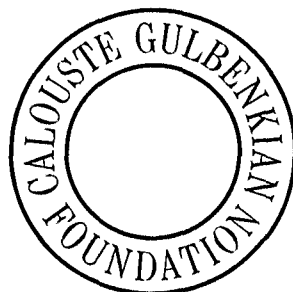


**A  
NATIONAL CENTRE  
FOR  
COMMUNITY DEVELOPMENT**

the report of a Working Party  
to  
the Calouste Gulbenkian Foundation  
1984



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NATIONAL CENTRE  
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to  
the Calouste Gulbenkian Foundation

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## FOREWORD

The Calouste Gulbenkian Foundation welcomes this Report, which has been prepared after wide consultation and careful deliberation, and accepts the recommendations it makes.

Recommendations in themselves are a kind of incantation: the test is, will the words work, can aspirations be given form and life? To that end the Foundation can help a bit; but, the transforming energy must essentially come from the community work organisations themselves, those at the centre and those in the field.

At the centre stand organisations responsible for developing national policies, and for supporting community development as a major strategy for implementing social policies. The Foundation welcomes the positive response to the Report of the Trustees of the Community Projects Foundation (CPF), and their readiness to discuss with the Foundation how CPF might help translate the recommendations into practical action. Encouraging too has been the initial reaction of the Home Office (the major source of funding for the CPF). The Home Office has told us that it believes the proposals in the Report deserve serious consideration. It will be taking informal soundings of reactions to the proposals within central government; and it has asked to be kept in touch with the progress of discussions and any proposals that emerge from them.

Away from the centre are those front-line practitioners of community work, whose needs for an exchange of experience, for information, for mutual aid, for education, for support, the Foundation's Working Party has tried to assess and to match, within the limits of the possible, in its proposals. These now need refinement. In the forthcoming round of discussions, the Foundation is anxious that those most keenly affected by the outcome should make the fullest contribution. It has therefore asked the Chairman of the Working Party to solicit suggestions concerning the implementation of the Report, and to be prepared to consult with key interest groups so as to ensure that their views will be taken fully into account.

The Foundation warmly thanks the members of the Working Party who - after an eighteen month process of consultations near and far, discussions, enquiries, drafts and re-drafts - have produced a Report likely (if we read the auguries right) to have practical consequences. Gratitude is due especially to those who have guided a delicate, intricate and lengthy enterprise: to the Chairman, Mr Hywel Griffiths, and to the Secretary, Mr Richard Mills. We are glad they have agreed to continue, for a further six month period, with a round of consultations at the centre and at the 'community-face', which we hope will lead to implementation.

L C Taylor  
Director, UK Branch  
Calouste Gulbenkian Foundation

## SUMMARY

The Working Party, in consultation with other bodies, was asked inter alia to explore the possibility of establishing a national structure for community development. This has now been done, and a majority of those responding to the consultations considered that some kind of national structure was needed. The report which follows traces the steps leading to certain conclusions and recommendations.

The following is a brief summary of the report:

- The view is taken that there is a need for a national body wholly dedicated to the advancement of community development, which would act as a common reference point for all those involved in community development in one way or another, helping them to relate to each other and contributing to the quality of their work.
- The report proposes the establishment of a national centre concerned with the improvement of practice and the extension of knowledge, and acting as a resource to practitioners and any policy-making body seeking to adopt a community development approach to its work. The report also proposes that the Centre should be constitutionally linked to a network of regional associations, each with its own budget to allow for some staff appointments and a training and information programme.
- Insofar as the regions are concerned, it may not be necessary to think mainly in terms of creating new associations because there are so many existing organisations who may wish to participate in the regional developments associated with the National Centre.
- There will be a management board consisting of representatives of the regional associations contracted to participate as partners in the venture, and also some members with recognised contributions to various aspects of community development.

- It is unlikely that resources on the scale required for the efficient functioning of a dual purpose centre may be wholly available as additional resources to what is already being provided for community development by government and other bodies. It is necessary therefore to consider the possibility of drawing upon some existing resources. The Working Party took the view that the functions of a national centre should develop from the work of an existing organisation.
  
- The one agency whose purposes may be said to extend to the proposed functions of a national centre is the Community Projects Foundation (CPF).

It is therefore concluded that as a first step consideration be given to the possibility of establishing a national centre with the support of CPF working in partnership with others, and the backing of The Voluntary Services Unit and other funders of community development.



# 1. INTRODUCTION

## Origins and terms of reference

1. At the beginning of 1982 the Gulbenkian Foundation's Community Support Advisory Committee presented a final report to the Foundation on its work over the past five years. The report's main focus was on the Committee's Community Support Programme and it concluded with recommendations for further action by the Foundation. One of these recommendations was that the Foundation should take the initiative towards the establishment of a National Structure for Community Development.
2. Acting on this recommendation the Foundation allocated funds for a Working Party with the following terms of reference: "to explore (on behalf of the Foundation) with other institutions the possibility of establishing some form of institutional structure or machinery for community development, and if necessary in collaboration with those others...to establish such a framework".
3. In June 1982, Professor Hywel Griffiths, Director, Wales Council for Voluntary Action, accepted the Foundation's invitation to chair the Working Party, and in this capacity to invite others to join him. All were asked to serve as individuals, but their collective experience is wide-ranging and embraces practice, training, research and administration in community development and community work. (Appendix I)

## Procedure

4. At its first meeting the following October, the Working Party decided to work to a tight timetable, aiming to complete its task as soon as possible. As the terms of reference imply, the final report would in the first place be addressed to the Gulbenkian Foundation.

5. The Working Party proceeded from the assumption that there was a need for some national provision. The kind of machinery envisaged was one which would reflect the central place of a "community" perspective and community work knowledge and skills in social policy and community development, at local, regional and national levels. It would seek to support the work of a wide range of agencies, occupations and individuals who share this view and are engaged directly or indirectly with community development and with whom it would have close working relations, discharging its functions largely through them.
  
6. In developing these ideas the Working Party would consult as widely as possible with other concerned agencies and individuals. In addition, it decided that its organising secretary should have regular meetings with the chairpersons of the Federation of Community Work Training Groups (FCWTG) and the Association of Community Workers (ACW), to inform them of the progress of the Working Party's deliberations, to share ideas, and to supply them with all background and discussion papers.
  
7. The first two meetings of the Working Party were taken up with a wide-ranging exchange of views, working out a common vocabulary, considering whom to consult, and identifying key issues. The next five meetings focussed on a discussion of the issues, leading step by step to a proposal which would pull everything together in the form of a framework for a possible national structure: putting forward suggested aims, functions, arrangements for management, membership, and potential users, together with resource and financial implications. This process culminated eventually in a discussion paper *Making a Start* specifically prepared for the purpose of consultation with a wide range of agencies and individuals, in order to test the extent to which the proposal met with general agreement, and to help the Working Party to decide whether a national body was needed and, if so, what form it should take.

## The consultation process

8. The proposal outlined in the consultation paper was for a support body, to reinforce the work of agencies, occupations and individuals using a community perspective and community work skills and knowledge to achieve community development. This broad approach implied a service not only for full-time community workers and activists but also for a host of workers in other occupations, such as housing, health, education, social work, planning and church work.
9. Between June and September 1983, *Making a Start*, with a covering letter which invited responses to specific questions as well as general comments, was distributed to some 400 organisations and individuals representing a wide cross-section of interests. Although the majority originated from lists prepared by Working Party members, a significant number were sent to people responding to invitations in various publications to take part in the debate. Some organisations had extra copies made for their members in order to produce a collective response.
10. Additionally, Working Party members carried out more intimate consultations within their own particular interest and geographical areas. Certain organisations undertook similar exercises with their own members.
11. There was an encouraging volume of response containing both supportive and critical comments to the main circulation of *Making a Start*. Out of the 400 sent out, 130 replies were received, and these are listed in Appendix II. Towards the end of the consultation period, three articles appeared in the *Community Care* issues of 29th September and 6th and 13th October 1983. These consisted of: an account of the Working Party's thinking up to the consultation, and some of the broad conclusions that were beginning to emerge; an analysis of the responses to *Making a Start* and some of the issues which arose out of them; and an account of NIMO, the National Institute of Community Development in Holland, an established organisation

whose experience has helped us in our thinking. Together they provided the opportunity for valuable extension of the debate.

12. The consultation provided ample evidence of the widespread interest in community work and a belief in its importance in the wider context of social policy. It also confirmed the need for some kind of national provision.
13. The main value of the consultations, however, is to be measured by the extent to which they contributed to major shifts in the Working Party's thinking in relation to the kind of structure needed and its method of operation, and the implications this has for management, staffing and finance. The consultations also resulted in some modification of the proposal's other aspects, such as aims, values and functions, on which significantly differing views were expressed.
14. We set out in the next section the conclusions reached in the light of the consultations. These conclusions constitute the foundations for the proposed structure. We begin by clarifying our key terms: community, community development, and community work. We then go on to consider some of the basic criteria the new provision must satisfy, and to develop the arguments about it.

## 2. TOWARDS A NATIONAL CENTRE

### Clarification of terms

15. "Community" Like so many others before us we have taken the view that "community" is a term about which it is difficult to be specific. (Appendix III) "Community" in the context of this report refers to a grouping of people who share a common purpose, interest or need, and who can express their relationship through communication face to face, as well as by other means, without difficulty. In other words, in the majority of cases we see a community as being related to some geographic locality where the propinquity of the inhabitants has relevance for those interests or needs which they share.

16. "Community development" We see community development as a main strategy for the attainment of social policy goals. It is concerned with the worth and dignity of people and the promotion of equal opportunity. Just how highly we value its contribution in this connection will become apparent in para 18 below. Here we are more concerned with unravelling the strategy's component parts, which we see as embracing a number of essential ideas:

- the dissemination of information and provision of encouragement and support so as to attract greater participation of people generally in the community;
- the active stimulation and support of that participation where it has not arisen spontaneously, especially where people may want to come together to do something about an issue or a need in their community;
- to enable people to develop confidence, knowledge and skill necessary to participate in community and civic affairs;
- to assist statutory and voluntary agencies to become more responsive to the needs and ideas of people in the

community, and to develop appropriate structures for this purpose;

- positive decentralisation policies for the administration of social programmes;
- development of the means to enable people to share in decision-making processes;
- incentives (including funding) for the exercise of local initiative and for the development of good working relationships between statutory and non-statutory agencies.

17. "Community work" Community work is used throughout the report to mean a form of social intervention, consisting of a complex set of skills and knowledge. The methods of community work are conceived as essential requirements for all those concerned in bringing about community development. The *tasks* of community work include building up detailed knowledge about a neighbourhood, enabling local people to come together about an issue or need that is of concern to them, helping them to form a group and supporting that group as it works towards the achievement of its goals, with advice, guidance, information and access to resources. One of the fundamental *skills* in community work is for the worker to help the group in such a way that its members are able to become more confident in themselves, and develop a range of skills and knowledge that enable them to participate more effectively in civic affairs. Community work thus calls for skills at working in an enabling way with individuals, organisations and large and small groups; in fact-finding and social study; and in informal education and training, passing on expertise to local people. Community work is most needed in communities where social skills and resources are at their weakest. Community work involves working with those most affected by poverty, unemployment, disability, inadequate housing and education, and with those who for reasons of class, income, race or sex are less likely than others to be, or to feel, involved and significant in

local community life. This point is important in assessing the usefulness of community work as a social intervention. If the skills, resources and confidence for becoming involved in groups and networks were evenly distributed through the population then one might question the need for community work. This kind of distribution does not exist however, and it can reasonably be argued that community work methods and skills can make a valuable contribution because without them large sections of the population would remain excluded, or would continue to exclude themselves, from participation in local activities and civic affairs.

#### **The centrality of a community perspective**

18. As already noted, we see community development as a strategy for achieving the involvement of people, through their organisations, groups and institutions, in the formulation, implementation, maintenance, and revision of social policy at both central and local government level. It is a means for bringing about social change and social progress. Fundamental to this concept is the view that the people should not only participate in shaping and operating policies but that they have a necessary, indeed a central, place in these processes, since it is the well-being and development of these very people which is the objective of social policies. This is to take their contribution away from the margins to which it has hitherto been confined and bring it to the very centre, where it rightly belongs.
19. Mediating structures - neighbourhoods, churches, families, voluntary societies, community groups - are vital elements in the battle against social problems. Through them individuals are able to participate and take responsibility for their contribution towards solutions for these problems.
20. Equally central to our concept of community development is community work as we have defined it, as a key instrument for bringing people into the processes of policy-making and

implementation. It is not the only instrument. There are others found in adult education and social work. But it is the one which most directly makes the connection between people and the social policies which affect them, and it is certainly the most widely employed, if account is taken of all those who use community work knowledge and skills in their work.

**Who employs this perspective?**

21. Community development is often a spontaneous activity as when, for example, groups of people come together to tackle a local need or to create self-help groups. But there are many more communities where this kind of development has only taken place because of the enabling and supportive help of professional workers. These people may be full-time community workers or community artists or community educators; but a great deal of community development has been initiated by other professionals such as the clergy and social workers who try to carry out their own responsibilities using some community work methods and with a commitment to what we have called the centrality of a community perspective. During the last 15 years there has been a steady diffusion of this perspective through the policies and practice of a number of professions, and it is likely that this process will continue.

**What their needs are...**

22. People who have been engaged in community development are inevitably not part of a coherent occupational group. Full-time community workers are located throughout the voluntary and statutory sectors, working in different departments; staff in other occupations using community work methods will tend to identify with their own occupations rather than with community workers. There is a need, therefore, for some body wholly dedicated to the advancement of community development which would act as a common reference point for all of those involved in one way or another in community development, helping them to relate to each other and contributing to the quality of their



work. Such a centre; linked to emerging local and regional resources, would help to meet the needs for information, training, research and so on, that people experience in their community development practice. Through both its services and its contribution to social policy, it would be a source of encouragement and strength to those in the field, promoting their interests and the vital role of community development ideas in national life.

23. Some of the more practical needs enumerated above are to a limited extent already being met by existing organisations. It is therefore to be expected that the kind of new body envisaged would meet these needs as far as possible through supporting and reinforcing the aims and work of existing agencies; and, wherever it seemed necessary to take an initiative of its own, to do so in consultation with those agencies.

24. The new proposal is described in the next section.

### 3. THE PROPOSAL

#### A central agency with two complementary functions

25. We propose that a *central agency* should be formed which would have two distinct but complementary functions. This Centre would comprise two elements corresponding to these functions and their inter-relatedness would be reflected in an appropriate structure.
26. The first of these elements would be concerned with education, research, policy evaluation, data collection and the dissemination of information. Its role and purpose would be to contribute towards the improvement of practice and to the extension of knowledge. It would be responsible for the implementation of the *Policy and Practice Development Programme* defined in further detail below.
27. The second of these elements would be established specifically to administer a programme of support for regional associations or networks set up to assist practitioners and organised by practitioners. This would be responsible for the implementation of the *Regional Support Programme*, further details of which are also given below.

#### Aims

28. Having stated what we mean by community development (see para 16) the Centre will be concerned with the following particular aims:
- to advance the recognition of community development strategy as a means of implementing social policies and of achieving social progress;
  - to promulgate the use of community perspectives and community work skills amongst all those engaged in community development, whether on a full-time basis or as an extension

of other roles and responsibilities, and to promote the easier exchange of information between them;

- to support agencies, occupations, and individuals using community work in their approach including existing national, regional and local resource centres and networks;
- to foster cooperation between bodies concerned with community work policy, practice, training and research;
- to contribute to the improvement of general practice through training and the promotion of research and evaluation.

#### **The Policy and Practice Development Programme**

29. The element responsible for this Programme would consist of a nucleus of staff combining expertise in community development with various other competencies in education, research and information technology. The Programme that they would implement would embrace a number of distinct but closely interrelated activities.
30. The *first* of these activities would be concerned with maintaining a constant review of current practice so that models of successful practice, innovations and emerging trends can be monitored and made available to a wide audience of users.
31. *Secondly*, the Programme would maintain a watching brief on current legislation, government policies and other factors in the broad economic and social context, particularly those which are directly relevant to the practice of community development, and to the issues identified by its practitioners.
32. *Thirdly*, the Programme would maintain a data-base and a clearing-house providing a reliable and direct service of information and advice to all those who call upon it.

33. *Fourthly*, the Programme would include an educational and training component which would be directed towards organising courses, seminars, conferences and workshops for experienced practitioners who seek to develop a deeper understanding of issues and an improved competence for dealing with them. The educational component would also be responsible for responding to and reinforcing the educational activities of regional associations and other relevant agencies.
34. *Fifthly*, the Programme would be engaged in extension activities through publishing and broadcasting so that the product of its work is made available to the widest possible audience. It thus might produce a range of publications, from periodic evaluative reviews to simple technical manuals. It would certainly seek to take full advantage of the possibilities now presented by current information technology, and of the opportunities afforded by developments in television and radio.

#### **The Regional Support Programme**

35. Unlike the previous Programme which is constructed on the idea of a central unit providing a range of services from one base, this Programme would be constructed on the principles of maximum decentralisation. As its title implies, its purpose would be to foster and maintain programmes of regional support.
36. The central unit would be small, possibly only one or two people with administrative support, but its function would be an important one. It would be to negotiate with existing autonomous associations or networks, contracts for the deployment of resources to them which would enable them to maintain *regional support systems*. Further, where no such regional associations or networks presently exist, to promote through development work the formation of reliable systems which can both represent practitioners and respond to their needs. (see para 50)

37. In both of these activities it would be an essential principle of the work that the autonomy of the associations participating in the Programme would be both respected and encouraged.
38. As an essential adjunct to this main task, the division or unit responsible for this Programme would aim to promote the direct exchange of information and expertise between regions and networks, and to promote where necessary links between them and relevant statutory and non-statutory bodies in the UK. Moreover, it would undertake to relate the experience and attainment of practitioners in this country to work in other countries, particularly in Europe, and would facilitate exchanges between them.

#### Wales, Northern Ireland, Scotland

39. It will be noted that the proposed arrangements are consistent with the principle of supporting and working with and through existing bodies whenever possible. This would apply to *Wales and Northern Ireland* equally with England. Both countries already have agencies and networks which might well wish to become involved in the new arrangement and to share in the support services it might have to offer.
40. The situation in *Scotland* is different in many respects, especially in that there exists a Scottish Community Education Council (SCEC) which has some resemblance to the proposed Centre. The National Resource Centre component of SCEC, its recognised advisory role vis-à-vis the Secretary of State for Scotland, its emerging training role and its development budget, mean that it is extremely difficult to see Scottish central or local government funding a separate community development organisation. It is difficult to see how a national structure could have a Scottish component without such government funding. However, the need for an arrangement which fits the distinctive Scottish situation clearly should not rule out other Scottish connections with a UK Centre where this is appropriate. On the contrary, it is envisaged that the Centre

would welcome the development of such links with Scotland.

### The users

41. The main users of these Programmes will come, on the whole, from the following five groups. *First*, community development practitioners. This term is used in this report to refer both to those who carry out community development as a full-time role, and to those who put into practice community development ideas as part of another profession. Accordingly, this large and diverse group comprises:
- staff employed full or part-time as community workers. There are some 5,500 such workers in the UK in statutory and voluntary agencies of different kinds. It is recognised in this paper that community work is a means of social intervention with certain distinctive principles and methods. These are utilised both by professional community workers and by those staff in other occupations that are described in the next two categories;
  - staff whose major function is not necessarily to do community work, but who draw upon community work as a method and whose agency and its activities are intimately associated with community affairs and issues. Examples are the professional staff of CRCs (some 900) and of CVS/RCC (some 500) and people such as welfare rights officers, intermediate treatment workers, community artists, community tutors and those in legal, housing, consumer, and general advice centres;
  - staff in welfare, health and related fields who are engaged in assimilating into their basic profession the insights and methods of community work in order better to carry out their own primary tasks within the broader context of the development of communities. There is an increasing number of such staff in medicine, education, social work, planning, the churches, the youth service, and the probation service.

Examples are probation officers numbering 5,582, youth officers and youth leaders (5,000), and clergy of all denominations (44,938) of whom at a modest estimate 10% may be assumed to be involved in community development.

It is to be emphasised again that the phrase "community development practitioners" is used throughout this paper to refer to these three categories of people.

*Second*, trainers, researchers, supervisors and consultants in community development and related fields and functions.

*Third*, those charged with the making and implementation of policy (both elected members and officers) in central and local government, and in the voluntary sector.

*Fourth*, administrators and organisers in agencies who are responsible for the management of community development programmes.

*Fifth*, the staff, volunteer workers and members of national and regional self-help groups.

42. It is to be expected that people from each of these five groups would use, as appropriate, the services of both a National Centre and its regional resources. It was not the view of the Working Party that local people and community groups would figure prominently as the users of a national body; rather, these groups would expect to be served and would be better served by more locally-based resources that already exist or might be developed with the aid of the national body's regional staff.

43. Whilst we see these groups providing the main body of users in the present and near future, we believe that the National Centre must be organised and developed in such a way that it is able to respond to other users who assuredly will arise at various points in the future to deal with a new need or situation.

## Management

44. Effective executive action is determined both by the quality of the people who are appointed to head-up programmes and by the composition and structure of the management system which is established to give guidance and to provide for accountability. To perform those functions in respect of the Programmes proposed, the management body must reflect four essential qualities:

it must be competent,  
it must contain recognisable expertise,  
it must reflect a balance between national and regional perspectives,  
it must be capable of inspiring confidence.

To give expression to these qualities it is envisaged that the management body would be fairly compact in size and would be composed of people who are committed to the proposal. It would contain some members with recognised contributions to different aspects of community development, and representatives of the contracted regional associations which would themselves be representative of users.

45. In terms of structure each Programme would have its own sub-committee with members selected to represent the different interests of the two Programmes. In order to achieve the overall integration and harmonious interaction of the two Programmes, the two sub-committees would combine to form a single Policy Review Committee.
46. In putting forward this prescription we are conscious that the qualities which we have referred to will not necessarily be obtained simply as a result of the composition and structure we have described. We see what we have proposed as a simple design for achieving our purpose. The execution of that design will require considerable care and attention to secure the attainment of those qualities of which, above all, confidence



is the most necessary if the proposal is to succeed.

#### **The resource implications**

47. At this stage it is impossible to do more than to present a broad indication of the likely requirements and to suggest the order of resource allocation that would be required to implement the proposal.
48. The integration of the two Programmes combined with the need to properly relate the agency to relevant national institutions, implies the appointment of a person with overall responsibility for the direction of the agency. Each of the two Programmes would obviously require individual direction, consequently the need for two further persons to assist the first in these respective capacities can also be anticipated.
49. The design of the Policy and Practice Development Programme suggests that up to five staff will be desirable in order to meet requirements of the education and training, information technology, research and consultancy, and review roles envisaged.
50. Whereas the central unit concerned with the Regional Support Programme would be small, with perhaps only two professional staff, the implications of the Support Programme itself in terms of resource requirements would be considerably larger. A feasible immediate goal would be to establish support for three regional associations (support as it is envisaged here might consist of the allocation of funds to maintain a regional coordinator and to provide some Programme funds: say £25,000 each). To this should be added the investment required to develop additional regional associations through negotiation with existing networks and agencies with whom contracts for support would be negotiated in the future in a phased programme of development. The target for the expansion of this programme would be to establish support for up to ten regional associations over a three-year period.

51. Assuming that in the first year only three regional contracts will be made and that only a proportion of the key staff will be appointed, it is estimated that the immediate revenue cost will be somewhere in the region of £175,000 for the implementation of both Programmes. Additionally, a capital sum of about £60,000 might be required to defray start-up and equipment costs. However this would then build up over three years to a revenue cost of about £450,000.
52. It is possible to extrapolate beyond this to estimate what might be required in the long term, but to do so would be highly speculative. Much would depend on the turn-out of events in the early years. Consequently we would see a necessity for the scheme to be reviewed after three years, even though, as a minimum commitment, it should be guaranteed for five years. It will then be possible to determine its future development with more confidence and certainty.

#### The title

53. We still hesitate to settle for a title, if only because the final choice will not be ours. But whatever it turns out to be, we think it is very important that it should at once communicate to anyone involved in community development, particularly those other than full-time community workers, that the Centre exists for them. It is difficult to achieve this with a short title like *Community Development Network* unless it is accompanied by a longer subtitle such as *Working with People in the Community*.

#### The way forward.

54. When it comes to considering the resources which will be required to set up the two Programmes, it seems reasonable to assume that a significant proportion of the early development funds will come in the form of grants from trusts and firms. Subsequently it will be important that some of the core funding should be provided from the same sources and from self-generated

income in order to preserve to some extent the Programmes' independence. However, if a scheme such as this is to succeed it will require considerable investment on the part of government, which may view the scheme as an extension of those policies which it is already pursuing to stimulate community involvement and mutual aid.

55. The question which this prompts is whether it is realistic to suppose that funding on the scale envisaged may be made available in the form of new government money over and above that which is already budgeted? On balance we believe that it is not. Inasmuch as the proposal represents a significant advance towards the development of a nationwide scheme, we believe that a case can be made for the additional allocation of some new money, but for the bulk of government funding the discussion must centre upon the re-allocation of existing resources.
56. Similarly in the building-up of the scheme nationally we do not think it realistic to think mainly in terms of creating new structures and promoting new associations to displace or duplicate existing institutions. We have recognised that additional resources are required to develop a Programme of regional support and that in some instances new associations will need to be promoted. However, the strength of the Programme will lie in the encouragement it can give existing institutions to undertake new departures, and in the construction of relationships between institutions which will release new energies towards the attainment of common goals.
57. The question which remains is whether at the national level it is necessary to establish a new institution with the single purpose of implementing the Programmes proposed; or whether it is possible to consider inviting an agency which already exists, and whose remit already includes to some extent the purposes defined for this scheme, to adopt the scheme and adapt itself to it. Our inclination is to believe that a new institution tailored to these purposes would be the more likely

to guarantee those qualities of management which have already been referred to and which we believe to be essential. On the other hand we acknowledge that there are many distinct and very demanding tasks to be undertaken in setting up a new agency which, in the early years, can distract energy from the main purpose. We therefore recognise that if the right kind of guarantees could be given and the right terms negotiated, it might be preferable to consider the possibility of promoting this scheme with the support of an existing agency, working in partnership with others.

58. In consideration of which agency that might be, we have taken note of the relevant work already being undertaken by such bodies, for example, as the National Council for Voluntary Organisations, The Federation of Community Work Training Groups, the National Federation of Community Organisations and others. With all, it was felt that the combination of purposes envisaged for this scheme were not sufficiently central to their purposes to enable us to feel confident that they would provide a possible base for what we propose.
59. The one agency whose purposes may be said to extend to the proposed functions of a national centre is the Community Projects Foundation (CPF). The Foundation's Trustees have adopted a statement of aims and objectives which stresses, inter alia: "realising the full potential of the community development method and its proposed application to a wide variety of social, political and economic concerns; achieving a recognised status for community development work in the spectrum of services to society; and developing appropriate constitutional forms and adequate funding for community development work". (*Community Development - Towards a National Perspective: The work of Community Projects Foundation 1978-1982 - CPF 1982 pp 13/14.*)
60. We therefore conclude that in thinking about how government resources presently allocated may be redirected to the proposed scheme, further consideration should be given to the

possibilities of negotiating new strategies, informally with the Trustees of CPF, and formally with the Minister of State responsible for the Voluntary Services Unit at the Home Office.

#### 4. RECOMMENDATIONS TO THE CALOUSTE GULBENKIAN FOUNDATION

It is recommended that

- a. this report be published and the Foundation take steps towards the formation of a National Centre for Community Development on the lines of section 3. above;
- b. to that end, the Foundation (or a person or persons sponsored by the Foundation) enter into negotiations with the Minister of State at the Home Office responsible for the Voluntary Services Unit, the Trustees of the Community Projects Foundation, and other interested agencies, with a view to establishing the proposed new Centre;
- c. the Gulbenkian Foundation should contribute towards the Centre's launching costs, if and when it goes forward.

1 February 1984

## APPENDIX I

### WORKING PARTY ON A NATIONAL CENTRE FOR COMMUNITY DEVELOPMENT

#### Membership

Professor Hywel Griffiths (Chairman)	Director, Wales Council for Voluntary Action
Mr Francis Amos CBE	Institute of Local Government Studies, Birmingham
Mrs Kay Carmichael	Social Worker, Glasgow
The Revd. Sebastian Charles	Canon of Westminster
Mr Robin Guthrie	Director, Joseph Rowntree Memorial Trust
Mr Brendan Henry	Director of Community Service, Belfast
Mr Jim Jackson	Consultant, Voluntary Services Unit
The Revd. Dr. George Lovell	Director, AVEC: a service agency for church and community work
Mr Ian Smith (resigned 12.10.83)	Principal Community Worker, Sheffield
Mr Linbert Spencer	Community Liaison Officer, Manchester
Mr David Thomas	Lecturer in Community Work, National Institute for Social Work
Cllr. Tony Worthington	Chairman, Community Development Committee, Strathclyde Regional Council
Mr Richard Mills OBE	Organising Secretary (former Deputy Director, UK Branch, Calouste Gulbenkian Foundation)
Mrs Pauline Warren	Secretary

#### Meetings

The Working Party met 14 times between October 1982 and February 1984.

## APPENDIX II

### RESPONDENTS TO "MAKING A START"

#### Churches

British Council of Churches, Division of Community Affairs  
Church of England, Board for Social Responsibility  
Community Education Development Centre, Birmingham  
Diocese of Manchester, Board of Responsibility  
Holy Trinity Church, Little Anwell, Hertfordshire  
Methodist Church, Division of Ministry  
Methodist Church, Division of Social Responsibility  
United Reform Church  
The William Temple Foundation

#### Community groups and groupings

Community group No 1, Merseyside  
Community group No 2, Merseyside  
Easterhouse Festival Society  
Green Umbrella, Nottingham  
National Coalition for Neighbourhoods  
National Federation of Community Organisations  
Nottingham Community Project

#### Community workers associations

Association of Community Workers  
Community and Youth Workers Union

#### Government departments

Voluntary Services Unit, Home Office (on behalf of several Government departments)

#### Individuals

Mr Ronald Beasley  
Mr Peter Brinson  
Mr Richard Bryant  
Mr Mike Cantor  
Mr Jim Cowan  
Professor David Donnison  
Revd. John Harrison  
Mr Paul Henderson  
Dr Robert Holman  
Mr David Jones  
Dr Josephine Klein



Mr Peter Kuenstler  
Ms Liz Orr  
Mr Mark Woodhead

#### **Local authorities and local authority associations**

East Sussex County Council, Social Services Department  
GLC (Voluntary Sector Development Team)  
Halton Borough Council, Community Development Section  
Rochdale Metropolitan Borough Council, Town Clerk's Department  
City of Salford, Education Department  
Stockport Metropolitan Borough Council, Director of Administration  
Trafford Borough Council, Community and Family Advice Centre  
Wigan Metropolitan Borough Council, Education Department

Association of County Councils  
Association of District Councils  
Association of Local Authorities of Northern Ireland  
Convention of Scottish Local Authorities  
National Association of Local Councils  
Welsh Counties Committee  
Welsh Office of ADC

#### **Professional associations**

Association of Chief Officers of Probation  
Association of Directors of Social Services  
British Association of Social Workers  
British Medical Association  
National Association of Probation Officers  
New Town Social Development Officers Group  
Society of Local Authority Chief Executives  
Welsh Association of Further Education and Youth Service Officers

#### **Research**

Centre for Urban and Regional Studies, Birmingham  
European Institute for the Media, Manchester University  
Institute of Local Government Studies, Birmingham  
Policy Studies Institute  
School for Advanced Urban Studies, Bristol

#### **Special interest groups**

Barnardos  
Central Council of Probation Committees  
Council of Regional Arts Associations  
Family Service Units  
Gingerbread

Howgill, Cumbria  
Institute of Housing  
Intermediate Technology Development Group Ltd  
National Consumer Council  
National Federation of Self-Help Organisations  
National Institute for Adult and Continuing Education  
Pre-School Playgroups Association  
The Sports Council  
Sports Council for Wales  
Trade Union Congress  
Unit for the Study of Health Policy, Guy's Hospital  
Wester Hailes Education Centre (Lothian Regional Council)

### **Training**

Birmingham Polytechnic, Department of Sociology and Applied Social Studies  
Bradford and Ilkley Community College, Department of Applied and Community Studies  
Central Council for Education and Training in Social Work  
Dundee College of Education  
Federation of Community Work Training Groups Ltd  
Goldsmiths' College, Community and Youth Work Course  
Hull Community Work Training Group  
JUC Consultative Group on Community Work  
Keele University, Department of Social Policy and Social Work  
London Boroughs Training Committee  
London Council for Community Work Training  
National Institute for Social Work (staff)  
National Institute for Social Work (students)  
Newcastle upon Tyne Polytechnic, Faculty of Community and Social Studies  
North-East Regional Training Group  
Plymouth Polytechnic, Department of Social Work, Health and Community Studies  
Scottish Community Work Trainers Forum  
Sheffield University, Department of Sociological Studies  
Southampton University, Department of Social Work Studies  
Southern Council for Community Work Training  
University College of Swansea, Centre for Applied Social Studies

### **Trusts**

Barrow and Geraldine S Cadbury Trust  
City Parochial Foundation  
Hilden Charitable Fund  
John Moores Foundation  
Joseph Rowntree Charitable Trust  
Marble Arch Trust  
Royal Jubilee Trusts  
Tudor Trust  
Wates Foundation

## **Voluntary organisations**

Belfast Voluntary Welfare Society  
British Youth Council  
Community Projects Foundation  
Community Service Volunteers  
Councils for Voluntary Service, National Association  
Glasgow CVS  
Greater Manchester CVS  
Hereford and Worcester Rural Community council  
Manchester CVS  
MENCAP  
National Association of Boys Clubs  
National Association of Youth Clubs  
National Children's Bureau  
NCVO (Rural Department)  
National Council for Voluntary Youth Services  
National Council of YMCAs  
Northern Ireland Council of Social Service  
Scottish Council of Social Service  
Volunteer Centre  
Wales Council for Voluntary Action  
Youthaid

## APPENDIX III

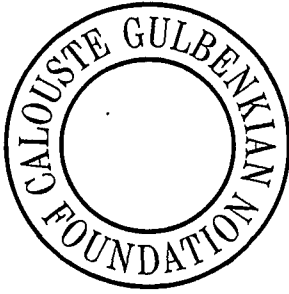
### *"COMMUNITY" IN SOCIAL POLICY: A PRELIMINARY STUDY*

A proposal for a study of "community" in social policy was brought to the Working Party's attention at an early stage in its deliberations. The idea sprang from a proposal by the National Federation of Community Organisations (NFCO) that the contribution of community organisations in neighbourhoods to social policies, locally, regionally and nationally, be considered by a high-powered national Commission. The Commission would explore critically the use of the word "community" in many contexts, eg community in social work, community policing, community care, against the background of a philosophy that the community should look after its own people and make a contribution to the appropriate national policies.

As a result of further discussion, to which the Working Party contributed, the idea was broadened into an examination of the central importance of "community" in social policy generally, and the contribution of community development and community work as instruments for the realisation of the idea.

In broad terms, the difference between the national Centre (with which the Working Party was concerned) and the proposed study was that the former is conceived as a permanent body, whereas the latter would be a short-term intensive exercise with a primary focus on the community dimension of social policy. The Working Party was clear that its own task should continue to be in terms of working towards the establishment of a permanent structure. The other was seen as an important parallel development which should be the concern of a different group of people. Study and National Structure are thus conceived as complementary rather than conflicting initiatives.

Subsequently, with the Working Party's full support, the Joseph Rowntree Memorial Trust, in collaboration with the Calouste Gulbenkian Foundation, decided to fund a preliminary study of the relevance - and potential - of the notion of community in social policy. The Study, by Peter Willmott and David Thomas, was carried out at the Policy Studies Institute and the National Institute for Social Work, between July and December 1983. A report has been produced and is now under consideration, with a view to the possibility of a further programme of study and action.



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Portland Place, London, W1N 4ET  
Telephone: 01-636 5313/7

Cheques should be made payable to the Calouste Gulbenkian Foundation

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**RESOURCE CENTRES FOR COMMUNITY GROUPS (1983)** by Marilyn Taylor

"...reports on the progress of six experimental Resource Centres in London, Manchester, Tyne and Wear, South Wales and Glasgow and draws on the experience of other centres." Published in association with the Community Projects Foundation. ISBN 0 902406 272 pp 41 Price £2.75 p&p 50p

**NOBODY NICKED 'EM (1983)** by Joanna Grana

An account of how local people started a toy library in a multi-cultural area of the East End of London for children to borrow toys to play with at home. ISBN 0 903319 34 9 pp 106 Price £2.50 p&p 50p

**COMMUNITY CHALLENGE (1983)**

Report of a conference held at Liverpool University 16-19 September, 1981, organised by the Foundation and The Guardian. ISBN 0 903319 35 7 pp 70 Price £2.00 p&p 30p

**THE FEAST OF FOOLS (1983)** by Bob Hescott

The story of community theatre in Nottingham with cartoons by 'Brick'. ISBN 0 903319 30 6 pp 75 Price £2.50 p&p 40p

**COMMUNITY BUSINESS WORKS (1982)**

The report of a working party chaired by Baroness Seear set up to consider community self-help groups and local productive activity, a complementary study to Whose Business is Business? ISBN 0 903319 29 2 pp 28 (+ appendices) Price £2.00 p&p 30p

**WHOSE BUSINESS IS BUSINESS? (1981)**

The report of the Community Business Ventures Unit set up to investigate existing community business ventures, their needs and the potential for new enterprises. ISBN 0 903319 20 9 pp 74 (+ appendices) Price £3.50 p&p 60p

**MEANWHILE GARDENS (1978)** by Jamie McCullough

An account of the conversion of 3½ acres of London wasteland into an amenity and recreation area, including advice for anyone embarking on a similar scheme. ISBN 0 903319 13 6 pp 54 Price £1.00 p&p 30p

**VOLUNTARY ORGANISATIONS FACING CHANGE (1976)** by John Lansley

A report of a project to help Councils of Voluntary Service to respond to local government re-organisation. Published with Joseph Rowntree Memorial Trust. ISBN 0 903319 07 1 pp 96 Price £0.75 p&p 40p

**CURRENT ISSUES IN COMMUNITY WORK (1973)**

The report of the working party chaired by Lord Boyle. ISBN 0 7100 7688 pp180 Price £3.95 p&p 60p