



# A Sustainable Funding Framework for Volunteer Centres

## FINAL REPORT

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## 1. Introduction

### 1.1 Volunteering and volunteer centres

There has been an increased emphasis by Government in recent years on the role that volunteering can play to help deliver key public policy agendas. This is evidenced by research on the extent of volunteering in the Citizenship Surveys<sup>1</sup>. The provision of services that seek to increase levels of volunteering are now explicitly referenced in the plans of local strategic partnerships within the local area agreement process and volunteering is recognised as helping to meet objectives including improving community cohesion, increasing participation in sport, reducing anti-social behaviour or the perception of it, providing skills and a stepping stone into work, improving the environment, supporting isolated and vulnerable people, encouraging arts and leisure and many more.

As a result, the provision of support for volunteer centres by national and local Government is gaining a higher profile than previously. However, to date there has been little work undertaken to determine how to plan the allocation of resources to support the work of centres, or to determine a framework for funders to use when assessing the likely level of resourcing that is required.

Volunteer centres support organisations and individuals to improve the number and quality of volunteer opportunities. In order to provide professional and high quality services they need long term, sustained, predictable, and reliable core funding. Setting the level of that funding has so far been left to the discretion of individual local authorities and other funders with no guidelines as to how to determine the cost of services required for volunteer centres to operate effectively.

Volunteering England has identified six core functions that volunteer centres perform in providing volunteering infrastructure:

The six core functions are<sup>2</sup>:

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<sup>1</sup> Previously the Home Office Citizenship Survey, this is now the Citizenship Survey: active communities, available from

<http://www.communities.gov.uk/index.asp?id=1500941>

<sup>2</sup> More detail about the core functions is available from <http://www.volunteering.org.uk/Local+and+Regional/whatdovolunteerdevelopmentagenciesdo.htm>

- Brokerage
- Marketing volunteering
- Good practice development
- Developing volunteering opportunities
- Policy response and campaigning
- Strategic development of volunteering

Volunteering England has a quality accreditation scheme to assess how volunteer centres are performing against each of the core functions.

Delivery of the core functions is complicated by the fact that a variety of delivery models for services have emerged over time, and that many volunteer centres also deliver direct services using volunteers. A slight majority of volunteer centres are integrated with other organisations, most commonly councils for voluntary service, with the remainder being independent organisations. There are also variations in the geographical areas served by centres, with a number being organised on a district or unitary authority basis, and others delivered across wider areas including at a county level. Through ChangeUp, volunteer centres have increasingly come together to look at how services can be reconfigured through merger and/or collaboration, with projects at different stages in the process. A separate piece of work being carried out by the Institute for Volunteering Research is mapping the extent and nature of volunteer centres involvement with reconfiguration as a result of ChangeUp.

### **1.2 Project brief**

Northampton Volunteering Centre was commissioned by the Volunteering Hub, funded by Capacity Builders as part of the ChangeUp programme to identify the components, outcomes and formula of a sustainable funding framework for quality accredited volunteer centres, including models for unitary authorities and two-tier authorities (that is county and district councils). From the outset of the project, it was expected that the funding formula would need to provide a sliding scale or continuum of funding levels that reflected demographic and geographical factors.

### **1.3 Assessment of progress**

This piece of work has identified the key factors affecting the cost and performance of volunteer centre services, identified the true cost of providing some of the services, and developed a formula that allocates

resources at a local authority level and a number of possible delivery mechanisms. It has also given a view on which services should be included in a core funding model, and which are more appropriate to be delivered locally.

Due to the timescale and scope of this project more issues arose than could be followed up. Areas where there are still outstanding questions or that would benefit from further research are indicated in the report and in the recommendations section at the end.

### **1.4 Acknowledgements**

Thank you to everyone that participated in this project, in particular the project board: Andy Forster, Volunteering England; Alison Semmence, Volunteer Centre Chelmsford; Mary Moore, Norwich and Norfolk Voluntary Services; Jon Fox, Birmingham Voluntary Sector Council; Caroline Toher, Kent County Council; Steven Howlett, Institute for Volunteering Research. Thank you also to Kathryn White and Priti Chavda at Northampton Volunteering Centre for their work.

We would also like to thank all volunteer centres that took part in the information collection pilot, telephone interviews, focus groups or the written consultation. Details of these are given in appendix three.

## 2. Project Overview

### 2.1 Project Board

A project board was established to provide overarching direction to the work. This comprised representatives from volunteer centres, funders, Volunteering England, including the Institute for Volunteering Research, and input was also provided by the Local Government Association. The project board met three times during the course of this project to consider findings and advise the on the direction of work at the end of each stage of its development in line with the original project plan submitted to Volunteering England.

### 2.2 Activities Undertaken

The project undertook the following activities<sup>3</sup>:

- Assessment of the current level of market penetration of volunteering and volunteer centres from the Citizenship Survey.
- An analysis of information from the Annual Member Review.
- Telephone interviews with a sample of volunteer centres and Volunteering England regional development officers.
- Desktop review of written materials and telephone conversations with national and local organisations to investigate current funding formulae within the voluntary and public sectors.
- Collection of information on performance and current cost structures from a sample of volunteer centres.
- Development of options for funding formulae.
- Consultation on the formula including developing some models with volunteer centres based on some of the sub-regions.

The main findings from these activities are detailed in the following sections.

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<sup>3</sup> Background documents are available from [www.fundingframework.org.uk](http://www.fundingframework.org.uk)

## 3. Setting the Scene

### 3.1 The Citizenship Survey and volunteering

An assessment of the existing market for volunteering was made using findings from the Citizenship Surveys<sup>4</sup>. This highlights the overall level of volunteering nationally and provides information on the propensity of different population groups to volunteer. This might indicate factors that have an impact on the costs or performance of volunteer centres. Key findings from the survey indicate that<sup>5</sup>:

- 44% of people participate in formal volunteering each year, and 29% each month. This is an upward trend over the past three years.
- People in the least deprived areas (based on the Index of Multiple Deprivation) volunteer more than those in areas of high deprivation.
- Regionally, the East, South East, East Midlands, South West and West Midlands show above average participation.
- People aged between 16-19 and 25-34 volunteer the most annually, although those aged 50-74 have similarly high rates to the former two groups for volunteering once a month.
- By ethnic group, African, white, mixed race and black or black British people volunteer more than average, with Chinese, Pakistani and Bangladeshi volunteering least. Analysis of formal volunteering by percentage of ethnic minority households in an area shows no clear trend, which probably reflects the mixed picture of volunteering by different ethnic groups.
- People in “higher” socio-economic classifications volunteer more than those in “lower” occupational groups or those that are long-term unemployed or have never worked. Full time students show higher than average rates of volunteering.

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<sup>4</sup> Available from <http://www.communities.gov.uk/index.asp?id=1500941>

<sup>5</sup> Statistics all relate to participation in formal volunteering, that is with an organisation or group.

- People who look after someone who is sick, disabled or elderly are more likely to volunteer than those who don't. This might reflect their greater involvement with voluntary and community organisations as users of services.
- People who are employed are more likely to volunteer once a year than people who are unemployed or economically active, although people who are unemployed show the highest rate of volunteering once a month.

These findings have implications for the funding of volunteer centres as they indicate that further development in the provision of services is required in order to ensure that all those people willing to volunteer are provided with an opportunity to do so, and because additional resources may be required in areas with high levels of deprivation, and where there are concentrations of particular groups of people. This may also suggest the need for further discussion around differentiation of the market for volunteering and how to reach different segments.

### **3.2 Volunteering England Annual Member Review**

Volunteering England captures key information from volunteer centres in its Annual Member Review. This includes information about population served, funding received for core functions and direct services, projects operating, number of enquiries, demographic information about enquirers such as ethnicity, age, disability and employment status, and number of organisations worked with. It should be noted that the reporting of this information by volunteer centres is not done on a consistent basis and that there is considerable variation in the reporting methodologies used by individual centres. The Institute for Volunteering Research within Volunteering England is taking steps to address this problem, but caution needs to be taken with the interpretation of data in the interim. In particular this prevented the project from assessing unit costs and other objective measures of performance. The use of the Annual Member Review data has therefore been restricted to inform only those broad conclusions below:

- Inner city volunteer centres serve the highest populations, followed by urban, small town and rural. This impacts on cost per head of population, as smaller organisations serving smaller communities are not able to benefit from economies of scale.
- The highest median core funding identified for delivery of volunteer centre core functions, is for inner city centres £52,705 (total funding including projects and direct services £156,000) with the

lowest for rural centres, £24,046 (total funding £46,000).

However, per head of population, rural volunteer centres receive the highest core funding, followed by small town, inner city and urban centres. Independent volunteer centres are funded more highly than integrated. Of the core funding provided for volunteer centres, 25% comes from other third sector organisations, 24% from county councils, 15% from unitary authorities, 14% from district councils, 5% from central government and 5% from the National Health Service.

- Inner city centres have the highest number of core staff, two (total staff, to include those delivering projects other than core functions, 4.5), with rural the lowest at one (total staff 1.2). Independent volunteer centres have more core staff on average, 1.8 than integrated, one.
- Inner city volunteer centres deal with significantly higher levels of enquiries, followed by urban centres, small towns, and with rural centres having the fewest. Enquiries as a proportion of the population, and enquiries per core staff member show the same trend by area type.
- Using the statistics provided by volunteer centres for number of enquiries and core staff, the number of enquiries per core staff member per week was calculated. This ranged from one to 120, with the median for volunteer centres in unitary authorities as 12.9 and for volunteer centres in two tier authorities as 5.6. As a proportion of the population, the median was 0.54% of the population for unitary authorities and 0.43% of the population in two-tier authorities. The means are higher, brought up by a handful of well-performing volunteer centres (or incorrect data entry or collection of statistics given consistency issues), but these are still tiny figures. Again, caution needs to be taken in the interpretation of these figures, but they are an indicator of the magnitude of enquiries dealt with.
- Not surprisingly, inner city volunteer centres see significantly more black and minority ethnic people. There was a strong correlation between the number of enquiries overall and the number from black and minority ethnic people. There doesn't appear to be a correlation between percentage of enquiries from black and minority ethnic people and the number of enquiries per staff member; if there were it could indicate that working with black and ethnic minority populations took more time than working with white people.

- Correlations do show that the centres with higher percentages of enquiries from disabled people, under-25s and people not working have lower numbers of enquiries per staff member. This could indicate that working with these client groups is more resource intensive. However, correlations do not imply cause and effect, for example both could be caused by a third other factor. Regression analysis showed that only the percentage of young people had any statistically significant effect on the number of enquiries per core staff member, with 2% of the variation in enquires per core staff member being explained by the percentage of young people seen.

The needs of people from particular client groups and the impact on resources and performance is an area for further research. For example, there is no reason why working with some black and minority ethnic people, particularly those who are British born, should take more time, but there are other black and minority ethnic people who do need specific support from volunteer centres, and some volunteer centres are providing targeted projects for black and minority ethnic people. Anecdotal evidence from volunteer centres suggested that outreach to some black and minority ethnic communities was more time and resource intensive, but there is not adequate performance information to back this up, or to identify which groups in particular may need more focused support, and there are similar issues for other communities of interest.

### 3.3 The market for volunteer centres

To assess what needs to be done to reach different markets, and to think about whether to introduce any stretch targets to the framework, the Access Frontier Model (Porteous 2004, 2006) was adapted. This determines the extent of a market for any given product or service in order to enable an assessment of the degree to which this could be expanded within the short, medium and long term.

Combining this with the statistics from the Citizenship Survey, five segments of the adult population have been identified. Firstly,

- The **current market** that comprises the 44% of people already involved in formal volunteering.
- People who are **out of the market**, this is the 34% of people who have indicated in the Citizenship Survey that they are not interested in volunteering. It is likely to be extremely difficult if not impossible to persuade these people to volunteer.

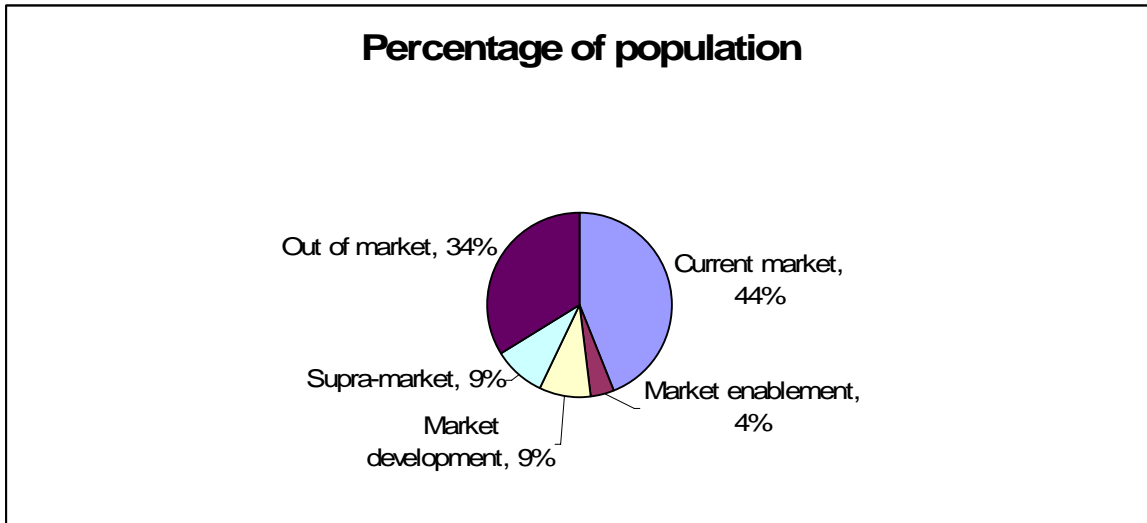
The gap between these two figures, the remaining 22% is then divided into three zones, the market enablement, market development, and supra-market zones, which indicate the types of interventions that would be required in order to further extend the reach of services to their maximum potential<sup>6</sup>.

- The **market enablement zone** that comprises the percentage of any population that could be reached with relative ease in the short term. These are people who have identified that they would like to volunteer, but don't know of any opportunities or organisations. This is estimated at 4% of the total adult population who would be willing to participate in volunteering but do not do so because they are unaware of groups that need assistance or because they had not heard about any opportunities to help.
- The **market development zone**, where greater effort and some technological or other structural changes would be required, for example people who have indicated that work commitments prevent them from volunteering. This is estimated as 9% of the population. Fifty nine percent of people interested in but not currently volunteering say they are prevented by work commitments. It is also worth noting that 20% would be more likely to undertake volunteering if this provided them with benefits for career progression or job prospects. This suggests that further development of the market for volunteering could be possible if stronger linkages were made between the opportunities being offered and these aspects, and if centres were to strengthen relationships with employers in order to provide for work release.
- A **supra-market group** of 9% of the whole population has been identified, which although they state that they are willing to participate in volunteering activities, indicate that they have no spare time to make available. Much more work would be needed to identify ways in which this group of people could be provided with volunteering opportunities. People with childcare responsibilities or "who do other things" are in this category. This is estimated at 9% of the population.

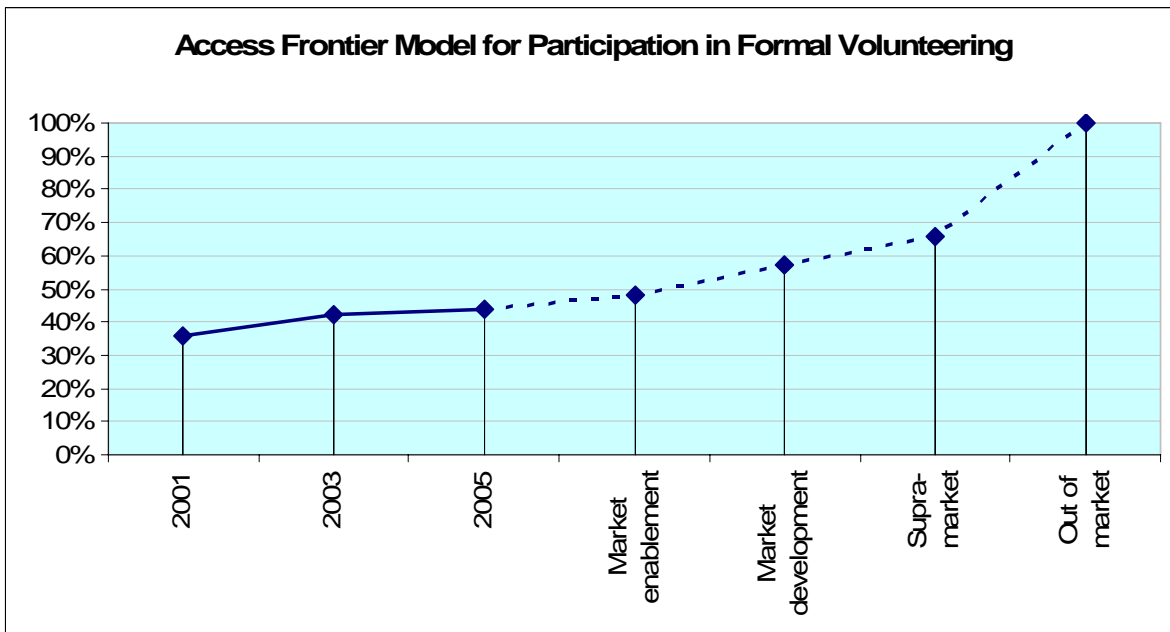
The pie chart below shows the proportion of the population as a whole in each of the segments identified.

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<sup>6</sup> Figures in the Citizenship Survey have been scaled to estimate percentages of the adult population in each of the zones, and should be taken as estimates only.



The chart below shows the upward trend in participation in formal volunteering between 2001 and 2005, and then illustrates the increases that would be needed to increase volunteering in the market zones identified.



It should be noted that these zones, whilst helpful in understanding the structure of the current market, may need to be reviewed on a regular basis as peoples' attitudes change over time and the potential market may expand overall.

### 3.3.1 Implications for the framework

The issue of stretch targets was discussed by the first project board. Whilst there was a case for a general increase in the level of funding to support any required expansion of the market, but it was not felt that this is the right time to build this into the model, but might be introduced at a later date and discussed in conjunction with issues relating to the effectiveness of volunteer centres more generally. For that reason, it was decided not to incorporate any amount into the framework for expansion of services, but instead to focus on what is currently required to resource sustainable services given the present level of demand and against current quality assurance criteria. The only exception to this has been to scale up staff costs to those reasonably required for volunteer centre workers.

Methods of delivery of volunteer centre services are also pertinent to market segregation. Traditionally high street volunteer centres have been seen as the main or only way to deliver volunteer centre services and arguments for funding based on increased staffing to give personal attention to each, or most, potential volunteers. Whilst face-to-face services are undoubtedly important for some people, they are never going to reach some people, and this may be particularly true for some sections of the population such as young people, people in work or other people for cultural reasons that may be related to ethnicity, class or sexuality.

In addition it is clear from the Citizenship Survey that most people volunteer through personal contact including someone already involved in the group (54%), from a friend not involved in the group or general word of mouth (23%), through school, college or university (22%), through previously using the services provided by the group (21%) or place of worship (19%) compared to 2% through a volunteer centre,<sup>7</sup> which would indicate that the most effective way of increasing volunteer numbers will be through direct work with groups to improve the quality of their volunteer recruitment and retention and not through focusing solely or mainly on the one-to-one brokerage traditionally employed. Further work could be undertaken by volunteer centres on market differentiation and the best ways to reach different people.

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<sup>7</sup> All from 2005 Citizenship Survey. Respondents were able to pick more than one category, so percentages do not add up to 100%.

### 3.4 Telephone interviews

In order to build upon the analysis of Annual Member Review data the project team conducted telephone interviews with 27 volunteer centres. These were a mix of independent and integrated centres and covered both urban and rural geographies. Discussions were also held with Volunteering England regional development officers who work with volunteer centres.

Nearly all volunteer centres said that their funding was based on historical agreements, individually negotiated with their local authorities. Many did not know specifically what their funding was for and indicated that neither did their funders. Often this was given for a mix of direct services and volunteer centre core functions. There still appears to be a lot of confusion about the difference between volunteering infrastructure and direct services, with funding ostensibly provided for “volunteer centres” actually being for direct services such as car or home help schemes, and work is still needed to make a clear differentiation.

Some had specific performance targets to meet, although a number of these reported that in practice their local authority did not undertake effective monitoring whether or not they were meeting their targets. Volunteer centres were asked whether we could contact their funders, but many were reluctant for us to do so as they were concerned that their funding might be jeopardised.

Only two authorities that funded according to formulae were found:

- Kent County Council currently allocates funding on the basis of population size, but intends to develop a formula utilising information on deprivation levels in the future.
- Lincolnshire County Council funds infrastructure as a whole using a formula that distributes a third of funding based on population, a third on geographical area, and a third on Index of Multiple Deprivation scores.

The other main finding from the telephone interviews was the huge variety in delivery mechanisms employed or being considered by volunteer centres, depending on area type, urban, rural or a mix, local demographics and structure of organisation. From this, it was concluded that a “one size fits all” model would not be useful or appropriate. This is discussed further below.

### 3.5 Desk research

Desk research via the internet was undertaken and telephone and email conversations with national organisations were held to identify any similar formulae in other sectors or areas.

Volunteer centres in Scotland have core funding from the Scottish Executive, matched by local authority funding. There is one volunteer centre per local authority area, most are independent but a few are integrated with councils for voluntary service. They are funded by a fixed amount of £50k per volunteer centre, plus a top up based on the local government settlement for the area. This mechanism was explored for England in consultation with the Local Government Association, but rejected because the four different types of authority in England, counties, unitary authorities and metropolitan and London boroughs mean that there is not consistency between the funding allocated as different authorities perform slightly different functions. However, overall correlations were undertaken between the Local Government Formula Grant to check its relationship to our formula, and parts of it have been used or built on.

In Wales there is also central coordination of volunteer centres, mostly one per local authority area with one exception, and most integrated into councils for voluntary service. There are two pots of money that have been distributed centrally, but there is no formula for this: volunteer centres make applications according to need. This is topped up by local authority funding and for most, Millennium Volunteers.

Rural Community Councils receive funding using a formula from Defra that was revised by the Countryside Agency around 2002<sup>8</sup>, although this is allocation of a pot of money, around £3.5m per year, rather than based on estimated needs for services. This allocates through a fixed cost of £25,000 or £35,000 per year, which they identify as "roughly" for one or two staff members plus some office costs, a sparsity factor, and a factor relating to number of settlements. This favours some of the more remote counties that linked specifically into some of the outputs required for Rural Community Councils to work in more remote areas in the Vital Villages programme.

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<sup>8</sup> Proposals available at [http://www.countryside.gov.uk/LAR/archive/board\\_meetings/boardPapers/CA\\_AP01\\_56.asp](http://www.countryside.gov.uk/LAR/archive/board_meetings/boardPapers/CA_AP01_56.asp)

Calls to the Finance Hub and the National Council for Voluntary Organisations and internet searches did not produce any other comparable national formulae.

## 4. Project Research and Findings

### 4.1 Introduction

Following initial desk research, the project research took three main forms:

- The information collection pilot with volunteer centres.
- A concurrent written consultation
- Focus groups for volunteer centres
- Telephone conversations with funders.

More information is provided below on each of these.

#### 4.1.1 Communication with stakeholders

Communication has been an issue throughout the project. The main mechanisms used were:

- Inclusion in two of Volunteering England's e-mail to members
- Information on the Volunteering Hub website
- Inclusion in the National Association for Voluntary and Community Action's email bulletin
- Inclusion in some of the regional voluntary sector networks' email bulletins
- Notification through some of Volunteering England's regional development officers
- Email to funders via the Local Government Association
- Information on our own website, [www.fundingframework.org.uk](http://www.fundingframework.org.uk), and to an email list collected throughout the project.

Despite this, there were a number of people who said they hadn't heard anything about the project until the end. This is a symptom of the huge amount of work that is currently being undertaken through ChangeUp, meaning that inevitably some things are missed or forgotten about because infrastructure organisations are stretched, and is perhaps something that Capacity Builders, the Hubs and other national organisations need to consider in terms of local organisations' ability to participate in work that affects them.

## 4.2 Information collection pilot

The preliminary research fed into the design of our information collection pilot, which was designed to test the degree to which current funding was adequate to support existing service provision, and also to assess whether or not that service provision was, in itself, adequate. The pilot asked volunteer centres to conduct a cost centring exercise, based on full cost recovery principles, to allocate out their current funding across the core functions and also to self-assess the effectiveness of their current performance in these areas.<sup>9</sup>

A qualitative questionnaire was also provided in order to give volunteer centres an opportunity to comment on their structure and services as well as checking how well they felt the financial template and impact assessment had represented their organisation, and which factors they felt affected their running costs or performance. The pilot collected financial and performance information as well as more qualitative information and opinion from volunteer centres. Volunteer centres were selected from discussions with Volunteering England centrally, with its regional development officers, and via email contact to all volunteer centres asking for participants.

Although this exercise did take volunteer centres some time to undertake, the project team felt that actually knowing accurate costs for delivery of volunteer centre core functions across a range of different situations was fundamental to delivering a formula that could gain the confidence of volunteer centres, funders and other stakeholders.

Eighteen volunteer centres provided the full set of information required under the pilot, with a further four providing more general financial information. The participating centres operate in a range of different demographic and geographical locations, and deliver services under a variety of different structures<sup>10</sup>. Centres that deliver across more than one local authority district were also included. The pilot therefore

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<sup>9</sup> It is accepted that the methodology employed here, although a perfectly valid approach, would have been bolstered by use of quantitative performance data. Unfortunately, the data collection issues reported previously in respect of the Annual Member Review made this impossible during the lifetime of this project.

<sup>10</sup> For example both 'independent centres' and those integrated with other organisations were included.

successfully identified the real costs of delivering volunteer centre core functions in a range of situations.

### **4.2.1 Financial information**

Financial information was needed to provide enough depth about individual funding and that covered a breadth of volunteer centres in a range of different settings so that similarities and differences could be identified.

The Annual Member Review contained information about core funding received by volunteer centres, but there are questions about consistency of recording because there are currently no common definitions. Volunteer centres support core functions through a patchwork of funding, which has not necessarily been captured in the Annual Member Review as “core funding” because of its complexities. This may include funding received by other parts of the organisation for integrated volunteer centres, funding that is provided mainly for direct services but also involves some work around core functions or earned income from selling products and services such as training or good practice materials. Funding “in kind”, particularly in the form of staff time and overheads in integrated organisations, is also unlikely to have been included by volunteer centres in the information provided in the Annual Member Review. The spreadsheet that was developed aimed to separate out the costs of core functions from other services and ensure that staff time and proportions of overheads from elsewhere in integrated organisations were recognised.

### **4.2.2 Performance information**

Identifying how to assess volunteer centres’ performance within the timescale and scope of this project was one of the major theoretical and practical challenges. It was necessary to identify the costs of organisations that are working well across the six core functions, or at least to be able to identify where there might be areas that are under-developed to be able to scale up costs if necessary.

Volunteer centres gave permission for the information they provided as part of the Volunteering England Annual Member Review to be released. This was examined, but because different volunteer centres have different definitions, for example of “an enquiry”, comparisons were difficult. The issue of “conversion rates” (the proportion of enquiries that lead to people actually volunteering) was discussed with volunteer centres, but very few had this information as measuring it could potentially be time consuming, and those that did collected information in different ways. More work on standardisation of

collection of this information and good practice as to how to do so effectively and efficiently would be useful, not least for volunteer centres themselves, as without these they have no way of being able to evaluate their performance compared to other volunteer centres to help to make decisions about the best way to deliver services for optimal results.

Consequently volunteer centres were asked to assess their own performance against Volunteering England's core functions. For consistency across different initiatives, a checklist for the impact assessment toolkit being developed by Kathy Gaskin for the Institute of Volunteering Research<sup>11</sup> was amended and used by volunteer centres along with a qualitative questionnaire to ask volunteer centres how well they thought that the impact assessment represented their performance as a cross check. The vast majority of volunteer centres did think that it had reflected their performance fairly. This approach potentially could have weaknesses due to subjectivity of impact assessment and consistency and recommendations are made below about future performance measurement and management.

### 4.3 Information pilot findings

#### 4.3.1 Average costs of volunteer centres

The mean average cost of volunteer centre core functions from the pilot is £121,732, comprised of £88,184 staff costs and £33,548 overheads<sup>12</sup>, including premises, office costs, professional fees, expenses, training etc. This includes work with specific client groups that fall inside these core functions, but excludes direct services provided by volunteers. This gave an average cost per head of population within the local authority area of 64p. These varied according to volunteer centres' different situations, outlined in the table below. All total figures are rounded to the nearest thousand.

	Average total	Average per person
<i>London</i>	£273k	£1.33
<i>Outside London</i>	£91k	£0.50

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<sup>11</sup> See <http://www.ivr.org.uk/projects.htm> for further information.

<sup>12</sup> The median average was £104,876. The mean figure is higher because of a few very well funded volunteer centres.

## A Sustainable Funding Framework for Volunteer Centres

<i>Independent (outside London)</i>	£115k	£0.70
<i>Integrated (outside London)</i>	£83k	£0.43
<i>Unitary</i>	£139k	£0.58
<i>Two tier</i>	£100k	£0.73

London volunteer centres in the pilot are significantly better funded than volunteer centres outside London, although this is not necessarily representative of London as a whole. Volunteer England's Annual Member Review indicates that core funding for London volunteer centres is nearer £100k, although this is likely to be under-reporting the true cost of delivery.

Integrated volunteer centres in the pilot were 72% the cost of independent centres in total, or 61% per person, although independent volunteer centres rated themselves as slightly more effective on the impact assessment (see below) than integrated centres (3% higher in total, 1% outside London). This is not necessarily an argument for volunteer centres to be integrated into other organisations, in fact it has been suggested that the difference may partly be because independent volunteer centres are better able to raise money for volunteering functions than those based in other organisations, but does demonstrate possible savings from economies of scale more generally.

Volunteer centres serving unitary areas cost more overall but less per person than those in two tier areas. This is to be expected, as the majority of volunteer centres serving two tier areas covered only one district, meaning fewer people and corresponding higher costs per person because of economies of scale.

Average costs per core function from this exercise are given below<sup>13</sup>.

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<sup>13</sup> These do not add up to the total mean average because they are median figures, chosen because they better represent the "average" volunteer centre rather than the means, which were overly influenced in some cases by particular funded projects.

Core function	Average (median) cost
<i>Brokerage</i>	£38,157
<i>Marketing volunteering</i>	£14,237
<i>Good practice development</i>	£11,317
<i>Developing opportunities</i>	£21,282
<i>Policy response and campaigning</i>	£6,273
<i>Strategic development of volunteering</i>	£10,317

#### 4.3.2 Cost of core services without client specific projects

It should be noted that the above figures include funding for a range of client specific projects. From the information received from the pilot exercise as it became apparent that there was considerable variation in funding levels received for these types of projects, ranging from no funding at all to making up 66% of total funding for some centres.

It therefore seemed to be a blunt instrument to distribute the costs of these specific projects, identified as particular local needs, across the whole country. In addition, good practice would indicate that if there are particular needs identified, targeting specific funding with appropriate outcomes is a more effective way of ensuring that the resources are directed to where they are needed. This gives volunteer centres flexibility to negotiate projects according to their own needs.

Funding for client specific projects can therefore make a significant difference to the overall level of centre funding but needs to be linked to local priorities and targets. Examples of the groups of people that specialist projects were being delivered with included:

- Asylum seekers and refugees
- Young people
- Outreach to black and minority ethnic communities
- People with mental health problems
- Homeless people
- People on New Deal
- Disabled people.

- General supported volunteering projects working with a range of client groups

The financial information from the volunteer centres was re-examined and the funding for these projects was deducted, giving the average levels of funding for volunteer centres as set out in the table below.

Averages	Total	Per person
<i>Overall</i>	£84k	£0.50
<i>London</i>	£136k	£0.69
<i>Outside London</i>	£74k	£0.47
<i>Independent (outside London)</i>	£86k	£0.65
<i>Integrated (outside London)</i>	£69k	£0.40
<i>Unitary</i>	£92k	£0.42
<i>Two tier</i>	£75k	£0.60

Looking at the average per person as a more meaningful comparison, some of these averages are probably higher than would be expected in a sub-regional funded model, partly because the costs of district services are not benefiting from economies of scale as sub-regional services would, and also because the effects of a few highly funded volunteer centres are affecting some of the averages, for example the median unitary cost per person is 37 pence rather than the 42 pence mean as this category includes some highly funded London volunteer centres.

Conversations with volunteer centres that cover more than one district have also indicated typical costs per person as clustering between 20 pence and 33 pence per person, although one is higher at around 50 pence.

### 4.3.3 Income

Few volunteer centres in the pilot appeared to be earning income from products or services, although there were examples of income from selling toolkits and training. Generating independent income to support services is an area that Volunteering England and the Volunteering Hub could consider providing support to volunteer centres around to assess the viability of various products and services that volunteer centres could provide.

#### 4.3.4 Impact assessments

The impact assessment, designed to test volunteer centres' performance across the core functions was scored overall and each function was also scored. The percentages show average assessments against the total score available.

Averages for the core functions were:

Core function	Average impact assessment score
<i>Brokerage</i>	80%
<i>Marketing volunteering</i>	70%
<i>Good practice development</i>	72%
<i>Developing opportunities</i>	80%
<i>Policy response and campaigning</i>	75%
<i>Strategic development of volunteering</i>	77%
<i>Overall</i>	76%

The project team originally took the view that 76% was a reasonable level of performance and didn't adjust the finances upwards for the purposes of the models put out to consultation. This view was later amended through the project board and focus groups for two main reasons:

- There was concern that volunteer centres might have over-estimated their performance on the impact assessment
- The costs provided by some volunteer centres did not necessarily reflect the optimal costs of service delivery. In particular it was felt that some of the staffing costs were below reasonable salaries that people should be receiving for the nature of the work.

Section 5.1.2 below discusses how this was responded to in order to recalculate the level of the formula.

#### 4.4 Focus groups

Two focus groups were held for volunteer centres, one in Manchester and one in London. Fourteen volunteer centres participated in these. At the focus groups the findings were presented to volunteer centres along with the suggested formulae and the assumptions that the

formula had been based on. Volunteer centres were then asked to identify what they thought was good about the work and what they had concerns about or thought needed further development. These issues were explored during the meeting, and volunteer centres were then asked to model services for their own areas in line with the amounts in the formulae to provide some practical examples of the ways that volunteer centres might organise service delivery. Some of these have been adapted and provided as generic models in section 5.2.2.

Volunteer centres welcomed the start of this work towards a formula and generally thought that the figures were “about right”. They also thought that it was the right time to do this, that it could be a helpful bargaining tool, and that a link to population numbers was helpful. The Manchester focus group welcomed the focus on core services with the ability to negotiate bolt-ons to adapt to local circumstances.

Some of the concerns linked more to what would happen as a result of the formula. Common issues included how rurality was being reflected, how pockets of deprivation could be measured, more information about the staffing required to deliver services, how it would work in practice within counties, weightings for more expensive areas and minimum salaries or pay bands. These concerns have been addressed in section 5 of this report.

### **4.5 Discussions with funders**

A focus group for funders had been proposed, but there was not enough interest for this to run. Funders were contacted via the Local Government Association, some might have picked up emails through regional voluntary sector network email lists, and through direct contacts where possible, although there were few of these because many volunteer centres were reluctant for us to contact their funders. Volunteer centres were also asked to pass details of the consultation on to their funders. Subsequently a sample of funders was contacted by telephone.

Funders were naturally reluctant to commit to a funding approach that was likely to require additional resources, and for which no sources of revenue were identified. There is a general pressure on local authority budgets and an increased focus on statutory duties as a means for setting service budgets. However, there was also a desire to introduce more logical mechanisms for allocating available resources.

Funders recognised that current budget allocations for the sector were ‘historic’ and not easily related to the level of need in localities.

Equally, the benefits of volunteering, for example in relation to fostering community cohesion, or in respect of bringing excluded groups of residents closer to the labour market, were difficult to measure in financial terms, and it is even more difficult to trace outcomes back to volunteer centre intervention, which prevents a serious cost/ benefit assessments from being undertaken.

There was also considerable inconsistency identified in the pricing for 'outputs', although there appears to be an appetite to address this issue in more recent contracts, and funders were interested in linking this to wider reviews of service delivery models and infrastructure support for the voluntary and community sector as a whole.

In addition, there appears to be little sharing of information between local authorities and no structure to facilitate comparison of costs and performance data.

The Local Government Association indicated that there would need to be additional central Government support for any new duties that were attributed to local authorities<sup>14</sup>, and saw the potential for funding for volunteer centres to be increased through that mechanism with a formula possibly being used to create a benchmark. In effect, the funding formula could form part of a "toolkit" for authorities to use when determining funding levels, and would be one component for consideration by authorities alongside other local knowledge concerning the levels of need in their communities and value for money considerations. Funders can then either add to this (in respect of commissioning additional direct services or because they are aware of significantly higher levels of need that they wish to target in their locality) or reduce (on the basis of delivering efficiencies by amending service delivery models).

Some concerns were raised in relation to the amount of money per head of population allocated by the formula to more rural areas, and to counties, as this was felt to be low in comparison to the funding per head of population resulting from the formula for unitary authorities. However, the amounts per head are in line with the Local Government Formula Grant as a whole, and the amount of funding allocated to

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<sup>14</sup> A protocol to this effect has been agreed between the Local Government Association and Whitehall, although the degree to which a greater recognition of the value of volunteering as a contributor to wider strategic aims and priorities of local authorities represents a new obligation to fund is uncertain and would need further clarification.

counties would be increased in absolute terms from their current levels for the vast majority, if not all, if the formula were to be adopted.

It would appear that a number of funders are seeking to implement more structured approaches to the determination of their support for volunteer centres, although there is no consensus as to whether this should be done on the basis of a formula approach based on need, or on the basis of unit costs for the delivery of specified outputs. In reality, a toolkit would need to use elements of both of these approaches and afford discretion to authorities to set budgets in the light of their financial realities. Clarification of the degree to which central Government would support any required increase in funding is also of key importance, as would be further research and information for authorities on the financial savings that increased volunteering can provide to them in respect of their core budgets.

### **4.6 Written consultation**

The written consultation started at the same time as the information collection pilot to meet the overall timescale of the project, with seven generic questions:

1. Do you support the framework in principle? If not, or only partly, what needs to change or be included to gain your support?
2. Do you support our proposal that volunteer centres should be funded to serve their demographic, reflected in an appropriate element in the formula relating to the Index of Multiple Deprivation? If not, what alternative approach would you take?
3. Are there any other demographic or geographical factors other than those identified above that could be analysed?
4. Are there any other factors not identified that might affect the cost, performance or configuration of services, for example regional differences in the costs of staff or property, or work with particular communities that is more intensive?
5. Could the formula include a component related to the type of organisations that the volunteer centre works with or the composition of the local voluntary and community sector? If so, how could this be measured?
6. The model will be based on sub-regional coordination with local delivery, with the information pilot identifying some possible models. Do you support this approach? If not, what alternative would you suggest?

7. Are there any other comments that you would like to make, or areas of work that we could follow up?

Once the findings of the information collection pilot had been analysed, the suggested two options for formulae, our assumptions and three further questions were published:

- A. Which of the two formulae, if either, do you support? What are the reasons for your answer? If you do not support either, what alternative can you suggest?
- B. Is the overall amount (i.e. average 40p per person) set at the right level, or does everything need to be more or less? What are the reasons for your answer?
- C. Is the balance between the different factors right for your preferred formula or does the ratio between them need to be changed? If it needs to be changed, how do you think it needs to be changed and what are your reasons?

The complexity of the process and the written and numerical information meant that there were fewer written responses than we would have liked, 18, although this is probably due in part to many people who would have provided written responses having participated in other parts of the consultation. In addition, some of the responses raised more generic issues that were out of our control. A few people who responded said that they had only just heard about the project right at the end because of communication issues highlighted above.

Responses overall were mixed and similar issues were raised in the written consultation as in the focus groups.

- There was support in principle for a framework to be introduced, both to raise the issue of the need for core funding for volunteer centres, and to address the inequalities that exist due to the historic development of funding that is not related to external factors nor outputs and outcomes.
- Concerns were expressed about what this meant for county and district volunteer centres, and the costs of delivery in rural areas.
- There were few comments about the overall level of the formulae, and those that were received were largely positive about individual areas, with many volunteer centres said that it was more than they were getting at present. Looking at the formula as a whole, there were concerns about the different levels of funding in different areas across the country.

- The inclusion of indicators for population, area and deprivation was generally supported, although as in the focus groups there were issues raised about pockets of deprivation that might not be picked up by using local authority summary scores.
- There was a strong feeling that a one-size-fits-all delivery model was not appropriate and that any models should allow for local variation according to circumstances. The response to the question about sub-regional coordination produced different responses, with some volunteer centres believing that it was the only way ahead, and others preferring to emphasise local delivery.

Section five below discusses how these issues have been responded to, and identifies areas for further development based on the points raised.

## 5. The Models and Formula

### 5.1 Funding formula

It was not possible to draw out a direct statistically significant relationship between the cost of volunteer centre services and outputs, impact assessment scores, or demographic data.

Instead, a number of different models were explored that used various combinations of the different factors identified by volunteer centres as having an impact on services (number of people, geographic area to recognise the distances travelled in rural areas and levels of deprivation) and those used in other models. The calculations from the formulae were then compared to the broad information from the information pilot, for example costs per person within the population, possible savings from economies of scale, and the results for individual authorities compared with the actual costs of delivery for volunteer centres in those areas.

Two formulae were suggested and released as interim findings for further consultation. The formulae contain allocations at a unitary and sub-regional level, that is unitary, metropolitan, county and London borough councils.

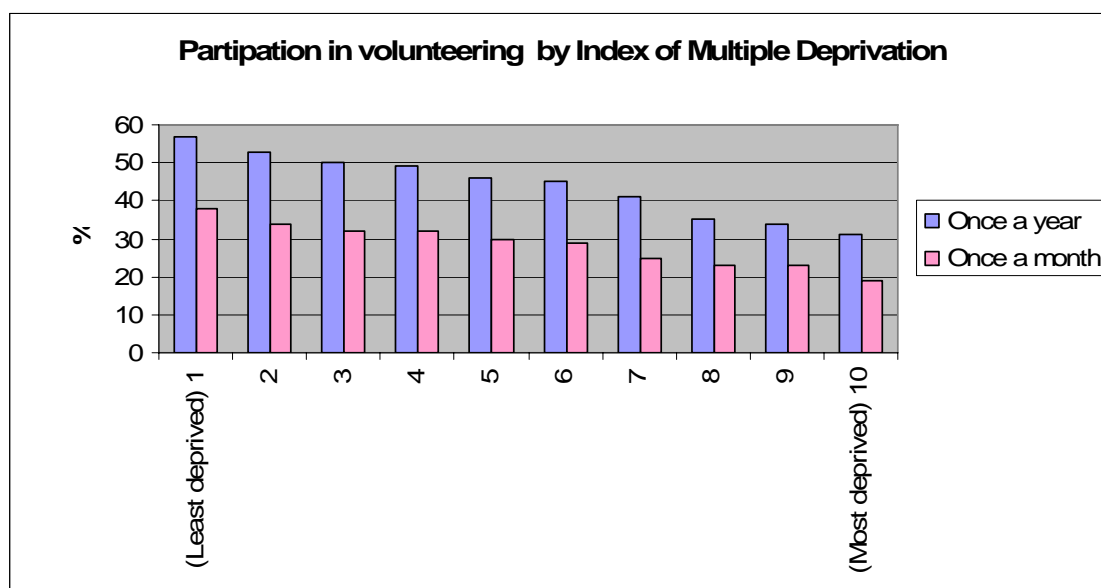
- The first was derived from the formula originally used to allocate ChangeUp funding across the regions (with a slight difference – geographical area is used rather than Defra rural lagging figures to recognise rurality). This is referred to this as the “ChangeUp” formula.
- The second model used similar factors but with a higher weight on population figures. We referred to this in the consultation period as the “high population” formula.

Both models have been correlated with Local Government Formula Grant 2006/07 figures, which allocate money to each local authority area, and provided a good fit, using the hypothesis that the ratio of funding between volunteer centres using our formula and local authorities as a whole should be similar as both are dealing with the same geographic and demographic conditions.

Other models tested included weighting demographic or geographic statistics more highly, and removing the fixed costs and allocating only on a combination of the other factors, but these were rejected as not such a good fit with the data available, for example they favoured either urban or rural areas disproportionately, or the range of funding

provided was too great, for example funding on population alone produced totals between £3,680 (City of London), £14,920 (Rutland) and £547,960 (Kent).

The use of individual client demographic information within the formulae (for example age, ethnicity, claimant count etc.) was considered. However, at this point in time there isn't enough information about the effects of these factors on the cost or outputs and outcomes of volunteer centre services to be able to use them with any confidence. In addition, the Citizenship Survey shows that patterns of volunteering amongst, for example, people of different ethnic origins, ages, or employment status are complex. The Indices for Multiple Deprivation local authority summaries average score acts as a proxy measure for a number of these factors and there is a direct linear relationship between the propensity to volunteer and the level of deprivation (see figure below). The impact on cost and other resources, including human resources, of working with different groups of people is an area for further research.



### 5.1.1 Composition of the final Formula

Following the testing of models and consultation as to the likely costs of delivery associated with a variety of service delivery structures (see section 5.2 below) a final formula has been recommended that is composed of the following factors, with the percentages showing how much of the money as a whole nationally is allocated in each category. Following the consultation and examination of models, the "ChangeUp" formula was adapted for use: the amount for area was increased slightly, and the amount for deprivation decreased.

- Forty percent is allocated as a **fixed cost** to recognise that all volunteer centres have minimum operating costs regardless of how many people they serve – the fixed cost operates alongside other factors topping it up, it is not indicating that it is possible to run a volunteer centre on this amount of money alone.
- Twenty percent is allocated per head of **population**.
- Twelve percent is allocated according to the **geographical area** covered.
- Twenty three percent is allocated to reflect the **Indices of Multiple Deprivation** local authority summary average scores.
- Five percent is allocated according to the **number of district authorities** within the sub-region, as there are likely to be increased strategic development, policy response and coordination costs where there is more than one district in an area.
- An **area cost adjustment** to recognise the extra costs of staff and other resources in London, the south east and other pockets across the country. This is discussed below in section 5.1.5.

### 5.1.2 Setting the level of the formula

From our assessment of current costs obtained in the information collection pilot stage of the project, it was initially assumed that an end result of the formula should be to ensure funding of 40p per person in individual local authority areas. The formula was experimented with to give this end result, but which also reflected the factors set out above.

Following further consultation and a reassessment of the performance self-assessment exercise conducted in the information collection pilot to scale up performance to 100% and to scale up costs accordingly. A further increase was also made to recognise that there was a need for increased staff costs to pay market rates to get suitably experienced staff, which are not necessarily being paid by all volunteer centres at present. This gives an average of 54p per person<sup>15</sup>.

The final formula recommended is therefore:

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<sup>15</sup> The City of London is excluded from this calculation as its very low population was skewing the results.

$$\text{Funding amount} = (£56,000 + (\text{POPULATION} - 9.2) \times 85.25 + (\text{AREA} - 290) \times 0.193 + (\text{IMD} - 5.09) \times 1711.8 + (\text{AUTHORITIES} - 1) \times 5094.4) \times \text{ACA}$$

Where

- POPULATION = population of county, unitary, metropolitan or London borough in thousands
- AREA = area in hectares
- IMD = Index of Multiple Deprivation average score for local authority area
- AUTHORITIES = number of authorities within the sub-region (one for unitary authorities and London and Metropolitan boroughs)
- ACA = area cost adjustment.
- Appendix two provides a step by step guide to the calculation.

These figures are given in appendix one, and the overall amounts are also included. The constants are based on the minimum scores and range for population, area, deprivation and number of authorities to provide a graduated amount for each local authority area based on their individual scores.

This is based on calculations using the factors above not information from individual volunteer centres in any local authority area. This means that it can only be a guide, as there are some variables internal to individual organisational delivery such as premises and overheads costs and organisational structure that such a national formula cannot account for.

The formula is capable of being updated, either when new figures become available, for example for population or the Index of Multiple Deprivation, and through an annual increase linked to inflation.

### **5.1.3 Costs of rural delivery**

It is not possible to more accurately assess the costs of rural delivery without more detailed financial and performance information, or more consensus across the network about how volunteer centres can deliver appropriate services to rural communities.

The cost of delivering services in rural areas was highlighted by a number of volunteer centres as being high because of travel time and distances. Travel expenses in rural volunteer centres could be two or

three thousand pounds higher than urban volunteer centres, with a maximum of £4,700, but perhaps more importantly, more of staff time can be spent travelling.

However, the overall impact on cost of rural delivery of volunteering infrastructure services or the optimal configuration of services in rural areas is far from clear. Market differentiation is important to be able to think about the needs of people and organisations living in rural areas. Many people will be perfectly able to access services via written media, telephone or the internet; in fact, as discussed above, some of them may be likely only to access services in this way. Similarly, by their nature, many of those who are involved in running community groups in rural areas will have no difficulty accessing support when pointed in the right direction. Volunteering England is also working with volunteer centres to introduce electronic Volunteer Points in rural areas to help people access volunteering.

There will inevitably be pockets of deprivation, individuals and groups that will need more intense support, as is the case for all areas. As reported earlier, it may be more appropriate to identify these additional needs at a local level and provide resources to meet these outside of this framework (see section 4.3.2, above). Rural Community Councils that undertake capacity building in rural communities are configured on a sub-regional basis and there may be some merit in further research into their delivery mechanisms.

Groups in rural areas may be smaller, less well resourced and volunteer-run, bringing questions about how good practice is delivered to them, but this may be similar to the many community groups based in cities on estates or through a variety of faith groups. The Defra commissioned evaluation of ChangeUp, *Evaluating the VCS Infrastructure Investment Programme*<sup>16</sup> that looked at the approach to rural-proofing from consortia as a whole identified that of the infrastructure consortia that had looked at rural development, many “appeared to be unsure about how to move forward and ... opted for mapping and gapping research”, which they believe could be used to delay action, although they did identify one consortium that adopted an action research approach specifically for this reason (p. 26).

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<sup>16</sup> Jennie Jordan, Frances Newbury and Philippa Morley, March 2005, available from <http://www.defra.gov.uk/rural/pdfs/vcs/infrastructure-investment-programme.pdf>

A further assessment of the action research undertaken or reconfiguration of rural infrastructure services might be helpful to determine what is needed and what works. The evaluation of ChangeUp infrastructure investment plans<sup>17</sup> suggests that rural planning had been more successful in areas that were mainly rural, but where there were areas with an urban / rural mix planning was less successful (p. 16-17). The report identifies that although there were some "notable successes" in developing rural infrastructure, there were also some areas of "continuing weakness" with the suggestion that sharing good practice would be helpful (p. 34).

The issue of rural service delivery does not appear to have been resolved successfully within central Government either. A report for the Social Exclusion Unit<sup>18</sup> *Improving Services, Improving Lives: Evidence and Key Themes*, published in October 2005 concludes that:

*"There is some evidence to suggest that delivering services in rural areas can be more expensive. But although providers in sparsely populated areas can incur additional costs, the extent of these is not clear. It is also unclear whether the overall cost of delivering services in sparsely populated areas is higher than in urban settings." (p. 157)*

This does not at present provide a clear picture for the need for level of penetration of volunteer centre services in rural areas nor of how much of the work that needs to be done is periodic marketing, outreach and policy work in response to specific needs identified, or of how much can be achieved through partnership work with others working in rural areas, including infrastructure such as Rural Community Councils, volunteer-involving organisations or local authority services.

Our formula takes the model used in Lincolnshire and uses geographical area to recognise the costs of delivering across larger areas. Questions have been raised about whether this is sensitive enough to respond to the costs of rural service delivery, and it is clear that more work does need to be done on this area.

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<sup>17</sup> Nigel Siederer (October 2006): *Changeup Programme Infrastructure Investment Plans Collation And Analysis Of Data Report For Capacity Builders: Main Report*, Good Foundations Consultancy. Available from

<http://www.capacitybuilders.org.uk/info/story/default.asp?item=12>

<sup>18</sup> Available from <http://www.socialexclusion.gov.uk/downloadaddoc.asp?id=731>

A number of other indicators were considered to deal with the issue of rural delivery Defra's Classification of Local Authority Districts and Unitary Authorities in England<sup>19</sup> was examined, which classifies areas into six bands according to urban or rural characteristics, but this was designed for the purposes of "presenting and analysing data that are only available at Local Authority District level on a comprehensive national basis. We do not recommend that the classification is used to inform detailed policy design (e.g. for targeting local service delivery)" (p. 5).

The police element of the Formula Spending Share contains an extra amount for rural sparsity (as well as population density), with a higher amount for people who live in districts with 0.5 or fewer residents per hectare, and a lower amount for people who live in districts with between 0.5 and 4 residents per district<sup>20</sup>.

An alternative approach that was considered was to take the measure in the Index for Multiple Deprivation Barriers to Housing and Services Domain. Research undertaken in Suffolk to determine levels of formal volunteering<sup>21</sup> identified scores of more than 40 in the 2004 Indices of Multiple Deprivation sub domain of geographical barriers as indicating rural areas for specific attention. The project team did look at this, as well as considering how to incorporate deprivation statistics at super output levels, but this would have been extremely time consuming in a national formula both to set it up and to update it, and not warranted at this point in time given that more work is needed generally on how to deliver rural services, although re-examining the formula following further development would be useful.

### 5.1.4 Specific client groups

Similar issues are raised with respect to work with particular client groups, including those identified in section 3 through the Citizenship

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<sup>19</sup> Available at [http://www.defra.gov.uk/rural/ruralstats/rural-defn/LAClassifications\\_introguide.pdf](http://www.defra.gov.uk/rural/ruralstats/rural-defn/LAClassifications_introguide.pdf)

<sup>20</sup> Further information on the police grant available from <http://www.local.odpm.gov.uk/finance/0506/lgfrs/polgrant.pdf>; Census 2001 population density statistics available from <http://www.neighbourhood.statistics.gov.uk/dissemination/instanceSelection.do?JSAIlowed=true&Function=%24ph=61&CurrentPageId=61&step=2&datasetFamilyId=789&instanceSelection=13267&Next.x=15&Next.y=9>

<sup>21</sup> Available from <http://www.volunteeringsuffolk.cswebsites.org/Libraries/Local/41/Docs/survey%20REPORT%20final.doc>

Survey and Annual Member Review. Anecdotal evidence from volunteer centres suggests that some individuals will need more support and/or support providing in different ways. Others may be more difficult to reach, such as young people or those from some ethnic minority communities. Similarly, some groups may be more difficult to reach than others or need more intense support. This issue is discussed below in section 5.1.6.

Working at the neighbourhood level is becoming increasingly important within central and local Government. Volunteering at the neighbourhood level can help to meet a range of targets linking to increased participation in local democracy, but there is a cost attached to community development work that may be met out of budgets allocated for example for community cohesion, neighbourhood renewal or economic development. Again, further information is needed to quantify the costs and benefits of work with particular communities.

### **5.1.5 Variations in costs across geographical areas**

The issue of cost variation was raised with us at Project Board, in the focus groups, and from the written consultation that was conducted. There was a strong case for reflecting the higher premises, overheads and staff costs of operating in London, the south east and some other areas in the final formula, and the area cost adjustment was based on that contained in the formula spending share for local government.

A London weighting was originally included in the consultation formula using research done for the Greater London Assembly that indicates a 15% premium for staff in outer London, and 37% premium for inner London<sup>22</sup>, and this remains in the final formula. This differential between inner and outer London seems quite large, but figures in the formula correlate highly with the Local Government Formula Grant for London boroughs, which follows similar lines for allocation of funding. A summary of research for the Chartered Institute of Personnel and Development on *Local pay: approaches and levels*<sup>23</sup> shows similar differentials in inner and outer London in the public sector, although some studies show that wages in the private sector in outer London are higher. This summary also indicates that costs in the south east of London are marginally higher than other areas of the country.

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<sup>22</sup> Reported at <http://www.london.gov.uk/assembly/reports/econsd/lonweight.pdf#search=%22london%20weighting%22>, in particular p. 68.

<sup>23</sup> Available from <http://www.cipd.co.uk/subjects/pay/general/localpay.htm>

The different cost of premises in different areas has also been explored. A report for the Treasury on relocation of civil service departments<sup>24</sup> concluded that there was “relatively limited regional variability in the cost of accommodation” with “no wholly reliable source ... to accurately gauge regional differences in the cost of comparable accommodation”. It identified that rents were higher in London, but “differences are muted outside the capital” (p.22).

In the final formula an “area cost adjustment” has been added using figures from the Local Government Formula Spending Share that allocates resources to local government and calculates local differences both in labour costs and in the costs of business rates paid on local authority premises to recognise extra costs for premises<sup>25</sup>. This gives factors for local authority areas where these costs are higher for a number of different services. The final formula has used the average of the two factors for Children and Younger Adults, and Older People’s Personal Social Services. This has provided for increased costs for volunteer centres in the south east, but also in pockets in other areas of the country including the midlands and the north west.

The figures have remained the same as in the consultation for the London boroughs, although the area cost adjustment in the Local Government Settlement sets two values, one for west outer London where it identifies costs are more expensive, but equivalent to the weighting in our formula, and one for the rest of outer London that is lower.

Authorities that have a multiplying factor added to recognise extra costs are contained in the table in appendix one.

### **5.1.6 Work with voluntary and community organisations**

Anecdotal evidence suggests that some groups need more work on good practice and developing opportunities than others. For example smaller community organisations might need more support than larger voluntary sector organisations that are able to access support from umbrella bodies. Volunteer centres participating in the pilot were asked whether they worked more with any particular type of

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<sup>24</sup> Available from <http://www.hm-treasury.gov.uk/media/249/30/RDAsresponse.pdf>

<sup>25</sup> Information about how this has been calculated is available at <http://www.local.odpm.gov.uk/finance/0607/acameth067.pdf> and the amounts and definition of areas at <http://www.local.odpm.gov.uk/finance/0607/lqfr067s/annexh.pdf>

organisation. Of those that answered the question, 11 said they worked with organisations of all types, four worked more with smaller community organisations and two tended to work more with medium or larger voluntary organisations.

The types of support provided included:

- Networking meetings for volunteer managers
- One-to-one consultancy
- Written materials
- Newsletters
- Accredited training for volunteer managers
- Volunteer management toolkit
- Group emails
- Good practice guides
- Training workshops
- Checklist and questionnaire or healthchecks on policies and procedures
- Access to resources through a paper library and signposting to websites
- Investing in Volunteers support
- Presentations at local forums.

One volunteer centre suggested that the types of support provided to different organisations varied, with larger voluntary organisations having more capacity to attend training or forums, and newer or smaller community groups needing more one-to-one support.

The consultation asked whether the formula should have an element in it to recognise the composition of the local voluntary and community sector, and if so how this should be measured. There was not much support for this idea, partly because people felt that it was not possible to generalise about the type of support that a particular type of organisation might need, and partly because of the practicalities of measuring and quantifying it.

### **5.1.7 Sustainability**

Using the funding formula, it is estimated that it would cost £22m to core fund volunteer centres in England. Indications from the Volunteering England Annual Member Review suggest that volunteer centres total core funding is currently at least £11.2million. Comparison of data from volunteer centres in the pilot suggests that because of problems with categorisation of types of funding this figure is likely to be under-reported, and the real figure is likely to be at least £17.5m, with some volunteer centres' data not included. The total amount of funding identified for volunteer centres in the Annual Member Review is at least £29million, which includes that for direct services.

At present there is not likely to be significantly more money for volunteer centres' core funding, although there are opportunities for project funding to meet a range of outcomes in specific areas. There are 353 unitary or district councils within England, and it is clearly not sustainable to give each of these even the minimum recommended of £93.5m as this would give a total of just over £33m, which would be £15m over the current estimated funding before adding the area weightings, which would increase the total by another couple of million.

The issue of appropriate geographical level of delivery is discussed further below.

### **5.1.8 Fit with current funding**

Many volunteer centres that took part received little or minimal funding from local authorities, although there were a few that receive sizeable amounts. Because at present there is no link between funding and geographic or demographic information, although overall amounts may be similar, there will be some volunteer centres that are allocated less in the formula than they currently receive from their funders. Having said this, volunteer centres need to check that they are comparing like for like, is the funding only for main core functions delivery (included in our model) or is some of it for delivery with particular client groups or direct services as this is excluded from the model as being more appropriately negotiated at local level? It is clear that some volunteer centres have worked hard and been extremely successful at raising funds, but a formula set at the highest levels of funding would not be realistic nor sustainable nationally.

### **5.1.9 Where funding comes from**

The issue of where funding comes from was raised in focus groups and consultations. It was not part of this project to make such recommendations, and again this is something for local negotiation. There was a clear message from many volunteer centres that although there were some examples of good practice, many local authorities did not fund volunteering infrastructure, funded it poorly, or did not understand the distinction between core functions and direct services. In addition, local politics could over-ride decisions made on the basis of optimum service delivery. Many volunteer centres also felt that without intervention on a national level, the production of a funding framework would not make very much difference to them.

## **5.2 Models of delivery**

The research has deliberately not attempted to detail a single operational model for volunteer centre services. Centres currently provide services in different ways, and what might be appropriate for one volunteer centre might not work for another in completely different circumstances. At present, there is no consistent and agreed definition of performance that can be used to assess the relative benefits of different models of delivery, and no clear consensus on how to measure successful outcomes of work with individual volunteers or volunteer involving organisations and groups. This means that it is not possible to identify with any certainty what difference might be made by any particular configuration of services.

Instead our work has largely concentrated on the delivery of functions rather than particular organisational structures and investigated what it costs volunteer centres in a range of circumstances to provide what they consider to be a quality service across the six core functions, leaving operational issues to local discretion. This does not mean that all delivery mechanisms are equal; some are too expensive to be sustainable and others do not provide the breadth or depth of services required by users. For example, at present our information collection pilot suggests that over three times as much is spent on brokerage as good practice, whereas figures from the Citizenship Survey show that many more volunteers are recruited directly by volunteer involving organisations, which might suggest that work directly with the groups will be more effective in improving the volunteering experience overall.

Amongst single tier authorities, the largest population (Birmingham) is more than ten times that of the smallest (City of London) and the largest geographical area (East Riding of Yorkshire) is 830 times that of the smallest (City of London). There are also huge differences in

geography, including solely urban, mainly rural and mixed, and demographics. Added into this are different types of organisations and existing relationships that might make certain structures possible or impossible, and it became clear early on that if there was to be prescription about how services would be delivered, up to 149 models corresponding to each of the 149 local authority areas could be needed. Although those volunteer centres that are delivering across sub-regions appear to do so successfully, many other volunteer centres are in the process of reconfiguring services, and a further examination of the different models of delivery that are emerging would be useful once there are enough with a record of delivery.

Some assumptions have been made, based on discussions with volunteer centres and the information that was provided to us as part of the pilot. There may be reasons why individual volunteer centres will depart from these assumptions, and these can be negotiated locally.

### 5.2.1 Organisational structure

Included	Not included
For unitary authorities, including Metropolitan and London boroughs, one volunteer centre per authority	Costs of developing under-resourced services or reconfiguring existing services.
For two tier authorities, central planning and coordination of some core functions and back office services. Economies of scale through central management and/or through saving management costs through integration of volunteer centres with other organisations or delivering direct services	
Delivery of the six core functions to meet needs of local population	Specialist projects that deliver functions to particular client groups or to meet specific public sector targets
Central premises for volunteer	Separate volunteer centre

centres with outreach costs kept to a minimum through using existing community buildings	premises in each district for two-tier authorities
Local presence in districts for at least part of the week	Local coordination of all functions
Reasonable salaries for staff, which may be higher than some volunteer centres are currently paying	

### ***Management and support services***

The formula assumes one line of management for services, so that the funding is paying for one senior strategic manager post, although this does not preclude some coordination or project management amongst volunteer coordination or development staff – this was included in the salaries of many of the information collection pilot volunteers that the figures were based on.

The formula also assumes economies of scale when delivering central support services such as administration, human resources, finances, information and communication technology etc. Information from volunteer centres in the pilot indicated that significant economies of scale could be realised through central coordination or through sharing these services with the organisations they are integrated into.

### ***Premises and outreach***

The information pilot suggested that the majority of outreach is currently undertaken in community buildings with premises and overheads costs kept to a minimum, sometimes with no cost, again the overheads in the formula allow for some costs associated with outreach. The model assumes that there is a presence of a worker within districts, but that this is on a part time basis other than for districts with high populations.

### ***Staffing***

Volunteer centres in the pilot were paying a range of salaries for staff, with concerns across the sector generally that salaries in some volunteer centres, as in the rest of the voluntary and community sector, continue to be too low to attract and retain suitably competent staff.

When working out the costs of services in the models, costs have been based on the following (without area cost adjustments such as London weightings):

<b>Managers</b>	Around £32,000, with a range observed of between £28,000 and £50,000, with the higher amounts for larger multi-service organisations where only part of this salary is likely to be met by volunteer centre core funding.
<b>Development staff and volunteer coordinators</b>	Around £24,000, although this may be lower where the work of volunteer coordinators is largely administrative rather than developmental, with many organisations starting salaries at around £21,000.
<b>Administrators</b>	Around £16,000 depending on role and responsibilities; administrators' salaries in the sector for significant responsibilities can be above £20,000.

The financial template also asked for details about volunteers delivering services and the cost of expenses is built into the model. Responses suggest that the use of volunteers to deliver core functions is an area that could be further explored.

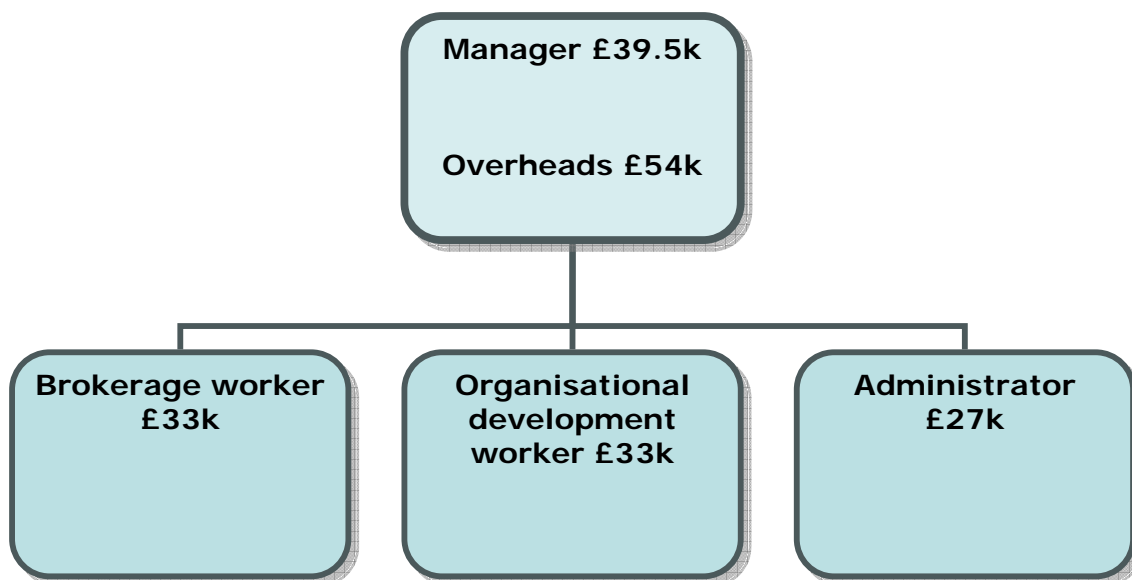
### 5.2.2 Example models of delivery

The issue of a model of delivery is more complicated for two-tier authorities (counties and districts) where there may currently be a number of volunteer centres operating. Some of the models that currently exist or are being developed include:

- A sole organisation delivering services across a sub-region through its own premises or outreach.
- One organisation delivering services across a sub-region with some staff placed in other organisations, but employed and line managed centrally.
- A lead body contracted to deliver services with all services sub-contracted out to other bodies, some for local delivery (for example volunteer brokerage) and some delivered by a local organisation on behalf of the whole sub-regions (for example good practice or marketing).

- Funders contracting individually with local organisations, with organisations viable through delivering other services, for example councils for voluntary service, other volunteer centre projects or direct services. The degree of central coordination of this type of arrangement varied, with some making significant steps to join up services and active involvement across the county in planning and coordination. However, there were others where one or two volunteer centres took on sub-regional work almost by default, on the basis that it made sense and no one else was doing it.
- The models below are adapted from discussions within focus groups, one for a county and one for a unitary.

***Example model one: inner London borough***



Models for unitary authorities with one volunteer centre are much simpler, and typically involved strategic management, development work with organisations and groups, volunteer coordination and administration, supplemented by staff working on various projects. Overheads on this model are high because of costs in inner London, with overheads outside London in sub-regional delivery bodies being typically between £30k and £35k, including outreach.

The following diagram identifies at which level different functions can be undertaken. This is then expanded in the table below in relation delivery of the six core functions.

**Example model two: county and seven districts: hub and spoke**



This model has three central support staff, a manager and a development worker both working four days a week and an administrator. There are district coordinators based in each district, with six part time and one four days a week to allow for a larger district. Section 5.2.3 makes recommendations for which functions are carried out at which level.

### *Variations*

Variations on this model found or suggested in the consultation included:

- **Contracting with other organisations.** This model assumes that the district coordinators are employed and managed by the central accountable body; but the accountable body could alternatively contract with another organisation, for example another volunteer centre or a council for voluntary service to deliver this function, although this would probably mean introducing extra management costs for each of these posts.
- **Supporting salaries and other costs from projects or direct services.** The salaries of some or all workers could be supported by income from projects delivering core functions or from direct services. In particular this could support some of the manager's and administrator's salaries and some of the overheads, leaving more to be allocated to frontline delivery.
- **Sharing staff across districts.** This model shows each of the districts weighted equally. In reality it is likely that districts will need different levels of work according to population, geography, demographics and external developments. Employing district coordinators to work across two districts could help with this, and may be necessary in districts with smaller populations.
- **A network of district organisations.** Where organisations are currently funded separately, some sub-regions were looking at some central roles that could be placed with any of the district bodies, rather than having one accountable body. Further research into how this can work effectively would be useful as there was evidence that in some sub-regions this arrangement was difficult to manage as not all volunteer centres had equal involvement, and volunteer centres in other districts have no authority over those that could not or would not participate. There is also concern that without economies of scale within individual district organisations through integration or through delivery of other projects and services that resources will be disproportionately be used on management, central support and other overheads, and it may be more difficult for workers to develop specialisms.
- **Integrated volunteer centres.** The proportion of salary costs for chief executives of councils for voluntary service where volunteer centres were integrated was typically £5.5k, with volunteer centre managers' salaries a few thousand lower than in independent

organisations. There were also saved premises and overheads costs from economies of scale.

***Appropriate levels for planning, coordination and delivery***

**Planning**

Always takes place sub-regionally to identify improvements in performance or value for money through increased breadth, depth or quality of service.

Able to be involved with sub-regional partnerships, plans and strategies including local strategic partnerships and local area agreements

Service delivery might be planned across more than one local authority area, for example a county plus a unitary or two smaller unitaries.

Can link in to initiatives at regional and national levels

**Coordination**

Generally takes place sub-regionally, including coordination of core functions and support services.

There may be an argument for some services to be coordinated from more than one hub within a large county where a business case can be made for this.

Like planning, coordination of services may include more than one sub-region, for example two smaller unitaries or a unitary and a county.

**Delivery**

Delivery of all services is undertaken locally, some through sub-regional staff and others delivered by staff based in districts.

Information from local delivery is passed to sub-regional level to inform strategy, policy response and service delivery.

The National Council for Voluntary Organisations has a guide to different models for collaborative working and their advantages and disadvantages on its website<sup>26</sup> that might help volunteer centres and funders to make a decision on suitable structures.

### 5.2.3 Delivery of core functions

From discussions with volunteer centres and examination of written material from ChangeUp projects, the following table suggests how core functions can be coordinated centrally and delivered locally, particularly for volunteer centres in two-tier authorities.

Central coordination	Local delivery
<ul style="list-style-type: none"> <li>• <i>Brokerage</i>: common information packs, processes, administration, monitoring and evaluation</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Brokerage</i>: face to face work with individual volunteers</li> </ul>
<ul style="list-style-type: none"> <li>• <i>Marketing</i>: development of sub-regional websites, leaflets and other written materials, media campaigns and events</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Marketing</i>: local events and local media, using sub-regional resources where possible</li> </ul>
<ul style="list-style-type: none"> <li>• <i>Good practice</i>: development of training, support around local forums and networks, written materials, telephone and email consultancy, some one-to-one support and advice</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Good practice</i>: delivered locally, either by sub-regional workers or some by local workers with sub-regional support, or by workers working across two or three districts depending on geography and demographics of sub-region</li> </ul>
<ul style="list-style-type: none"> <li>• <i>Developing opportunities</i>: in specialist sectors or with particular communities of interest; some support to local workers in specialist fields</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Developing opportunities</i>: general development work with local organisations, supported sub-regionally, or support delivered over two or three districts by one worker</li> </ul>

<sup>26</sup> Available at <http://www.ncvo-vol.org.uk/collaborativeworkingunit/information/index.asp?id=3096>

<ul style="list-style-type: none"> <li>• <i>Policy response and campaigning:</i> joint coordination and representation, collecting evidence from across sub-regions and linking up regionally and nationally</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Policy response and campaigning:</i> feeding local information into sub-region, possibly undertaking some local representation</li> </ul>
<ul style="list-style-type: none"> <li>• <i>Strategic development of volunteering:</i> joint coordination and representation, ensuring consistency across the sub-region and linking up regionally and nationally</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Strategic development of volunteering:</i> feeding local information into sub-region</li> </ul>

#### 5.2.4 Integrated and independent volunteer centres

A small majority of volunteer centres are integrated into other organisations, mostly councils for voluntary service. Both integrated volunteer centres and those that were delivered independently of other organisations took part in our pilot. Within the integrated category there were variations on delivery; some appeared to be independent projects within the council for voluntary service, traditionally thought of as “hosted” with independent work programmes, whereas for others, volunteer centre work was integrated throughout the whole organisation, with particularly the good practice work with groups around volunteering issues being carried out by staff who were also doing more general good practice work on organisational development within the council for voluntary service.

There was a view from independent volunteer centres that they were better able to promote volunteering on strategic and operational levels because of their autonomy, where it might get lost within wider infrastructure services, and that they were better able to fundraise for their organisation. Some volunteer centres had recently become independent or were in the process of doing so for these reasons.

Volunteer centres that were integrated within councils for voluntary service identified that they were able to benefit from sharing contacts, good practice and support services, and that frontline organisations benefited from having both services under one roof. There was frustration from some volunteer centres about lack of control of budgets, or a feeling that volunteering was not being adequately represented on strategic bodies, although this was more the case in the “hosted” rather than “integrated” organisations. Volunteer centres

that were integrated also felt that the council for voluntary services benefited, as volunteering was often the “public face” of infrastructure services that introduced people to the council for voluntary service as a whole.

Analysis of the Annual Member Review showed that independent volunteer centres have a higher mean of enquiries due to a number of high performing volunteer centres, but a lower median. When this is analysed as enquiries per staff member, the position is reversed, with more enquiries per staff member in integrated organisations. This is not unexpected, as there are likely to be a higher proportion of staff performing strategic or support functions in an independent volunteer centre than in an integrated one. Looking at number of enquiries as a proportion of the population covered, there is little difference in the medians of independent and integrated volunteer centres, although independent means are higher, again due to a few high performers. In our pilot, it was found that integrated volunteer centres cost significantly less than independent organisations, although this is probably more of an argument about economies of scale more generally than one about integration with a particular type of organisation. On the impact assessment independent volunteer centres rated themselves as slightly more effective than integrated centres (3% higher in total, 1% outside London).

The project team has found evidence that integrated and independent volunteer centres are able to work well and has no grounds for recommending one structure over another.

### **5.2.5 Appropriate geographic levels**

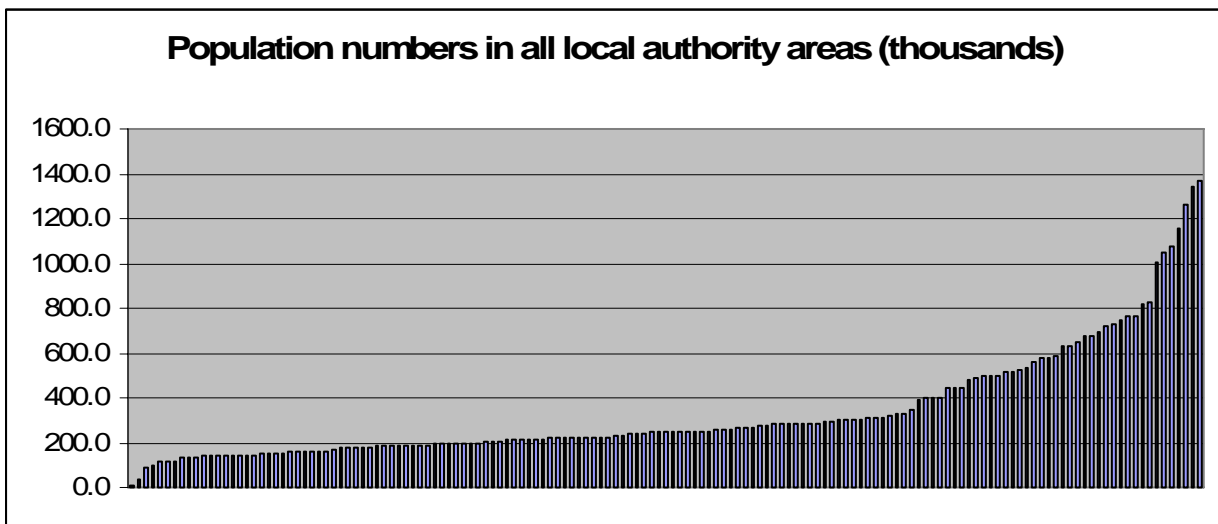
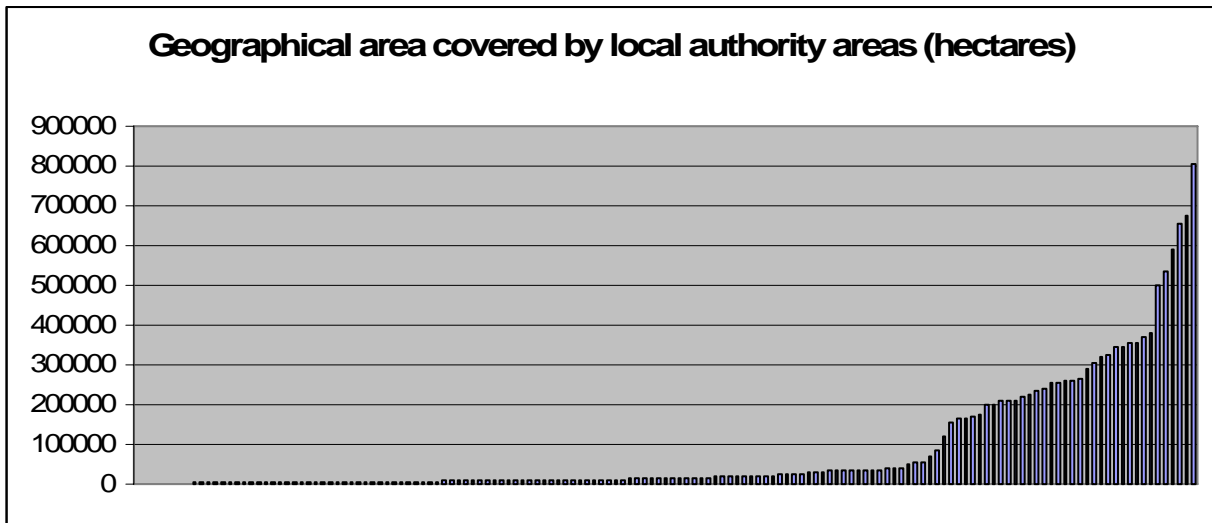
Volunteering England’s submission to the Third Sector Review, *Modernising the network of volunteer centres: a ten-year plan*<sup>27</sup> identifies an aspiration that:

*“the network can be restructured to complement the operational configuration of local government (that is, on the basis of one per unitary authority/county council, in order to harmonise with Local Area Agreements/ Local Strategic Partnerships and any changes consequent on the recommendations of the Lyons Inquiry into Local Government)” (p. 1).*

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<sup>27</sup> Available from <http://www.volunteering.org.uk/campaignsandpolicies/whatwearesaying>

Due to the Government's timescales, the Volunteering England submission needed to be done before this report was completed. The research for this project has identified that if this reconfiguration does take place, large counties and smaller unitaries may be exceptions. The distributions of populations, geographical areas of counties vary, with some noticeably smaller or larger in relation to others. This is demonstrated in the two charts below, the first showing population numbers and the second showing geographical area of each sub-region.

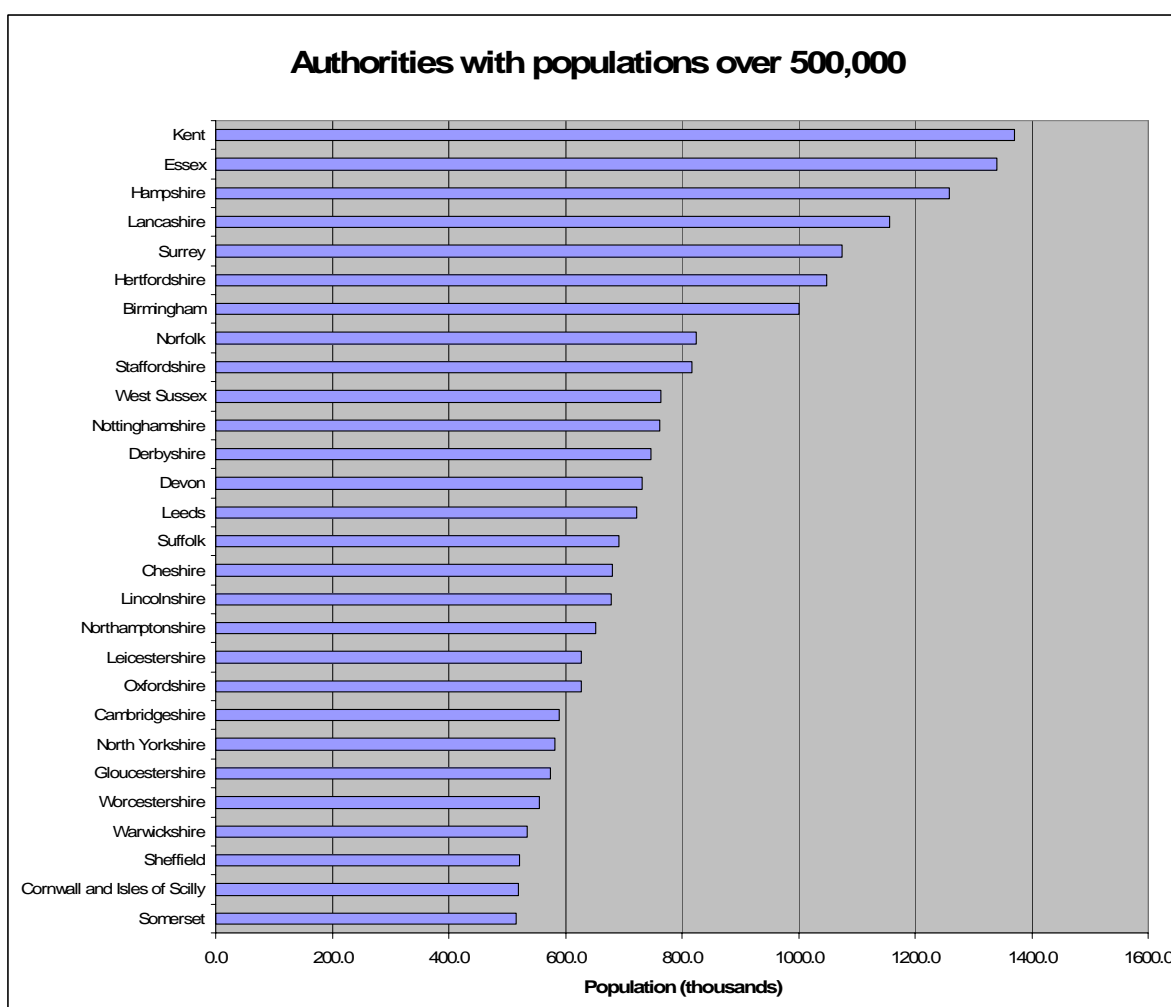


Many volunteer centres spoken to recognised the advantages that economies of scale could bring to improving the depth and breadth of services and were currently moving towards sub-regional delivery of at least some services, but there were representations from some larger

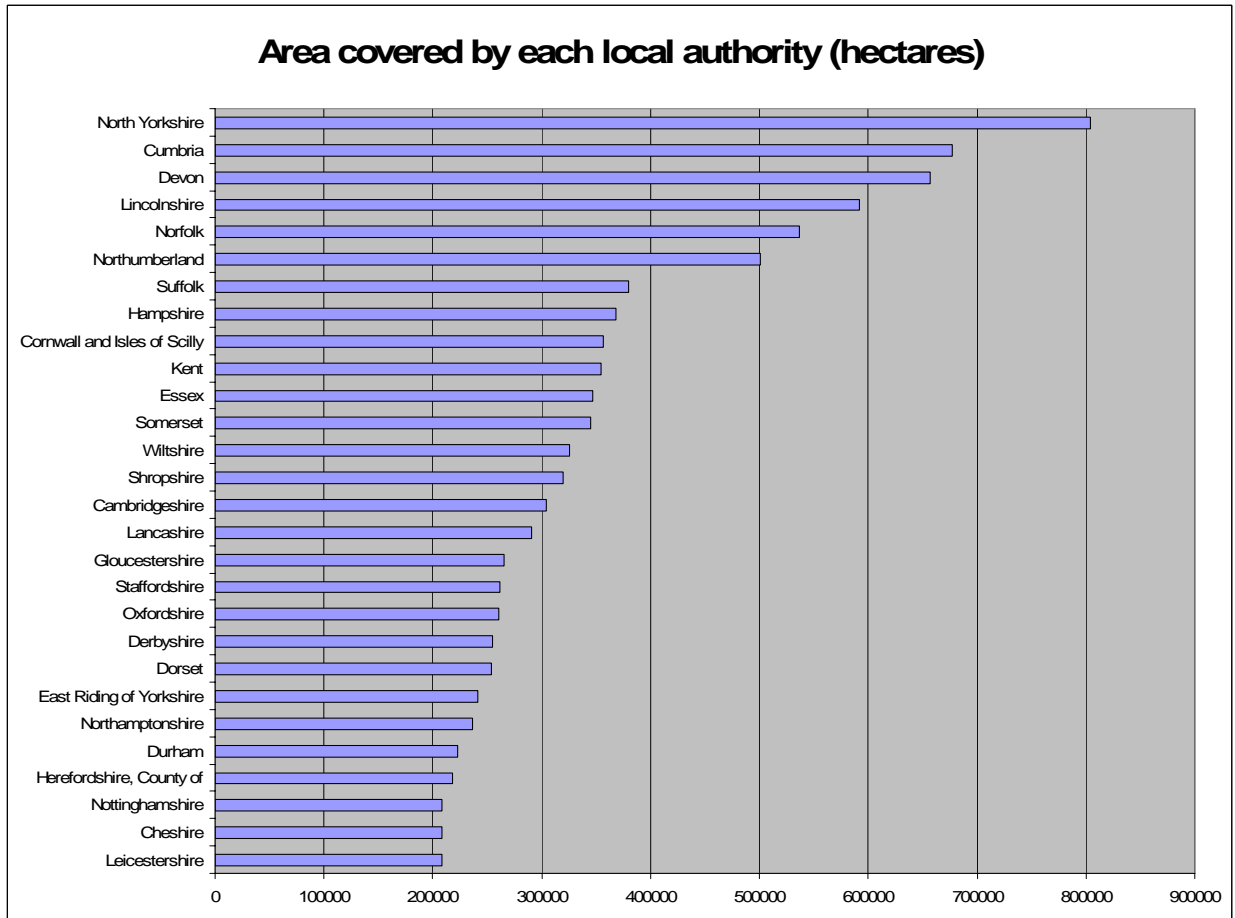
counties that one “hub” or organisation in a large county was not appropriate. In addition, the project team identified through modelling of services and formulae that some unitary authorities were too small to benefit from economies of scale that might be realised by most other sub-regions. Each of these issues is examined in turn.

### 5.2.6 Larger counties

The chart below shows those authorities with larger populations. Kent, Essex, Hampshire and Lancashire have the highest populations, followed by Surrey, Hertfordshire and Birmingham before a jump down to the next highest.



Similarly, a map of areas covered shows that North Yorkshire, Cumbria, Devon, Lincolnshire, Norfolk and Northumberland appear significantly larger than the next authorities.



Looking outside of the voluntary and community sector might help to identify how other services deliver across larger counties and smaller unitaries. The recent reorganisation of Primary Care Trusts has reduced them in number from 303 to 152. This is three more than the number of unitary and county authorities that this model has been working with, and they are split over slightly different boundaries in some cases.

Those that have more than one Primary Care Trust per county include: Birmingham (three), Essex (five), Hertfordshire (two), Kent (two), Lancashire (three) and Norfolk (two).

Of others identified by the mapping above, Cumbria, Devon, Hampshire, Lincolnshire and Northumberland have one Primary Care Trust, and although North Yorkshire is the largest county by area, it shares a Primary Care Trust with York.

Population size therefore appears to be more of a determiner of number of Primary Care Trusts than geographic area covered. A discussion at the project board identified that although having one

accountable body seemed sensible, some counties might want more than one hub, although this might be more for political reasons. Planning should still be carried out on a county level. For volunteer centres, geographic area might be a more important determining factor, as it may be that with larger distances there will be diseconomies of scale caused by disproportionate travel; however, at present it is not known whether there is a tipping point at which larger organisations are not so beneficial.

The formula can adapt to this by adding in a fixed cost for each of the hubs, and calculating using population, area, deprivation and number of authority scores for the relevant districts.

### 5.2.7 Smaller unitary authorities

There are a number of smaller unitaries, including some outer London boroughs for which the formula calculates relatively small amounts of money. This might raise issues of economies of scale, and whether these areas can support volunteer centres themselves, or whether they need to look to join up with other nearby neighbours for effective delivery of services. This decision needs to be made locally by volunteer centres and funders. If a decision is made that there should be a volunteer centre for the unitary, minimum costs are likely to be:

Expenditure	Cost
Premises and overheads <sup>28</sup>	£25.5k
Manager	£32.5k
Development worker	£25.5k
Administrator 0.5 full time equivalent	£10k
<b>TOTAL</b>	<b>£93.5k</b>
<i>This total then needs to be multiplied by the area cost adjustments that are given in appendix one to take local differences into account</i>	

There are 20 unitaries that fall into this category, some outer London boroughs, the unitaries that used to form Berkshire, and a few that

<sup>28</sup> This is the average of volunteer centres outside London in the information collection pilot.

cover rural areas or small towns. These are: City of London and Rutland, which have exceptionally low populations compared with the rest of the country; Wokingham, West Berkshire, Reading, Bracknell Forest, Windsor and Maidenhead, Slough, Richmond upon Thames, Kingston upon Thames, Harrow, Bexley, Havering, Sutton, Merton, Poole, Bath and North East Somerset, South Gloucestershire, York, and North Somerset.

Again, looking to Primary Care Trusts, the Berkshire authorities including Reading and Slough are split into only two Primary Care Trusts, Sutton and Merton are combined, and Poole and York also share Trusts with other areas.

### **5.2.8 Approach to local authority area size**

It has not been within the scope of this project to conduct any detailed modelling at sub-regional level, nor is it necessarily appropriate to do so. Comparison has been made with the delivery of one other service – Primary Care Trusts – but it may be useful to examine other public, private or voluntary sector bodies locally to assess the research and decisions made about delivery. Should volunteer centres and their funders and other stakeholders determine that a configuration that coordinates services is appropriate above or below the county or unitary level, the formula can be flexible to allow for this.

A similar conclusion on supporting infrastructure services more generally has been independently reached by the consultants undertaking the analysis of regional and sub-regional infrastructure investment plans for Capacity Builders<sup>29</sup>. It states that one organisation per district “does not appear sensible”, with the concern that even if it were sustainable it would “create small generic organisations that lack specialist capacity, with multi-skilled generic staff [who] cannot expect to provide everything that the local VCS needs”. It also identifies that smaller unitaries “may not be large enough ... and so may need to share with the surrounding county or region”. It cites the advantages of county or sub-regional infrastructure as being “possible to achieve economies of scale,

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<sup>29</sup> Nigel Siederer (October 2006): *Changeup Programme Infrastructure Investment Plans Collation And Analysis Of Data Report For Capacity Builders: Main Report*, Good Foundations Consultancy available from <http://www.capacitybuilders.org.uk/info/story/default.asp?item=12>.

development of some specialist services, and good developmental relations with smaller dispersed client groups" (p.36-37).

### **5.2.9 Two-tier county authorities**

The model for a two-tier county authority has emerged as the main issue in relation to this piece of work, as it potentially involves a change to the status quo. These discussions have been taking place since ChangeUp started. Some areas at present have examined reconfiguration, but fallen back on local delivery with sub-regional coordination. More in-depth work than on this area than has been within the scope of this project is probably needed to make further progress and would need to look in detail at the outputs and outcomes of different delivery structures.

A few consultation responses identified the model of a county coordinator working to complement volunteer centre services in each of the districts, as locally owned volunteer centres are more responsive to peoples' needs. Other volunteer centres support a centralised move towards sub-regional working because they believe that the quantity and quality of many district volunteer centres is poor, yet they have no authority over other districts and some attempts at sub-regional working have failed. One person identified that within their county some volunteer centres have closed because of inadequate funding and others are likely to close in the near future, but that some volunteer centres do not want to engage in the reconfiguration process and without any impetus from the local authority because of concerns about political fallout, change is unlikely until poor performing centres fail and someone else steps in fill the gap. Volunteering England could consider how it could support these individuals, many of whom appear to be working in relative isolation, but together could be a positive force for supporting change. Action learning sets, where each participant brings issues from their own situation to work through with a group, could be one mechanism for this.

Evidence would suggest that there are some district volunteer centres that do a good job, due to strategic thinking managers, good staff and volunteers and supportive funders, but that there are many that are not providing individuals or volunteer-involving organisations with the services that they could be receiving. The lack of reliable performance information makes comparison between such services difficult, but there are a few counties with different models that could be compared to provide further information should they be prepared to be involved in a rigorous benchmarking exercise comparing quantitative and qualitative information collected against particular indicators.

## 6. Recommendations

### Funding framework

1. A toolkit for funders and volunteer centres is developed that incorporates the funding formula and helps decision making on configuration of volunteer centre services and associated costs.
2. To ensure consistent and comprehensive coverage of volunteering infrastructure, there is a strong case for core funding for volunteer centres to be made via central government as in Wales and Scotland, possibly with match funding from local authorities.

### Volunteer centres service delivery

3. More work is needed on the different cost and performance implications of working with specific communities, including extra costs of outreach and of extra resources, including time, of supporting different client groups (see sections 4.3.2, 5.1, 5.1.4).
4. A consensus needs to be developed on the most appropriate way for volunteer centres to support communities in rural areas, including looking at configuration of services, partnerships with other bodies, costs of delivery and where there is a need for more sensitive indicators to calculate funding needed (see section 5.3.1).
5. More work is needed on the effectiveness of different mechanisms of support to increase the quality and quantity of volunteer placements and achieve successful end outcomes for individuals and organisations. This might include examining the impact of different mechanisms of brokerage as well as work with groups on developing opportunities and good practice in managing and working with volunteers (see section 3.3).
6. Work is undertaken on the advantages and disadvantages of different models of delivery within sub-regions, including development of more robust performance measures than currently available (see sections 5.2 and 5.2.9).
7. Volunteer centres should be encouraged to work more with volunteers to deliver core functions (see section 5.2.1).

### Performance management

8. Work on developing consistency within Volunteering England's Annual Member Review is continued to provide robust information

about volunteer centres' inputs and outputs. Volunteering England considers developing benchmarking indicators that can be used internally for strategic development of the network and by individual volunteer centres as one mechanism to evaluate and improve their performance (see section 4.2.2).

### **Funding development**

9. There needs to be more promotion undertaken with funders about the delivery of Volunteering England core functions as distinct from the delivery of direct services (see section 3.4, 5.1.9).
10. A funders' reference group could be facilitated to support greater comparative assessment of contract terms and levels and costs of outputs and outcomes (see section 4.5).

### **Strategic development**

11. Information on the financial value of volunteering to local authorities and the impacts on mainstream budgets is assessed and promoted (see section 4.5).
12. There is clarification about how a greater recognition of the role of volunteering to help deliver strategic priorities will be reflected in the financial settlement between central and local government (see section 4.5).

### **Miscellaneous**

13. Volunteering England could provide more support to volunteer centres on generating independent income. This could include the type of services and products that could be provided, appropriate pricing, identifying markets and promotion, and meeting start up costs (see section 4.3.3).
14. Volunteering England could provide more support to people who are working in sub-regions to implement change to combat isolation and provide professional and personal support. Action learning sets could be one mechanism for this (see section 5.2.9).

# Appendices

## Appendix one – formula calculations

### Key:

- **Authority** lists all the county, unitary, Metropolitan and London boroughs
- **Fixed cost** allocates £56,000 to all volunteer centres
- **Population** is obtained from the Resident Population Estimates for Local Authorities, June 2005, available from <http://www.statistics.gov.uk/>, and is given in thousands of people.
- **Population grant** is the amount that has been calculated by the formula for each local authority area based on the population in that area.
- **Area** is the area of land in hectares covered by the local authority, available from [http://www.statistics.gov.uk/geography/downloads/SAM\\_CTY\\_DEC\\_2004\\_EN.xls](http://www.statistics.gov.uk/geography/downloads/SAM_CTY_DEC_2004_EN.xls)
- **Area grant** is the amount that has been calculated by the formula for each local authority area based on the geographical land area in hectares.
- **IMD summary scores** is the Index of Multiple Deprivation 2004 local authority summary average score, available from <http://www.statistics.gov.uk/>
- **IMD grant** is the amount that has been calculated by the formula for each local authority area based on the Index of Multiple Deprivation average score
- **Number of authorities** is the number of districts within county authorities
- **Authorities grant** is the amount that has been calculated by the formula based on number of local

authorities within the area

- **Area cost adjustment** is the amount that the other grants are multiplied by to allow for local differences in costs
- **Total grant** is the total that the formula calculates for each of the local authority areas.

Authority	Fixed cost	Population (thousands)	population grant	Area (hectares)	Area grant	IMD summary scores	IMD grant	Authorities	Number of authorities grant	Area cost Adjustment	Total grant
Barking and Dagenham	£56,000	164.5	£13,239	3609	£641	31.32	£44,901	1	£0	1.150	<b>£131,997</b>
Barnet	£56,000	329.7	£27,323	8674	£1,618	16.09	£18,830	1	£0	1.150	<b>£119,336</b>
Barnsley	£56,000	222.1	£18,150	32905	£6,295	32.99	£47,759	1	£0	1.000	<b>£128,204</b>
Bath and North East Somerset	£56,000	173.7	£14,024	34568	£6,616	12.22	£12,205	1	£0	1.040	<b>£92,398</b>
Bedfordshire	£56,000	397.7	£33,120	119208	£22,951	12.87	£13,318	3	£10,189	1.053	<b>£142,763</b>
Bexley	£56,000	220.3	£17,996	6056	£1,113	15.01	£16,981	1	£0	1.150	<b>£105,904</b>
Birmingham	£56,000	1001.2	£84,568	26777	£5,112	37.57	£55,599	1	£0	1.016	<b>£204,500</b>
Blackburn with Darwen	£56,000	140.2	£11,168	13701	£2,588	32.28	£46,544	1	£0	1.000	<b>£116,300</b>
Blackpool	£56,000	142.9	£11,398	3492	£618	33.91	£49,334	1	£0	1.000	<b>£117,350</b>
Bolton	£56,000	265.4	£21,841	13980	£2,642	29.41	£41,631	1	£0	1.019	<b>£124,434</b>
Bournemouth	£56,000	163.6	£13,163	4618	£835	23.74	£31,925	1	£0	1.000	<b>£101,923</b>
Bracknell Forest	£56,000	111.2	£8,696	10939	£2,055	8.61	£6,026	1	£0	1.133	<b>£82,456</b>
Bradford	£56,000	485.0	£40,562	36642	£7,016	32.93	£47,657	1	£0	1.007	<b>£152,293</b>

## A Sustainable Funding Framework for Volunteer Centres

Authority	Fixed cost	Population (thousands)	population grant	Area (hectares)	Area grant	IMD summary scores	IMD grant	Authorities	Number of authorities grant	Area cost Adjustment	Total grant
Brent	£56,000	270.1	£22,242	4323	£778	25.95	£35,708	1	£0	1.150	<b>£131,937</b>
Brighton and Hove	£56,000	255.0	£20,954	8267	£1,540	25.68	£35,246	1	£0	1.011	<b>£114,991</b>
Bristol, City of	£56,000	398.3	£33,171	10946	£2,057	27.72	£38,738	1	£0	1.040	<b>£135,164</b>
Bromley	£56,000	301.9	£24,953	15015	£2,842	13.17	£13,831	1	£0	1.150	<b>£112,270</b>
Buckingham shire	£56,000	481.5	£40,264	156495	£30,148	8.36	£5,598	4	£15,283	1.093	<b>£160,990</b>
Bury	£56,000	183.5	£14,859	9948	£1,864	23.53	£31,566	1	£0	1.019	<b>£106,270</b>
Calderdale	£56,000	195.3	£15,865	36392	£6,968	25.44	£34,835	1	£0	1.007	<b>£114,464</b>
Cambridgeshire	£56,000	588.9	£49,419	304624	£58,736	11.66	£11,247	5	£20,378	1.049	<b>£205,373</b>
Camden	£56,000	226.1	£18,491	2180	£365	34.71	£50,704	1	£0	1.370	<b>£172,016</b>
Cheshire	£56,000	679.9	£57,177	208301	£40,146	15.06	£17,067	6	£25,472	1.017	<b>£199,192</b>
City of London	£56,000	9.2	£0	290	£0	14.26	£15,697	1	£0	1.500	<b>£107,546</b>
Cornwall and Isles of Scilly	£56,000	519.4	£43,495	356228	£68,696	22.87	£30,436	6	£25,472	1.000	<b>£224,098</b>
Coventry	£56,000	304.2	£25,149	9864	£1,848	28.15	£39,474	1	£0	1.016	<b>£124,430</b>
Croydon	£56,000	342.7	£28,431	8652	£1,614	19.85	£25,266	1	£0	1.150	<b>£128,008</b>
Cumbria	£56,000	498.9	£41,747	676715	£130,550	21.61	£28,279	6	£25,472	1.000	<b>£282,048</b>
Darlington	£56,000	99.2	£7,673	19748	£3,755	24.55	£33,312	1	£0	1.000	<b>£100,740</b>
Derby	£56,000	233.7	£19,139	7803	£1,450	27.68	£38,670	1	£0	1.000	<b>£115,258</b>
Derbyshire	£56,000	747.5	£62,940	254667	£49,095	19.67	£24,958	8	£35,661	1.000	<b>£228,654</b>
Devon	£56,000	731.0	£61,533	656411	£126,631	17.41	£21,089	8	£35,661	1.000	<b>£300,915</b>
Doncaster	£56,000	289.6	£23,904	56798	£10,906	31.5	£45,209	1	£0	1.000	<b>£136,019</b>

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Authority	Fixed cost	Population (thousands)	population grant	Area (hectares)	Area grant	IMD summary scores	IMD grant	Authorities	Number of authorities grant	Area cost Adjustment	Total grant
Dorset	£56,000	401.1	£33,409	254159	£48,997	13.01	£13,557	6	£25,472	1.000	<b>£177,436</b>
Dudley	£56,000	305.6	£25,268	9796	£1,835	22.08	£29,083	1	£0	1.016	<b>£113,981</b>
Durham	£56,000	499.8	£41,824	222605	£42,907	28.47	£40,022	7	£30,566	1.000	<b>£211,319</b>
Ealing	£56,000	301.8	£24,944	5553	£1,016	23.4	£31,343	1	£0	1.150	<b>£130,298</b>
East Riding of Yorkshire	£56,000	327.4	£27,127	240763	£46,411	15.34	£17,546	1	£0	1.000	<b>£147,084</b>
East Sussex	£56,000	497.9	£41,662	170849	£32,918	17.3	£20,901	5	£20,378	1.011	<b>£173,749</b>
Enfield	£56,000	280.5	£23,128	8083	£1,504	23.05	£30,744	1	£0	1.150	<b>£128,083</b>
Essex	£56,000	1340.0	£113,451	346434	£66,806	14.33	£15,817	12	£56,038	1.033	<b>£318,280</b>
Gateshead	£56,000	191.5	£15,541	14235	£2,691	33.2	£48,119	1	£0	1.000	<b>£122,351</b>
Gloucestershire	£56,000	575.2	£48,252	265317	£51,150	13.51	£14,413	6	£25,472	1.020	<b>£199,193</b>
Greenwich	£56,000	228.1	£18,661	4735	£858	31.47	£45,157	1	£0	1.150	<b>£138,778</b>
Hackney	£56,000	207.7	£16,922	1906	£312	45.06	£68,421	1	£0	1.370	<b>£194,067</b>
Halton	£56,000	118.8	£9,343	7910	£1,471	34.29	£49,985	1	£0	1.000	<b>£116,799</b>
Hammersmith and Fulham	£56,000	179.9	£14,552	1640	£261	27.82	£38,909	1	£0	1.370	<b>£150,319</b>
Hampshire	£56,000	1259.5	£106,588	367896	£70,948	10.04	£8,473	11	£50,944	1.042	<b>£305,257</b>
Haringey	£56,000	224.5	£18,354	2959	£515	37.7	£55,822	1	£0	1.370	<b>£179,047</b>
Harrow	£56,000	214.0	£17,459	5047	£918	13.5	£14,396	1	£0	1.150	<b>£102,090</b>
Hartlepool	£56,000	90.0	£6,888	9386	£1,756	37.68	£55,788	1	£0	1.000	<b>£120,431</b>
Havering	£56,000	226.2	£18,499	11227	£2,111	14.77	£16,570	1	£0	1.150	<b>£107,157</b>
Herefordshire, County of	£56,000	178.8	£14,458	217973	£42,013	15.65	£18,077	1	£0	1.000	<b>£130,548</b>
Hertfordshire	£56,000	1048.2	£88,575	164307	£31,655	10.76	£9,706	10	£45,850	1.092	<b>£253,110</b>
Hillingdon	£56,000	252.4	£20,733	11570	£2,177	17.68	£21,552	1	£0	1.150	<b>£115,531</b>

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Authority	Fixed cost	Population (thousands)	population grant	Area (hectares)	Area grant	IMD summary scores	IMD grant	Authorities	Number of authorities grant	Area cost Adjustment	Total grant
Hounslow	£56,000	212.5	£17,331	5598	£1,024	23.25	£31,086	1	£0	1.150	<b>£121,258</b>
Isle of Wight	£56,000	140.0	£11,151	38016	£7,281	21.08	£27,372	1	£0	1.042	<b>£106,079</b>
Islington	£56,000	182.6	£14,782	1486	£231	42.65	£64,295	1	£0	1.370	<b>£185,372</b>
Kensington and Chelsea	£56,000	196.2	£15,942	1213	£178	21.49	£28,074	1	£0	1.370	<b>£137,265</b>
Kent	£56,000	1369.9	£116,000	354347	£68,333	16.01	£18,693	12	£56,038	1.018	<b>£320,735</b>
Kingston upon Hull, City of	£56,000	249.1	£20,451	7145	£1,323	41.13	£61,693	1	£0	1.000	<b>£139,468</b>
Kingston upon Thames	£56,000	153.0	£12,259	3725	£663	11.62	£11,178	1	£0	1.150	<b>£92,115</b>
Kirklees	£56,000	394.6	£32,855	40860	£7,830	26.15	£36,051	1	£0	1.007	<b>£133,665</b>
Knowsley	£56,000	149.4	£11,952	8647	£1,613	46.57	£71,005	1	£0	1.000	<b>£140,570</b>
Lambeth	£56,000	269.1	£22,156	2682	£462	34.18	£49,796	1	£0	1.370	<b>£175,928</b>
Lancashire	£56,000	1156.1	£97,773	290296	£55,971	21.8	£28,604	12	£56,038	1.000	<b>£294,387</b>
Leeds	£56,000	723.1	£60,860	55172	£10,592	27.68	£38,670	1	£0	1.007	<b>£167,351</b>
Leicester	£56,000	288.0	£23,768	7332	£1,359	32.8	£47,434	1	£0	1.005	<b>£129,204</b>
Leicestershire	£56,000	627.8	£52,736	208288	£40,144	10.98	£10,083	7	£30,566	1.005	<b>£190,476</b>
Lewisham	£56,000	247.5	£20,315	3515	£622	28.55	£40,159	1	£0	1.370	<b>£160,422</b>
Lincolnshire	£56,000	678.7	£57,075	592058	£114,211	18.46	£22,887	7	£30,566	1.000	<b>£280,739</b>
Liverpool	£56,000	447.5	£37,365	11184	£2,103	49.78	£76,500	1	£0	1.000	<b>£171,968</b>
Luton	£56,000	184.9	£14,978	4335	£781	23.27	£31,121	1	£0	1.053	<b>£108,332</b>
Manchester	£56,000	441.2	£36,828	11565	£2,176	48.91	£75,011	1	£0	1.019	<b>£173,245</b>
Medway	£56,000	251.1	£20,622	19203	£3,650	17.96	£22,031	1	£0	1.018	<b>£104,145</b>
Merton	£56,000	194.7	£15,814	3761	£670	14.5	£16,108	1	£0	1.150	<b>£101,881</b>

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Authority	Fixed cost	Population (thousands)	population grant	Area (hectares)	Area grant	IMD summary scores	IMD grant	Authorities	Number of authorities grant	Area cost Adjustment	Total grant
Middlesbrough	£56,000	137.6	£10,946	5387	£984	40.73	£61,009	1	£0	1.000	<b>£128,938</b>
Milton Keynes	£56,000	218.5	£17,843	30863	£5,901	15.56	£17,923	1	£0	1.093	<b>£106,749</b>
Newcastle upon Tyne	£56,000	276.4	£22,779	11344	£2,133	34.53	£50,395	1	£0	1.000	<b>£131,308</b>
Newham	£56,000	246.2	£20,204	3622	£643	40.41	£60,461	1	£0	1.370	<b>£188,112</b>
Norfolk	£56,000	824.2	£69,479	537077	£103,600	17.93	£21,980	7	£30,566	1.000	<b>£281,625</b>
North East Lincolnshire	£56,000	157.5	£12,643	19185	£3,647	29.36	£41,545	1	£0	1.000	<b>£113,835</b>
North Lincolnshire	£56,000	157.1	£12,608	84631	£16,278	21.23	£27,628	1	£0	1.000	<b>£112,515</b>
North Somerset	£56,000	195.1	£15,848	37379	£7,158	14.13	£15,475	1	£0	1.040	<b>£98,260</b>
North Tyneside	£56,000	192.3	£15,609	8239	£1,534	25.97	£35,742	1	£0	1.000	<b>£108,886</b>
North Yorkshire	£56,000	582.0	£48,831	803761	£155,070	14.03	£15,303	7	£30,566	1.000	<b>£305,771</b>
Northamptonshire	£56,000	651.8	£54,782	236397	£45,569	15.97	£18,624	7	£30,566	1.018	<b>£209,241</b>
Northumberland	£56,000	311.3	£25,754	501301	£96,695	21.88	£28,741	6	£25,472	1.000	<b>£232,662</b>
Nottingham	£56,000	278.7	£22,975	7461	£1,384	41.75	£62,755	1	£0	1.000	<b>£143,113</b>
Nottinghamshire	£56,000	762.7	£64,236	208477	£40,180	20.92	£27,098	7	£30,566	1.000	<b>£218,080</b>
Oldham	£56,000	219.2	£17,903	14236	£2,692	30.73	£43,891	1	£0	1.019	<b>£122,774</b>
Oxfordshire	£56,000	626.9	£52,659	260492	£50,219	10.77	£9,723	5	£20,378	1.072	<b>£202,585</b>
Peterborough	£56,000	159.7	£12,830	34338	£6,571	23.37	£31,292	1	£0	1.049	<b>£111,921</b>
Plymouth	£56,000	246.1	£20,196	7978	£1,484	26.16	£36,068	1	£0	1.000	<b>£113,747</b>

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Authority	Fixed cost	Population (thousands)	population grant	Area (hectares)	Area grant	IMD summary scores	IMD grant	Authorities	Number of authorities grant	Area cost Adjustment	Total grant
Poole	£56,000	137.1	£10,903	6488	£1,196	14.31	£15,783	1	£0	1.000	<b>£83,882</b>
Portsmouth	£56,000	189.6	£15,379	4025	£721	24.88	£33,877	1	£0	1.042	<b>£110,427</b>
Reading	£56,000	145.1	£11,585	4040	£724	18.78	£23,435	1	£0	1.134	<b>£104,037</b>
Redbridge	£56,000	251.5	£20,656	5641	£1,033	17.77	£21,706	1	£0	1.150	<b>£114,304</b>
Redcar and Cleveland	£56,000	138.6	£11,031	24488	£4,670	30.57	£43,617	1	£0	1.000	<b>£115,318</b>
Richmond upon Thames	£56,000	186.3	£15,098	5742	£1,052	9.67	£7,840	1	£0	1.150	<b>£91,989</b>
Rochdale	£56,000	206.4	£16,811	15808	£2,995	33.69	£48,957	1	£0	1.019	<b>£127,134</b>
Rotherham	£56,000	253.2	£20,801	28654	£5,474	28.19	£39,543	1	£0	1.000	<b>£121,818</b>
Rutland	£56,000	37.3	£2,396	38151	£7,307	6.62	£2,619	1	£0	1.005	<b>£68,663</b>
Salford	£56,000	216.4	£17,664	9719	£1,820	38.19	£56,661	1	£0	1.019	<b>£134,655</b>
Sandwell	£56,000	286.3	£23,623	8558	£1,596	35.39	£51,868	1	£0	1.016	<b>£135,215</b>
Sefton	£56,000	280.9	£23,162	15314	£2,900	26.12	£35,999	1	£0	1.000	<b>£118,061</b>
Sheffield	£56,000	520.7	£43,605	36794	£7,045	28.42	£39,936	1	£0	1.000	<b>£146,587</b>
Shropshire	£56,000	289.0	£23,853	319730	£61,652	15.39	£17,632	5	£20,378	1.000	<b>£179,514</b>
Slough	£56,000	117.5	£9,233	3254	£572	20.87	£27,012	1	£0	1.133	<b>£105,161</b>
Solihull	£56,000	200.9	£16,342	17829	£3,385	16.44	£19,429	1	£0	1.016	<b>£96,679</b>
Somerset	£56,000	515.6	£43,171	345055	£66,540	15.76	£18,265	5	£20,378	1.000	<b>£204,353</b>
South Gloucestershire	£56,000	248.1	£20,366	49695	£9,535	9.76	£7,994	1	£0	1.040	<b>£97,651</b>
South Tyneside	£56,000	151.3	£12,114	6441	£1,187	33.06	£47,879	1	£0	1.000	<b>£117,180</b>
Southampton	£56,000	222.0	£18,141	4984	£906	23.72	£31,891	1	£0	1.042	<b>£111,429</b>
Southend-on-Sea	£56,000	159.3	£12,796	4176	£750	21.66	£28,365	1	£0	1.033	<b>£101,142</b>

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Authority	Fixed cost	Population (thousands)	population grant	Area (hectares)	Area grant	IMD summary scores	IMD grant	Authorities	Number of authorities grant	Area cost Adjustment	Total grant
Southwark	£56,000	257.7	£21,185	2885	£501	35.38	£51,850	1	£0	1.370	<b>£177,464</b>
St. Helens	£56,000	176.3	£14,245	13638	£2,576	31.95	£45,979	1	£0	1.000	<b>£118,800</b>
Staffordshire	£56,000	816.7	£68,839	262028	£50,515	16.31	£19,206	8	£35,661	1.000	<b>£230,222</b>
Stockport	£56,000	281.6	£23,222	12606	£2,377	18.06	£22,202	1	£0	1.019	<b>£105,773</b>
Stockton-on-Tees	£56,000	186.7	£15,132	20390	£3,879	26.3	£36,307	1	£0	1.000	<b>£111,318</b>
Stoke-on-Trent	£56,000	238.3	£19,531	9345	£1,748	35.29	£51,696	1	£0	1.000	<b>£128,975</b>
Suffolk	£56,000	692.1	£58,217	380086	£73,301	15.04	£17,032	7	£30,566	1.000	<b>£235,117</b>
Sunderland	£56,000	283.7	£23,401	13746	£2,597	34.24	£49,899	1	£0	1.000	<b>£131,897</b>
Surrey	£56,000	1075.5	£90,902	166250	£32,030	7.56	£4,228	11	£50,944	1.133	<b>£265,240</b>
Sutton	£56,000	177.7	£14,365	4385	£790	13.28	£14,020	1	£0	1.150	<b>£97,951</b>
Swindon	£56,000	184.0	£14,902	23010	£4,385	17.18	£20,696	1	£0	1.026	<b>£98,478</b>
Tameside	£56,000	214.1	£17,468	10317	£1,935	29.81	£42,316	1	£0	1.019	<b>£119,955</b>
Telford and Wrekin	£56,000	161.6	£12,992	29031	£5,547	21.81	£28,621	1	£0	1.000	<b>£103,160</b>
Thurrock	£56,000	146.6	£11,713	16338	£3,097	21.22	£27,611	1	£0	1.033	<b>£101,670</b>
Torbay	£56,000	132.8	£10,537	6288	£1,158	23.74	£31,925	1	£0	1.000	<b>£99,620</b>
Tower Hamlets	£56,000	213.2	£17,391	1977	£326	45.88	£69,824	1	£0	1.370	<b>£196,651</b>
Trafford	£56,000	213.2	£17,391	10604	£1,991	20.15	£25,780	1	£0	1.019	<b>£103,083</b>
Wakefield	£56,000	320.6	£26,547	33861	£6,479	29.08	£41,066	1	£0	1.007	<b>£131,003</b>
Walsall	£56,000	253.5	£20,827	10396	£1,950	29.38	£41,580	1	£0	1.016	<b>£122,282</b>
Waltham Forest	£56,000	224.1	£18,320	3881	£693	30.24	£43,052	1	£0	1.150	<b>£135,775</b>
Wandsworth	£56,000	281.4	£23,205	3426	£605	20.89	£27,046	1	£0	1.370	<b>£146,394</b>
Warrington	£56,000	194.7	£15,814	18064	£3,430	19.39	£24,479	1	£0	1.017	<b>£101,418</b>
Warwickshire	£56,000	533.9	£44,731	197509	£38,063	14.41	£15,954	5	£20,378	1.020	<b>£178,628</b>

## A Sustainable Funding Framework for Volunteer Centres

Authority	Fixed cost	Population (thousands)	population grant	Area (hectares)	Area grant	IMD summary scores	IMD grant	Authorities	Number of authorities grant	Area cost Adjustment	Total grant
West Berkshire	£56,000	146.3	£11,688	70417	£13,535	7.92	£4,844	1	£0	1.134	<b>£97,600</b>
West Sussex	£56,000	764.4	£64,381	199087	£38,368	11.91	£11,674	7	£30,566	1.020	<b>£205,009</b>
Westminster	£56,000	244.4	£20,051	2148	£359	31.68	£45,517	1	£0	1.370	<b>£167,039</b>
Wigan	£56,000	306.7	£25,362	18819	£3,576	29.26	£41,374	1	£0	1.019	<b>£128,712</b>
Wiltshire	£56,000	446.6	£37,288	325534	£62,772	10.56	£9,364	4	£15,283	1.026	<b>£185,406</b>
Windsor and Maidenhead	£56,000	138.5	£11,023	19651	£3,737	8.22	£5,358	1	£0	1.133	<b>£86,241</b>
Wirral	£56,000	313.1	£25,907	15705	£2,975	30.06	£42,744	1	£0	1.000	<b>£127,626</b>
Wokingham	£56,000	153.6	£12,310	17898	£3,398	5.09	£0	1	£0	1.134	<b>£81,317</b>
Wolverhampton	£56,000	239.6	£19,642	6944	£1,284	32.19	£46,390	1	£0	1.016	<b>£125,289</b>
Worcestershire	£56,000	555.8	£46,598	174052	£33,536	14.8	£16,622	6	£25,472	1.000	<b>£178,227</b>
York	£56,000	186.8	£15,140	27194	£5,192	14.51	£16,125	1	£0	1.000	<b>£92,458</b>

## Appendix two – guide to the formula calculation

$$\text{Funding amount} = (£56,000 + (\text{POPULATION} - 9.2) \times 85.25 + (\text{AREA} - 290) \times 0.193 + (\text{IMD} - 5.09) \times 1711.8 + (\text{AUTHORITIES} - 1) \times 5094.4) \times \text{ACA}$$

This appendix provides a step by step guide to the calculation, as the subtraction and multiplication need to be done in the right order to get the correct total. This project has based all calculations on county, unitary, metropolitan and London boroughs, and these are the figures given in appendix one above. However, the calculation can be performed for other areas with the relevant data.

Step one: fixed cost	£56,000
Step two: population – find the population of the local authority area in thousands. Take away 9.2 from this. Multiply this answer by 85.25, and write the total in the box on the right.	
Step three: area – find the land area in hectares of the local authority area. Take away 290 from this. Multiply this answer by 0.193, and write the total in the box on the right.	
Step four: deprivation – find the Index of Multiple Deprivation local authority summary average score for the local authority area. Take away 5.09 from this. Multiply this answer by 1711.8, and write the total in the box on the right.	
Step five: number of authorities – for counties only - add up the number districts in the county. Take away 1 from this. Multiply this answer by 5094.4 and write the total in the box on the right.	
Step six: subtotal – add up all the answers so far and write the answer in the box on the right	
Step seven: area cost adjustment and total – multiply the subtotal above by the area cost adjustment. This gives the total for the local authority area.	£

### Appendix three – involvement of volunteer centres

The following volunteer centres were involved in the telephone interviews, information collection pilot, focus groups or written consultation:

Bedford Volunteer Centre	Merton Volunteer Centre
Beeston Volunteer Centre	Mid Sussex Volunteering
Birmingham Voluntary Sector Council	Middlesbrough VDA
Blackburn with Darwen Volunteer Centre	Newcastle Volunteer Centre
Carlisle CVS	Norfolk & Norwich Voluntary Services
Castle Morpeth and Wansbeck Volunteer Bureau	North Shropshire Voluntary Action
Central Surrey CVS	Northampton Volunteering Centre
Volunteer Centre Chelmsford	Nottingham Volunteer Centre
Cornwall Centre for Volunteers	Nuneaton and Bedworth Volunteer Centre
Croydon Volunteer Centre	Oxfordshire Community and Voluntary Action
Dacorum Volunteer Centre	Rochdale Volunteer Centre
Derby Volunteer Centre	Rushcliffe CVS
Dorchester Volunteer Centre	Sevenoaks Volunteer Centre
Dover District Volunteering Centre	Volunteer Centre Sheffield
Eastleigh Community Services	South Hams CVS
Harrow Centre for Volunteering	Suffolk Volunteering Federation
Havant Volunteer Centre	Sutton Volunteer Centre
Herefordshire Volunteer Action	Swindon Volunteer Centre
Kent Volunteer Centres	Tameside Volunteer Centre
Leicester Volunteer Centre	Torridge Voluntary Services
Loughborough Volunteer Centre	Tower Hamlets Volunteer Action
Maldon CVS	Warrington Volunteer Centre

## Appendix four – project team

The project was managed by Northampton Volunteering Centre and consisted of a partnership with cross-sector experience.

**Ann Gilbert**, director of Northampton Volunteering Centre, has 17 years experience working in the voluntary/community sector, mainly spent in infrastructure organisations at local and national level. Ann has considerable experience of strategic planning and development, plus project and resource management including a major capital development, all of which calls for innovative approaches and the maximising of funding opportunities.

She has led Northampton Volunteering Centre through a period of significant change, seeing it grow from a small volunteer bureau originally hosted by a Council for Voluntary Service to an organisation today that has a high profile and a team of seventy staff and volunteers. As a regional representative and then chair of the National Association of Volunteer Bureaux, she gained considerable understanding of the issues affecting the diverse national membership of volunteer bureaux/volunteer development agencies.

Ann has an MA in Community Education and a range of experience as a trainer and facilitator in a range of settings.

T: 01604 637522

E: [ann-gilbert@northampton-volunteers.org.uk](mailto:ann-gilbert@northampton-volunteers.org.uk)

**Becky Nixon**, a freelance consultant, with experience of development work with volunteer centres at a local and regional level and extensive experience of national consultation on quality and performance management. She is an experienced facilitator and trainer. She has experience of supporting ChangeUp consortia across the East Midlands and is an Investing in Volunteers assessor.

T: 0116 210 1793

M: 07932 061446

E-mail: [becky@beckynixonconsultancy.co.uk](mailto:becky@beckynixonconsultancy.co.uk)

**Damon Gibbons**, Head of Advice Services and Economic Development at Leicester City Council, and working with this project in a freelance capacity. Damon has responsibility for the strategic planning and commissioning of voluntary sector advice services and has considerable experience of developing a performance management

framework for local advice services in line with Best Value principles. He is leading a national project to develop and extend this in partnership with the Legal Services Commission. He is a qualified PRINCE 2 project practitioner.

M: 07961 869473

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### **Northampton Volunteering Centre**

Northampton Volunteering Centre fundraised and developed its own purpose built high street premises in 2003 and since then the organisation has seen exponential growth particularly in relation to volunteering.

Northampton Volunteering Centre has moved from volunteer bureau status to that of a combined local Council for Voluntary Service/Volunteering Centre - a local infrastructure organisation, delivering a variety of integrated infrastructure support services with a firm focus on volunteering and volunteer development. The contract for the delivery of this service was secured through an open tendering process established by Northamptonshire County Council.

Northampton Volunteering Centre operates a Voluntary and Community Sector Forum which provides a voice for local volunteer involving organisations and a Volunteer Managers' Forum which offers networking and learning opportunities.

As well as providing infrastructure support and volunteer brokerage and development, Northampton Volunteering Centre specialises in providing supported access to volunteering and other positive outcomes for people with additional support needs. The organisation also operates two direct services - a Car Scheme and Age-Span a one-off gardening support service for older and disabled people which engages in volunteering, young people with extra support needs.