a sense of agency in the young people they work with.

Collaborative infrastructure

Backbone funding contributed to key collaborative infrastructure – needed for a healthy and resilient civil society.

PHF supported the Cultural Learning
Alliance, Fair Education Alliance and
Centre for Young People's Mental Health
Coalition, all of which work collaboratively
to support the ecosystem.

Case study

Who Cares? Scotland



Furthering the rights and entitlements of care-experienced people in Scotland.

The Scottish Government's 2019–20 programme for government included a series of improvements to the rights and entitlements of care-experienced people in Scotland, including:

- Removing the age cap on bursaries for care-experienced students, and making postgraduate studies eligible for the bursaries.
- Creating a new statutory provision designed to place siblings into care together, when in their best interests.

These legislative changes set the precedent that care support should be lifelong and that relatives should be cared for together as much as possible. Other changes include extending housing and child support for care-experienced people.

The government plan was informed by an Independent Care Review launched in 2017, which lasted three years.

Who Cares? Scotland, a national voluntary organisation, contributed to the review. They collected and analysed four decades' worth of data and evidence, including the voices of 4,000 care-experienced people, to produce a report called We Don't Have to Wait. The report contained a total of 43 'asks' or recommendations for the government, two of which are highlighted above and were directly put forward by Who Cares? Scotland.

The Who Cares? Scotland report was presented in June 2019 at the Lifetime of Rights and Respect event in Glasgow, which was attended by First Minister Nicola Sturgeon and policymakers, including those delivering the Independent Care Review.

Who Cares? Scotland was able to make this contribution thanks to several unrestricted awards, including Backbone funding from PHF and other funds provided by William Grant Foundation and Baillie Gifford. Additional strategic project funding from RS MacDonald Charitable Trust also supported elements of this work.

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The government plan was informed by an Independent Care Review launched in 2017, which lasted three years.

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Who Cares? Scotland members.

Photo: Who Cares? Scotland.

Diversity, Equity and Inclusion and the Backbone Fund

Because of their strategic remit, infrastructure or backbone organisations have a crucial role to play in building greater equity across the voluntary sector and ensuring communities are well served.

The Backbone Fund evaluation specifically considered the fund through a diversity, equity and inclusion lens with a focus on learning for PHF, other funders and the sector more widely.

Critical questions include:

As an invitation-only fund, how can PHF ensure that the Backbone Fund is not impacted by internal bias?

Areas for improvement include having more internal 'challenge' and expertise around assumptions, biases and the reach of the current network, as well as more evidence on impact and improved transparency (both internal and external) on how and why decisions were made.

How can PHF best support diversity, equity and inclusion in grants management?

For some grants managers there is reluctance at PHF when it comes to discussing diversity, equity and inclusion with funding recipients and a fear of being perceived as 'telling them what to do'. Attention needs to be paid to how best to support organisations as PHF continues to develop its own organisational learning in this area.

How can PHF support underfunded communities?

The fund could be used more strategically to support new and emerging organisations that serve small but underserved and marginalised groups or sectors in which backbone organisations are not abundant but are needed (e.g. the arts sector).

Diversity, Equity and Inclusion and the Backbone Fund

Supporting diversity, equity and inclusion within infrastructure development

Infrastructure organisations can help advance social justice and diversity. equity and inclusion in the sector. All Backbone-funded organisations that Nexus Evaluation spoke to are aware of this and are trying to make changes as needed. But they, like everyone else, also need support in this area. Their needs and the nature of the support they require might look different for organisations led by Black and minoritised individuals understanding these differences and how this affects the nature of the relationship between funder and grantee is key.

Recent reports and campaigns have highlighted civil society's inability to acknowledge and take action on long-held discriminatory practices and cultures. The last five years have seen a consistent recurrence of whistle-blowing, along with more public dialogue about the importance of diversity, equity and inclusion issues. Even more recently, the extent of toxic cultures and unhealthy practices spanning the whole of civil society have been unearthed, including from some of the most high-profile infrastructure groups.

Local, regional and national infrastructure organisations led by Black and minoritised individuals have been systematically underfunded and under recognised, and they have therefore struggled to provide Black and minoritised communities with the links into funding they need – particularly during Covid.⁵ This reflects power dynamics and biases which must be addressed if we are to rebalance funding in service of social justice and diversity, equity and inclusion.

Key question

 How can funders help build a wider ecology of infrastructure organisations which support historically underfunded groups?



Fair Education Alliance Annual Summit 2022. Photo: David Prior, Navy Studios.

5. Booska Paper, The Ubele Initiative (2021)

Case study

Counterpoints Arts



Counterpoints Arts works in the field of arts, migration and cultural change to support and produce art by and about migrants and refugees. This effort, which has been joined by other organisations and partners, has so far seen the V&A Museum develop a new set of shared values around arts, migration and racial justice, resulting in new artistic commissions on these topics. Such collaborations on migrant and racial justice with mainstream actors represent significant progress in an otherwise overlooked area.

Counterpoints Arts has also created salons for pop culture and social justice to facilitate public conversations on these subjects and to bring global best practice on arts, migration and racial justice to the UK.

Its leadership is a result of two key efforts. First, the organisation commissioned a review between November 2020 and February 2021, which resulted in a report entitled 'It's More than Just Black People on a Stage'. The report highlighted the barriers to opportunities and meaningful collaboration at the nexus between displacement, arts, migration and racial justice. Second, Counterpoints Arts investigated how it could advance work in these areas. with a focus on how migrant and racial justice organisations can collaborate with mainstream actors.

Funding from PHF, Unbound
Philanthropy, Esmée Fairbairn
Foundation, Comic Relief and AB
Foundation supported Counterpoints
Arts in commissioning these reports,
pivoting its strategy and continuing
to use art to connect those who
experience discrimination or isolation,
such as refugees or migrants.

According to the organisation's
Director and Co-Founder Almir Koldzic,
the Backbone funding felt like a
recognition of the team's work,
helped build their confidence, gave
them longer-term sustainability and
opened up new opportunities.

'A Taste of London Ballroom' by Bronze 007 and Tiffany 007. Part of 'BLM Fest x Counterpoints', curated by Kayza Rose and commissioned by Counterpoints Arts and V&A during Refugee Week 2022. Photo: Hydar Dewachi. 66

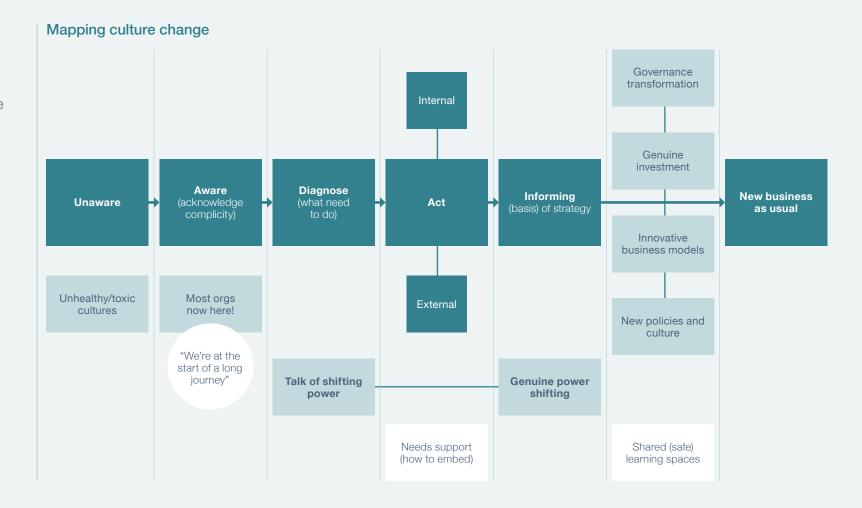
Counterpoints Arts works in the field of arts, migration and cultural change to support and produce art by and about migrants and refugees.

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Diversity, Equity and Inclusion and the Backbone Fund

The following graphic represents the journey of cultural change as experienced by some of the organisations interviewed for the Backbone evaluation, and could be seen as a typical way in which organisations (those *not* rooted in racial equity or other minoritised identities) attempt to meet this challenge and transform.



Source: Nexus Evaluation Ltd



Dancer takes part in U.Dance National Festival. Photo: Dani Bower for One Dance UK.

Unrestricted funding can provide stability in times of crisis and uncertainty, ensuring organisations have the resources to adapt and shift as required.

When it comes to funding mechanisms, unrestricted or core funding with a light reporting approach is generally seen as a positive move and a sign of trust. However it is critical that there is room to challenge the status quo and enable new and different organisations to receive support.

PHF supported Campaign Bootcamp through the Backbone Fund. However, the charity closed in March 2022 following a series of questions and incidents related to power and diversity, equity and inclusion.⁶

This process raised key questions about how funders can best support conversations around power and privilege as well as supporting organisations in transition and closure. Many funders are actively discussing this tension with the boards of some organisations and are finding a way to navigate this together.

Key question

 Can more funders provide unrestricted funding for infrastructure organisations and in doing so make sure there are mechanisms for change and growth? 66

Unrestricted funding can provide stability in times of crisis and uncertainty, ensuring organisations have the resources to adapt and shift as required.

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6. <u>8 lessons from 8 years of growing and closing a social justice organisation,</u> Campaign Bootcamp (2022)

Building a healthy organisation and a culture of care

This is the era of continual intersecting crisis, which will continue to be the backdrop of civil society over the coming decade.

Over the last ten years the sector has faced many pressures – the Covid-19 pandemic, the impact of public sector austerity and the war in Ukraine to name a few but significant factors.

At the same time there has been the start of a necessary reckoning with issues of power and agency exposing structural racism and other forms of discrimination; these issues exist within the sector itself as well as impacting the organisations and communities the sector serves.

For some organisations, external pressures – along with flexible and unrestricted funding – have spurred change and transformation that might not have happened otherwise.

In focus groups with Backbone-funded organisations, we (Nexus) heard that "the last two years have been tough, but it's only just started" and organisations feel "exhausted and depleted."

We also heard that this was particularly acute for historically minoritised leaders: "we need to take care [of] and protect those with intersecting traumas." The same holds for those in leadership and public-facing roles, particularly Chairs and CEOs of organisations, by "acknowledging the emotional labour of those holding the sector."

Dancers take part in U.Dance National Festival. Photo: Dani Bower for One Dance UK.

Key questions

- How can funders better resource individuals at this time?
- How can a depth of dialogue, conversations and work take place, without further harming those who have been marginalised to date and further putting the labour and expectation on them?

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This is the era of continual intersecting crisis, which will continue to be the backdrop of civil society over the coming decade.

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Supporting organisations at different stages of development, growth and change

The evaluation found that some moments of change in an organisation need specific support – sometimes beyond money – in order for them to navigate challenges and flourish.

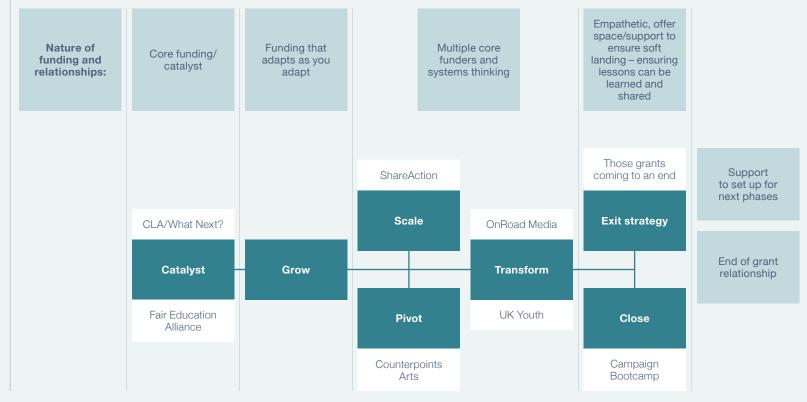
These moments might include:

- when people in key leadership roles leave;
- when changing direction or reconsidering organisational strategy;
- at times of organisational crisis; or
- when facing significant external pressures or criticism.

Funders should therefore pay more attention to how they can better support groups so they can be effective in these moments of change.

Can funder support adapt to changing organisational and life cycle needs?

This graphic explores where different approaches could be useful in an organisation's journey, based on feedback from Backbone grantees.



Evolving business models to meet new needs and challenges

Many organisations recognise that a long-term sustainable business model is a challenge. This is particularly true for infrastructure organisations with a 'membership' model: when their clients are faced with high overhead costs, they have less to spend on support, making membership fees easy to forgo. Infrastructure organisations therefore require funding for survival.

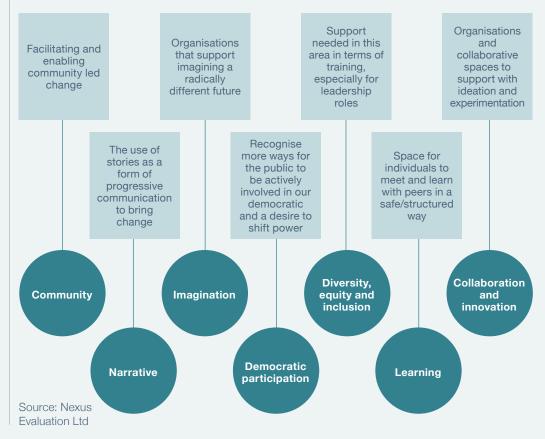
Network or membership models were also challenged by the shift to remote working during Covid. Digital technology made online networking easier, and in some cases the need for intermediary organisations (with a membership fee) can be perceived as being less relevant.

Such organisations need to demonstrate real value around meeting in person by facilitating advanced networking, identifying sector-wide trends and challenges, designing exchanges to maximise peer-learning and support, as well as producing valuable advocacy and influence resources for beneficiaries.

Key question

 How can infrastructure organisations evolve their business in a complex operating environment?

This graphic highlights areas for engagement and attention to support a thriving infrastructure sector fit for the challenges of the future:



Case study

Bureau Local



The Bureau Local, a project run by the Bureau of Investigative Journalism, is a network of journalists committed to making news work for everyone and sparking change by setting the news agenda and holding power to account.

In 2021, undocumented migrants were finally able to access primary care and the Covid vaccine thanks to GP surgeries signing up to the Safe Surgeries Initiative and Clinical Commissioning Groups (CCGs) in several areas, changing their policies on registration or increasing the number of walk-in vaccine clinics that did not require registration with a GP. Before then, undocumented migrants had not been able to access primary care in the UK, a health inequality exacerbated by the coronavirus pandemic.

These changes are connected to an original investigative report by the Bureau of Investigative Journalism, published in July 2021. The report focused on undocumented migrants and their struggle to register with GPs, curtailing their access to healthcare and the Covid vaccine.

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The report focused on undocumented migrants and their struggle to register with GPs, curtailing their access to healthcare and the Covid vaccine.

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The investigation provided the biggest dataset to date on the way undocumented migrants are excluded from primary care and made it clear that the situation was a flagrant breach of the UK's NHS policy.

The Bureau's investigation triggered Doctors of the World to relaunch its Write to your MP tool. More than 1,000 emails were sent to 425 MPs, raising concerns over the way undocumented migrants had been treated and ultimately leading to the changes outlined above.

Six members of staff at the Bureau worked on this investigative project, thanks to the support of PHF and other funders. They directly partnered with media organisations across the country, grassroots migrant support organisations and diaspora publications. To publicise the investigation, the team took part in a broadcast interview in Spanish for Express News UK. A video was also shared on YouTube.

Recommendations for funders

The evaluation of the PHF Backbone Fund has shone a light on the importance of infrastructure organisations to the health of the third sector as a whole and exposed some of the unique challenges these organisations face.

Coming out of the pandemic (and into a cost of living crisis) it is important that these organisations are not overlooked in multiple calls for funding and that they have the opportunity to be part of building a sector with resilience and inclusion at heart. This will require coordinated action from funders and grantees. PHF will continue to support the Backbone Fund and is calling on other funders to invest collaboratively in areas where the work can be strengthened.

Support and empower a culture of learning, which can help build the value case for the sector

Although infrastructure organisations are part of the fabric of civil society, they are often in the background, so can be taken for granted.

When backbone support works well, it is invisible and enables others to do more. But although it is smooth and seamless, it doesn't mean time, energy and care doesn't go into it: quite the opposite. However, it can be difficult to track the direct impact of this time, energy and care.

Paying attention to how to build and support the case for the value of the sector will help embed its role and resilience over time.

Maintain the resilience of the sector

The Covid pandemic forced many groups to adapt and evolve quickly to meet the new and immediate needs. In some sectors, the role of infrastructure groups was key to ensuring there was effective and efficient support and information, a net for people to fall back on.

"The infrastructure offering for small charities has shifted considerably...
Typically, small charities have long relied upon CVS infrastructure, which has been scaled back and eroded in many areas across the UK as local authority budgets have dried up. In London, there was a 14–50% decline in funding for London's CVS organisations in the pre-pandemic years."

Small AND Mighty: The Life and Legacy of the Small Charities Coalition, Iona Lawrence (2022)

Build a more consistent and collaborative approach to infrastructure across funders and organisations

The funding landscape does not necessarily incentivise collaboration or connections between funders and organisations. On the contrary, organisations often compete for funds and attention. The Covid-19 pandemic generated new collaborative activity out of necessity and this way of working could support a strengthening of voluntary sector infrastructure which will support long term resilience.

Recommendations for funders

For social justice and greater diversity, equity and inclusion sector wide collaboration is needed.



Image: ShareAction

Regarding social justice and diversity, equity and inclusion, sector-wide collaboration is needed to:

Help collect diversity, equity and inclusion data, filling the evidence gap to inform decision-making.

Identify what meaningful and significant efforts look like to address diversity, equity and inclusion, identifying and implementing proactive and long-term plans.

Provide appropriate physiological and emotional support as conversation and action increases – reducing the risk of triggering harm and division.

To bolster and best support new and emerging infrastructure groups focused on addressing systemic issues that get in the way of social justice and diversity, equity and inclusion.

Regarding fostering collaboration and connection, funders should work together by:

Co-funding for scaled impact and sharing risk when investing in new models.

Supporting sector-wide collaborations between funded organisations and across funders, changing the competitive nature in the sector.

Influencing and advocating for change as needed.

Sharing knowledge, experience and learning more broadly.

Regularly scoping and researching emerging needs and trends in the sector, and what that means for funders and funded organisations.

Helping close the evidence gap on impact, with a focus on diversity, equity and inclusion.

Documenting and better understanding the impact of new business models and organisational endings in the sector, with a view to developing a sector-wide approach to ensuring that civil society can help transform wider society and face up to the biggest issues of our time.

Paul Hamlyn Foundation

Cover image: Young Creative performer. Photo: Dani Bower for One Dance UK.

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