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**A History
of the
Manchester & Salford
Council of Social Service
1919-1969**

Emily White

FOREWORD

In the fifty years of its existence, the Council of Social Service has extended enormously the scale of its operations, and has changed in many respects the way in which its work is carried out. Through the apparent tangle of its multifarious activities the same two principal functions can always be discerned as the essential purposes of the Council of Social Service.

First, the Council provides a number of direct services, but only on the frontiers of the social services where pioneers are needed to open up new territory. It is our consistent policy to develop direct services only until they are self-supporting and can be handed over to an autonomous body, which in some cases may continue to function under our aegis, but free from our interference.

Secondly, and even more important, we provide services not directly to the public, but indirectly to persons and other organisations who themselves provide direct services. The development of help, advice and support to those who are themselves directly engaged in the social services, which is so hard to express in words, is the core of our work. As the social services both statutory and non-statutory, become increasingly more complex, this function and the co-ordination which it implies grow in importance. We hope that the financial and other resources so urgently required to do this work as we should like, will keep pace with our needs.

The Council of Social Service is most grateful to all those who have contributed to the compilation and writing of this report, and in particular, to our General Secretary, Emily White, for the energy and care which she has devoted to writing the final draft.

JACK GOLDBERG,
Chairman of the Executive Committee.

AUTHOR'S NOTE

I have drawn on *Voluntary Social Action*, a history of the National Council of Social Service 1919-1969 by Margaret Brasnett. Brian Rodgers kindly allowed me to see a book in preparation on Harry Gaddum. I am indebted to A E Ringrose and Arthur Sunderland for research into the Council's history. Our thanks are due to the Manchester Local History Library for supplying photographs, to the Manchester City Engineer for permission to reproduce the first three photographs and to the Manchester City Council for permission to reproduce the final photograph of new housing at Rusholme Road in the Brunswick Redevelopment Area. Douglas Weeks, Barbara Rodgers, Joan Gaddum and Jack Goldberg saw the draft and made comments. The final responsibility for errors and omissions, is, however, mine. It was hard to sift out the significant events from 50 years of work; and many people who played important parts are not mentioned because of limitations of space.

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October 1969



CHAPTER I BEGINNINGS

1919 was a bad year. The aftermath of the First World War left many problems: the disabled, the demobilised soldiers flooding on to the labour market, the shortage of housing and of food, a mood of disillusionment.

It was also a year for new developments, following up initiatives from pre-war days. New charities had mushroomed during the War; some people had had experience during the War of working on local representative committees which the Local Government Board had asked civic leaders to set up in order to co-ordinate the distribution of relief. War-time experience had therefore added weight to the movement for co-ordination of charities and also for better co-operation between them and the statutory agencies.

There were three main strands in this movement which had been gathering momentum during the 1900's. The Charity Organisation Society, founded in 1869, stood for the replacement of indiscriminate almsgiving by carefully planned help based on individual or family need. The Guilds of Help movement, which was started in Bradford in 1904, tried to develop good neighbour help for those in need through district committees. Some Guilds had the motto "Not alms but a friend." They attempted to mobilise support from all sections of the community, not only the well-off.

In 1908 the Hampstead Council of Social Welfare was formed and in 1909 the Liverpool Council of Voluntary Aid. These bodies felt that to be effective, co-ordination must bring in the statutory and municipal bodies, whose welfare activities grew steadily during the 1900's and again during the War. Councils of Social Welfare came to stand for the co-ordination of institutions and for a wider conception of the welfare of the community. The whole movement was given added point by the Royal Commission on the Poor Law reporting in 1909: both majority and minority reports drew attention to the isolation of the Poor Law and its lack of co-operation with charities or the rest of local government.

In 1919 a group of leading social workers and reformers associated with these movements formed the National Council of Social Service, under the chairmanship of A V Simmons of the Local Government Board. The three main objects of the NCSS were stated as:

- (a) To promote the systematic organisation of voluntary social work, both nationally and locally, with a view to securing (i) the co-ordination of the voluntary agencies and (ii) their co-operation with the official agencies engaged in the same sphere of work;
- (b) To assist in the formation for this purpose of organisations in each local government area representative of both voluntary effort and statutory administration;
- (c) To provide information, particularly as to legislation and the regulations of government departments, for voluntary social workers.

The first task to which the NCSS turned was "to inspire the founding of local councils of social service in the major urban areas" and an approach was made to lord mayors and mayors. In Manchester the initiative was taken by Harry Gaddum, a silk merchant and a member of a group of upper middle class families who look the lead in charitable work of all kinds. In 1901 he joined the committee of the District Provident Society. The DPS was started in 1833 in order to encourage the poor to save. During the Cotton Famine it became a leading relief society and later a charity organisation society. By 1919 Harry Gaddum was chairman of the DPS, of the City League of Help formed in 1907, of the Boys and Girls Refuges and of the Mutual Registration Council which had been set up before the War to reduce overlapping by maintaining a central register of aid given to individuals by various statutory and voluntary agencies. The mainspring of his efforts was the pleasure he found in giving personal service to others. He had charm and a sure touch in human relationships—one elderly lady remembers that when he visited her family in the 90's he brought a box of sweets for each child rather than a joint box between the three of them. As a businessman he was also concerned about the wastage of effort he had seen at first hand in various voluntary societies who were working on their own without consulting other voluntary agencies or official bodies like the Boards of Guardians.

Harry Gaddum circulated a paper about local CSS to the Mutual Registration Council following the approach from the NCSS to civic

leaders in March 1919. He led a deputation to the Lord Mayor of Manchester and as a result a meeting was held on 20th June 1919 for the mayors of all the county and municipal boroughs in Lancashire.

Alderman W Kay, Lord Mayor of Manchester, and Alderman E Mather, Mayor of Salford, called a further meeting on 22nd July to form a CSS for Manchester and Salford. In the letter about this meeting William Kay said:—"We are convinced that the work of our large charities and our statutory bodies is second to none in the whole Kingdom, but we are conscious of a lack of co-ordination between them, consequent, we believe, to a very considerable extent on a not unreal repugnance to self advertisement."

Frederick D'Aeth spoke at the meeting about the Liverpool Council of Voluntary Aid which now had ten years' work behind it, starting with a comprehensive survey of Liverpool charitable agencies. His Council had from the beginning laid down two guiding principles: it "was to be a repository of accurate information about voluntary effort in Liverpool and it was to be prohibited from interfering in the internal management of its constituent organisations. If it was to influence the . . . city's charities it would have to be by persuasion rather than compulsion." This has been a general principle for CSS.

It was agreed at the meeting in July to set up a local CSS for Manchester and Salford. A provisional committee met on 16th October to approve a constitution and appoint honorary officers. Sir Tootal Broadhurst was invited to be chairman but declined, F P Nathan became honorary secretary and remained so until 1945. The annual subscription for each affiliated organisation was fixed at 10s 6d. The constitution was formally adopted on 17th December 1919 and the provisional committee was re-appointed to consider applications for membership and to appoint an executive committee.

In the constitution the objects of the Council were stated as:

- (a) To form a common centre of reference for all charitable and social agencies, both voluntary and official, with a view to promoting co-operation among them.
- (b) To compile a list of all such agencies engaged in social work, and to develop the efficient administration of assistance and the training of social workers.
- (c) To foster developments likely to raise the standard and promote the welfare of the community, and to receive and administer funds for the general well-being.

* See *The Liverpool Council of Social Service: 1909—1959* by H. R. Poole.



CHAPTER II EARLY YEARS 1919-1926

By the time the inaugural meeting was held on 17 March 1920, 71 organisations had applied for affiliation. They included the Boards of Guardians for both cities, most of the hospitals and a variety of religious charities and societies. Some of the organisations had names like "The Blue Birds" or "The Brotherhood of Cheerful Sparrows." At the end of the first year there were 89 affiliated organisations but the number had stabilised at 72 by March 1922.

Harry Gaddum became chairman of the CSS. The clerical work was done at the office of the City League of Help. Some of the same people were involved in all three organisations, the CSS, the City League of Help and the District Provident Society. Harry Gaddum felt each agency had a different job to do. So long as he was at the head of all three there was the minimum of overlap, although the position was sometimes confusing to the outsider. Co-ordination by the CSS was to be on a voluntary basis: it was hoped the members would find their membership useful. Harry Gaddum saw the job of the CSS as being mainly to service other agencies, identify new needs and carry out research.

At the inaugural meeting a standing committee was set up to investigate the provision of holiday homes and to enquire into child welfare generally. The Maternity and Child Welfare Act of 1918 had given local authorities

the permissive power to provide for the health of mothers and infants under five years of age. In Manchester the Ancoats mortality rate was 234 per 1000 live births compared with a national figure of 151 per 1000. This standing committee was the first venture of the Manchester and Salford CSS to operate along lines familiar now to any local CSS. An attempt was made to compile details of existing resources, in this case holiday homes. The Mutual Register was used to co-ordinate visiting and bring together teachers' reports. The Committee arranged for experts to give papers on related topics such as infant welfare, physically defective children and convalescent treatment for delicate children. Representatives of the two Education Departments were invited to meetings. A sub-committee was set up to consider how to co-ordinate the maternity, infant and child welfare services locally. In June, 1922, the report of the standing committee was published, with the help of an anonymous donation. And, like so much CSS work, it is very difficult to assess its impact and usefulness.

The Council next turned its attention to unemployment. A meeting was held on 14 February 1921 when an official from the Labour Exchange came to give the facts: 22,965 were unemployed in Manchester and of these 3% had exhausted their unemployment benefit; more than 20,000 were under-employed and working only a 2—or 3—day week. The Council passed a resolution deploring the extension of unconditional outdoor relief from the Guardians as it "is not only directly subversive to the character of the people in need, but tends to alienate the sympathy of the public from all charitable efforts."* No further action was taken, however, in view of the extension by the City Council of a system of public works which included the employment of 200 men on re-decorating the City's schools and of 600 on road-making.

In 1922 the Council considered juvenile unemployment: it was estimated that more than 5000 boys and girls between the ages of 16 and 18 were unemployed in Manchester and Salford. In 1917 the Home Office Juvenile Organisations Committee had been set up and had recommended the establishment of local juvenile organisations. Under the 1921 Education Act grants were available from the Board of Education to assist juvenile organisations. Eighty-eight bodies co-operated in producing a report for the Director of Education and the Board of Education about the possible uses for the Board's grant to Manchester, including practical suggestions *eg* that the local education authority might give grants towards the day time opening of lads' clubs already in existence.

The Executive Committee also suggested the names of people suitable to serve on the Education Committee's district care committees which were set up to look after the interests of boys and girls leaving school. In January 1923, the Council called a meeting on listening in public houses. At that time radios were being installed in public houses and fears were expressed that this might attract the young into such places. The solution suggested was that radios should be provided in boys' and girls' clubs.

* Minutes of Executive Committee.

In October 1920, a sub-committee was set up to publish a handbook intended primarily as a guide to voluntary workers and containing details of 250 local charitable institutions. This was to be the first of many such publications. The City League of Help compiled the information, the Council paid for publication. The handbook was an act of faith on the part of the Council: after paying the CLH £50 for office accommodation and clerical service, only £50 remained out of the year's income to pay for the handbook. One thousand copies were ordered. A charge of 2s 6d was made, but a complimentary copy was given to each affiliated organisation.

Enquiries were made about central collecting schemes for charities but the individual societies showed little interest. Representations were made to the NCSS about the need to avoid appeals by "London and other distant charities" clashing with the interests of local efforts. Again, to avoid division of effort, a register was kept of dates of special efforts being arranged by different agencies and details were published in a Diary of Coming Events in the *Manchester Guardian*.

In 1924 a Women's Voluntary Workers' Committee was set up, with Olive Schill as honorary secretary, to "get into touch with girls from Manchester and Salford coming down from the universities or public and secondary schools, with the object of inducing them to take up voluntary service in the City and Borough."* in the first year 35 offers of help were received, but many of these were from older women.

In the same year Arthur Behrens started the White Elephant Clearing House—a service to collect articles such as tennis balls, magazines and games equipment and redistribute them to youth organisations. Later the *Manchester Guardian* made a periodic appeal for second-hand sports gear.

In 1925 the CSS took over the Mutual Register and decided to continue the supervision of the work by nominated representatives of the registering bodies. Fifty-five relief-giving agencies participated in the Register though coverage was never as complete as could have been wished. In Manchester alone there were 74,056 new cases and grants of relief in 1925 in addition to 93,374 alterations or discontinuations. Removals and changes of address amounted to 1,892.

Altogether, 71,506 written advices were sent out and 2,240 enquiries answered. In 1926 higher unemployment was reflected in an increase in the number of families known to the Register from 243,068 to 321,258. J. Caiger came over to the CSS as Registrar, and the family connection with the Register was maintained by his daughter May until 1966.

In 1925 the Council adopted the income tax recovery scheme pioneered by the Liverpool Council of Voluntary Aid. Under the Liverpool scheme, subscriptions covenanted to charities over a period of more than six years became eligible for both income tax and super-tax relief. A test covenant was drawn up and it was found that a subscription under covenant to the Council could be sub-divided according to the donor's wishes and amounts sent to different charities, if necessary varying the

* Annual report for 1924.

list each year of the covenant. With income tax at 4s 0d in the £, a covenant of £80 could benefit charities by £100, as the Council could claim back the tax from the Inland Revenue and distribute it to charities with the original sum. Schemes of this kind have been of enormous benefit to charities; the Manchester scheme has been one important source of finance to the CSS.

The Council's legal status had to be changed in order to do this work, and on 13th March 1925 the Certificate of Incorporation was granted. Honorary auditors and honorary solicitors had been appointed the previous year: the firm of Cobbett, Wheeler and Cobbett have acted as legal advisors to the Council ever since.

Major Philip Godlee became joint honorary secretary to the Council in 1924 and remained closely associated until his death nearly 30 years later.

The need for a paid full-time secretary had been recognised as early as the annual meeting of 1922 when it was stated that such a man, "possessing both activity and tact, as well as local knowledge, would very soon save our institutions far more than the cost of his salary and the expenses involved."

This kind of argument has never been easy to prove conclusively and at that time the money was not forthcoming. The Council's income was only £226 including a non-recurring donation of £102. In 1927 a new arrangement was made: the District Provident Society appointed J W Danby, formerly of the War Pensions Committee, as secretary on the understanding that he spent part of his time on work for the CSS. Both organisations benefited from his energy and enthusiasm for the job.



Writing in the Council's magazine *Social Welfare* in 1935, Councillor A P Simon predicted that "When the history of our times comes to be written it will show with clearness that unemployment was the dominant feature of the decade through which we are now passing." This now seems almost too obvious to need saying.

The Council devoted much time to employment problems. The NCSS was consulted about why employment exchanges would not refund travelling expenses to a man who had obtained a job through his own efforts. A local organisation for the training of domestic servants asked the Council's assistance in obtaining a permanent state grant instead of uncertain payments from the Ministry of Labour. The NCSS agreed to negotiate for this matter to be covered in new Insurance legislation. Meetings were called about many aspects of the unemployment problem *eg* central arrangements for collecting and distributing clothing.

In May 1932 a special meeting of the Council considered whether additional voluntary occupational centres for unemployed men were needed. The CSS took no direct action but during the winter of 1932-1933, 36 social centres were established in Manchester by the Lord Mayor's Relief Committee. The centres were situated in lads' clubs, Sunday school buildings and public halls.

Most centres offered some form of occupation and arrangements were made with contractors and manufacturers for materials and tools to be available. Boot and shoe repairing were done at 23 of the centres; the leather was sold at cost price to the men who could then repair their own family's footwear. Six centres did woodwork. One employed skilled instructors and made furniture for the other centres. Concerts and other entertainments were arranged. Summer camps were organised. An orchestra was started for unemployed musicians. Some of the centres were still running in 1938. In addition the Education Committee ran classes for the unemployed on behalf of the Public Assistance Committee. In Salford a Council of Social Service was set up to establish five "social, occupational, educational and recreational centres for the unemployed"*, including one for women.

At the same period the NCSS was deeply involved in handling funds and in starting and supervising all kinds of centres and other work for the unemployed. Some CSS and rural community councils also became involved; others were started specifically for this work. In Manchester and Salford neither the CSS nor the City League of Help took a large part in the work, although many of the Council's committee members were involved in their personal capacity.

Perhaps the administrative resources of the CSS were just not able to stretch. Perhaps the unemployment problem was not so overwhelming in Manchester as in some other places. Perhaps there was a lingering doubt about the justification for the work. The annual report for 1931 refers to the financial crisis of August 1931 which resulted, among other

* *Social Welfare* Vol II No 3 July 1933.

things, in the curtailment of state expenditure on the social services. It mentions the development of state and voluntary services and goes on to consider "The moral effect of the huge expenditure of the past few years . . . Have the expenditure and effort created any measurable improvement in the individual, or has he been made to rely upon others for those things he formerly provided for himself?" Or perhaps it was seen as a matter of principle that the CSS should not engage in practical work. The annual report for 1934 says "The whole conception of a Council is that of a body which ensures the pooling of all knowledge and experience for the benefit of all in every department of social work. The . . . Council . . . is this kind of representative body, thereby making it usually unnecessary for the Executive Committee to concentrate on any specific piece of work, to the possible detriment of wider issues."

In 1934 the NCSS followed up previous contacts in the region by setting up an advisory council for South East Lancashire and North East Cheshire. This body had an overall responsibility for the work for the unemployed and from it developed the Community Council of Lancashire. In 1934 the Council held two meetings for representatives from hostels used by vagrants. The meetings were attended by the Master of the Casual Ward and local officers of the Church Army, the Salvation Army and the Methodist Mission. Concern was expressed about the number of men who were spending most of their lives either in the official casual ward or the voluntary hostels. Later the Public Assistance Committee, the N W Casual Poor Assistance Authority, the Ministry of Health and the Unemployment Assistance Board were brought into the discussions. For some years the four voluntary hostels telephoned in to the Council the names of men accommodated free of charge the previous evening. In one year about 400 men were found to be "habitual casuals" i.e. they had had free accommodation more than 20 times in the last year. The voluntary hostels tried to encourage the "habituals" to use the casual ward in future so as to leave the hostels free to deal with those who had not yet become habituals and might more easily be rehabilitated. At the same time it was suggested that a more serious attempt was needed to help the "habitual casual" on a long-term basis. The sub-committee continued in being until the War: on one occasion, after comparing casual ward diet with prison diet, it was able to obtain an improvement in the casual ward diet. It also arranged for boxes to be placed at the railway stations to collect newspapers and magazines for the casual ward.

In 1928 a Cripples Committee was set up under the chairmanship of Harry (later Sir Harry) Platt to enquire into the needs and problems of the adolescent cripple. The first job of the committee, which soon had a part-time paid secretary, was to compile a register of cripples beyond school age who were "suitable for training or adaptable to some form of employment." 637 notifications were received from five societies—445 from the Crippled Children's Help Society, 84 from the Bethesda Home of the Boys and Girls Refuges, 55 from the Surgical Aid Society, 32 from the Lancasterian School at New Cross and 21 from the Invalid

* Executive Committee Minutes—10.10.28.

Children's Aid Association. An approach was made to 288 employers to provide openings but owing to the "bad state of trade" only 7 cripples were placed. Close contact was maintained with the hospitals and education authorities. A training centre with workshops was set up on the Grange-thorpe Hospital Estate (now the High School for Girls) with the help of Manchester Royal Infirmary, which owned the site. The work of the Cripples Committee expanded so rapidly that it was floated off as a separate Council for Cripples whose work became absorbed into the Crippled Children's Help Society in 1935.

In 1929 the Surgical Aid Society, the District Provident Society and the City League of Help reported to the Council several instances where they had been asked to assist workmen who had recently received lump sum compensation of between £200 and £250 for injuries at work. A sub-committee, including representatives of the Manchester Law Society and the Society of Chartered Accountants, discovered that recipients of compensation were seeking help usually because they had invested the money in a small business which because of their inexperience had failed. The County Courts were notified that the CSS would advise on the purchase of businesses and arrange training in commercial subjects. The sub-committee continued to offer this service for several years.

In 1931 a sub-committee was set up to consider the need for a Poor Man's Lawyer Association. The idea was taken up by the local Law Society and a panel of solicitors and barristers was established to investigate cases. The 1932 annual report "regretted that an arrangement to pay Court fees, as well as to give legal advice in suitable cases, has not yet been found possible."

In the same year, at the instigation of Toc H, the Council decided to co-operate in a blood transfusion service. At that time each hospital had its own list of donors, who were paid. The Manchester and Salford Blood Transfusion Service was set up and an appeal made for voluntary donors on whom any hospital could call. By 1935 334 transfusions were given during the year. This seems a small number by comparison with present-day figures, but at that time blood could not be stored and the donor had to be called out for each transfusion.

In 1935 the Council was given two tons of cheese to distribute to its member organisations by whom it was most gratefully received.

The Council made several investigations following enquiries from member bodies. A list of girls' hostels was compiled and accommodation found to be adequate but highly priced. The provision of remand homes was found to be sufficient and the local authority was advised not to supplement the voluntary homes. For some years representations were made to the railway companies to grant cheap fares for patients travelling to convalescent homes: this concession was granted in 1928. A committee was set up under the chairmanship of Mrs Falkner Hill to visit the beneficiaries of endowed charities, mostly elderly and disabled people.

The work of the Mutual Register continued throughout the period. The co-operation from the Salford Board of Guardians was always disappointing. When the old Boards of Guardians were replaced by Public

Assistance Committees, there was some doubt about the continuation of the Service but only for a short time. Even with grants from the statutory authorities, however, the service was always a drain on the Council's general account. The peak year for Salford was 1932 with 26,346 Mutual Register "transactions"; for Manchester it was 1934 with 389,905 "transactions." The level of unemployment is illustrated by a report on the Guild of Social Service in Collyhurst for 1934: out of a population of 24,000 in that area there were 5000 names of totally unemployed on the books of the local Labour Exchange.* The 1934 annual report claimed, "The system ensures that any help shall be given with a knowledge of past dependence. It prevents overlapping, and encourages adequate help." When in 1935 cases were transferred to the Unemployment Assistance Board co-operation with the Register was not as good as previously and grants from the Board were notified only on request or if made for some special purpose. Even so, by 1938 the annual report claimed that the Register represented at least half a million people who had had relief of one kind or another during the past 34 years.

The Women's Voluntary Work Committee, under the chairmanship of Alderman Will Melland, went on finding outlets for offers of help. A film projector was given to the Council to lend out to other organisations. The Council arranged for lectures on voluntary social work to be given to district nurses, health visitors and school attendance officers.

The Income Tax Recovery scheme was the only part of the Council's activities which on balance brought in a "profit." The Depression slowed down the rate of growth but by the end of 1938, 329 deeds were in operation with a total distribution of over £47,000 among upwards of 3000 voluntary charitable and religious bodies.

The Council was always concerned about the good name of charities. The 1928 annual report reminds "the charitable public that a subscription to any fund should only be made when the proper use of such contribution is assured and a clear and properly audited financial statement is obtainable on application." Together with other CSS the Manchester Council made representations to the NCSS about the need for registration of charities. Registration, it was suggested, would benefit beneficiaries, who would find out which charities would help; social workers, who would find sources of assistance for their clients; and potential donors who would discover which charities were worthy of support. A resolution was sent to the Home Secretary by an NCSS sub-committee and the support of various Lords was enlisted to introduce a bill into the House to regulate house to house collections and deal with other charity matters. In May 1938 J W Danby, Secretary of the CSS, gave evidence to a joint Lords and Commons committee. Registration did not start, however, until after the Charities Act of 1960.

The 1933 annual report mentioned the greatly increased number of occasions on which constituent members had sought information upon all kinds of subjects and said, "This has caused the Council's office to become more and more a centre of knowledge relating to local as well as National

* *Social Welfare*: Vol II No 8 October 1934.

Social Service, both statutory and voluntary." Three years before, however, only 21 out of 70 member bodies agreed to increase the affiliation fee from 10s 6d p a to 21s 0d—in order to raise the payment to the District Provident Society from the nominal amount of £50. The affiliation fee in fact was never increased until 1966.

The Council has never found it easy to raise finance for its general work. In 1938 the expenditure on the general account totalled £745. Of this, £207 went to the DPS for services, rent, etc.; £256 to the Mutual Registration Council to meet its deficit, and £141 to run the recently started library. £75 came in from affiliation fees, £78 from ordinary subscriptions, and almost all the balance by a transfer from the income tax recovery scheme.

For the first time the Council was asked to administer a fund for the benefit of other charities. The Assistance of Charities Fund was set up with a bequest of £500 and for many years the Council was able to use it to support new developments in social work. Sometimes a small donation can "prime the pump", occasionally a very small amount to cover initial expenses like postages can make a real difference. One of the first grants was to help establish a hospital libraries service. In 1935 the Council received the Lord Chancellor's Certificate to act as a Trust Corporation.

New editions of the social workers' handbook were published in 1929 and 1936. In 1929 the Committee considered that it would be useful "to issue, at regular intervals, a paper explaining the work of the Council and its constituent bodies, and also to include any other matter of interest to social workers." The name "Social Welfare" was chosen after considering alternatives such as "The Focus," "Community Service," "The Lens" and the "Town Crier." John Sherratt, the printer, produced the magazine at a reasonable if not nominal charge. One thousand copies were printed for the first issue in January 1930 and sold at 3d each, although many complimentary copies were distributed.

Social Welfare continued until 1957, with a break in 1939. Its influence was considerable especially in the early years when few other social work journals were available. It published short articles of general interest to social workers, notes on the work of local voluntary societies and a diary of forthcoming events—the arrangement for the *Manchester Guardian* to publish these details had now fallen through. Dr Erna Reiss, a local barrister, contributed an excellent series of law notes, ante-dating part of the information service now provided by the National Citizens' Advice Bureaux Council.

Its pages give a picture of current pre-occupations. Provision of all kinds for the unemployed was covered, including the new public assistance arrangements. Housing was dealt with at length—public utility societies; slum clearance; the work of the Better Housing Council which included housing associations, groups carrying out local surveys or campaigning for the repair of dilapidated houses, and even the Federation of Building Trades Operatives and Trades Council. The problems of new housing estates were aired: high rents, distance from work, dearer shopping. The

* Executive Committee minutes, 2.10.29.

development of the first community association (in the country) at Wilbraham was described. There was an article on social service by the parish church; and a plea by Canon Peter Green for the acceptance of euthanasia. Local authority health services and hospitals were discussed, including the setting up of a joint hospitals advisory board to co-ordinate voluntary and municipal hospitals. An article in January 1931 on "What arrangements can I make for my Chauffeur?" has a period flavour: when you were called into the city on business or pleasure your chauffeur might have to wait several hours on a cold winter evening—but the YMCA could look after him and offer "all the facilities and advantages appealing to men."[†]

In July 1936 the District Provident Society opened a building at 16/18 Queen Street as a central home for voluntary societies and the Council became one of the seven founder tenants. The premises were named after Harry Gaddum as a tribute to his outstanding work for voluntary social services in the two cities.

The increased space in Gaddum House enabled the CSS to use part of the fourth floor as a library. A sub-committee set up in January 1938 under the chairmanship of Ernest Roberts, deputy Director of Education, decided that the library be open to all engaged in social work for 5s 0d a year. Harry Gaddum gave £100 for books. The experiment of a sociological library was intended "to serve the building and the general public as a place of study and informal meeting."[‡]

In 1937 the Physical Training and Recreation Act was passed, setting up a National Fitness Council under the Board of Education, with 22 area committees. Local education authorities were empowered to provide buildings and land for the use of clubs engaging in athletics, social or education pursuits and grants could be obtained by voluntary societies towards capital expenditure for these purposes. The Council called together the local youth organisations and a sub-committee was appointed to consider existing provisions for health and education, to encourage existing work and to prevent overlap. A paid assistant was appointed for three months. The Secretary of the National Fitness Committee for Lancashire and Cheshire described the work of his committee and mentioned the grants made to bodies in Manchester and Salford in *Social Welfare*.[§]

The annual report for 1939 mentions the Munich crisis and "the prevailing idea that the future should be regarded in terms of possible crises, and the steps which should be taken to meet these difficulties." The first 19 years of the CSS had seen a body with small resources of money and staff achieving a surprising amount. It gave the initial impetus to many new organisations, it acted as a centre of information and through *Social Welfare* as a power-house of new ideas. Perhaps its greatest strength lay in its capacity to attract and deploy voluntary help from people of high calibre.

* Article on "Gaddum House: 1936-43" in *Social Welfare*, October 1943.

† *Social Welfare*, January, 1939.

§ For fuller discussion of *Social Welfare* see article by Barbara N Rodgers in final issue—October 1957.



CHAPTER IV THE WAR YEARS 1939-1945

The Council's activities widened during the War by a remarkable development of group meetings, lectures, student training, surveys and enquiries of all kinds. In this development the Library played a central part. By 1943 it had 325 members; it was also a meeting-place.

The Friday lunches for Library members and their friends, started before the War, became so popular that they attracted attendances of up to 80. Dr (later Dame) Mabel Tylecote, chairman of the Library Committee then (and still in 1969), wrote in a *Social Welfare* article: "Business of all sorts is done there, and the interests and occupations represented are gradually extending. Numerous interviews and telephone calls are eliminated by the happy thought, 'I shall probably see him (or her) on Friday'."^{*}

The Reverend (later Canon) R E T Allen chaired both a Churches Group and a Youth Group. The Churches group brought together representatives of six different denominations and also people from the social service world. During 1942 the group was prominent in organising a Religion and Life campaign which led to the "Need of the Day" movement associated with the Cathedral.

* *Social Welfare*, October 1941.

The Youth Group began to meet in the autumn of 1939 to consider leisure provision for young people in war-time conditions of black-out, evacuation and shortages of leaders, finance and premises. It became a neutral meeting place for people from voluntary organisations, churches and the municipal services and throughout the War it acted as a clearing house for new ideas.

In 1943 a Social Workers' Group began to meet on alternate Fridays and has met regularly ever since, though it now meets on Wednesdays. The group first turned its attention to home visiting and home visitors. It was claimed that overlapping by specialist visitors from different organisations prevented the needs of the family as a whole being properly considered. From time to time the group circulated memoranda: the October 1945 issue of *Social Welfare* published one on the need for special care and treatment of mentally unstable persons.

In 1940 the CSS and the University jointly appointed Miss Barbara Stancliffe (later Mrs Barbara Rodgers) as special tutor to arrange practical experience and training for students reading Social Administration. A pattern was laid down for both observation visits and regular attachments with some responsibility in statutory and voluntary agencies covering casework, club work and also surveys and enquiries. Later students from other universities were accepted.

Lectures on the voluntary services had been given by the Council's staff to district nurses, health visitors and school attendance officers since before the War. Lectures were extended to students from the University Education Department, and also to probation officer and physical education students on courses bombed out from London. Special series of lectures—on Democracy in Action, the Economics of Social Security (at the time of the Beveridge Report), Homes and Housing—were arranged in co-operation with the University Extra-Mural Department. In 1944 the same partnership started the lectures on the social services which have continued as the Evening Course in Social Study every other year since.

In 1940 the Council set up a Social Studies and Research Committee with Dr. Gertrude Wagner as its first paid secretary. Previously the Council had carried out limited enquiries: this work was greatly extended by the research department and by the Council's various groups.

The Council's research department together with the youth group carried out several surveys. Early in the War an enquiry was made into the condition of boys and girls who left school in 1939. A survey was also made of the leisure provision for young people by the various voluntary agencies all over Manchester. C F Carter, later Vice-Chancellor of Lancaster University, was then working with the Council and wrote up the survey findings in *Social Welfare* for October 1940. Details had been collected from 862 active organisations, of which four-fifths were attached to churches. Of the 90,000 young people in the 14/25 age range, over 70% were untouched by this activity.

Conferences for local workers were held in many districts and an attempt was made to set up district youth committees. Fourteen were started

but in 1942 only three were still meeting. As early as 1941 the idea of "local community committees" in each district was put forward as a development of the district youth committee idea. The youth survey was repeated in 1941.

In 1939 the Board of Education in its circular 1486 "In the Service of Youth" had recommended local authorities to set up Youth Committees. The CSS Youth Group took a considerable interest in training for youth work and arranged several short courses, including one that had to be postponed for four months because of the Manchester blitz in December 1940. A Youth Rally brought 1,000 young people together. An associated exhibition at the Central Library was visited by 10,000 people. In 1942 the group helped the Manchester Youth Committee to plan a leadership course. It arranged meetings between its members and some of the wardens of civic youth centres. It called a conference which resulted in the formation of a local Girls' Training Corps: the second survey had shown how pre-service organisations were making great headway at that time. In 1944 the group published a memorandum in *Social Welfare* about training and refresher courses for part-time youth leaders and voluntary workers. Together with the research department an investigation was made into juvenile delinquency and juvenile attitudes to poverty. Much of this work helped to provide a solid base for the local authority youth service in the future.

By the end of 1943 the research department had investigated at least 20 subjects. Evidence from other towns in Lancashire was collated for the Nuffield College Reconstruction Survey.* Help was given to Professor Bowley in collecting budgets for his annual survey of working-class budgets in war-time. Students put together local information eg an analysis of CAB enquiries. The work of local societies such as the Surgical Aid Society, the Mutual Register and the Manchester Schools for Mothers was analysed. Help was given to the University Settlement with an enquiry on the Gorton housing estate. In all this work students played a big part.

One of the most substantial pieces of work was an enquiry into the income of local charities in 1938 by Margaret Haigh. The total income of charities was estimated at £1,051,499, or £1 2s 2½d per head of the population of 946,718 in Manchester and Salford. The per capita income was very similar to the figure arrived at in a survey of Liverpool charities in 1931. About three-quarters of the total income and 93% of the legacies went to medical charities including those dealing with cases of permanent infirmity. Although the greatest number of organisations was in the social welfare category, they received only 7% of the income—presumably because of their dependence on voluntary service. Although public grants accounted for 15% of total income and payments for services for 26%, over half of charitable income came from voluntary contributions and the interest on past contributions. The position was surveyed again in 1951.†

* See *Voluntary Social Services* ed A F C Boardillon 1945.

† See page 31.

After the issue for July 1939, "Social Welfare" ceased publication for a year but by October 1940 it had widened its scope to publishing much longer articles and also book reviews. The law notes were discontinued as "Citizens' Advice Notes" now dealt with new legislation and regulations. The price was put up to 3s 0d for 4 issues and those who had previously received complimentary copies were asked to pay. Longer articles continued to be published in spite of paper shortages and other war-time difficulties. Many of the articles were based on the pioneer investigations into social problems and needs being carried out by the Council's research department and *Social Welfare's* influence came to extend far beyond the Manchester area. Some articles eg a series on the relationship of the film, the press and radio to society went beyond conventional social work. New fields were charted: an article on "Sixty problem families" by Tom Stephens was the basis of his later book on problem families. As the War went on, attention was focussed on all aspects of reconstruction and the plans for the welfare state, from the Beveridge Report onwards.

In 1939 the CSS and the City League of Help undertook responsibility for the local organisation of Citizens' Advice Bureaux and bureaux were started by Roger Wilson who was temporarily seconded from the BBC. Thirty bureaux were started in Manchester and Salford in various buildings like the University Settlement and the Collyhurst Guild of Social Service and in many branch libraries. The central office was in Gaddum House. The number was later somewhat reduced but the district coverage was still good. Enquiries rose to 20,000 per year by the end of the War: an analysis by the research department showed that most enquiries were made by women in the afternoons and that a peak was reached three to fourteen days after an air raid or the introduction of new legislation such as food or clothes rationing. The bureaux were staffed by volunteers for whom regular lunch-time meetings were arranged in Gaddum House Library, when speakers from municipal or central government came along. A close link was kept with the official Information Bureau in each city. The CSS circulated information bulletins to the workers to supplement "Citizens' Advice Notes" from the NCSS. There was a series of paid organisers of whom the last was Miss M Penelope Hall, who was appointed in 1944.*

The CABx were also responsible for a messages scheme and a search party. The messages scheme helped people to contact relatives in enemy-occupied territory. By the end of 1943, 22,904 messages had been sent in co-operation with the Red Cross, and 7,321 replies received. The searcher service was intended to help trace relatives who had to move from their homes because of "enemy action" and to answer enquiries from serving men and women as to the whereabouts and welfare of their families. Searchers were recruited through the WVS and in 1942, for instance, 150 searches were made. All these services did an enormous amount to maintain civilian morale throughout all the war-time difficulties of dispersed families, shortages, black-out and air-raids.

* Author of *Social Services of Modern England*.

The Mutual Register's work diminished as unemployment became virtually non-existent. In 1944 102,000 transactions were recorded for Manchester and 4,000 for Salford as compared with 254,000 and 10,000 respectively for 1940. The Income Tax Recovery Scheme grew steadily to 703 covenants and an annual distribution of £65,500 in 1945. The staff of these departments, like many others in Gaddum House, gave long and devoted service; Harry Holt from 1930 until 1968, Mrs. Edith Oldham for well over 40 years.

The War brought for staff the additional chore of a "fire-watching" rota every night in Gaddum House. An incendiary bomb came through the Library roof in December 1940 and the building was saved by Mr. McGuire, the caretaker, and the licensee of the Rising Sun. Afterwards they stood on the fire escape watching Manchester burn and sang "There'll always be an England." The hole in the table caused by the bomb was repaired with a patch and the table continued in use in the Library until 1968.

The rapid development of CABx and of the Council's research department brought a corresponding increase in the Council's financial liabilities. The salary bill on the general account (excluding the Register and Income Tax Recovery Scheme which were accounted for separately) rose from £80 in 1939 to over £1100 in 1941. The accounts for 1941 showed a deficit of £832 but the first of a series of annual appeals had brought in £433 by the time the annual meeting was held in May 1942. In addition, the regular subscription list from companies and individuals had risen to over £950. As on many later occasions, the Council was able to find support for work to meet new needs, but never had anything in hand as a reserve. The Manchester Corporation increased the Mutual Register grant from £550 to £700 and eventually made a small grant for the CABx work.

Harry Gaddum died on 19 May 1940 and the July issue of *Social Welfare* carried appreciations of his work and personality. Dr F Garfield Williams, the Dean, wrote of him as "Manchester's ideal of a Christian business man." At the memorial service in the Cathedral the Bishop of Manchester described him as "a man greatly loved, because greatly loving" and this inscription was placed on a memorial plaque in the Gaddum House entrance.

The Dean of Manchester had already become chairman of the Council during Harry Gaddum's illness and his leadership covered one of the most rapid periods of development in the Council's history. In 1944 Philip Godlee became chairman: an outstanding man who, even after losing an eye and a leg in the first War, took a leading part in business, music and social service. He had his own style of chairmanship. "One can still see him breaking into a too discursive discussion, by rising to adjust the position of his bad leg, or by very deliberately fixing his eyeglass and, with a 'where have we got to?' or 'what's all this about?'

refer to some document before him, and so provide the interruption which then brought the subject into better focus."

The annual report for 1944 argued that, to make the best of the opportunities for reconstruction after the War, individuals and groups must have "a full realisation of the needs and possibilities of community life in all its aspects, together with the knowledge and understanding without which sound judgment of a situation is impossible. That all concerned with any form of social service may share in this vision and understanding is one of the main objects of a CSS. The Manchester and Salford Council seeks to implement this . . . through the encouragement of group discussion, social study and investigation, and the provision of opportunities for social workers and others interested to get to know each other in a friendly atmosphere."

In 1944 the CSS gave careful consideration to its future. Amalgamation with the DPS was considered but turned down. Mr. Danby, who had for some years been leading a veritable Jekyll and Hyde existence, at this point resigned as CSS Secretary, although continuing as DPS Secretary for a period. The Council decided the time had come to appoint a full-time secretary, his "duties to include the development of social service activities in the area in co-operation with statutory and voluntary bodies, the promotion of social studies and investigation and the control of staff."

F Douglas Weeks was appointed out of 56 applicants, and started work in May 1945. In his last post he had been assistant director of the Tyneside CSS but before that had a wealth of experience including work with the unemployed in Bristol and shelter welfare and CAB work in war-time London.

* From an article by Heric Kenyon in *Philip Godlee* by his friends, 1954.

† Executive Committee minutes, 24.11.44.



CHAPTER V THE COMING OF THE WELFARE STATE 1945-1957

During these years one of the main pre-occupations of the CSS and other voluntary organisations was to determine the role for their organisations and for voluntary workers as the statutory framework of the welfare state was built up.

The stresses of the War had brought people together in many new ways—through sharing Forces' life, or air raids or activities for "the war effort." Great hopes were invested in the development of this kind of community feeling. The new CSS secretary started a "Social Service Commentary" as an introduction to each *Social Welfare* and referred to the Manchester Plan in the Commentary for October 1945 in these terms: "This conception of a community starts from the needs of the family and the individual within the family. It relates the family to the neighbourhood, the neighbourhood to the district, and the district to the city. It has all the possibilities of a social revolution. Building on the experience of voluntary organisations and service units in the development of informal education, it makes possible a social life which not only has cultural value of an aesthetic kind, but which opens the door to fuller and more intelligent understanding of life in the widest range." The community association movement had a special part to play: "Now that the Neighbourhood Unit of not more than 10,000 population has been

generally accepted as the most effective setting for the provision of essential social and cultural amenities, Community Centres and the Associations which will use them are looking forward to a period of rapid expansion and development."

The CSS never had much doubt about the need for voluntary workers. "Social Service Commentary" for April 1946 refers to the National Production Drive and goes on: "There are signs that the tendency of voluntary workers to seek a respite from war-time efforts is ending. There are opportunities for service as important now as ever they were. If full success in our drive for peace-time progress is not achieved, the fault may be ours as much as that of the workers on the production front."

Concern was—and still is—expressed about the waste of effort through duplication and lack of co-operation by voluntary organisations. At an NCSS conference early in 1946, Sir Wyndham Deedes referred to attempts over many years to rationalise voluntary organisations and suggested that sanctions might be needed, *eg* the refusal of Government grant-aid to voluntary organisations that were redundant or below the required standard. He also felt that "not until the day came when, opposite the Town Hall or alongside it, you had the whole of the voluntary effort of the town, capable of being moved in any direction in an emergency, would the voluntary movement be able to say to the public: 'We are at your service'." George Haynes, secretary to the NCSS, however, disagreed and thought "It was necessary to accept the variety of voluntary effort of all kinds" though co-ordination and communication could be improved. Dr Lind, herself an active member of the Manchester and Salford CSS Executive Committee, gave a salutary warning of the danger that people would be called to more and more central committees "until they had no time left for their original work";* and also of the difficulty of attracting finance for co-ordinating work which lacks sentimental or spectacular appeal.

The extension of statutory responsibility was, nevertheless, welcomed by many social workers. "Social Service Commentary" refers to the importance of 5th July 1948, the vesting day for the new health and national insurance schemes. "There will be room for improvement and some of the schemes will develop only gradually towards their full intention, but July 5th will still be a day which confers a new charter of human rights on the people of Britain."†

On 1st April 1945 the CAB service in Manchester was handed over to the City League of Help and the service in Salford ended. Later in the same year Barbara Stancliffe left the Council to take up a full-time appointment at Manchester University, although retaining a close link with the Council through membership of its Executive Committee; Penelope Hall left to go to Liverpool University.

* *Social Welfare*, January 1946.

† *Social Welfare*, April 1946.

‡ *Social Welfare*, July 1946.

One of the new fields of work into which the Council moved was the welfare of old people. A new kind of partnership was achieved with the local authority and much pioneer work was done. In 1940 the NCSS set up an Old People's Welfare Committee but the Manchester CSS did not take up the question until 1945. Increasing expectation of life had raised the proportion of people of pensionable age from 6.7% of the population in 1911 to 13.5% in 1951. Attention was focussed on their needs by reports from the Assistance Board, which was responsible for supplementary pensions, and later from the Nuffield Survey and many other investigations.

In October 1945 the Council sponsored a Town Hall conference at which an Old People's Welfare Council was set up. This later became a committee of the CSS. In 1946 the CSS, with the help of students, carried out an enquiry into the housing needs of elderly people in a clearance area of Miles Platting on behalf of the Unification of Social Welfare Problems Committee of Manchester City Council. An evening lecture course on the welfare of old people was arranged in co-operation with the Community Council of Lancashire and the University Extra-Mural Department.

In the same year the CSS formed New Age Housing Ltd., a housing society to cater for old people. Two properties were bought in Eccles and equipped with the help of a grant from the Lord Mayor of London's Air Raid Distress Fund. Cavendish House was opened in December 1948 and Half Edge House at Easter 1949. Together they provided accommodation for forty old people. The National Assistance Act, 1948, gave to county and county borough councils a duty to provide accommodation for those "who by reason of age, infirmity or any other circumstances, are in need of care and attention not otherwise available to them." The Eccles hostels were sold to Manchester Corporation and helped to give the Welfare Services Committee a good start in setting up hostels.

In 1952 the Council became trustee for Hillbrook Grange, a large house at Bramhall given by Miss Florence Rowbotham for an old people's home. Bramhall and Woodford Old People's Welfare Committee took the main responsibility for starting and managing the home, which was opened for 14 residents in December 1953.

In 1952 Philip Godlee died. Heric Kenyon, the new chairman, had served on the CSS Executive Committee for many years and had also been honorary secretary. He had a wide experience of voluntary social work including a long connection with the Hugh Oldham Lads' Club, and devoted himself to the work of the Council, being also chairman for many years of the Social Workers' Luncheon Club and the Social Studies and Research Committee.

"Philip Godlee was among the first to recognise that old people may need convalescent homes as distinct from hospital treatment, homes where they can have nursing care and comfort until they feel fit to take up normal life again. So when he died in 1952, it was decided that the best tribute that could be paid to him was to provide such a home."

* Annual Report 1956.

In 1949 the Council became trustee for the Noel Timpson Trust which was bought in Didsbury after a long search for a suitable house to convert. Bequests and other funds, notably the Manchester and Salford Medical Charities Fund and the University Students' Rag, supported the scheme and the cost of £22,500 was eventually met with the help of a mortgage of £7,500. The intention was to provide a "half-way house" between local authority residential accommodation provided under Part III of the National Assistance Act and hospital accommodation. The Regional Hospital Board agreed to cover the maintenance costs in return for the right to nominate the patients or residents. The home was called Philip Godlee Lodge after "P G" and also after his wife Barbara, whose maiden name was Lodge. Philip Godlee had been chairman of the Halle Concerts Society—his was the main responsibility for bringing John Barbirolli over from America in 1942 as permanent conductor. The Lodge was officially opened in 1956 by Lady Barbirolli, as Sir John was at that time ill in hospital.

A local house committee was established under the chairmanship of C Osborne Jones, who was also one of the honorary treasurers of the CSS. In the first year 200 patients passed through the Lodge. The geriatric departments at Crumpsall and Withington Hospitals recommended the patients: the majority came to recuperate after hospital treatment but up to a quarter came from home instead of going to hospital, in order to give them and their relatives a break. The Lodge had the advantage of a delightful situation in a large garden, yet near the city and on bus routes.

The Council also played a big part in developing leisure interests for the elderly. The National Assistance Act had recognised the value of clubs for the elderly by empowering local authorities, under Section 31, to contribute to the kinds of voluntary organisations whose activities "consist in or include the provision of recreation or meals for old people." In May 1946, the Council opened a day-time club at Ardwick Green which was the first of its kind in the area. The membership soon reached 300, the maximum possible in the space. A radio appeal by Canon Wilfred Garlick later brought in enough to purchase the building. The club was run by a committee of local people but the Council acted as trustee for holding the property. The Club was later named the Tom Dobbins Club after one of its special benefactors.

Contacts were made with existing clubs in both cities, including the "veterans" groups meeting in bowls houses, tennis dressing-rooms and other park buildings. The Council took the initiative in starting weekly clubs in church halls, political clubs and community centres. By 1947 the Council reckoned to be in touch with 4,000 old people in clubs. Arrangements were made through a National Old People's Welfare Committee scheme for insurance against public liability and personal accidents for helpers, and later club equipment was covered. The Council's OPW department administered a grant from Manchester Welfare Services Committee for furniture and equipment. It also purchased furniture on behalf of the Parks Committee, which built several rest rooms a year

until almost all parks in the city had somewhere for the old men to go for a chat, bowls in the summer and games in the winter. By 1953 the Council was in touch with 119 clubs in both cities with a combined membership of 13,000. In 1954 the Lord Mayor opened the 100th club in Manchester.

Meanwhile the Council was working to widen the interests of the elderly and the opportunities available to them. In 1950 a quarterly newsletter to clubs was started as a means of circulating and exchanging information. With the co-operation of the CSS, the University Settlement took a group of retired people on a camping holiday. A handicrafts course was arranged, followed by two handicrafts displays. In 1955 three choirs from Manchester took part in the Community Council of Lancashire's Over-60's Choir Festival at Blackpool. The following year the Council held a combined choir festival and handicrafts display at the Zion Institute, Hulme, and in 1957 a choir festival at the Central Hall, Oldham Street, and a handicrafts exhibition in Gaddum House. In that year CSS staff made 160 visits to clubs. For the first time a circus "rally" for club members was arranged at Belle Vue with a grant from Manchester Welfare Services Committee.

Clubs had always enjoyed day outings and from the mid-1950s onwards elderly people began to enjoy out-of-season holidays at rates cheaper than those for the main season. The Council took the lead in getting together parties for coach tour holidays including some individuals and some club members. Fifteen hundred pensioners from the area went on holiday in 1955. A group from Manchester were the first holiday party of pensioners to visit Inveraray and the Duke of Argyll treated them to champagne. For many pensioners the holidays were the experience of a life-time—occasionally the first real holiday they had ever had, often the first for many years.

The annual report for 1949/50 announced the start of a new service: "In January the Ministry of Health issued circular 11/50 asking local authorities to consider suggestions for combined action between local authorities and voluntary organisations . . . Special reference was made to co-operation with existing old people's welfare committees . . . In Manchester, the Welfare Services Committee approved the principles of a scheme under which the actual organising of a voluntary visiting service would be undertaken by the CSS in close contact with the Welfare Services Department. That Department could pass on information about old people needing visits and could receive requests for local authority services."

The Council appointed a visiting organiser, and agreed to find £1,000 over 5 years for the work, with additional support from the local authority. In the first year 400 voluntary visitors were recruited, both individuals and members of groups, and over 1,000 visits were arranged to old people including regular visiting to 251 who were specially lonely. Many other organisations including members of the Scouts, Guides and Junior Air Corps co-operated in helping with shopping, changing library books, chopping wood and other services.

The scheme provided a focal point for all kinds of service to the elderly. An enquiry was made into the need for old people to have cooked meals at home or at clubs. Clothing was made available both directly and through other agencies. Before the days of television the radio had a special value for lonely and housebound people: help was given to the Rotary Club and the Round Table in reviving the Wireless for the Bedridden scheme and an appeal was made for radios resulting in 100 repaired sets going out on loan. Lawrence Kistoris, later chairman of the Council's OPW Committee, set up a fund for assisted holidays and, with a group of friends, provided bed-linen and later rubber sheeting to help the incontinent. An Amenity Fund was started for those with needs not otherwise met. Volunteers were recruited to repair household fittings and equipment, to give domestic help to supplement the home help service and to prepare rooms for those discharged from hospital. Where special help was needed, this often "involved the unravelling of complicated circumstances and negotiations with statutory bodies or other voluntary societies."^{*}

In 1951 a domiciliary chiropody scheme was started with the help of voluntary funds and later with a grant from Welfare Services Committee and by the end of 1957 was providing 509 monthly treatments. The service was extended through the devoted efforts of chiropodists in making an ever-increasing number of home visits. In 1953 various kinds of Christmas parcels and presents were distributed; in 1954 3,000 parcels of basic foodstuffs from the US Forces at Burtonwood were made up and given out. In 1955 "training" courses were started for voluntary workers for the elderly when grants for this purpose became available from the King George VI Memorial Fund. The Lord Mayor held the first of a series of receptions for voluntary visitors.

Community associations were another field where the post-war years saw a new kind of partnership between the CSS and local authority. Penelope Hall had surveyed community associations at the end of the War. The survey covered the eleven centres in Manchester; two had disappeared by 1945 and the rest varied considerably in the extent of their activities. All were hampered by inadequate premises. In 1945 the National Federation of Community Associations evolved out of the New Estates Committee of the NCSS and helped to focus interest in the potentialities of community centres and community associations. Dormant groups in Manchester revived as people returned from war service.

The Manchester CSS was represented at the NFCA meetings and in 1946 a joint policy committee was set up by the CSS and by the Manchester Federation of Community Associations, under the chairmanship of Mabel Tylecote. In the light of the plans of the Ministry and of the LEA it was envisaged that community associations "will develop into one of the most important spheres of action of the Council."[†] Local education authorities now had powers to grant-aid community centres

* Annual Report, 1950-51.

† Executive Committee Minutes, 26.4.46.

under the Education Act 1944 as well as under the Physical Training and Recreation Act 1937 and the Housing Act 1936.

In 1947 the Education Committee made a grant towards the appointment of an organiser who was to develop co-operation between existing associations and to form, guide and advise new associations. He was to work under the direction of the Joint Policy Committee. The CSS provided office accommodation and services. The Federation supplemented the local authority grant to make the appointment possible. The LEA recognised the Federation as the body with which associations must be connected in order to receive official recognition and help. The LEA was represented on the Joint Policy Committee and the Federation Committee; the CSS was represented on the LEA Community Centres Sub-Committee.

The Federation arranged an exhibition on "Living Communities" in December 1946. The organiser started week-end courses for community association representatives and carried out much useful advisory work. Two new associations were formed in 1947 and three in 1951. In the same year the LEA took over the Collyhurst Guild of Social Service building as a community centre and the Federation organised a local community association. Many individual associations were encouraged to widen their activities *eg* to start over-60's clubs and to take part in the visiting service to the elderly. A three-week festival was held at Northenden and three art exhibitions at Sharston. Mabel Tylecote, chairman of the Manchester Federation, which was recognised as "still the strongest body of its kind in the country",^{*} became chairman of the National Federation.

The results of this work did not perhaps fulfil the high hopes with which it was started. The building of new centres was, throughout the country, hampered by building restrictions, shortages of materials and finally a ban on grant-aid from statutory funds except for voluntary labour schemes. The LEA grant for organising in Manchester suffered an economy cut. When the organiser resigned in 1952 a new arrangement was made: although the organiser continued to work from the Council's offices, the grant towards his work was made direct to the Federation.

Work in Salford also brought some disappointments. In 1946 when the River Irwell flooded parts of Salford seriously, the Council organised a special collection of clothing. In 1948 a survey was made by Barbara Stancliffe and her colleague Mary Murray into social conditions in the Regent and Ordsall Park wards of Salford. The object of this study was to suggest what could be done to make life more tolerable for those who would have to go on living in these twilight areas for another decade at least. The study "Till we build again" was published as a special number of *Social Welfare* and contained an appeal for a patch and prop programme such as was eventually legislated for in the 1954 Housing Act.

The 1946/7 annual report mentions that a Salford Social Service Committee was set up with the help of the Community Service Committee

* Annual Report, 1951/52.

of the Rotary Club. The Committee reviewed existing services and needs in the city, compiled a list of active organisations and agreed to concentrate on work for old people. Help was given in starting over-60's clubs and a link with the Salford clubs has been kept ever since. A summer rally was held in Buile Hill Park and for several years 400 older people attended a reception and entertainment arranged at the Art Gallery. A part-time organiser was appointed in 1950. An investigation was made into the need for small play spaces for younger children. Visiting was arranged for lonely old people. A club for epileptics was started. In 1951 a Citizens' Advice Bureau was started, at first on an experimental evening basis, and then three days a week.

Salford, however, has rather resented organisations that are thought to be dominated by Manchester or by Manchester people. After the War, too, there still lingered antagonism to any voluntary body associated in the minds of some people with the unhappy times of the 30s when "public assistance" and "charity" had kept people alive but had not challenged a society which accepted mass unemployment as an unavoidable evil. The work of the Salford committee of the CSS was never grant-aided by the Salford City Council, although support came from the Salford Sunday Cinemas Fund and street collections as well as from donations by local individuals and groups. In 1955 Salford set up its own Companionship Circle for the Elderly to stimulate and co-ordinate voluntary work for the elderly, with the backing of the Civic Welfare Committee. The impetus behind the Salford Social Service Committee faltered, although one of the committee's initiatives, the Salford CAB, has functioned ever since.

During the early 1950s the research department carried out several substantial enquiries, notably on the income of charities in 1951 and on homeless families in 1954. A social research secretary was appointed in 1949 when the English Sewing Cotton Company made a generous grant for this purpose. The department began to concentrate more on producing local evidence and reports for national enquiries than on carrying out local surveys on its own. Contacts with central or national bodies were on the increase, resulting from the centralisation associated with the coming of a national "welfare state." The Council's work for the elderly and for CABx developed in close partnership with the relevant departments of the NCSS. In 1945 the Standing Conference of CSS had been set up as a department of NCSS and the Manchester and Salford Council kept in close touch, particularly as Douglas Weeks was a member of the Central CSS Committee of the Standing Conference for a considerable period. Some enquiries were made at the instigation of the NCSS, *eg* in 1948 the Social Workers' Luncheon Club sent in their views on the operation of several particular aspects of the new statutory services. Evidence was sent in to many Government committees, *eg* to the Maxwell Committee on the future of prisoners' aid societies. The Council sponsored local study groups each year that the British National Conference on Social Work was held.

Contacts at the county level were also intensified. Almost every annual report refers to membership of one of the Community Council of Lancashire's committees, to attendance at a county CSS Conference or to co-operations on a particular project, *eg* an old people's choir festival. Often different sections of the Council's work helped each other. The Social Studies and Research Committee sponsored a working party to prepare evidence for the Ministry of Health Committee on the status and training of local authority health and welfare workers (Younghusband Committee). During the discussions it became evident that student home teachers of the blind had difficulty in obtaining experience of visiting people in need. For several years groups of students spent two or three weeks with the Council carrying out visits under the supervision of the OPW Officer. This arrangement gave them useful experience and also helped the Council with routine visiting of old people.

In 1950 and 1951 the CSS worked closely with the Hulme Community Council which had been set up to bring together those living and working in the area to improve conditions there. Barbara Stancliffe helped to produce a local guide for social workers. The CSS took a temporary tenancy of two blitzed sites for play spaces. The CSS, with the help of the Hulme Council, investigated the circumstances of mothers on the waiting list for the Hulme Day Nurseries: this information helped the Manchester Health Committee to justify reserving a site for a new nursery. A further enquiry was made about the recreational facilities and amenities in blocks of flats in Hulme.

Any annual report during the period recorded a variety of enquiries made through the research department, *eg* in 1952/3 information was submitted for a PEP report on the working of the social security services in the cotton area; for a World Health Organisation enquiry into the activities of welfare workers dealing with families in their homes; for a British Council for Aid to Refugees enquiry into the acceptance of refugees into community life; for an NCSS report on methods of dealing with homeless families and an NFCA review of new housing estates.

The Income of Charities survey found it impossible to make a detailed comparison of the monetary values of charitable gifts in 1938 and 1951 because of inflation. Medical charities, however, were still popular. Although hospitals had been taken over by the National Health Service between the two surveys, their gifts had only decreased by half and much of the money previously given to the hospital service went to the welfare of the aged and handicapped. Social welfare's share had increased from 7% to 11%.

The annual report for 1946/7 urged the creation of a special fund for voluntary organisations, to be administered by the various interests concerned. Such a fund might attract subscriptions previously given to services which had recently been transferred to the state or local authority. It could "also replace a large number of unco-ordinated and competitive appeals by a stronger combined effort." But there was little interest in the idea among voluntary societies and joint finance made no progress till the very end of the period under review in this chapter when

the Council supported the setting up of United Voluntary Organisations, a body to raise funds for local charities through small, regular contributions from wage-earners.

The Council's educational work flourished. The partnership with the University Extra-Mural Department continued. The Evening Course of Social Study was held every other year: an interesting development was the encouragement given by the National Assistance Board to their officers to attend. A special 32-week course was arranged at the end of the War as an introduction to social work for ex-servicemen and women. Other experimental courses were a weekend school on running a voluntary society and an evening course to study social groups.

Additional lectures were given: to doctors studying for the Diploma in Public Health, to volunteers for civil defence, to post-ordination groups of clergy. Practical placements for university students were continued. A number of foreign visitors came to the Council for varying periods, often in co-operation with the British Council. In one year, for instance, the visitors included the dean of an American School of Social Work, the secretary of the All-Pakistan Women's Association, a United Nations Fellow and a labour officer from Jamaica.

New editions of the Social Workers' Handbook were published in 1947 and 1953. A vest-pocket guide to the social services was published in 1950 and 2,700 copies were sold.

To the existing Social Workers' and Youth Groups was added a Churches Group on Social Work and Progress, which published a useful memorandum on housing and considered the needs of neglected children and the personal and community problems on new housing estates.

Social Welfare continued to cover new developments: the 1947 issues contained articles on the Curtis Report and voluntary organisations and two entitled "National Assistance Buries Bumble" and "End of the Poor Laws—and a New Era Dawns in British Social Welfare." It began to be exchanged with social work journals abroad and several articles were reprinted in other British journals. By 1957, however, it was suffering competition from other journals started since the War and the small circulation was causing concern to the Council, although the contributions maintained a high standard and also at times a lively one.

Nesta Roberts, who was on the *Social Welfare* editorial committee, wrote an amusing article called "Down the Drain" in the January 1956 issue. It starts: "They're a trouble when you've got them and they're a trouble when you haven't got them, as the old women say. They say it commonly about children: equally well it might be said about teeth. The radical difference is that teeth, unlike children, are among the afflictions which, when they become intolerable, can be madly cast away."

To turn over the files of National Health Service Executive Councils is to be astonished at the number of people who do just that with their uppers and lowers." The article describes the varied and sometimes bizarre ways in which this can happen and the difficulties for the committee in deciding whether or not to pay for replacements. It ends "who paid, one is left to wonder, for a replacement for the teeth . . ."

'left on the dressing table. During night dog got into room, got hold of dentures and ate them. No proof, but dog was sick three times next day and when shown other denture snapped at it.'

The moral of these tales was supplied by a dentist whose patient the writer formerly was, and who, while drilling like a dervish, was fond of saying: 'One in the head is worth three on the plate'."

In 1945 the Council supported the Council of Churches in founding a local Marriage Guidance Council. In June 1946 a conference was held to promote co-operation between agencies dealing with problem families. A Liaison Committee of statutory and voluntary organisations did useful work for some time: one report claimed to have reduced the number of workers visiting a particular family from 8 to 3. This must have ante-dated the work of the co-ordinating committees, mentioned later. The Council supported the setting up of a Family Service Unit, based on the pioneer work done during the War by the Pacifist Service Units.

Part III of the National Assistance Act, 1948, laid on the major local authorities the duty to provide "residential accommodation for persons who are in urgent need thereof, being need arising in circumstances which could not reasonably have been foreseen or in such other circumstances as the authority may in any particular case determine." The intention was to cater for those suffering from the effects of fire, flood or other disaster. But ever since then local authorities, especially those responsible for large cities, have also had to deal under this Section with families evicted for other reasons and with their rehabilitation and resettlement. In 1954 voluntary societies became concerned about the scale of the problem. A conference was called by the NCSS and the National Council of Family Casework Agencies. "The two most promising ideas seemed to be the prevention of evictions, which might result from more intensive casework to help the families to meet their responsibilities, and the rehabilitation of those already evicted and living in Local Authority accommodation through what have become known as Home Advice Groups."

The Council made an enquiry into the circumstances of 93 families who in 1952 had been through Mayfield House, the old "institution" in Ancoats where homeless families were admitted. Only 56 of the 93 families could be traced but the majority of these still had unsolved problems and a third of them had been evicted again, this time from the accommodation they had gone to from Mayfield House.

The Council started a home advice group at Mayfield House, where there were at that time about twenty mothers and their children. The University Settlement started a play group for the children. The Young Friends took the children out to parks and to the country at week-ends. The local authority later granted the Council the tenancy of a flat in a "sub-standard" block, and home advice and play groups were held there both for the Mayfield families and for the families in the flats. The Council started a working group for the societies concerned with these families to keep in touch about the work. A grant from the Carnegie Trust made possible this extension of the Council's work; it also financed the

installation of slot gas meters in the sub-standard flats as an important contribution to helping the families to sort out their finances and to budget sensibly.

The Council dealt with many other subjects, which can only be mentioned briefly here. The Council first showed interest in the colour problem in 1950: a club for elderly coloured people in Moss Side was suggested but was not thought to be necessary. Discussions were held with the Council of Churches and the International Club in 1953 about special services for immigrants from the West Indies and Africa. The Education Authority put on special classes and the Council arranged a CAB at the same evening institute. Later a group considered the need for a special housing association.

During the winter 1953/4 the Social Workers' Luncheon Group considered various forms of physical disability, each discussion being introduced by someone suffering from that particular handicap. "All were impressed and given a real sense of humility by hearing of the amazing and largely successful efforts these handicapped people had made to overcome their handicaps and build up lives of usefulness and activity." The Council then convened a meeting of interested societies at which the Manchester Chief Welfare Officer described the new statutory scheme for the welfare of physically handicapped people. The Council also supplied equipment to a few clubs for the handicapped in the same way as it did to over-60's clubs.

On 23 April 1946 the Income Tax Recovery scheme became a registered friendly society, known henceforth as the Benevolent Fund. By the end of 1957 1,130 deeds were in operation with a total value of £87,432.

In 1949 the new National Insurance and National Assistance Acts gave regular pensions and allowances to many old and disabled people who had previously depended on grants from local authorities. The Mutual Register's transactions dropped considerably when grants from the Manchester Social Welfare Committee (late Public Assistance Committee) ended. A development officer was appointed to reorganise the department and to make its services better known. The emphasis shifted to "the hard core of people, who for one reason or other, were still in need of additional help which the normal state services did not give."† The Register became interested more in bringing the resources of various agencies together into a constructive plan for the welfare of an individual or family, than in merely preventing duplication of relief. By 1953 the users of the Register totalled 111: 12 statutory departments, 57 voluntary agencies and 42 sub-agencies (mainly almoning arrangements by casework bodies for other societies). The development officer represented the Council and the Register on the Co-ordinating Committees for the care of children neglected or ill-treated in their own homes, which were set up in both Manchester and Salford, after a Home Office circular in 1950. Manchester Corporation continued to grant-aid the Register after a detailed examination of the use made of its services following the 1948 legislation.

* Annual Report, 1953/54.

† Annual Report, 1948/49.

The Philip Godlee Memorial Fund eventually raised £8,000. A property was created to make grants to youth organisations. Later, the Council became responsible for the Chronicle Cinderella Fund, a scheme started by the *Manchester Evening Chronicle* to raise money for holidays for sick children from readers of the newspaper. The money from the sale of a seaside holiday home was invested and the Council administers the income to provide holidays for children otherwise unable to meet the cost. In the first year 32 applications were received involving 44 children and individual grants varied from £5 to £75 according to the number of children and length of stay. A case committee was established with the co-operation of the Invalid Children's Aid Association. The Council's Memorandum of Association was revised in order to secure its power to act as a trust corporation.

The Council obtained bequests and donations from individuals as well as grants from trusts and funds of various kinds to start specific pieces of work, notably its work for the elderly. Throughout the period, however, the Council's general financial position remained somewhat insecure. There were only two years—1949/50 and 1954/55—when there was no deficit on its work. In 1949 Manchester Corporation for the first time made a grant of £500 towards the Council's general work and by 1957 the general grant had risen to £1,250. From 1947 until 1952 the Council administered a grant from Manchester Education Committee for community association work. From 1950 onwards Manchester Welfare Services Committee made a grant for the visiting service in addition to a grant for purchasing equipment for over-60's clubs. The work for old people was helped by two street collections in Salford and one in Manchester. Without the transfers from the Benevolent Fund, however, the Council could not have carried on its work. As its responsibility for trust funds grew the position was sometimes misunderstood. These funds could not be used to finance the Council's general work, although their accounts appeared in the Council's annual report.

During this period the Council, like many other CSS, found it easier to obtain resources to develop practical services, in this case the work for the elderly, than to gain support for its more general work of information and co-ordination. Owing, however, to the calibre of the Council's staff, to their ability to bring together knowledgeable groups of social workers, and to the support given by Manchester University, a strong tradition of social enquiry and investigation was maintained, often leading to practical action.



CHAPTER VI RE-APPRAISAL 1958-1969

If the number of committees and royal commissions is anything to go by, these years have seen a continuous review of the social and educational services and of the central and local government framework in which they operate. In 1959 the Mental Health Act, with its emphasis on community care, was passed. In 1959 also the Younghusband Committee reported: their recommendations led to an unprecedented development in training for social work staffs of local authorities. After the Ingleby Report in 1960 came the Children and Young Persons Act 1963. The Albemarle Report on the Youth Service came out in 1960. In 1966 the Ministry of Social Security brought together the National Assistance Board and the Ministry of Pensions and National Insurance and then itself became part of the Department of Health and Social Security in 1968. The Seebohm Report on the personal and allied social services, published in 1968, recommended sweeping changes in order to bring about more unified and therefore more effective social work by local authorities. After two White Papers, a new Children and Young Persons Bill came before Parliament in 1969. The Redcliffe-Maud Royal Commission on local government reported in 1969. During these years was published the series of influential reports from the Central Advisory Council for Education known as Crowther, Newsom and Plowden. In 1969 the

Government announced its Urban Aid Programme. The pace of change in the work of the CSS also quickened.

During the period there were many changes of personnel. In January 1963 Heric Kenyon retired as chairman. His place was taken by Jack Goldberg, a solicitor and a member at that time of Salford City Council. Two years earlier he had become chairman of the new committee for the Salford CAB. Later he was a member of the North West Regional Economic Planning Council. Geoffrey Boddington, Osborne Jones and Douglas Peacock retired. Richard Godlee became honorary secretary, thus continuing a family connection. John Harris became honorary treasurer and was later joined in this office by Keith Naismith. Barbara Rodgers accepted a new post of deputy chairman.

In 1964 Douglas Weeks retired after nearly 20 years of outstanding service to the Council. As the Council's quarterly newsletter said, "Our social services both voluntary and statutory have changed more in the last 20 years than in the previous 300 years, and thanks to the imagination and adaptability of the Secretary, the Council has been able to run fast enough, not merely to stay in the same place, but to make very considerable progress."

Emily White became only the second full-time secretary in the Council's history. She had trained as a housing manager, had been with the Council as assistant secretary and returned after 3 years as clubs and leisure-time activities adviser to the National Old People's Welfare Council.

The first change in 1958 was in the visiting service for old people pioneered by the CSS. In 1956 a check by Corporation welfare officers showed that only a proportion of those on the CSS old people's visiting list were still being visited. It was proposed at the City Council meeting on 5th February 1958 that the Service be taken over on 1st April. The CSS stated that the register was not intended to be a live one: it covered those who had been visited once for some specific need as well as those being visited on a long-term basis. A spot check by the *Manchester Guardian* showed incidentally that many old people did not realise the visitor was part of any organised service but thought the visitor was either a chance caller or a friend.

The City Council decided to take over the visiting service. With hindsight it is clear that the CSS had not fully realised the difficulty of keeping a visiting register up-to-date when dealing with some 10,000 cases over 8 years. The old people move away, go to hospital or die; the visitors are busy people subject to domestic or family crises, not always aware of the importance of making regular reports to the organiser. The CSS should no doubt have claimed less accuracy for the records than it did, but in the stress of a rapidly developing service record-keeping does not seem the first priority. Its failure to distinguish clearly between once-for-all visiting and long-term visiting also caused confusion.

At the time the CSS's position was unhappy as it suffered a good deal of adverse publicity. The Welfare Services Committee suggested cutting the grant to the CSS and leaving only £350 for ancillary services to old people. The Executive Committee rejected this offer which was quite

inadequate for the wide range of services provided to old people by the CSS in addition to the visiting service. For the time being the CSS financed all the old people's work from its own resources, although a new agreement on grant-aid for old people's work was reached for the year 1959/60. Since then the CSS has maintained its services for the elderly and has pioneered several new pieces of work.

The chiropody service, however, was handed over to the Corporation in a very different spirit of co-operation than when the visiting service was transferred. Treatments in the domiciliary service were put on a two-monthly instead of monthly basis during the financial difficulties in 1958. In 1960 chiropody was included among the services that local authorities were allowed to provide under the National Health Act. The service was steadily extended with the help of grants from the Manchester Welfare Services Committee and after 1960 from the Health Committee. Between 1960 and 1963 the average number of old people receiving treatment at home rose from 750 to 1595 and the average number treated at clinics from 500 in 1961 to 1000 in 1963. At 31st March 1965 the domiciliary service became the direct responsibility of the Health Committee. The clinics were transferred a year later. This was almost a text-book example of a voluntary society pioneering a service and transferring it to a local authority when the need was established and greater resources required. The work with over-60's clubs has been extended. The Council deals with club equipment and insurance: television sets have to be insured now as well as basic equipment. The Welfare Services Committee has made a grant in most years for a rally of 4,000 club members at Belle Vue Circus and a visit to the Levenshulme Community Association pantomime. The quarterly newsletter still goes out, and the number of clubs from both cities registered with the Council has risen to 210. New clubs have been formed by several clergymen to meet special circumstances, eg lonely old people who have been moved to multi-storey flats. A welcome party was arranged for new tenants at the town centre flats in Wythenshawe. Since 1959 the Welfare Services Committee has put up seven purpose-built day clubs, including kitchens for providing lunches. The CSS has called together provisional committees and helped to get club committees going. One of these buildings, the Bradford Centre for the elderly, includes a day attendance centre for the infirm and also a workroom for which the CSS is responsible.

A clubs association has been set up: this gives representatives of Manchester clubs the chance to exchange experiences and hear of new ideas and new services. The association meets three times a year in Gaddum House. Information courses have been arranged for the association and also for leaders of the new day clubs.

Another experiment was a non-competitive Festival of Song, held at the Free Trade Hall with the co-operation of the BBC. A Serenade featuring over-60's choirs and the Manchester Grammar School brass band is to be part of the CSS Golden Jubilee programme. The first interdenominational cathedral service for the over-60's was held in 1963 and has been an annual event ever since. Several of the over-60's choirs

join in singing an introit and an anthem and in leading the congregational singing. The choirs, however, have so many other engagements with competitive festivals and visits to homes, hospitals and clubs that they find it hard to fit in these extra commitments: a tribute to the activities for the over-60's developed in the last 15 years.

The annual report for 1958/59 claimed that over 30,000 individual holidays had been arranged in the previous 3½ years for pensioners in the north west, as a result of the Council's pioneer efforts. Holiday parties are still got together by the CSS, although the number of parties has been reduced as clubs and travel agencies have become more active in this field. As a result of the generosity of Lawrence Kistoris and others, a few more frail and infirm people have been included in holiday parties, where necessary at reduced rates. One or two short holidays have been arranged at Christmas for elderly people who would otherwise be alone. One isolated lady who had previously hardly ever gone out enjoyed the Christmas holiday so much that she joined a club straight away and then went on a club holiday. The amenities fund for special needs benefited by £1,000 from a syndicate of prominent sportsmen and television stars who had a win on the football pools.

Day outings for those who are seldom able to get out of their homes have become a feature of each summer's work. Parties are taken either to Southport or to friends in the country. The old people are recommended by the local authority social services. The whole operation involves a surprising amount of work: sending out invitations and visiting people as well as providing Red Cross help and sometimes wheelchairs on the day. Information courses, started with the help of the King George VI Memorial Scheme, have continued and two or three have been held most years, sometimes at Gaddum House and sometimes locally. Follow-up meetings are held for those who have attended courses and a newsletter is circulated to visiting groups, including some personnel departments who are in touch with companies' pensioners.

Two essay competitions have been held, the second time as part of the Golden Jubilee. Each competition attracted around 80 entries. The subjects included "The town I knew in my youth," "My schooldays," "Leisure and pleasure" and "Changes I have seen." Many of the entrants enjoyed attending a prize-giving ceremony. The libraries helped with judging and the essays found a home in the local history collections of the two cities.

Membership of the old people's welfare committee has been extended to as many as possible of the bodies, both statutory and voluntary, who have a special concern for the elderly. The Committee continues to work closely with the National Old People's Welfare Council. The Manchester Committee called together representatives of the North Western Electricity Board, the Welfare Services Department and others to discuss how to help elderly people with no experience of electricity who were moving into all-electric flats: some were afraid even to touch an electric light switch. The Committee has taken the lead in co-ordinating Christmas parcels and presents so that as many as possible go to the people who

really need them with as few duplications as possible. The Committee works on this problem with the Welfare Services Department and the Mutual Register, and with the Coal Utilisation Council and *Manchester Evening News* in distributing fuel through a fund subscribed by readers of the newspaper. The Committee has arranged its own collections at cinemas for small money presents for some elderly people on their own. The following is typical of the many thank-you letters received: "It is astonishing the lift-up one has when they find someone has thought of them. I am now in my 79th year and my only remaining relative is a sister who no longer lives in England."

The OPW Committee celebrated its 21st anniversary in 1966. Several branch libraries put on book displays and the Committee held an exhibition of the work of some of its member bodies. Mrs E Casket, chairman of the committee since 1958, gave a tea-party at her own home for members of the committee.

Philip Godlee Lodge has cared for about 300 convalescent elderly patients each year since it was opened. The original mortgage was paid off in half the time anticipated because of various bequests and other windfalls. It had always been hoped that some of the 3 acres of garden could be made use of: an experimental short-stay maternity unit was planned but finance was not available. In 1963 a bequest of £6000 formed the nucleus of finance for an extension. Agreement was reached for the Regional Hospital Board to extend the existing contractual arrangement. The Board will meet the maintenance costs on a 20-bed unit for patients suffering from long-term illness so long as the capital costs are met from voluntary funds: another example of statutory/voluntary co-operation. The original 26 beds will continue to be used for short-stay patients. An appeal was launched for the balance of the £48,000 needed to build and equip the extension and also to bring up the staff accommodation to modern standards. Philip Godlee's family have played a considerable part in fund-raising, many of the original donors gave again, and a social committee of local people are most active in fund-raising. The alterations and extensions took place in two phases. Mrs Philip Godlee officially opened the extension on 27th September 1969, the 17th anniversary of Philip Godlee's death.

During this period, as Margaret Brasnett noted in her history of the NCSS, "The welfare of old people began increasingly to be seen not only as an affair of easing the conditions of existence but of enhancing the quality of life: of encouraging schemes which the more active could run, helping the elderly to prepare for a happy retirement, the frail to maintain some independence, the lonely to find companionship."

As local authority old people's homes increased in number many voluntary societies and housing associations turned to providing special accommodation for the elderly, which would give them the maximum amount of independence with some help available in the background at need. New organisations have grown up, and among these the Abbeyfield Society has done excellent work by buying and converting houses for small groups of elderly people where they each have a bed-sitting room

but there is a housekeeper to do the main catering. New Age Housing, the Council's housing society, became the Abbeyfield Society (Manchester) Ltd and opened Kenyon House, named after the Council's then chairman, in 1962. The Society later opened Princes House and Kistoris House, named after Lawrence Kistoris whose son donated the central heating. It also became responsible for Hescott House, which came into being through the generosity of Miss Ida Carroll who gave a house and of the late Mrs E Hescott who contributed the cost of conversion. The Abbeyfield Society has managed property for the Manchester and District Homes for Women, one of the pioneers in this field, after the original committee handed over the trusteeship to the CSS.

The machinery of the Abbeyfield Society has been used for two other projects. Money was given for the purchase of a house for a Commonwealth immigrant family and this house has been supervised by the Society. The second project was initiated by some of the staff of the Faculty of Economics and Social Studies at Manchester University: a hostel was opened mainly for students from overseas, where they could come either on their own or with their wives and families.

In 1966 the Council, in co-operation with several housing associations, launched the Manchester Flower Homes Trust. The object is to raise funds for housing elderly people by means of donations given instead of, or in addition to, flowers in memory of people who have died. The Trust made a promising start and its first grant financed a unit in the Crown Point Housing Association's scheme at Newton Heath. Its development has been slower than had been hoped because of lack of resources for publicity. Both the Abbeyfield Society and the Trust are independent organisations with their own committees, but serviced by members of the Council's staff.

During 1969 the Council brought together the various housing associations mainly concerned with the elderly to discuss common problems and to identify issues on which they could work together.

On 9th May 1960 the Council opened the first workroom for the elderly in the north west. Since then fifty pensioners have spent two hours each afternoon doing simple packing and assembly work for a modest "wage." Outwork is obtained from manufacturers and payment at normal rates is received by the workroom for the work done there. Because of the age of the workers—in 1967 the average age was 74 and five were over 80—and the fact that they are allowed to work at their own pace, the payments for the work may cover the wages but not usually the overheads of rent, heating and supervision. The Workroom for the Elderly Committee, under the chairmanship of Barry Wax, appealed to industry which has supported the scheme both with money and with gifts and services in kind. The workroom gives companionship and a feeling of being useful: several pensioners who were there at the beginning were still there in 1969. The work is varied: packing replacement sets of Christmas tree lights, sorting press cuttings for the library, unravelling nylon waste for a handicraft shop.

The first workroom started in Christ Church schoolroom, Bradford, Manchester. The Welfare Services Committee first made a grant to the scheme in 1963/64 and in 1969 the workroom moved into purpose-built accommodation of the Welfare Services at the Bradford Centre for the Elderly. The Workrooms Committee supported the establishment of a workroom in Cheetham and, in 1969, another workroom, this time in Wythenshawe.

In 1962 the Council set up a steering group on preparation for retirement. A pioneer course had taken place at Holly Royde, Manchester University Extra-Mural Department's short-stay college. The Pre-Retirement Association set up by the NCSS focussed interest on the problems facing the increasing numbers of men and women entering retirement. The Council's steering committee started an experimental day release course for employees nearing retirement, with the co-operation of Manchester Education Committee and the College of Adult Education and held a public meeting to put over the idea to industrialists. The steering group later became the Manchester and District Pre-Retirement Committee, for which the CSS provides the secretariat. The aims of the committee are to publicise the need to prepare for retirement, to act as a focal point for enquiries, to liaise between the various centres running courses and to keep in touch with the national body. The committee has circulated publicity leaflets to industry, has prepared a leaflet about speakers for courses, has advised on a series of articles in the *Manchester Evening News* (later published as a *Guide to happiness in retirement*) and has held conferences. Manchester Education Committee made a small grant towards the work of the committee in 1968. Manchester is one of the three regional organisations represented on the council of the Pre-Retirement Association. The Manchester committee feels there is need to extend its work and hopes to become an independent body in the future. In 1958 the District Provident Society and the City League of Help amalgamated to form the Family Welfare Association of Manchester and Salford. This change greatly reduced the amount of recording for the Mutual Register. The new organisation planned to bring together various casework and ancillary services and therefore seemed a more logical body to handle the Register than the CSS. The annual report for 1957/8 pointed out that "The work of Mutual Registration was the first practical activity undertaken by the Council after its formation in 1919 and has gone on uninterruptedly ever since. The change is, we hope, one more evidence of the willingness of voluntary societies to adapt their outlook and methods to modern needs, while retaining and bringing up to date what is valuable of traditional practice."

The formation of the FWA affected the Council in another way: the FWA retained the central citizens' advice bureau previously run by the City League of Help but was not prepared to take on the six Manchester district bureaux, which became the responsibility of the CSS. The Council re-organised the district bureaux and pursued a vigorous policy of recruiting new voluntary workers, often by newspaper advertisements, and running training courses. A new CABx committee was set up under

the chairmanship of J A Cartledge, formerly deputy city librarian of Manchester. The City Council later nominated five councillors to sit on this committee. Publicity—through advertising, distributing posters and arranging displays in the windows of empty shops—was stepped up and enquiries quickly increased. Over the next ten years enquiries at the district bureaux rose from under 3500 a year to over 7000, and at the Gaddum House bureau from under 7000 to 16,500. Two additional part-time bureaux were opened in the north of Manchester, and, in 1966, a full-time service at Wythenshawe. The Council appointed a worker to give most of her time to CAB organisation and training, and later a full-time worker for Wythenshawe. Otherwise all the work was done by trained and experienced volunteers. This was one of the spheres of work where the Council had great success in attracting a large number of excellent volunteers. By 1969 there were 100 voluntary workers in the CAB service in Manchester and Salford.*

The CABx works closely with the National CABx Council, which provides a comprehensive information service to all bureaux. There is also a reverse flow of information from bureaux to the National Council, which collates this evidence to produce for Parliament and for Government departments reasoned reports on the impact of their measures on the ordinary citizen. After the report of the Molony Committee on consumer protection the CABx took on more of this work.

The Council's CABx Officer arranged advice sessions at Salvation Army hostels and gave talks to all kinds of groups: pre-release prisoners, volunteers in the Probation and After Care service, women's organisations and schools.

In 1967 the CSS began to consider the future of the service in Manchester. The City Council had made generous grants for capital expenditure on alterations and new equipment at both the central bureau in Gaddum House and the Wythenshawe bureau, but was still meeting only half the running costs in spite of increases in the annual grant. This left a heavy financial burden on the CSS and, to a lesser extent, on the FWA. Manchester's system of branch bureaux is unique but discussions with the City Planning Department showed that changes would be needed in the siting of bureaux in order to keep up with the movements of population due to the re-development of the city. Some changes might also be necessary to comply with the new conditions of registration laid down for bureaux by the National CABx Council. Above all the Council felt there were grave disadvantages in the division of responsibility for the bureau service between the two organisations, FWA and CSS. After long deliberations it was agreed that amalgamation was the only way to give the service a clear identity and unified policy.

On 1st April 1969 the new Manchester CABx Committee took over responsibility for the whole CAB service in Manchester: the central bureau previously run by the FWA, and the district bureaux and the training work previously under the CSS. The Council's own Manchester CAB Committee was dissolved and the staff concerned were transferred

* See p 52 for description of Salford CAB service.

to the new body. The Council's responsibility for the CABx service in Salford continued.

In 1961 the Council's library was re-classified and streamlined. As other specialist libraries have grown up less use has been made of the lending section and there have been suggestions for amalgamating the books with other collections. The books and periodicals, however, still form a useful adjunct to the Council's work and a final decision will probably depend on the future of Gaddum House. The library is also available as a meeting-room. In 1966/7, for instance, the library was used for 140 gatherings ranging from a formation meeting of the local branch of the Child Poverty Action Group to groups of elderly people waiting to book holidays. The secretary's office was also used for 60 meetings. The Council is glad to offer meeting-rooms to its affiliated bodies and to new organisations. In 1968 the library was refurbished.

In October 1957 the final number of *Social Welfare* was published. Costs had risen so that the Council's annual subsidy was in the region of £50 to £100 instead of £10 to £20 before the war. At least four campaigns had been made to increase the circulation but with little success. There was duplication with the many professional social work journals and national magazines covering comparable ground which had come into existence since the war. Barbara Rodgers wrote in the final issue, "*Social Welfare's* 27 years was 'no mean achievement. No other Council, outside the National Council of Social Service, can, I think, claim to have produced a journal of more than local significance and of this quality for so long. . . . *Social Welfare* is yet another name on the lengthening casualty lists of the smaller local journals and newspapers." The Council began to produce instead a smaller and less costly quarterly bulletin with a bigger local circulation. There were several regular sections: "The Council of Social Service at Work" described what the CSS was itself doing, "Social Work in the News" summarised legislation important to social workers and "Local Events" covered interesting local developments. The programmes for the luncheon groups were printed and also book reviews and additions to the Library. For several years a series of "Pages from the Past" covered the early history of some of the main charities in the area. In many ways *Social Welfare Notes and News* (later shortened to *Social Welfare News*) has tried to do the same job as the original *Social Welfare* magazine, which for the first ten years of its existence was essentially a bulletin of local activities.

In 1965 the format was improved after a questionnaire to readers, and a new front page, incorporating a photograph, was designed by students at the Regional College of Art and Design. The price was raised from 5s 0d to 7s 6d to help to meet the increased cost of production. At the same time the library subscription was raised to 7s 6d, the first and only increase in over 30 years; but it was agreed that one payment of 7s 6d would entitle the subscriber to be a member of the library and to receive the bulletin.

* *Social Welfare*, October 1957.

In 1966 a new edition of the handbook of social services for Manchester and Salford was published. Amendments and additions to the information in the handbook are circulated with *Social Welfare News*.

The Council has published several simple duplicated booklets. These have a wide circulation because they are cheap—prices are usually 6d or 1s 0d—and as they are duplicated, can be kept up-to-date more easily than a printed book. By 1969 total sales of these booklets had reached over 6,000. The first booklet was *A Directory of Services for the Elderly*, published for the Manchester branch of the National Council for the Single Woman and her Dependants. The Council helped to start the branch and provided the secretariat for some time. *Of No Fixed Abode*, a list of services for vagrants and the homeless, was the next venture. It was compiled and published by the Council at the request of a meeting of hostel wardens and social workers called by the Dean of Manchester. A Working Party on Hostel Residents and the Homeless grew out of the meeting and has been convened by the Council for the last four years. This is an interesting parallel with the group for hostel wardens and public assistance officials which met before the war.

In 1965 concern was expressed at a meeting of the Lancashire Old People's Welfare Committee about the difficulties faced by elderly people moving to new overspill estates where Manchester provided the housing but other services were the responsibility of the local urban district or the county council. The Council arranged for representatives of local OPW committees in the receiving areas to meet chief officers from the Manchester Corporation departments: from this meeting resulted some useful arrangements for co-operation. Two years later some Manchester social workers asked the Council for information about social services in overspill areas, in order to be able to help clients moving to these areas. With the co-operation of the Community Council of Lancashire a brief duplicated guide to the social services on four estates was produced. In one instance the Manchester Housing Department gave copies to new tenants. The guides also gave a lead to local authorities and local voluntary groups in producing handbooks for their areas.

The Council went on to call meetings for councillors and representatives of voluntary organisations in resettlement areas, again working closely with the Community Council of Lancashire and also the Cheshire Community Council. Some areas had already achieved a constructive partnership between the various local authorities and others concerned: other areas could benefit from this experience and also from the suggestions made by a Government working party report entitled *The needs of new communities*. The chief welfare officer of Manchester Welfare Services Committee attended one meeting to explain his department's policy; the chairman of Manchester Housing committee attended another meeting.

A special working party of the North West Economic Planning Council, under the chairmanship of N F E Browning, to consider new communities was another result of this series of meetings. This piece of work was typical of much that the Council does. People were brought together,

information was circulated, communication was improved—but the value of the work is intangible and cannot easily be assessed.

The working group for homeless families continued until 1963. Dressmaking classes were started in the sub-standard flat after the gift of two sewing machines. An international work camp re-decorated one room for each family in the block.

In 1961 the Welfare Services Department appointed a welfare officer for homeless families and started a rehabilitation unit. The home advice group and the flat were given up but the Carnegie Trust made a grant to the Family Welfare Association for an experiment in preventive casework and budgeting with a limited number of families who were in danger of eviction through arrears of rent and other debts. The CSS with the help of a bequest started a mothers' club on one of the newer housing estates. The Cathedral Estates rented several houses on the recommendation of the FWA or the Family Service Unit to families who were in urgent need of accommodation. In 1963 the working group came to an end. The CSS mothers' club became a section of the local community association. The preventive work was absorbed into the general work of the FWA. The gas meters at the flats became the responsibility of the Welfare Services Department. The Carnegie Trust paid for the publication of a report on the work of the group. The report was written by Muriel Brown, a member of the staff of Manchester University Department of Social Administration, and 3,000 copies were distributed to local authorities, voluntary societies, committee members and others interested. The report demonstrated a partnership between statutory and voluntary bodies sustained in spite of strains and tensions over a period of 10 years. Manchester's good record in dealing with homeless families is no doubt in part the achievement of the working group.

In 1958 a survey into furnishing problems on new housing estates was suggested by the Social Workers' Luncheon Group. Many social workers expressed anxiety about the harmful effects hire purchase can have on family life, especially when families are furnishing a new home and also paying a higher rent. The Council decided to find out more about the incidence of hire purchase and credit buying in the area. Two hundred and forty-seven interviews were carried out from a sample of 400 tenants housed by Manchester Housing Department in a 9-month period. The report was published in 1960 by the NCSS under the title *Setting up House*. With relatively few exceptions (these included a family trying to meet a weekly commitment of £6 17s 0d on a labourer's wage) the majority had saved for the move and were using deferred payments with some discretion. The survey did, however, suggest that the Housing Department could offer more help by discussing furnishing with families in good time before the move, by giving longer notification before the allocation of a house and possibly by producing a leaflet on budgeting and introducing a scheme to sell furniture to selected families in need. The other recommendation was that the provision of second-hand furniture could well be made easier. As on a previous occasion, the Council called together local authority departments and voluntary societies to consider a joint scheme for collection, storage and distribution of

gifts of furniture but no scheme emerged because of the practical difficulties and the high cost.

The Evening Course of Social Study was again held every other year. In partnership with the Extra-Mural Department experimental courses were arranged eg for social workers concerned with immigrants, for committee members and paid officers on the administration of voluntary societies, for potential voluntary workers. The Inspector of Further Education joined the Social Studies and Research Committee and the OPW Committee. The Council's role in "training" voluntary workers with the elderly was recognised by a small increase in the grant from the Welfare Services Committee and by additional practical support from the Education Committee. Talks about the work of the CSS and the role of voluntary organisations were given to many groups: university students, women's groups, schools, officers of local authority departments.

Throughout its history the Council has tried to maximise the contribution of voluntary workers. A committee to find openings for volunteers was set up in its early days. In more recent years, however, requests for information about opportunities for voluntary service have come from a wider cross-section of the community and, increasingly, from young people. In 1965 the Council appointed a part-time professional social worker to recruit and allocate voluntary workers. The Volunteer Bureau was just becoming established when Alderman Langton, then Lord Mayor, initiated a scheme to encourage young people in the city—there were 75,000 between the ages of 14 and 21—to give voluntary service. The Volunteer Bureau provided the clearing house and secretariat for the Youth and Community scheme and in the first four weeks involved several hundred young people on jobs varying from playing with handicapped children to acting as relief cooks at old people's homes and landscaping hospital grounds. The next year was hectic: the Council's office space was filled to capacity with the personnel of the scheme, organisers, community service volunteers, local volunteers.

In October 1966 the Volunteer Bureau of the CSS and the Youth and Community Service amalgamated and moved to their own premises. The aims of the new Manchester Youth and Community Service were "to help volunteers of all ages to find suitable worthwhile work and to provide a centre where requests for voluntary help from individuals and voluntary and statutory agencies may be made known." A close link was maintained between the Council and the new body. Some projects like a Christmas shopping expedition to a central Manchester department store for the elderly and handicapped were run jointly.

Together the CSS and MYCS carried out the most substantial investigation with which the CSS has been concerned in recent years. The survey dealt with the preparation and training of voluntary workers in 77 agencies in Manchester where volunteers were giving direct personal service or advice to people in some distress or difficulty. Churches, schools and colleges were covered by a more limited enquiry. The material was used as evidence for the Aves Committee on voluntary workers in the

* Annual Report 1966/67.

social services, a committee set up by NCSS and the National Institute for Social Work Training. The survey estimated that on average more than 10,000 people in Manchester were voluntarily giving two hours each week to help other people. These volunteers were all in some form of organised service—a voluntary society, a hospital, a local authority department or a church visiting service. The number did not include fund-raising organisations, social clubs, immigrant associations, youth organisations, old people's clubs, or political organisations—or, of course, the vast amount of spontaneous, neighbourly service that goes unrecorded. A short report on the enquiry was circulated to organisations taking part in the enquiry.

In 1967 the MYCS gave up work with adult volunteers because of financial stringency and asked the CSS to fill the gap. The organiser of the original Volunteer Bureau returned to the CSS. Experience had shown that if the CSS laid itself open to meeting urgent requests for volunteers, no time was left for developing new projects. The Volunteers Adviser therefore limited herself to offering advice to intending volunteers and helping organisations wishing to extend recruitment or training of long-term volunteers. The contacts made during the survey proved an invaluable basis for the new work. In the first fifteen months the Adviser dealt with 150 volunteers, many of whom came forward in response to newspaper advertisements for specific needs. She started a literacy project for individual tuition in their own homes to adults who had failed to learn to read and write at school, and also, in co-operation with Manchester Council for Community Relations, a language scheme to teach English to immigrants in their own homes. A new project to befriend ESN school-leavers is being started.

The Council still convenes many different kinds of group. The Social Workers' Lunch Club has flourished throughout the period and has considered most of the important social developments of the day from the Mental Health Act, 1959 to the Seeborn Report of 1968. In 1967 problems of addiction proved a topical subject and the CSS was involved in other local meetings, conferences and projects concerned with drug addiction. The Youth Group ceased but the Council was involved in re-starting the Manchester Standing Conference of Voluntary Youth Organisations and, later, in publishing the first SCNVYO handbook for school-leavers.

The Council encouraged the formation of local viewing groups for a BBC television programme on social workers in 1965. Some meetings were held at the request of local organisations eg meetings in 1966 which collected information about holidays for underprivileged children and explored the possibility of closer working between the providing bodies. Or the CSS saw the need to study a situation more closely eg in 1969 informal discussions were held with the Mothers' Union, the Diocesan Board for Social Responsibility, the Marriage Guidance Council and the local Education Departments on the need for additional training programmes in counselling and personal relationships for teachers and others working with young people. In some instances, the meetings improved

communications between various other organisations although no on-going machinery was set up. Sometimes other action resulted. The CSS and the Diocesan Board for Social Responsibility brought together a group to consider the needs of the widowed, separated and divorced. A booklet called *Living on your own* was compiled, listing the clubs and counselling facilities already in existence. The clubs found new members and people came forward to form new clubs. There was no desire for a permanent group, but the CSS hopes to keep the information in the leaflet up to date.

New organisations were helped in many ways. The CSS was represented on the working party for the local Association for Mental Health. Secretarial help was given when the local committee for Voluntary Service Overseas was formed and the Council continues to send out newsletters to volunteers when they are abroad. The Council had a hand in launching the International Council, and provided the secretariat. When the International Council was succeeded by the Manchester Council for Community Relations, a member of the CSS staff acted as minute secretary and the Community Liaison Officer was given hospitality until his office was ready.

Social Welfare News carried articles about new developments from pre-school playgroups to Shelter, the campaign for the homeless. Annual reports mention that organisations consulted the Council. In 1966/67, for instance, "We were consulted by organisations with new projects ranging from flatlets for young professional men to a new hostel for vagrants." In 1967/68, "We were consulted by many voluntary organisations about problems ranging from registering with the Charity Commission to obtaining a well-known footballer to start a sponsored walk."

The close link with the Community Council of Lancashire was maintained. There were joint projects such as a residential course for leaders of over-60's clubs and a course on public relations techniques for voluntary organisations. The CSS gave some support to the CCL in its work with women's clubs. The CSS Committee for the county run by CCL also became more active. The Council joined with the CCL and others in informal talks with the Chairmen of the Regional Economic Planning Council and Board for the north west. In 1969 the first tentative discussions began on the implications for CSS and CCL of the Redcliffe-Maud report on local government.

The Standing Conference of CSS extended its activities and influence. As the NCSS history records, "The Conference recognised that more public understanding of the character of the work was the best hope for increasing support, and worked hard towards that end—not least the chairman for nearly a decade, Sir John Wrigley, who devoted his wisdom and wide experience untiringly to the Conference throughout most of this period. The success of these efforts can be gauged from the fact that the number of new councils of social service grew progressively each year, and in many different types of place . . ." The Standing Conference developed a special expertise in compiling information from local CSS and in supplying local CSS with authoritative comments on current developments.

Perhaps as a result of the efforts of the Standing Conference, the last few years have seen a greater acceptance of the role of the local CSS as a focal point for voluntary organisations. The Manchester and Salford Council has tried, wherever possible, to give a lead to other local voluntary bodies. The Council arranged several conferences, often in partnership with some other body, *eg* conferences on the Younghusband Report, on the churches' responsibility in a welfare state and on the Seeborn Report. The Council submitted evidence to the Nathan Committee on the Law and Practice relating to Charitable Trusts. When the Charities Act was passed in 1960 the Council published a supplement to *Social Welfare News* covering the Charities Act, the Rating and Valuation Bill and the Trustee Investment Bill. In 1963 the Council convened a local meeting about registration under the Charities Act. The Council holds an index of local charities which is part of the full index of charities kept in the Town Clerk's Department. Later, when Douglas Weeks retired, he was asked to carry out a pilot review of charities for the sick poor (later extended to all charities for the poor) in Manchester.

The 1959/60 annual report referred to common good funds, which had been commended by the Nathan Committee as a method of seeing that charitable funds were not tied up in ways that later became out-of-date or unworkable. When the City of Manchester Common Good Trust was set up soon afterwards, the Council supported the scheme by handing over a substantial sum raised by the CSS for similar purposes.

In 1962 the Minister of Health announced the ten-year plan for hospital improvement, followed by a call to the local authorities to submit programmes for their own health and welfare services for the same period. As a result of discussions with the NCSS and other national voluntary bodies the Ministry circulars showed a new emphasis on community care and on co-operation and joint planning between statutory bodies and voluntary societies.

The CSS gave careful consideration to its own relationships with its local authorities. Good working relationships with officers have characterised most of the CSS's history. Now, for the first time, Manchester City Council nominated two councillors to the CSS Executive Committee, and Salford one councillor. Co-operation with local authorities was the subject of the 1963 annual meeting and the speaker, Jack Goldberg, was a councillor—and also the chairman of the Executive Committee. In November 1964 Sir Maurice Pariser, leader of Manchester City Council, wrote in an article in the *Municipal Review*: "My own wish is that the work of our Council of Social Service may become still better known and appreciated and that the existing co-operation between its members and our Corporation Departments may become still closer and more mutually helpful."

The CSS also felt that a closer working partnership with its affiliated bodies was needed. The purpose of a new CSS is clear to the representatives of its affiliates who have actually taken part in getting it going: a CSS that has been working for 50 years may be taken for granted. Efforts have been made to obtain a more representative affiliation and the number

of member bodies has risen from 70 to 105. The Council has widened the range of services offered *eg* by making meeting-rooms available and by arranging displays of charity Christmas cards. As an experiment a special meeting was held for the Council's constituent bodies about the Children and Young Persons' Act, 1963. This was followed by a meeting to describe the Council's own work.

In 1963 the Executive Committee began to devote four meetings a year to policy discussions, when matters of importance to the Council were dealt with at greater length than was possible at Executive business meetings. Policy discussions were then opened to representatives of affiliated bodies. Some of the discussions were useful and interesting but attendance was small and it was difficult to find a common focus for the diverse members of the CSS. In 1969 it was agreed, therefore, to discontinue the policy discussions but to continue the usual CSS practice of calling together some or all member bodies when there was an issue calling for consultation or action. A recent example of such an occasion was a meeting with voluntary organisations to consider their possible needs for accommodation in the future Cheetham/Crumpsall community school.

By 1969 applications for affiliation were being received from organisations that were not registered as charities and were also pressure groups. Meeting rooms were lent and typing help given to other pressure groups. It seemed important for the Council to be a focal point for all kinds of organisations and not only for the established charities, so the Executive Committee agreed to continue these connections on the understanding that this did not commit the CSS to support all the aims or methods of the organisations concerned.

From 1961 onwards a new dimension was added to CSS work and thought. As *Social Welfare News* for July/October 1961 reported, "A recent gathering of senior secretaries of Councils of Social Service under University tutorship was the first attempt in this country to combine academic study of community development with practical experience in the field." The NCSS took the lead in creating awareness of the new possibilities with a series of publications and later an experimental training course.

Interest in community development and community organisation grew and in 1966 the Calouste Gulbenkian Foundation sponsored a study group "To enquire into the meaning and extent of community work in the United Kingdom and to make recommendations on training." The following description of community work is taken from the study group report.* "Community work includes: (a) helping local people to decide, plan and take action to meet their own needs with the help of available outside resources; (b) helping local services to become more effective, usable and accessible to those whose needs they are trying to meet; (c) taking account of the interrelation between different services in planning for people; (d) forecasting necessary adaptations to meet new social needs in constantly changing circumstances. Community work thus has in it aspects of direct neighbourhood work, closer relations between

* *Community Work and Social Change*—Calouste Gulbenkian Foundation.

services and people, inter-agency co-ordination, and planning and policy formation."

The Council, like other CSS, has been trying to work out the relevance of these ideas to its own work. Many new schemes on a local basis have also been developing independently, eg the East Manchester Group Ministry was set up in 1960 and the first inter-church visiting group to visit the elderly in 1963; local social workers' lunch clubs have grown up on the pattern of the one sponsored by the Hulme Community Council in the early 1950's; in 1965 the setting up of local old people's welfare committees was discussed. In 1967 a study of organisations in Wythenshawe by the University Department of Adult Education led indirectly to a request for a local handbook of leisure and service. The Council co-operated with the Wythenshawe CAB, the South Manchester Area of Further Education and the University in producing the handbook. The following year a student with the Council compiled a handbook for new residents in Hulme, which had by then been completely rebuilt. The student was also involved in the revival of the Hulme Community Council as the Hulme People's Association. The Housing Department produced and distributed the Hulme handbook. In the same year the Council was involved in the starting of the Moss Side Community Council, later the People's Association. In 1969 the Council compiled a *Moss Side Directory* with the help of grants from 7 Corporation departments and the Council for Community Relations. The Council's OPW Committee was represented on a steering group for a scheme with a neighbourhood worker to experiment with discovering the needs of the elderly and recruiting volunteers in one area of Manchester.

In 1968 the CSS set up a working party to study the role of the CSS in all these developments in community work. One recommendation was that the CSS, in partnership with the University Extra-Mural Department, should set up a Participation Study for a group of local people in key positions to look at the processes and consequences of social planning in Manchester. The CSS was also able to appoint a community worker to make contacts with all kinds of neighbourhood groups and to work out what help and support the CSS can give. Many students came to the Council during the period but it was agreed to concentrate in future on providing practical placements for students interested in community work.

From 1962 the Education Department became more responsible for organising contacts with local community associations and the CSS no longer provided office facilities for the Federation of Community Associations. A friendly link, however, has been maintained with the Federation. Perhaps some of the varied initiatives just described will fulfil the hopes originally placed in community associations.

Efforts to develop work in Salford have again met with mixed success. The first grant from Salford City Council was made to the CAB in 1961/62 and a separate CAB committee was set up. Enquiries rose from 1,165 a year to over 5,000. The local authority made available premises for a central bureau and later a branch bureau. By 1969 it was clear

that further expansion could not take place in the present limited accommodation, even though it was in a convenient central position.

In 1965 the vicar of a Salford church in a deferred demolition area approached the CSS for help with an adventure playground. The CSS financed a community service volunteer for two years to work with the residents' association which sponsored the playground, an over-60's club and a Clean-up campaign. Discussions took place for two years about starting a community development project in Salford but no progress could be made for lack of finance. The CSS supported the initiative taken by Alderman Hamburger, the 1968/69 mayor, in calling together voluntary bodies in Salford to consider the implications of the Seeborn Report for their future work. Useful discussions took place but it was a disappointment to the CSS that there was no demand for a separate CSS for Salford.

deeds was over £130,000. In 1966 an accounting machine was installed. The Benevolent Fund grew steadily and by 1969 the annual value of In 1968 the Council established a personal charitable trust scheme for surtax payers to obtain relief from surtax by giving up a portion of capital for charity. At the same time the Council began to benefit from the advice of an expert Investment Management Panel. The Council's responsibility for trust funds steadily grew, generally on a permanent basis, but occasionally as a temporary measure to facilitate the winding-up of an outdated charitable scheme. Hillbrook Grange, the old people's home at Bramhall for which the Council is the holding trustee, was extended to twice its original size.

The Council has never entirely solved the financing of its general work, although it has had considerable success in obtaining funds for new developments. The slender reserves had to be drawn on in 1959 during the transfer of the visiting service, there was a serious deficit in 1962 (cleared by 1964) and the position again deteriorated in 1968/9, largely because of the rise in the level of professional salaries and other overheads. The Council has had many regular and generous supporters—trust funds, the University Students' Rag Fund, the local authorities, industrial concerns and individual subscribers including the substantial Pennington Bequest. But there has been a "continual struggle to raise more money for the Council's basic consultative and planning services, which have so little immediate appeal."

There are many question marks over the future work of the Council. No doubt people and resources will be found in the future, as they have in the past, to carry on the basic work of the CSS. Its role too is better understood and seen as an essential part of the welfare society, not merely an optional extra. What, however, is to be the future of Gaddum House in the redevelopment of the city? What will be the CSS area of operation after local government reform? What will be the respective roles of local authority and voluntary agencies in community work?

* *Voluntary Social Action.*

What will "participation" mean for the CSS? What will come out of the current review of the structure and functions of the NCSS?

There are many continuing strands running through the first 50 years of the Council's work. The same problem returns but in a new form: lack of leisure occupation is now a problem for the retired; in the 30s it was a problem for younger people who could not find work. Sometimes the same solution is put forward without the proposer realising this has been tried before. It has always been and will always be difficult to raise enthusiasm (and resources) for the essentially indirect character of so many of the Council's activities. As the 1966/67 annual report said, "Calling meetings and providing information continue to be the core of our work: it is hard to make a report about such activities sound exciting."

And yet Nesta Roberts, in an article "Co-operation or chaos?" in the final number of *Social Welfare* in 1957 commented: "The phrase 'they naturally turned to the Council' holds the explanation of its ever-increasing usefulness to the community and the reason why an account of its activities must seem a haphazard patchwork." In the face of the ever-increasing complexity of the social services, both statutory and voluntary—which the layman finds so baffling—the Council, its committees and staff will need all the knowledge and understanding, the flexibility and imagination they can muster if they are to contribute effectively to the solution of all these problems of social welfare in the next 50 years.

HONORARY OFFICERS 1919-1969

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The Lord Mayor of Manchester *
The Mayor of Salford *

Vice Presidents

Rev Canon R E T Allen *	Mrs E Roberts *
C G Boddington *	Ald Wright Robinson
H Kenyon *	A P Simon
Lawrence Kosteris	Dame Mabel Tylecote *
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Hon Secretaries

P Godlee	John Nightingale
F P Nathan	R C Godlee *
H Kenyon	

* Present office holders

AFFILIATED ORGANISATIONS September 1969

Abbeyfield Society (Manchester) Ltd	Crumpsall and District Voluntary Service Group
Ancoats Hospital	Delamere Forest School
Ardwick Lads' and Men's Club	Dental Hospital of Manchester
Boys' Brigade (Manchester and Salford Battalion)	Ex-Services Mental Welfare Society
Boys' and Girls' Welfare Society	Family Welfare Association of Manchester and Salford
British Diabetic Association	Federation of 18 Plus Groups—N W Area
British Limbless Ex-Service Men's Association	Gentlewomen's Work and Help Society
British Red Cross Society (East Lancs Branch)	Girls' Friendly Society and Townsend Fellowship
Camphill Villages Association (North West Region)	Girl Guides' Association (Manchester Country)
Catholic Handicapped Children's Fellowship	Henshaw's Institution for the Blind
Catholic Housing Aid Society (Manchester)	Hope Hospital
Catholic Marriage Advisory Council	Humane Education Society
Child Poverty Action Group (Manchester and District)	Institute of Personnel Management (Manchester Branch)
Christian Alliance of Women and Girls (Manchester Branch)	Institute of Welfare Officers
Church Army	International Voluntary Service
City of Manchester County Scout Council	James Parrott Charity
Cripples' Help Society	Jewish Welfare Service
Crown Point Housing Association (Manchester) Ltd	League of Good Samaritans
	League of Memory
	Manchester Baha'i Spiritual Assembly

Manchester Cathedral Country Home
 Manchester Central Adult School
 Manchester City Mission
 Manchester Council of Christians and Jews
 Manchester Council for Community Relations
 Manchester Diocesan Board for Social Responsibility
 Manchester Federation of Community Associations
 Manchester Institute for the Deaf
 Manchester Jews' Benevolent Society
 Manchester Jewish Blind Society
 Manchester Jewish Social Service
 Manchester Northern Hospital
 Manchester Regional Committee on Cancer
 Manchester Royal Infirmary
 Manchester Talmud Torah Schools
 Manchester University Settlement
 Manchester Victoria Memorial Jewish Hospital
 Manchester Warehousemen and Clerks' Orphan School
 Manchester Youth and Community Service
 Manchester District Association of Unitarian and Free Christian Churches
 Manchester and District Congregational Board
 Manchester and District Council of Churches
 Manchester and District Federation of Boys' Clubs
 Manchester and District Group of Professional Social Workers
 Manchester and District Spastics Society
 Manchester and District Telephone Samaritans
 Manchester and Salford Blind Aid Society
 Manchester and Salford Business and Professional Women's Club
 Manchester, Salford and District Association for Mental Health
 Manchester, Salford and District Family Planning Association
 Manchester, Salford and District Marriage Guidance Council
 Manchester and Salford Hospital Library Service

Manchester and Salford Hospital Saturday and Convalescent Homes Fund
 Manchester and Salford Invalid Children's Aid Association
 Manchester and Salford Methodist Mission
 Manchester, Salford and Stockport Family Service Unit
 Manchester and Salford Street Children's Mission (Wood Street Mission)
 Morning Star Hostel
 Morris Feinmann Homes Trust
 Mothers In Action
 Multiple Sclerosis Society
 National Association for Welfare of Children in Hospital (Manchester Branch)
 National Council of Women (Manchester, Salford and District Branch)
 National Library for the Blind
 National Society for Mentally Handicapped Children
 National Society for the Prevention of Cruelty to Children
 North Regional Association for the Deaf
 Parents Without Partners
 Rose Hill Trust
 Rotary Club of Manchester
 Royal Artillery Charitable Fund
 Royal Manchester Children's Hospital
 Salford Children's Holiday Camp
 Salvation Army
 The Save the Children Fund
 St Luke's Clinic
 St Mary's Hospitals
 St Vincent De Paul Society
 Soroptimist Club of Manchester
 Stretford Housing Society Ltd
 Toc H (Manchester District)
 United Nations Association
 United Voluntary Organisations
 William House Trust
 Young Men's Christian Association
 Young Women's Christian Association of Great Britain
 Youth Clubs Association
 Youth Hostels Association

PUBLICATIONS OF THE COUNCIL

Social Welfare News—quarterly news magazine 7s 6d per annum (37½p)
Handbook of Social Services—6s 6d post 1s 0d (32½p post 5p)
Directory of Services for the Elderly in Manchester and Salford—6d post 4d (2½p/1½p)
Of No Fixed Abode—list of services for vagrants and homeless 6d post 4d (2½p/1½p)
Living on Your Own—6d post 4d (2½p/1½p)
Wythenshawe Handbook—a directory of Leisure and Service 1s 6d post 6d (7½p/1½p)
Mass Side Directory—1s 0d post 4d (5p/1½p)
Happiness in Retirement—1s 6d post 4d (7½p/1½p)
1969 Golden Jubilee Over Sixties' Essays—1s 0d post 4d (5p/1½p)
A History of the Manchester and Salford Council of Social Service 1919-1969—4s 0d post 4d (20p/1½p)

The following leaflets illustrating aspects of the Council's work are available free. Please send a stamped addressed 9" x 6" envelope with a note listing leaflets required:

The Work of the Council of Social Service
A Service to Industry—Pre-Retirement Courses
Manchester Flower Homes Trust
Philip Godlee Lodge—Extension Appeal
Abbeyfield (M/c) Ltd
Five Advantages of the Benevolent Fund
Au Pair Girls and Boys in Manchester and Surrounding Districts
Notes for Chairmen
Notes for Secretaries
Notes for Treasurers

