



The Joseph Rowntree

Inheritance

「1904-2004

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## Preface

This publication commemorates the centenary of the three Trusts founded by Joseph Rowntree (JR) in December 1904.

These Trusts are:

The Joseph Rowntree Social Service Trust (JRSST), now the Joseph Rowntree Reform Trust Ltd (JRRT);

The Joseph Rowntree Village Trust (JRVT), later the Joseph Rowntree Memorial Trust (JRMT), and today the Joseph Rowntree Foundation (JRF);

The Joseph Rowntree Charitable Trust (JRCT).

# The Joseph Rowntree Reform Trust Ltd

*Trevor Smith\**



### *The non-charitable element in Joseph Rowntree's endowment*

For the ninetieth anniversary celebrating the creation of the Joseph Rowntree trusts, Richard Rowntree, a grand nephew of JR, wrote about the founder's original aims and intentions. He also commented on the interrelationships between the three trusts as they had developed over the years. His essay on the Rowntree Inheritance is reproduced again here as an appendix, rightly because of its unique perspective, combining a sense of the Rowntree family and of Quakerism, together with his experience as a long-serving Director of the Social Service/Reform Trust Ltd. He paid less attention to the work of the Reform Trust *per se* and it is that which I will address, although, necessarily, this will have to be selective and confined to the main themes.

### *The first fifty years*

It is fair to say that for more than its first fifty years of existence the Directors of the Joseph Rowntree Social Service Trust Ltd (JRSST), as it was originally called, defined its role very narrowly. It confined itself, for the most part, to promoting temperance causes and ensuring the diversification of ownership of the press. In other respects, it behaved very much as a charitable body and, indeed, gave a good deal of its income to the Charitable Trust to disburse. This, of course, seems contrary to JR's intentions. The Directors of the JRSST at the time collectively adopted an apolitical stance and apparently had little inclination to engage with the world of politics – even indirectly.

The Liberal Party became the exception when, from 1940 onwards, it received financial assistance to keep it afloat, however modestly. This assistance has been continued by successive boards of Directors, and the Trust has been by far the largest donor to the Liberal Party and its successor the Liberal Democrats. This support, of course, is miniscule in comparison with the huge donations given to the Conservative and Labour parties by corporate donors and the trade unions

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\* Trevor Smith has been associated with the JRSST/JRRT Ltd since 1970; a Director since 1975, and Chair from 1987 to 1999.

respectively and, increasingly, by very large donations from individual plutocrats. It is hardly surprising that the funding of political parties has been a continuing concern of the Trust.

In the immediate aftermath of the 1939–45 world war, the Directors, very imaginatively, created the Acton Society Trust (an early prototype of what are now called think tanks) to analyse the implications of the burgeoning welfare state for liberty and the individual. As is the nature of many such innovations, things did not work out entirely as planned and the original focus was discarded. Instead, a series of Directors of the Acton Society adopted a more pragmatic approach and undertook the first major studies of the nationalised industries, the creation of the National Health Service and, later, of important aspects of management in the private sector.

If the original intention had been hijacked, seemingly without too much protest from the JRSST Directors, it was perhaps because the programme adopted was much less politically contentious than would have been the application to contemporary circumstances of Lord Acton's concept of freedom. The significance of creating the Acton Society, however, lay in the Directors' appreciation of the need to foster a more reflective capacity for comprehending current issues on the public agenda. This awareness, admittedly rather fitful and somewhat latent, was later to help shape the ideas of the next generation of Directors.

The commitment to the Liberal Party and the creation of the Acton Society were, consciously or not, complementary: one was the flip side of the other, and the realms of thought and of action were thus to be enjoined in some fashion.

A further development with its roots in the immediate post-war period, the fruits of which were seen in the second half of the twentieth century, was our support for the development of a university in York, a spectacular success for Joseph's legacy of interest in education and civic life. The Trust gave its first grant to the York Civic Trust Academic Development Committee in 1949, representing the first step in what was to be a fifteen-year campaign for the creation of the city's



own university. The Trust's support eventually bore fruit, and culminated in a £150,000 grant, the gift of Heslington Hall and a substantial amount of accompanying land on which the university was built. Thereafter, the Joseph Rowntree Foundation assumed the role of the University's major local sponsor – a happy example of inter-Trust complementarity.

### ..... *The approach to the second half-century*

Ideas and practice were also embodied, in varying degrees, in some of the Directors who were influential in the 1960s. Two, Richard Wainwright and Jo Grimond, were Liberal MPs who appreciated the inter-relatedness between thought and action: the other two, Edward Goodman and Richard Rowntree, while highly successful in the practicalities of business, nevertheless were prone to flights of fancy that, once in a while, gave birth to some very productive lateral thinking. In a strange way, these four began to change the direction of the JRSST. It was a fruitful chemistry, constrained when necessary by the other, more prosaically minded Directors.

In the 1970s the appointment of three relatively young Directors, all in their thirties, strengthened JRSST's focus towards being a more overt and self-consciously political one. Pratap Chitnis, an apparatchik who had risen to become head of the Liberal Party Organisation, became the Trust Secretary and later its Chief Executive and joined the board. He introduced a more professional administration to the Trust's affairs. David Shutt, a Halifax based accountant and local councillor, strengthened both the Quaker and Yorkshire bases of the Trust's work as well as its finances. I was an academic who had worked at York and Hull universities, at the Acton Society – which I later ran – and had become JRSST's research adviser in 1970 before becoming a Director in 1975.

*A new focus*

The Trust became more programmatic, without losing its ability to act quickly and spontaneously. In the 1970's, as now, the matter of media ownership and control was a major issue, occasioned by the renewal of the BBC Charter, the Independent Television Act and the possibility of a fourth TV channel. A number of pressure groups, concerned to defend the principle and standards of public service broadcasting, were brought together by the Trust under the umbrella aegis of the Standing Conference on Broadcasting. This played an important part in the subsequent appointment of the (Annan) Royal Commission and its deliberations.

In order to improve the quality of parliamentary opposition, the Trust introduced a scheme for financing assistants to leading front benchers in the House of Commons. Known as the 'chocolate soldiers', most of the appointees were later to make significant contributions to public and parliamentary life. The Wilson government later formally incorporated the scheme into the workings of the House of Commons when Labour assumed office in 1974.

The JRSST took on an international dimension when it initiated a series of specific grants to liberation movements in Africa. The political and welfare wings of such movements were assisted in Rhodesia, Mozambique and Guinea-Bissau. Similarly, fledgling democrats behind the Iron Curtain were later to receive grants, including Solidarity in Poland, for whom a printing machine was purchased.

A very successful innovation was the creation of 9 Poland Street in the West End of London. This provided accommodation for many of the small, single issue pressure groups that were mushrooming at the time. The tenants were a fair reflection of the phenomenon, spanning the political, social and cultural spectrum. Ecological concerns were represented by the Socialist Environment Association and Friends of the Earth – then a very small outfit. Consumer interests and corporate governance were covered by Social Audit and Counter Information Services. Disadvantaged groups were catered for by Youthaid, Mothers in Action and the Low

Pay Unit. The Campaign for Press and Broadcasting Freedom and Comedia publications embraced aspects of culture and the media and the Acton Society continued to produce a number of books and pamphlets on topical issues, including local and regional government, multiculturalism and the appropriate size and scale of organisations. Job Ownership aimed at fostering co-ownership in small firms. More traditional forms of politics were represented by the presence of the Tory Reform Group, the Socialist Society, the Liberal Parliamentary Association and the 300 Group which campaigned (and still does) for an increase in the number of women MPs.

The basic idea behind Poland Street was to help promote a better-organised and more constructive pluralistic basis for extra-parliamentary democratic activity. It was described in the press as being the centre for 'the counter civil service', which it was for much of its twenty years' incarnation.

### ..... *Constitutional reform*

During the next two decades and beyond, one of the main interests of the Trust was the issue of constitutional reform. In the 1970s it had supported the Centre for Constitutional Reform and in the 1980s set up the Outer Circle Policy Unit in Regents Park to stimulate further thinking. More practically, it supported the Scottish Constitutional Convention, which spearheaded the case for a Scottish Parliament and largely financed Charter 88 – which The Sunday Telegraph reluctantly admitted had been the most successful pressure group of the 1990s.

In the 1980s Christopher Greenfield, a rising Quaker educationist who earlier had worked for the JRSST, Elinor Goodman, a journalist and later Political Editor of Channel Four News, and Archy Kirkwood, a former 'chocolate soldier' and now an MP, brought further strength to the board. Elinor was its first woman Director, a very belated appointment, but now there is a much better gender balance. The following decade or so saw the recruitment of more Directors: Tina Day, a Quaker,

came from a career in administration and research in the trade unions and local authority associations; David Currie, a distinguished economist and Labour party adviser (who later became chair of Ofcom); and Diana Scott, who brought with her a strong consumer affairs and NHS perspective. More recently, Pam Giddy, a journalist and former Director of Charter 88, Paeder Cremin, a respected Irish educationist, and Mandy Cormack, a senior executive with wide experience of international business, have joined the board.

The diverse but complementary backgrounds of the Directors have contributed to the adoption by the board of a recognisable and consistent theme in its work, namely of fostering and extending the possibilities for the realisation of a modern, inclusive, participatory democracy in the UK, and of nurturing, where it can, democratic impulses elsewhere. Recognition of this came with the change of name in 1990 from the Joseph Rowntree Social Service Trust Ltd to the Joseph Rowntree Reform Trust Ltd – a title which reflected its work more accurately.

To this end, progressive elements in most of the political parties in Britain have been assisted, and many pressure groups aided in their endeavours. A series of State of the Nation surveys was initiated to monitor public opinion on a range of democratic issues. An expert advisory group consisting of Professors Helen Margetts, Patrick Dunleavy and Stuart Weir helped with these regular polls and their analysis. The results have helped shape informed comment on constitutional matters, as has the support given by the JRRT to such leading radical constitutional authorities as David Marquand, Raymond Plant and Tom Nairn. It is not always sufficiently appreciated that in an age that aspires to joined-up government, two prerequisites are needed for its achievement – a joined-up constitution, and joined-up thinking. It is the role of the JRRT, now and in the foreseeable future, to nurture these prerequisites which, like painting the Forth Bridge, is a never-ending preoccupation.

An important feature to emerge over the past decade and more has been the growing collaboration between the Reform and Charitable Trusts in the promotion of democracy. This owes much to Grigor McClelland's initiative in proposing the formation of a Democracy Committee of the JRCT following the 1987 general election. At the outset it made provision for co-opting a Reform Trust Director. This has facilitated a productive partnership, entirely consistent with JR's wishes, between the two sister trusts whereby the Reform Trust, as a limited company, funds the campaigning and promotional activities of those engaged in constitutional reform and the defence of democracy, while the Charitable Trust supports the necessary related research and educational work. The creation of Democratic Audit by the JRCT has provided the basis for the regular monitoring of the overall performance of successive British governments, which has been complemented by specific grants to the Constitutional Unit at UCL and the Hansard Society to undertake research and inquiries into important aspects of the constitution. More recently, both trusts have taken the initiative to collaborate in the struggle against racism and the re-emergence of extreme right wing, neo-fascist elements in British politics.

### ..... *The future*

The last half-century has witnessed the emergence of a variety of new political influences. They have wrought considerable changes in the political landscape.

1959 was the first general election where television became the dominant medium for reporting the campaign. That monopoly has tightened since. The rise of globalised multi-media ownership of press and broadcasting, which continues to be allowed, and the consequent concentration of media power into fewer hands, are worrying features for modern democracy.

The impact of the Thatcher administration cannot be underestimated. In emphasising the individual and downplaying the role of society, a new 'me'

generation was created. This has severely reduced the public domain just as much as the wholesale privatisation of state industries and public services. In many paradoxical ways, this development has been reinforced by the Blair administration. Both Conservative and Labour governments have increased the central control of the executive state and diminished the role of Parliament and local government. Patronage rather than election is now the most important method of appointment to the burgeoning demi-monde of quangos, task forces, czars, executive agencies and 'partnerships' that litter the political terrain. In addition, the rise of international terrorism has clear implications for the future character of civil liberties and human rights.

These recent developments, and many others, have contributed to the public's growing disaffection with politics. Party memberships are falling to very low numbers and voter turnout at elections is declining. Constitutional reforms such as devolution and the introduction of new voting systems have not reversed the trends. Popular participation seems largely to be confined to mass demonstrations on particular issues such as the poll tax, the Iraq war and the council tax. The growing gap between electors and the elected is a major concern for any democracy and one which calls for much greater imaginative effort to refurbish the system of government fit for the needs of the twenty-first century. It will continue to be a major area of work for the Joseph Rowntree Reform Trust Ltd for the foreseeable future.

# The Joseph Rowntree Foundation

*Kenneth Dixon\**





### ..... *Four names later*

In 1904 Joseph Rowntree established his Village Trust to build new communities, starting with New Earswick on 163 acres of land he had acquired two years earlier to the north of York. For a century this suburban village has grown and developed: today it comprises over 1,000 homes together with two schools, a substantial community centre, two places of worship, a range of sports facilities and a dozen shops. Inspired by Ebenezer Howard's *The Garden Cities of Tomorrow* (1898), Joseph Rowntree had embarked upon his plans for a self-contained urban environment, employing the architects Raymond Unwin and Barry Parker who went on to design the first Garden City at Letchworth. Further garden cities followed at Welwyn and Hampstead and the concept was repeated on a much larger scale in the New Towns after World War II.

But after fifty years the Trustees of the Joseph Rowntree Village Trust wanted to put their accumulated resources to work on a broader agenda. Without losing sight of the Founder's concern for the creation of strong communities, a new constitution made it possible for Trustees to support the parallel concern which JR set out in his 1904 Memorandum, of 'searching out the underlying causes' of social problems. JR had said that 'new occasions teach new duties' and 'time makes ancient good uncouth'. Through an Act of Parliament in 1959, the Trustees widened the organisation's powers to embrace new research and development work. The Joseph Rowntree Memorial Trust was born. Substantial support went to the founding of the University of York and there, and at other academic centres, programmes of research – with an emphasis on housing and on poverty – were started.

In 1968 the operational side to the JRMT's activities – New Earswick and the other developments of housing and care created by the Trust – were hived off to a legally separate housing association, the Joseph Rowntree Housing Trust. The two bodies – the parent charity and the housing association – continue to share the same Trustees and staff. This move has provided access to public funds for

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\* Kenneth Dixon is Chair of the Joseph Rowntree Foundation.

particular housing purposes, without compromising the independence of the parent charity.

In 1988 the Joseph Rowntree Memorial Trust saw its assets greatly increased – but its links with the chocolate company finally severed – with the purchase by Nestlé of its substantial holding of Rowntree plc shares. The organisation now entered another new phase with a new Director and a change of name to the Joseph Rowntree Foundation. While our housing mission has continued apace, the extra resources have boosted our programmes of Research and Development and, first through an increase in our dissemination and publishing outputs and then with more work on specific policy and practice development, the emphasis has been on achieving change in the fields of greatest concern to us.

### ..... *'Sustainable communities'*

Just as we celebrate our centenary, the government has allocated substantial resources and placed great emphasis on the policy goal of creating 'sustainable communities'. The central concern which drove the Joseph Rowntree Village Trust and its successor bodies has now assumed a high political profile. Government plans have been unveiled for creating new settlements – often by way of urban extensions – using principles that echo those of JR. Good quality housing, on its own, is not enough. A more holistic approach is required; one that joins up housing provision with other services, including education and community safety, and gives attention to the environment and public spaces around the new homes. More than that, a central ingredient of the Rowntree philosophy has – finally – become central to national policy: rather than separating and segregating poorer households in designated but stigmatised housing, the emphasis is upon a mixing of incomes and tenures. JR said, 'I do not want to establish communities bearing the stamp of charity' and, today, the idea of the council estate or social housing just for poorer households is recognised as a key feature of social exclusion.

Meanwhile, Ministers have underlined the government's commitment to the building of tomorrow's new communities, establishing major initiatives to remove barriers to the provision of the extra homes so urgently required for economic as well as social reasons. And current interest in 'active citizenship' and 'active communities' echoes the plea from Joseph Rowntree for measures to foster 'the growth of civic interest and a sense of civil responsibility amongst those who may live in any community existing on the property of the Trust'.

The new-found enthusiasm for building strong communities is particularly necessary due to major mistakes over the last half century. In the public sector the identifiably different municipal housing – particularly the deeply unpopular tower blocks, peripheral estates on the edge of big cities and impersonal concrete environments – have undermined any sense of community. And in the private sector there has been an equal disregard for the integration of amenities, for a mix of incomes, and for the opportunities for neighbours to meet and share responsibilities and facilities.

### *Another new community*

It is hoped that in 2004 the Joseph Rowntree Foundation/Joseph Rowntree Housing Trust will begin to create another model community, drawing again upon JR's inspiration and on the lessons learnt from managing New Earswick for a hundred years. The planned urban extension of 'Derwenthorpe' comprises 540 homes, with an emphasis on green spaces and landscaping. If it proceeds, it will comprise the mix of incomes which JR planned from the outset at New Earswick: the homes that will be subsidised and affordable to those on lower incomes will be fully integrated – 'pepper potted' – amongst the owner occupied properties. And, as with every development we have undertaken, we are seizing this opportunity to test out new ideas and ensure the details of our successes and failures are available to all the others engaged in similar work. The problems created by the number of motor cars

– which could not have been foreseen by JR – will be tackled using ‘traffic taming’ measures, creating Home Zones that favour the pedestrian. New environmental features will be incorporated. And the Lifetime Homes Accessibility standards pioneered by the Joseph Rowntree Foundation will be incorporated in full in every new home.

By combining the learning from our hands-on operational activity with the analytical disciplines of our wider research role, we are continuing to play our part in promoting JR’s vision of healthy, neighbourly new communities. In our Policy and Practice Development (PPD) mode we are pursuing the steps necessary to turn the vision into reality now that the political tide is flowing in favour of JR’s approach. A programme on Easing Housing Shortages is complemented by one on Mixed Income New Communities, while a JRF New Communities Network is bringing together others who face similar challenges. In this, a core concern of our founder, perhaps we can be said to have held steadfastly to the task he set us.

### ..... *Place and exclusion*

In this new century, policy makers have reaffirmed the centrality of ‘place’ – of housing and neighbourhoods – in helping or hindering the solving of a range of social ills. The influence of the neighbourhood on educational attainment, on obtaining skills and jobs, on levels of crime and incivility, now informs the policies of the devolved governments of the UK and of regional and local policy makers.

The JRF was closely involved with the Government’s Social Exclusion Unit when it was established in the late 1990s; we have contributed at many levels to the creation of the National Strategy for Neighbourhood Renewal from which so many ‘joined up’ policy initiatives have emerged. Our Action on Estates programme led to a body of work on Area Regeneration and, today, our largest PPD programme concentrates on Neighbourhoods, through twenty case studies.

Perhaps, in contributing to policy debates on the basis of the extensive body

of research funding by the Foundation, our most significant insights come from locating social problems within a specific, physical context. This understanding goes beyond recognition of housing inequalities – with an increasing gap between those in subsidised rented housing and owner occupiers – and includes notions of participation and empowerment: these should be ‘rightly-ordered and self-governing communities’ in JR’s words, which imply respect and confer responsibility and worth.

### *Housing R & D*

Unsurprisingly, housing has featured prominently among our programmes of research right back to the well-known ‘Rowntree Housing Studies’ directed by Professor David Dennison in the early 1960s. Powerful work on housing finance by Professor Duncan MacLennan (following our support for the Duke of Edinburgh’s Inquiry to British Housing in the mid 1980s) provided the material for approaches to this subject which have endured for twenty years.

In the late 1960s Pearl Jephcott demonstrated the inherent problems of high-rise living; and in the early 1990s David Page produced another report which showed the providers of council and social housing that how they work could compound, rather than solve, problems facing disadvantaged households.

Many studies have covered housing standards. Linking with our capacity to build new forms of housing ourselves, the formulation of the JRF Lifetime Homes standards led directly to reform of (Part M of) the Building Regulations in 1999; the changes mean greater accessibility to all new homes, with a level entrance threshold, a downstairs WC, and much improved accessibility for everyone, including people with disabilities.

### *Operational work in York...*

Our efforts to learn from... testing new ideas on the ground have extended beyond new communities for families, to experiments in provision for older people. JR's concerns in the early twentieth century did not emphasise the needs of older people – because there were far fewer people who lived much longer than retirement age. But with life expectancy increasing by 25 years over the last century, he would surely have approved of the work carried out in his name, not least the UK's first continuing care retirement community, within the boundaries of New Earswick. Built in the late 1990s, Hartrigg Oaks depends upon a pooling of resources between the 250 residents who live in the 152 bungalows and occupy the 41 care places in a central residential building; extensive social and recreational facilities are included. A major study by the University of York in 2003 suggests that levels of satisfaction are very high amongst those who have retired to this community. Now we are working actively with others throughout the country to create new continuing care communities so that this positive option may be extended to many more older people.

Other developments in York have incorporated supported housing, residential and nursing care and schemes of low cost home ownership: all have tried out new approaches.

The City has also benefited from the provision, over several decades, of the superb facilities of Homestead Park, as well as an annual flow of funds to local charities. To mark the Millennium, the Foundation contributed substantially to the costs of the graceful Millennium Bridge across the River Ouse and has supported Sustrans to take forward plans for cycle paths across the city. In 2002, the Foundation sponsored work leading to the development of a 'Vision for York', produced with the City's Local Strategic Partnership.

### ..... *... and beyond*

Despite our long-standing and creative links with this historic city, it has been necessary to look further afield to engage with some issues that are of less relevance in York. In the late 1990s our two pioneering CASPAR projects – city centre apartments for single people at affordable rents – were completed in Birmingham and in Leeds. These demonstrated how the regeneration of inner city areas can be accelerated by the provision of architecturally exciting accommodation for economically active single people at market rents. A JRF Policy and Practice Development programme is now seeking replication of this pattern of high density homes elsewhere.

But York is not the best place to study measures to combat economic decline and promote urban regeneration. Nor does York allow us much scope to engage directly with issues of race and ethnicity, on which we have commissioned a substantial amount of research. To help us to get closer to the issues of urban renaissance and the opportunity flowing from diversity in UK cities, the Foundation decided in 2003 to build up a new partnership with the Metropolitan District of Bradford. This extra dimension to our work is getting under way in 2004.

### ..... *Poverty and disadvantage*

The search for the underlying causes of social ills began, for Joseph and his son Seebohm, with systematic research into poverty, taking York as its case study. While a huge range of other issues have been covered by our research programmes (see below), poverty has been the core concern. Seebohm Rowntree revisited his 1901 survey in both 1936 and 1951. In 2001 we supported Professor Jonathan Bradshaw and colleagues at the University of York in providing a further analysis of poverty in this city. This study joined the catalogue of JRF reports on this theme which have sought to influence the policies that impact on poverty.

In the mid 1990s the seminal report from the JRF Inquiry into Income and

Wealth showed just how the gap between rich and poor had widened in the UK. Many have commented on the influence of this exercise – backed by research in 16 universities – on public opinion. And thereafter the Foundation has published a report each year – *Monitoring poverty and social exclusion* – from the New Policy Institute, to track progress in this area.

It is likely that Joseph and Seebohm would have been much heartened by the Government's adoption at the end of the 1990s of a commitment to *abolish child poverty in a generation*, with targets for reaching this goal over the intervening years. Work we undertook in the late 1990s contributed to the Government's development of Tax Credits – which have had a huge impact in redistributing resources to poorer working households.

In 2003, an analysis of social problems – *Tackling UK poverty and disadvantage in the 21<sup>st</sup> century* – was published to stimulate debate in our centenary year on the potential solutions to social ills. Six key components of social inequalities were identified – education, family poverty, geographic disadvantage, income for vulnerable groups, affordable housing and long-term care. The specific concerns from Scotland and Wales have also been highlighted. These issues are subject to a series of events in our centennial year, to draw out the most promising policy initiatives for the future.

### ..... *Wider work*

We may have always concentrated on the key themes of Poverty and Place but we have also supported research across a much wider range of social policy.

Over the 25 years to 2003, a major programme of work on Family Policy, extending into issues concerned with children and young people, has produced important insights not least on aspects of parenting, and on the need for balance between work and family life. Among the influential JRF's reports from this work has been the Rodgers and Pryor study of divorce and separation.



Guided by those with a personal understanding of the problems facing disabled people, the JRF body of work on Social Care and Disability has laid special emphasis on users and their involvement in the decision-making processes (as well as on the ‘social model’ – rather than ‘medical model’ – of disability). As well as helping to shift attitudes more generally, specific outcomes from this work include impetus for the policy of Direct Payments, for those who want to arrange their own care provision.

Since the 1970s we have commissioned the University of York to undertake research linked to the Family Fund (now the Family Fund Trust), which supports families looking after severely disabled children and for which the Foundation took direct managerial responsibility over the period 1973–95. Other important JRF outputs have included a report from Jenny Morris drawing attention to the needs of disabled young people in care.

A rather different strand of work has involved itself with Local Governance. A ten-year research programme, concluding with a ‘summit’ at Leeds Castle in 1996 for a number of leading policy makers, considered the relationships between central and local government. During an era of reductions in the scope, the powers and autonomy of local authorities, the JRF work championed the case for local democracy, alongside our interest in engaging the participation of local communities in the decisions about their neighbourhoods.

### *New duties*

At the end of 2002, the JRF Trustees decided, after a major internal review, to focus on specific subjects alongside our core themes. Time-limited Research and Development programmes have been established, each with a new Committee. The current list – which will change over time – covers:

- *Drugs and Alcohol*, echoing JR's concerns about opium trafficking and the problems of intemperance;
- *Parenting*, with an emphasis on improving understanding of different parenting styles and their implications for public policy and support services;
- *Governance of Public Services*, looking at the most effective ways of handling governance in both statutory and not-for-profit providers;
- *Independent Living*, looking at ways of overcoming the barriers that prevent older and disabled people from receiving high-quality personal support, with a special emphasis on the solutions that have most credibility with service users;
- *Immigration and Inclusion*, examining the issues affecting new migrants who experience disadvantage, looking at ways of achieving successful settlement and drawing on the views and experience of new migrant groups as well as the wider community.

### ..... *Achieving change*

In parallel to reordering our priorities for research and development, our end-of-century review called for a tighter focus for our Policy and Practice Development (PPD) programmes. A narrower range of key issues have now been chosen, with their own Advisory Groups, to use the results of research outputs – and often of our operational activities too – to achieve social change. These focus on:

- *Easing Shortages of Housing*, concentrating on land supply, on public perceptions of new development and on vehicles for delivering new communities;

- *Continuing Care Retirement Communities*, aimed at persuading others to follow the pattern of the Hartrigg Oaks community;
- *CASPAR*, intended to promote the production of more developments of city centre apartments for single people at affordable rents to regenerate older urban areas and meet the needs of single people not ready or able to start buying their own home;
- *Long-Term Care*, including consideration of the arrangements in Scotland, in an effort to find the best way of funding the rising costs of long-term care as the UK population of over 75-year-olds increases;
- *Mixed Income Communities*, to reinforce the importance of avoiding segregation and isolation of social housing;
- *Neighbourhoods*, with a national network of twenty urban neighbourhoods providing case studies of hard-won local experience of ‘what works’;
- *‘Backbench’ Councillors*, looking at the needs of the great majority of elected Councillors who do not hold an Executive or ‘Cabinet’ brief.

Under all these headings, the JRF is giving attention to ways of achieving change to current policies and practices, drawing on our extensive Research and Development programmes. Sometimes the target will be practitioners engaged indirectly in addressing social issues; often the approach will be to government Ministers, civil servants and other policy makers, with specialist seminars, face-to-face meetings, action through the Parliamentary processes and background work with the news media. This PPD activity represents the frontline for all the work we

do to further Joseph Rowntree's aim that we 'change the face' of the countries of the United Kingdom, through improved policies and practices.

..... *In conclusion*

It is remarkable that the Founding Memorandum should continue in its centenary year to inspire the JRF's Trustees and staff: its guidance remains relevant and topical. While JR so perceptively encouraged those who came after him to pursue new causes 'which I have not indicated and which I cannot at present foresee', the principles set out in his Memorandum continue to guide us. And perhaps it is not just coincidence that, after a hundred years of work in his name, the key concepts of 'creating sustainable communities', 'ending child poverty' and 'combating social exclusion' are now at the heart of the national agenda.

# The Joseph Rowntree Charitable Trust

*Peter Coltman\**



As the Joseph Rowntree Charitable Trust prepares to mark the centenary of its foundation, trustees must ask themselves what JR himself would have made of it all. He did not plan what has become a thriving industry with its own premises, ten paid staff, full or part-time, and a dozen or so trustees who are happy to devote three or four unpaid weeks a year to trust business. On the contrary, in the 1904 memorandum he wrote, 'The need to search out the underlying causes of weakness or evil applies with special force to social questions. If the enormous volume of philanthropy of the present day were wisely directed it would, I believe, *in the course of a few years*, change the face of England.' So, though the Village Trust was a permanency, he expected that the Social Services Trust and the Charitable Trust would be wound up in 1939, the assumption being that their work would, by then, be complete. But the social optimism of the nineteenth century which underpinned his vision, with its belief in progress and self-help, had already begun to falter even before his death in 1925. The First World War dealt a major blow and, though he did not live to see the rise of fascism and the growth of genocide in Europe, the prevailing social certainties in which he had been nurtured were already in retreat. What then would he make of a post-modern Britain from which the essential truth of Christianity is largely excluded, to be replaced by many separate and sometimes conflicting truths, in which individual and corporate greed are driving forces, where private affluence flourishes at the cost of public squalor and where the notion of 'society' itself is under attack? JR himself lived through a period of immense change: he belonged to that generation which saw the last stage-coach and the first aeroplane. Acknowledging that he could not anticipate future social developments, he gave trustees virtually unlimited powers to administer the trust. While the trust deed specified thirteen areas in which he envisaged that grants would be made, the memorandum expressed 'the hope that nothing I have written may discourage those who have the administration of these Trusts and any new Trusts which may be created to continue their work from entering into fields of

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\* Peter Coltman is a Trustee of JRCT.

social service which I have not indicated and which I cannot at present foresee'. The job of current trustees is to interpret his vision in a world markedly different from his own.

Take money, for example. The trust was set up with the power to spend its endowment of shares in the Rowntree company but a provision that it should only do so if necessary in the interests of the trust. JR left no other thoughts on investment. As a major shareholder, the trust had a close, if sometimes critical, relationship with the company which stood it in good stead after the Nestle takeover when it needed to develop ethical criteria for the purchase and management of a more conventional portfolio of equities. Trying to be a responsible shareholder has become a major concern of the trust. A globalised market in which businesses are rapidly bought and sold across frontiers adds to the complexity. Again, a key concern for JR was that insufficient was known about the causes of a range of social evils: today, the growth of universities and NGOs has turned social research into a major industry. A great deal of information, sometimes conflicting, is available on an enormous range of issues; it is exchanged faster but the sheer quantity makes assimilation slower. Even when the 'underlying causes of weakness or evil' are known, it does not guarantee action. The JRCT abandoned its poverty and economic justice programme for a range of reasons – not least because the work was being carried on more substantially by others. However, poverty itself has not been eradicated, though the root causes are known. What is lacking is the political will to deal with it.

The conduct of politics concerned JR - 'perhaps the greatest danger to our national life arises from the power of selfish and unscrupulous wealth' – but, when the Trust was founded, over half the British population was disenfranchised. Now that there is universal suffrage, the challenge is to create a political framework in which individual voices can do more than express their disillusion every five years or so. Our present electoral system offers little beyond the choice between two



increasingly similar parties. The relegation of backbench M.P.s to lobby fodder makes it easier to take parliament for granted in a process of decision-making which is often controlled by individuals unaccountable to the electorate - as the Oxford Research Group illustrated in relation to the commissioning and deployment of nuclear weapons. Lacking the restraints of a formal constitution, successive Prime Ministers have adopted an increasingly presidential style in which the collective accountability of the cabinet becomes a fiction. New structures are essential, which reflect and embrace the variety of voices and needs within our society and which acknowledge that the good of all is also each individual's gain.

The globalisation of politics, which elaborates and stultifies negotiation between nations, was unknown to JR. International agreements can take years to achieve while the legal frameworks which underpin them are increasingly obscure not only to laymen but to the politicians who ratify them in our name. Yet on many issues - trade, security, the environment - co-operation at an international level is essential. So what should be the role of the JRCT, a UK charitable foundation with an endowment which is small in national and insignificant in global terms? How should trustees determine the function of the charity so that it most accords with the wishes of its founder, 'to improve the position of the great mass of the population resident in these islands'?

A single example, migration, illustrates some of the challenges which face today's trustees. JR would probably have been aware of the benefits to Britain that successive waves of immigrants had brought in the 19th century. Though there is no evidence that he was a colonialist, he might also have applauded the sense of duty which led some of his compatriots to dedicate their lives to foreign service. Though the proportion of migrant people has not changed in a century, the growth in world population has produced such an increase in migrant numbers, with millions of people each year uprooting themselves, or being uprooted, from their homes, that migration has become a major political worry. Aware of JR's directive

that trustees should not be discouraged from entering into fields 'which I have not indicated and which I cannot at present foresee', the trust has engaged with aspects of migration for the past thirty five years. Current concerns about asylum seekers and 'economic migrants' have given the work new urgency. But where should the trust direct its limited resources?

First, there are rights and justice issues for the individuals themselves, ensuring that they receive support, that they are made aware of their legal rights, that they are not racially harassed and that they are treated fairly under the law. Then there is the impact of asylum and migration policy on local communities. In 2001, the Trust published 'Dispersed' which looked at the effect of the government's dispersal policy on the services available in West Yorkshire to asylum seekers. A current concern, shared by the Racial Justice committee, the Democracy committee and the JRRT is the growth of far-right politics in northern towns with multi-ethnic populations. At a broader level, the Runnymede Trust has considered the implication of asylum and migration policy for British society in 'The Future of Multi-Ethnic Britain'. Meanwhile, there is much work to be done to influence the formation of policy. This may be at the visionary level (Teresa Hayter's book 'Open Borders') or it may be through support for organisations like the Joint Council for the Welfare of Immigrants, the Immigration Law Practitioners' Association (ILPA) and Institute for Public Policy Research. Policy is increasingly created at a European level; this led the trust to support work by the Migration Policy Group with the ILPA and with the European Council on Refugees and Exiles which influenced the drafting of the first European directives on asylum, migration and integration. Meanwhile, there remain the 'underlying causes' which JR would have wished trustees to address: the wars which make thousands flee their countries (an issue for Peace committee), the economic injustice which robs people of their livelihoods (Corporate Responsibility) and indeed the needs of the indigenous people in the countries to which they come. Given this range of possibilities and opportunities, how is the Trust to prioritise its

work? Should it make a point or make a difference? Should it create a vision of the future or should it look for practical and immediate change? How far should political realities compromise an ideal?

Overriding these questions are boundaries created by budget. JR wrote 'If the Charitable Trust is to achieve practical results, its income must not be too widely scattered.' How can an annual sum of perhaps five million pounds be used most effectively? And what sort of culture should govern the choice? In 1937, Rufus Jones, preparing to chair an international conference as Europe armed itself for the second world war, wrote that he pinned his hopes 'to quiet processes and small circles, in which vital and transforming events take place', but is this approach any longer applicable in the bureaucratic complexities of the European Union? Is it not rather an invitation for the trust to sideline itself into well-meaning but ineffectual activity? Should the trust spend its capital by making substantial endowments in a limited number of areas, as some other foundations are planning to do? Should it be proactive in seeking out the projects it would wish to support, give away the money and wind itself up? What would JR have done?

If JR did not predict the course that his trusts would take and wisely refused to straitjacket them, it would be foolish, a century on, to aspire to a greater certainty. But there are key lessons from the past. If the trust has been successful, it is for three reasons:

- a) It has learned the wisdom of taking risks.
- b) In doing so, it has gained influence beyond the grants that it makes.
- c) Its judgements are rooted in Quaker values.

The JRCT has a reputation for being ahead of its time; it is a radical trust which backs radical projects many of which subsequently move into the mainstream. A

random selection from the recent past includes, for example, the Campaign for Freedom of Information, Integrated Schools in Northern Ireland, Public Concern at Work, the Glidewell Panel enquiry into the implications of the 1995 Asylum and Immigration Bill and the splendid work done by the Human Rights Incorporation Project in influencing the drafting of the Human Rights Act. Many projects begin as acts of faith. Initial funding for the first integrated school was a leap in the dark: now there are 47 integrated schools in Northern Ireland. So a key lesson to be carried from one century to the next is the need to be open and reactive to new possibilities, wherever they originate. For this reason alone, it would be a mistake to use up the trust capital on large endowments to a limited number of organisations. This would limit our agenda and remove the flexibility offered by JR in his memorandum. We do not know what new challenges the next century will bring but we must be ready to respond.

Nonetheless, we have to limit the areas in which we choose to work, otherwise the income will be 'too widely scattered' and we will not achieve the 'practical results' that JR wanted. We are in the process of redefining grant-making strands and, in doing so, we notice increasing overlaps between them. Migration, for example, embraces Peace, Racial Justice, Democracy, Corporate Responsibility, Quaker Concerns and is a substantial issue in Ireland. It makes sense to capitalise on this cross-fertilisation and to work both at a variety of levels - grassroots, regional, national and European - and in several different ways - advocacy, policy, lobbying and visionary.

If we are to do this effectively, we cannot do it by ourselves. We have learned the value of partnership with other UK trusts in particular projects: The Nuffield Foundation for the Integrated Education Fund in Northern Ireland; the Nuffield and the Paul Hamlyn Foundations for the Runnymede Commission into the Future of Multi-Ethnic Britain; the Barrow Cadbury and Stone Ashdown Trusts for the Glidewell Panel. We have also worked in partnership with other UK foundations

to establish Charity Know How (now part of Allavida) and with the Network of European Foundations on the European Charter of Fundamental Rights.

Finally, what of the Society of Friends which provided the spiritual basis for JR's philanthropy? In the Memorandum, JR assumed that 'objects connected with the Society of Friends will have first place in the minds of my co-trustees as they have in my own'. He was part of a small group of influential Friends which included George Cadbury, Rufus Jones and John Wilhelm Rowntree who saw that new forms of Quaker learning were needed to bring both spiritual renewal and a powerful lived ministry to the Society and indeed to the world at large. The formation of Woodbrooke was one result of their efforts.

The need that they saw then remains today, though in a context they did not envisage. Most Friends now do not come from Quaker families and have not been to Quaker schools; many live with non-Quaker partners and have non-Quaker children. The wider society in which they live has become both multi-faith and, in some ways, more secular; membership of the Christian church is falling, including the membership of the Society of Friends. (JR's confident assertion that the Society's basic needs are 'almost certain to be supplied' may not remain true for much longer.) How then, is a 'powerful ministry' to be nourished and supported? The Trust has continued its funding for Woodbrooke's teaching work throughout the last century and it also supports several different forms of travelling ministry, including the Joseph Rowntree Quaker Fellowships, to bring education and inspiration to a wider constituency. The celebratory centennial project, 'Visionaries for the Future' builds on this work. Trustees have set aside £1,600,000 to release six individuals for a period of five years to work for the promotion of peace and harmony within society.

The Spirit which moved JR to set up the trusts still permeates the JRCT. All trustees and senior staff are Quakers. Meetings are conducted 'after the manner of Friends'. They begin and end with periods of silence; there is no voting or majority decision but a real attempt to discern what is right in 'the ever changing necessities

of the nation'. It would be foolish to claim that we always succeed, but we look forward to the second century of the trust hopeful that Joseph Rowntree would not be ashamed of the work done in his name.

# Appendices





# Appendix 1

## The Joseph Rowntree heritage\*

*Richard S. Rowntree*

*Retired Vice-Chairman, Joseph Rowntree Reform Trust Ltd*

There is an obvious problem in trying to assess the relevance for us today of the decisions Joseph Rowntree took in 1904. We know that during the last ninety years virtually all aspects of human experience and knowledge have been transformed at an unprecedented rate. During these years no country's position in the world has altered more dramatically than ours and probably no established denomination has experienced such a fundamental religious change as the Religious Society of Friends in Britain. Yet in the provisions he made for his Trusts, JR drew on two principles that are at least as relevant today as they were then. The first was his conviction that all constructive religious, social, economic and political actions are in essence indivisible. The second was his firm belief that substantial inherited wealth often proves both debilitating for its recipients and destabilising for society as a whole.

### *The Rowntree family background*

The three Trusts established by Joseph Rowntree in 1904 started life as a close family undertaking. Each Trust had the same six Trustees or directors. They were JR himself, his four sons and a nephew – all of whom were already, or about to become, directors of Rowntree & Co. Ltd – a business that JR had by then built up to a substantial expanding concern from a small, struggling back-street cocoa factory.

It is clear from his founding memorandum that JR had no intention of establishing a permanent family-controlled foundation. He knew that amongst the younger generation of his family there were some outstanding and varied talents.

\*This essay first appeared in the 90th anniversary edition of *The Joseph Rowntree Inheritance*.

His eldest son, John Wilhelm Rowntree, had only three months to live and never attended a meeting of the Charitable Trust, a prime objective of which was to further the causes for which he was already renowned throughout the Quaker world. In his short life of 37 years he had established himself as the leader of the movement that was eventually to transform Quakerism in Britain from its nineteenth century closed evangelical sectarian phase into probably the most open and universalist of all Christian denominations. JR's second son, Seebohm, had already published his first study of poverty in York, which was the basis of work that was to establish his nationwide reputation as a social scientist; while his nephew Arnold was still six years away from being elected as an MP for York.

JR himself was 68 in 1904 – already ten years older than the age at which his father had died. What so many in his time came to call ‘the JR spirit’ seems to have been a rare blend of a deep, undefined sense of the reality of ultimate mystery and a full, practical commitment to the use of his talents and resources for the benefit of his fellow human beings. Of all the remarkable members of his family, it was perhaps JR himself who would have been best equipped for the challenges that face his Trustees ninety years on.

JR believed – in the words of his memorandum – that ‘money is generally best spent by persons during their lifetime’. Recognising that he could no longer expect to dispose of his increasing capital himself, and valuing the distinct and diverse talents of his family, it was natural that he should plan to give them the responsibility for the right disposal of a considerable portion of his wealth. So he anticipated that in the case of both the Charitable and Social Service Trusts their capital would be utilised in the lifetime of the Trustees that he had himself appointed. He therefore laid down that both bodies would be wound up within 35 years, with any remaining assets transferred to the then Joseph Rowntree Village Trust. However, with characteristic foresight, he did recognise in his memorandum that future circumstances might make it desirable for the lives of the two Trusts to be extended.

### ..... *Changing circumstances*

The form of the Joseph Rowntree Trusts today is very different in some respects from that which JR had envisaged for them. His own thoughts of their likely future pattern were of two comparatively small interlinked Trusts, one charitable and the other paying tax, operating side by side with a commonality of objectives for a limited period of time, alongside a third permanent charitable trust to be responsible for the development and maintenance of New Earswick Garden Village. Yet he was the last person to suffer from the illusion that the future can be preordained. So his founding memorandum enjoined his successors to make their own judgements within the broad bounds of the objectives and practices that he desired for his Trusts.

Does Joseph Rowntree's founding memorandum lay on his Trustees any absolute obligations in respect of his intentions or is it just an encouragement to them to do their best in using their own judgement?

This is a central question that requires careful consideration. JR undoubtedly deliberately gave his Trustees a generous measure of freedom to use their corporate judgement in responding to situations that he knew he could not foresee. The Trusts today are in some respects almost the opposite of the kind of institutions that he had envisaged. However, I believe that a survey of the history of their development would show that in many ways the Trustees have succeeded in applying to new and difficult situations the essence of JR's intentions, at times with a remarkable flair. Such a survey would also inevitably reveal a number of failures and mistakes, some of which are hopefully in the process of being corrected.

### ..... *Joseph Rowntree's basic intentions*

There are two basics in JR's intentions that I am convinced his Trustees will always need to bear in mind. The first is that the objectives and practices of the Trusts should be broadly in line with those of the Religious Society of Friends in the fields of social, political, economic and religious action, including research and

'strengthening the hand' of competent committed individuals working in these areas. The second is really the corollary of the first. It is that in all their activities the three Trusts, though now operating as fully independent bodies, should maintain a positive, co-operative working family relationship.

The founders of grant-making Trusts have either to give the responsibility for their future development to the initial Trustees they appoint – often members of their family – or to one or more corporate bodies. For JR the choice must have been clear. Though he had confidence in those members of his family that he appointed as the initial Trustees, he combined a realistic scepticism about family dynasties with a deep commitment to the Religious Society of Friends. He also believed that it was important for both the serving Trustees and an outside body to participate in the responsibility of appointing new Trustees, in order to provide a balance of continuity and change. Therefore, for the then Joseph Rowntree Village Trust, which was the only one of his three Trusts for which he envisaged a permanent life, he made provisions for new Trustees to be appointed alternately by the serving Trustees and the Religious Society of Friends.

..... *The failures to follow JR's lead in 1939 and 1955*

The 35 years that JR had determined for the lives of the Charitable and Social Service Trusts came to an end in 1939. Although their resources were substantially larger, the Trusts had changed little in form since they were established. The surviving original Trustees were elderly and the new appointments they had made had all been members of their own generation with the exception of three of their own sons. There was no longer the same measure of family unity as in JR's time and their thoughts must have been largely centred on the forthcoming war. In such circumstances it is perhaps not surprising that they decided to extend the lives of the two Trusts without apparently considering how the founder would have wished this to be done.

Given the unforeseen growth in their financial resources, there can be little doubt that the decision to give the two Trusts a long-term life was correct. But the failure to consider how this should be arranged under the changed circumstances in accordance with JR's views had serious effects and was certainly later regretted by at least one of JR's original Trustees.

All of JR's own appointees had died by 1955, the year in which the then Social Service Trust established its own separate charitable trust. This was an action taken apparently in complete disregard of JR's clearly stated objectives in his founding memorandum. For a time it seemed possible that the Social Service Trust would break away completely from the Charitable Trust, a development that was probably only prevented by the influence of Roger Wilson and Michael Rowntree, who had been appointed to serve as Trustees of both bodies before the deaths of Arnold and Seebom Rowntree. The two Trusts now look to maintaining the practice of having two Trustees in common.

### *The particular role of the Joseph Rowntree Social Service Trust*

The close working relationship between the JRCT and the JRSST was at the heart of JR's vision and was the most pioneering aspect of his foundation, developing new ground for grant-giving operations. His refusal to accept a separation of charitable and political action was the practical expression of his witness against the partitioning of the spiritual from the secular – that mounting divorce of human attitudes and practices that has led to our present unparalleled experience of global crisis.

Fulfilling such high expectations was never going to be easy for the Social Service Trust. In the years following JR's death new challenges arose. One example lay in the problem in respect of JR's advice to it that: 'Ordinary subscriptions to political organisations will, I think, be inexpedient, but occasional crises might arise when the funds of this Trust might rightly be drawn upon.'

JR's patient cajoling of his younger and more dogmatic fellow Trustees to make their first political party grant to the nascent Labour Party indicates that he was a Social Democrat in advance of his times. The extent of the Trust's later financial support to the Liberal Party might well have concerned him. There is, however, a good case to be made for the sustaining of a third party as a producer of necessary but electorally unpopular policies in a predominantly adversarial two-party political system.

In 1981 the Trust financed a Hansard Society inquiry into the financing of politics. Its detailed recommendations for a pattern of controlled state aid to political parties based on a limited matching of individual contributions were aimed to encourage the growth of party membership and restrict the total expenditure on elections. Although at the time these proved unacceptable to the sectional interests of the Conservative and Labour Parties, the present urgent need of all the political parties to increase both their membership and their financial resources may provide the JRRT with an important opportunity for helping in the development of a much-needed new system for the financing of democratic politics.

..... *Progress towards a Quaker family of trusts*

Although JR established his Trusts operating virtually as one with identical Trustees, in the light of both his views on size and the need to widen Quaker influence and action beyond the membership of the Society, we are entitled to believe that in today's circumstances he would welcome the more complex pattern of separate Trusts operating in conjunction with each other. This pattern has been made even more relevant by the post-war transformation of the Village Trust into the now Joseph Rowntree Foundation. While its present name may tend to shade the actual nature of JR's foundation, its development represents the most remarkable feature of the recent history of the JR family of Trusts.

Towards the end of his life JR became increasingly concerned about the

problem of size and would doubtless have welcomed the subsequent work on this by a JRSST Trustee, Ted Goodman. Grigor McClelland in his paper [published in the 1990 anniversary edition] advances a powerful case for large, professionally staffed charitable trusts engaged on a proactive programme that involves far more than just the careful disbursement of grants to applicants. There is however – as he recognises – another side to the coin. In Quaker experience this is shown in practical terms by JR's priority for giving essential help to individuals pioneering much-needed reforms and by Rufus Jones' affirmation:

*'I pin my hopes to quiet processes and small circles, in which vital and transforming events take place.'*

It may be that at some future time a deliberate decision will be taken that only one of JR's charitable trusts should remain in the mega-league of the country's first twenty foundations, in order to enable the family of JR Trusts to develop other possible alternative patterns of different kinds of smaller charitable trusts. One such example might be the late Jo Grimond's imaginative concept of a Junior JR Trust, with all the trustees aged under 30.

In more recent years the JRF and the JRCT have established a number of specialist subcommittees. These bodies can include Trustees of other JR Trusts as well as other people with the required relevant experience. In this form they represent a constructive response to the difficult challenge of applying JR's priorities to much changed circumstances. They can indeed be developed into some of the "small circles in which vital and transforming events take place". These subcommittees enable Trustees to play a real part in the exercise of the Trusts without conflicting with the essential roles of the professional executives. They can also become one of the areas in which the important family relationship of the JR Trusts is fostered. Another such area might usefully be created by the widening of the membership of the JRRT Company.

The history of the first ninety years of the JR Trusts, like all such human endeavour, has been a patchwork of success and failure. There have been inevitable tensions, initially personal family ones and subsequently wider ones, arising in part from the differing responsibilities of a large international public company and radical Trusts. While some of these tensions were constructive, others were negative in that they partly eroded the Trusts' readiness to co-operate and be fully open with each other. While these two historic underlying grounds for potential friction having both been removed from the equation, there now lies ahead a new opportunity for the strengthening of the family connections of the three separate but related Quaker Trusts under the JR banner.

Finally, then, wherein does the peculiarly Quaker element lie that makes a reality of the concept of the JR family of Trusts? Certainly not in any constitutional link with the Religious Society of Friends, other than establishing arrangements for an element of shared responsibility in the appointment of Trustees. Surely the essence of the present-day Quaker content of the Trusts lies in the bringing together and subsequent supporting of small groups of men and women – some Quaker and some of other denominations or of none – with the ability and experience to work together in trying to determine the most important human needs and the best use of financial resources to help meet them. The only shared common faith required for such demanding responsibilities lies in the understanding that – whether these needs are political, economic or social – the effective response to them arises from the promptings of the universal spirit lying behind, within and beyond all life – the creative spirit that is no less real for having perhaps outgrown for some of us the old name of God.



*Directors of the Joseph Rowntree Reform Trust Ltd 1904–2004*

The original Directors  
were:  
*(in order by date of  
appointment)*

Joseph Rowntree  
(Chairman 1904–1925)  
*1904–1925*

Arnold Stephenson  
Rowntree  
(Chairman 1925–1938)  
*1904–1951*

Benjamin Seebohm  
Rowntree  
(Chairman 1938–1951)  
*1904–1954*

John Wilhelm Rowntree  
*1904–1905*

Joseph Stephenson  
Rowntree  
*1904–1920*

Oscar Frederick Rowntree  
*1904–1931*

Subsequent Directors  
were:

John Bowes Morrell  
(Chairman 1951–1963)  
*1906–63*

Elihu Richard Cross  
*1913–1916*

William Charles  
Braithwaite  
*1915–1922*

Ernest Edwin Taylor  
*1925–1951*

B. Philip Rowntree  
*1938–1977\**

William Bowes Morrell  
(Chairman 1963–1981)  
*1938–1981*

Francis David Stuart  
*1941–1946*

Edward F. W. Goodman  
*1946–1986*

John H. Black  
*1948–1949*

Oliver Sheldon  
*1950–1951*

Roger Cowan Wilson  
*1950–1974*

Michael H. Rowntree  
(Chairman 1981–1987)  
*1951–1992*

Charles Philip Fothergill  
*1954–1959*

William Wallace  
*1959–1969*

Richard S. Wainwright  
*1959–1984*

Lionel Robbins  
*1960–1963*

Richard S. Rowntree  
*1964–1994*

Jo Grimond  
*1967–1985*

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\* including a break between  
1958 and 1969 when he acted as  
Executive Officer of the Trust

Pratap Chidamber Chitnis  
*1975–1988*

Elinor M. Goodman  
*1983–1990*

David A. Currie  
*1991–2002*

**The current Directors  
(April 2004) are:**

Archy J. Kirkwood  
(Chair 1999– )  
*1984–*

Diana E. Scott  
(Vice-Chair 2003–)  
*1995–*

David T. Shutt  
(Vice-Chair 1989–)  
*1975–*

Mandy C. Cormack  
*2003–*

Peadar Cremin  
*2003–*

Christine J. Day  
*1991–*

Pam Giddy  
*2000–*

Christopher J. Greenfield  
*1983–*

Trevor A. Smith  
(Chair 1978–1999)  
*1975–*

## Appendix 2

### The Joseph Rowntree Foundation 1904–2004

#### 1902–04

(prior to the foundation of the Joseph Rowntree Village Trust)

Joseph Rowntree purchases land near Huntington. Raymond Unwin draws up first outline plans of New Earswick. Twenty-eight houses are built.

#### 1902–25

1904 (December) Joseph Rowntree Village Trust (JRVT) established with an objective to alleviate the condition of the working classes by the provision of improved dwellings and the organisation of village communities.

The endowment to the JRVT comprised New Earswick property and shares in Rowntree & Co., total value £62,165, property element 24%.

229 houses built 1904–19 (before 1914 without subsidy), then 259 from 1919 to 1936 (mostly with subsidies), to a more simplified, standardised design.

1907 New Earswick Folk Hall built; Village Council established.

1910 First grant to a housing body – National Housing Reform Council.

1912 New Earswick Primary School opened on 23 November. It had a modern, open-air design.

1919 Barry Parker appointed JRVT architect. He retained the post until his death in 1946.

1919 First support given to the Garden Cities and Town Planning Association.

1925 Joseph Rowntree dies on 24 February aged 88.

### 1926–57

1926–36 Clifton Estate built beside Joseph Rowntree's old home.

1926–34 Approximately 95 houses completed in New Earswick.

1935 The Folk Hall is enlarged.

JRVT becomes a founder member of National Federation of Housing Societies.

1936 Seebohm Rowntree retires and moves from York. JRVT purchases his property, The Homestead, and thereafter maintains the gardens as a public park.

1941 The secondary school opens in New Earswick.

1942–62 Louis de Soissons is appointed consultant architect to JRVT.

1944–54 JRVT helps fund City of York plan.

1946 Twelve older peoples' cottages completed in New Earswick, the first new housing built since the 1930s.

Lewis Waddilove joins JRVT as Executive Officer.

1948 JRVT moves its offices from Rowntree's factory to Beverley House.

Modernisation programme begins for individual houses.

White Rose estate programme in New Earswick includes more varied accommodation and continues through the 1950s.

The Nature Reserve is developed on the site of the old village brickworks.

1951 Older people's accommodation is developed at The Garth.

1954 Seebohm Rowntree dies on 7 October aged 83.

**1958–74***JRMT developments:*

- 1959 A private Act of Parliament changes the Trust Deed to enable the renamed Joseph Rowntree Memorial Trust (JRMT) to support research into housing and social questions.
- 1960 JRMT joins with other Rowntree Trusts in supporting the foundation of the University of York with a grant of £100,000.
- 1968 The Joseph Rowntree Housing Trust (JRHT) is created as a legally separate housing association.
- 1971 JRMT establishes the Centre for Studies in Social Policy (CSSP), based in London, with funding of £120,000.
- 1972 JRMT accepts responsibility for the management of the Family Fund which commences April 1973.

*The Trust's support for research and development includes:*

- 1958–63 Rowntree Trust Housing Studies, directed by David Donnison.
- 1959 A substantial funding programme at Institute of Community Studies.
- 1961 A long-term programme of support for the National Institute for Social Work Training, subsequently NISW.  
Social work projects and support for voluntary organisations in East Africa, continuing until 1987.
- 1964–67 Pearl Jephcott's study of high-rise living.
- 1964–69 Funding given to establish the Institute of Social and Economic Research, University of York.
- 1965–79 Peter Townsend's work on poverty in York.

*New Earswick developments:*

- 1958 'Swedish flats' for single people are built.  
The Garth is extended to provide old peoples' bungalows.  
Roy Fraser becomes JRMT's consultant architect.
- 1966 Old people's flats are completed on Lime Tree Avenue.
- 1967 The New Earswick swimming pool is opened.
- 1968 The Folk Hall is extended and modernized.
- 1968–79 The New Earswick Village Council is re-constituted as a community association – the New Earswick Village Association. It has 25 members.
- 1970–79 Modernisation of housing on the east side is carried out. This involves building a new road, pedestrianisation and the systematic reconstruction of house interiors, undertaken after surveys of village opinion.
- 1971 Maple Court flats replace older houses demolished in Station Avenue.
- 1973 A fair rents system is adopted.

**1975–87**

*JRMT developments:*

Diversification of the Trust's shareholdings: the percentage invested in the Rowntree Company drops from 90 to 60 per cent.

- 1978 The Policy Studies Institute (PSI) is formed by the merger of Political and Economic Planning with CSSP to form a 'think-tank' research agent and London base for JRMT.
- 1979 Lewis Waddilove retires, and Robin Guthrie is appointed as Director.  
JRMT starts to divide its growing number of projects into defined programmes.

- 1982 The JRMT wins a High Court case determining that leasehold schemes for the elderly are a form of 'charitable' housing.
- 1986 Responsibility for research management is separated from the Director's role.

*The Trust's support for research and development includes:*

- 1974–78 The Wolfenden report on future of voluntary organisations (jointly funded with Carnegie).
- 1976–87 Philip Abrams' work on 'neighbouring' and informal care.
- 1976 E.M. Goldberg's study of the effectiveness of social care.
- 1978 Social action centres are created in several towns in response to Wolfenden.
- 1978–81 John Greve's study of sheltered housing.
- 1978–88 Mervyn Murch's work on divorce procedure and family law
- 1979–84 Staying Put initiative in conjunction with Anchor Housing Trust.
- 1979–84 Alice Coleman's work on the influence of estate design on vandalism.
- 1980–90 An investigation by PSI into the working of the social security system.
- 1981 Establishment of special programme on people with learning difficulties
- 1985–87 Projects funded in the areas of community care, special needs housing and tenant participation.
- 1986–91 A £2m housing finance research initiative is launched, directed by Duncan MacLennan.

*Developments in New Earswick:*

- 1976–83 Red Lodge is extended to provide sheltered accommodation.
- 1979 The Village Association is reconstituted as 12-member Village Council.
- 1979–80 Thirty-three dwellings are built on Willow Bank as community leasehold properties, but they have to be sold on 99-year leases as they are not deemed to be ‘charitable’ housing.
- 1984 A hostel for people with learning difficulties is opened at Dormary Court in partnership with MENCAP.
- 1987 A shared ownership scheme is built at Woodlands Place.  
A new doctors’ surgery is built.

*Developments in York and other areas:*

- 1979–82 A scheme of urban renewal, improvement for sale and sheltered housing is developed at Clementhorpe (York).
- 1985–87 Further schemes with alternative tenures are developed at Heslington, Sturdee Grove and Upper Poppleton in York, and at Danes Dyke and Woodlands Vale in Scarborough. The first flexible tenure scheme is built at Dower Court, York.

**1988–94**

*JRMT developments:*

- 1988 Robin Guthrie leaves to become Chief Charity Commissioner. Richard Best is appointed Director.
- Rowntree plc shares are sold when Nestlé takes over the company. This brings increased income to JRMT.



- 1989 Specialist research committees are created to assist Trustees and research managers.
- Project agreements become the basis of research management. The number of projects funded rises to around 250 by 1992.
- A dissemination and publication budget is established. An Information Services Director is appointed and the JRF publication programme begins – *Search, Findings* and special reports are developed.
- The Family Fund offices move to Rowntree Wharf.
- 1990 JRMT changes its name to the Joseph Rowntree Foundation (JRF) and moves to The Homestead.
- 1993 JRF provision of PSI's London accommodation ceases; JRF sets up its own London base at Caledonia House.
- In its twentieth year, the Family Fund distributes 65,000 grants. Over the twenty-year period 151,000 families had applied for grants, and 72,000 were still active 'cases'.

*The Foundation's support for research and development includes:*

- 1988 A programme of work to improve relations between local and central government.
- Projects on homelessness become important segments of housing research.
- Continued work on tenure issues, such as private renting, Mortgage Interest Tax Relief, mortgage arrears, and negative equity.
- 1989 Fellowships are developed to increase researchers' skills.
- 1991 The Duke of Edinburgh's *Inquiry into Housing* is published.

- 1991 The social research programme is reorganised to separate social policy from community care and disability.  
Development projects receive increased emphasis.
- 1992 The income and wealth initiative.
- 1992–94 A programme on housing and the macro-economy.  
An Inquiry into planning for housing.
- 1993 A research budget of £5,112,000 is divided into: housing research (33 per cent); social policy (28 per cent); community care and disability (23 per cent); local/central government relations (7 per cent); housing and community care (5 per cent); and the voluntary sector (2 per cent).  
*Building for communities*, a report by David Page, highlights the need for balanced, sustainable communities, not ‘underclass ghettos’, in social housing.
- 1994 Family and parenthood programme.

*Developments in New Earswick:*

- 1988 Juniper Close, a mixed tenure development, is built. It includes accommodation for rent, shared ownership and outright sale.  
The Friends’ Meeting House opens.
- 1989 The building programme to complete the south-west corner of the village continues with flats and houses in Alder Way and Hazel Close (flexible tenure).
- 1989–94 Plans to build a continuing care community are developed and approved.
- 1990 A housing welfare advice service is established by the Housing Trust.  
Tenant participation is strengthened by increasing residents’ representation on Housing Trust committees.

- 1991 Flexible care and new warden control are introduced at Red Lodge.
- 1993 A 'dependency scoring' system of care assessment is pioneered.
- 1994 A hostel for cerebral palsy sufferers is built in Alder Way, jointly with York and District Cerebral Palsy Society.

*Developments in York and other areas:*

- 1988–89 Former Rowntree plc warehouses at Rowntree Wharf are converted into flats and offices.
- 1988–93 A three-way partnership between JRHT and other housing associations (Hull Churches, and Sadeh Lok) is set up to build schemes at Hull, Huddersfield and Monkton Road, York
- 1991 Lamel Beeches residential accommodation for the elderly built jointly with The Retreat hospital.
- 1992–94 JRHT builds Woodlands – the first estate entirely to 'Lifetime Homes' standards.
- 1993 Charles Court hostel built at Strensall in partnership with MENCAP.

**1995–2004**

*JRF developments:*

- 1996 Sir Donald Barron retires as JRF Chair and is succeeded by Sir Peter Barclay.  
  
The Family Fund is established as a separate charity.  
  
JRF links up to the Internet, and creates its website.
- 2001 Sir Peter Barclay retires as JRF Chair and is succeeded by Ken Dixon.  
  
Richard Best is appointed to the House of Lords.

*The Foundation's support for research and development includes:*

- 1995 Report of the Income and Wealth Inquiry published, highlighting increased inequality.
- Area regeneration research programme commences.
- ETHOS (existing tenants' home ownership scheme) launched, later replaced by Government's Voluntary Purchase Grant scheme.
- Report published on 'Unleashing the Potential', covering over 100 housing estates.
- 1996 Report of the Inquiry into Meeting the Cost of Continuing Care published.
- Local Government in the Twenty-First Century: Leeds Castle summit meeting to conclude Local-Central Government Relations programme.
- 1997 Launch of Communities That Care (UK), a programme for building safer, supportive neighbourhoods for children and young people.
- First students receive the new JRF Certificate in Care.
- 1998 First JRF Summer School held.
- Department of Policy and Practice Development established at JRF.
- 1999 Building Regulations amended, introducing Lifetime Home requirements.
- 2000 Advisers appointed for Scotland and Wales.
- Drugs: Dilemmas, choices and the law* report published.
- 2002 Housing conference held to mark New Earswick's centenary, chaired by HRH The Duke of Edinburgh.
- First Policy and Practice Development programme on Neighbourhoods commences.

*Developments in New Earswick:*

- 1998      New Earswick Residents' Forum and New Earswick Community Association established.
- First residents move into Hartrigg Oaks, the UK's first continuing care retirement community, on the outskirts of New Earswick.
- 1999      The Garth provided a temporary home to several families of refugees from Kosovo for six months.
- 2000      Hartrigg Oaks Lecture given by Sir (now Lord) Stewart Sutherland.
- Housing Operations staff move to converted offices at The Garth.
- 2002      Centenary of Joseph Rowntree's purchase of land in New Earswick.

*Developments in York and other areas:*

- 1995      A housing estate at Victoria Geldof is completed. It offers mixed and flexible tenure options to its residents.
- 1997      Community Development Worker and Family Support Worker appointed.
- 2000      CASPAR (city-centre apartments for people at affordable rents) schemes are opened in Birmingham and Leeds.
- 2002      Agreement signed for purchase of land at Osbaldwick from the City of York.
- Building works commences for a new integrated care community for older people at Bedford Court, Horsforth.
- 2004      Official opening of Bedford Court.
- The three trusts founded by Joseph Rowntree celebrate their centenary.

*Trustees of the Joseph Rowntree Foundation, 1904–2004*

Joseph Rowntree  
*1904–1925*

Elihu Richard Cross  
*1913–1916*

Frederic Seebohm  
*1949–1983*

John Wilhelm Rowntree  
*1904–1905*

Peter Rowntree  
*1933–1948*

Lloyd Owen  
*1951–1966*

Benjamin Seebohm  
Rowntree  
*1904–1954*

William Wallace  
*1933–1966*

Christopher John Rowntree  
*1951–1982*

Joseph Stephenson  
Rowntree  
*1904–1951*

Francis David Stuart  
*1941–1946*

Madge Butterfield  
*1955–1967*

Oscar Frederick Rowntree  
*1904–1941*

Jean Wilhelma Rowntree  
*1943–1976*

Sir Donald J. Barron  
*1966–1973, 1975–1996*

Arnold Stephenson  
Rowntree  
*1904–1951*

Henry Clay  
*1945–1947*

Sir Charles F. Carter  
*1966–1994*

Thomas H. Appleton  
*1906–1933*

William Kaye Sessions  
*1947–1990*

Jean B. Coggan  
*1966–1975*

Thomas F. Green  
*1949–1966*

Walter Birmingham  
*1967–1972*

Sir Peter M. Barclay  
*1972–2001*

Kenneth Dixon  
*1996–*

H. Cedric Shaw  
*1974–1990*

Catherine Graham-Harrison  
*1998–*

Erica Frances Vere  
*1976–1999*

Susan V. Hartshorne  
*1998–*

Sir Patrick Nairne  
*1982–1996*

Dame Ann Bowtell  
*2001–*

J. Nigel Naish  
*1984–*

Debby Ounsted  
*2002–*

Dame Rachel Waterhouse  
*1990–1998*

Bharat Mehta  
*2003–*

Sir William Utting  
*1991–*

Ashok Jashapara  
*2004–*

Robert J. Maxwell  
*1994–*

Dame Margaret Booth  
*1996–2003*

## Appendix 3

### The Joseph Rowntree Charitable Trust: A brief history

When the Joseph Rowntree Charitable Trust was set up in 1904 it was a family affair, the trustees comprising the founder and five relatives. Seebohm Rowntree continued as a trustee until his death in 1954 and the family connection was not finally severed until the retirement of Michael Rowntree in 1991. The JRCT has also flourished within the wider family of the Religious Society of Friends. Although it has no constitutional link to the Society, it draws its trustees and senior staff from within the membership of the Society and is underpinned by those concerns for truth and integrity, justice and equality, peace and conflict resolution which Quakers hold dear.

Although JR gave trustees almost unlimited powers over trust property, the Trust Deed specified a number of areas in which it was thought that grants might be made. These included:

- Support of Woodbrooke
- Religious teaching for members of the Society of Friends
- Improvement of Friends' schools
- Scholarships for Friends
- Study of the history of the Society
- Temperance
- Peace
- Causes of poverty
- Working class employment
- Public parks and pleasure grounds



- Commissioning and publishing reports on matters relating to religious, moral, social and educational conditions in Britain and in other countries
- Professorships, lectureships, prizes, etc. in promotion of these concerns

Seebohm Rowntree's research into poverty, unemployment and industrial relations was a significant feature of the trust's early work – his staff were funded almost continuously for half a century. But only a tenth of the trust's income was spent on this: education consumed a much larger proportion. About a third was allocated to non-residential adult educational centres, like the ones at Swarthmore Hall in Leeds and the York Educational Settlement. A further quarter was spent on adult education within and beyond the Society of Friends. The balance was spent on Quaker schools; scholarships for Friends at other schools; promotion of the study of the history of the Society; distribution of books; work on peace and international relations; the Quaker centres at Cober Hill and Woodbrooke; the Quaker college on the ecumenical campus in Selly Oak.

The Second World War was transitional for several reasons. The decision in 1939 not to wind up the trust coincided with a gradual loosening of the family ties. As local authorities, universities and the WEA began to offer better adult education, the trust gradually reduced its provision, though support for Quaker schools was not phased out until the late 1970s. Other post-war changes, notably the creation of the Welfare State, together with the vision of newly appointed trustees, led to a re-evaluation of the trust's objectives and paved the way for the current patterns of grant-making. During the second half of the century, the amount of money available for distribution also increased. In 2003, £4,914,422 was given in grants, in contrast to £18,798 in 1953.

### *Social policy*

Social policy remained a concern of the trust, despite the growing engagement in this area of the Joseph Rowntree Memorial trust. The focus changed from social research to action research, and an attempt to tackle ‘the underlying causes’. In the 1960s and 1970s the welfare of families and children gained support, with grants to the Family Service Units and the National Children’s Bureau. The trust helped initiatives in relation to social work education and experiments in community development and detached youth work. A continuing interest in poverty led to crucial early support for the Child Poverty Action Group (CPAG), the Low Pay Unit, and other organisations concerned with UK poverty and its chief cause, unemployment. However, as others entered the field, the trust’s Poverty and Economic Justice programme gradually ceased to attract good applications and, with some sadness, it was finally laid down in 2001.

### *Racial justice*

From the early 1960s, the trust’s interest in social policy led to grants being offered in the field of race relations. In 1969, JRCT became the first UK foundation to establish a dedicated programme of work in this area. It helped to form the Runnymede Trust, and gave early support to the Joint Council on the Welfare of Immigrants (JCWI). The programme was re-named ‘Racial Justice’ in 1992, and began to reach out to black-led voluntary organisations and pressure groups like the 1990 Trust, the Black Training and Enterprise Group (BTEG) and the National Assembly Against Racism. Many of the major initiatives in the race field have received support from the trust, including the Glidewell Commission on asylum in 1996 and the Commission into the Future of Multi-Ethnic Britain in 2000. A programme of localised funding in West Yorkshire started in 1993, assisted by a specially appointed development worker. Recently, there has also been significant work on asylum and migration policy, both within the UK and the European Union.

## Peace

Concern for peace has featured in the life of the trust since 1913, when a grant was offered for the dissemination of 'peace leaflets' explaining the Quaker position in the run up to World War I. Less than 4 per cent of funding was spent in this field in the first 35 years of the trust, mainly in support of initiatives aimed at opposing war. However, since then, JRCT has become one of the few independent sources of funds in the peace and disarmament field in the UK. Significant grants began in the 1960s when the focus changed to peace research and conflict resolution. Grants were offered to UNA for Philip Noel Baker's 'Policy for Disarmament' and to Joseph Rotblat and the Pugwash scientists to promote the Russell-Einstein Declaration on weapons of mass destruction. From 1975, the trust entered into a long relationship with the Bradford University Department of Peace Studies, where the Alternative Defence Commission was also based. From the 1980s a network of independent research organisations were funded to work on many aspects of defence policy including the control of chemical and biological warfare; nuclear proliferation and the development of non-nuclear forms of defence. In the 1990s the trust revised its strategy and turned to a policy closer to the values of the Quaker Peace testimony. The work of the Oxford Research Group in promoting dialogue between people from all parts of the nuclear weapons industry in different countries has been supported for the last 20 years of the century.

From time to time, particular individuals with special gifts have been 'liberated' by the Trust from the constraints of normal institutional employment. Notable amongst these has been Gerald Bailey, Richard Ullman, John Burton and, in particular, Sydney Bailey, whose work on peace issues, especially at the United Nations, is widely respected.

## ..... Ireland

In the early 1970s the trust launched a programme aimed at supporting work for peace, reconciliation and justice in Northern Ireland. In 1984 support was offered to help launch the Campaign on the Administration of Justice (CAJ) and funding has been offered ever since for the group's work on human rights and equality issues. In the same year, a grant helped to set up Lagan College as the first integrated school. The trust then funded several other integrated schools before becoming a co-founder (with the Nuffield Foundation) of the Integrated Education Fund. In 1991, the trust provided the bedrock funding for the Opsahl Commission and its pioneering work on exploring citizens' views on the future of Northern Ireland. Following the ceasefires in 1994, Democratic Dialogue, Northern Ireland's first policy think tank, was launched in 1995. While the Good Friday Agreement was being negotiated in 1998, Community Dialogue promoted communication and debate on contentious political issues. Following the Anglo-Irish Agreement in 1985, it became clear that the conflict in Northern Ireland could not be addressed in isolation. Accordingly, a programme of work on human rights and social justice was planned for Ireland (Republic), resulting in grants to organisations like the Irish Council of Civil Liberties, the Irish Penal Reform Trust, and the Irish Refugee Council. In 2002, core funding was offered to the think tank *tasc* to launch a commission on the future of democracy in Ireland. The Trust has also supported the influential human rights work of the London-based British Irish Rights Watch.

## ..... South Africa

The first grant to South Africa was made in 1910 (to the Southern African Natives College – subsequently Fort Hare University), but the serious interest of the trustees in the whole continent dates from 1954, when former British colonies began to gain their independence. Gradually, the interest focused on South Africa. In the 1980s and early 1990s, the trust supported a range of organisations that contributed to the

eventual transformation to democracy. These include the Legal Resources Centre, the Institute for Democratic Alternatives (IDASA), the Centre for Intergroup Studies (later the Centre for Conflict Resolution) and the Christian Fellowship Trust, which facilitated an extraordinary series of exchange visits between Europe and South Africa under apartheid. The wonderful events of the mid-1990s marked a period of overwhelming change. In the following decade, the trust developed a new agenda, expanding its vision to include social and economic rights while continuing its commitment to non-violent resolution of conflict.

### *Corporate responsibility*

The early 1970s saw a growing concern for the responsibilities of public and private corporations to society. This led the trust to support the work of the Public Interest Research Centre, still a grant-holder, and in the 1980s to the development of the Ethical Investment Research Service, and the foundation of the Friends Provident Stewardship Unit Trust. In 1990, JRCT funds helped to launch Public Concern at Work, the whistle-blowing organisation responsible for achieving the first piece of legislation in this field. The trust has increasingly focused its funding on initiatives that promote regulatory or public accountability of companies, both to complement and to challenge companies' own efforts to behave in a more responsible manner. The trust has supported a number of organisations, each of which has broken new ground in its own field, including the Centre for Corporate Accountability, the Food Ethics Council and the Corporate Responsibility Coalition (CORE), which has brought together leading charities on the issue of reform of company law.

### *Democracy*

Problems with the democratic process may be different now from those highlighted by Joseph Rowntree but are no less significant. Towards the end of the 1980s, it appeared that the conventions of the traditional unwritten constitution might prove

insufficient either to ensure democratic control of the executive, or to prevent the erosion of liberty. The trust decided to embark upon a programme of funding in this area, in co-operation with colleagues in the JRRT. Significant funds continue to be invested in the Campaign for Freedom of Information, which played a major role in securing the passage of the Freedom of Information Act, albeit in a weaker form than had been hoped for. Several individuals and organisations were funded to undertake work around what became the Human Rights Act, including Francesca Klug (now at the LSE), Justice, IPPR, the Constitution Unit, Liberty, and the 1990 Trust. Every member of the task force set up by the Home Secretary to assist with the implementation of the Act was a JRCT grantee. This network has continued to be influential, persuading the government to include human rights in the proposed Commission for Equality and Human Rights. For ten years, the flagship of the trust's programme in the democracy field has been Democratic Audit, a project commissioned by the trust, which has now reported on the state of British democracy under both the Major and Blair governments, and made comparisons with other developed democratic societies. Work has also recently been undertaken into public alienation from the electoral system, with an audit of the state of local democracy in two northern towns, while research into local voting preferences in three towns in the North West has illuminated a political swing to the far right.

### ..... *Quaker work*

The Quaker values of the trust have always been important, but the trust has struggled to find the right approach to funding Quaker work. Changes in the education system and the attitudes of trustees to private education, led to a gradual withdrawal from the support of Quaker Schools. In contrast, Woodbrooke is the only institution which has been supported continuously from 1904. Other Quaker projects, like the Quaker UN Office in Geneva, Quaker House Brussels, and the Leaveners Youth Theatre, have received grants when the trust has thought that

they were undertaking important work beyond the resources of a relatively small religious community.

..... *Postscript*

This brief account inevitably omits significant work which does not conveniently fit the categories. This includes start-up grants to organisations which later proved to be of enormous significance, such as Voluntary Service Overseas, and to the organisations which successfully campaigned for the abolition of physical punishment in schools. Nor can this account do justice to the many individuals associated with the trust's work. Lest their contribution should be lost, the trust has begun to collect the taped recollections of retired trustees, staff and others which will benefit both current trustees in their policy deliberations and future historians, when a full history of the trust come to be written.

*Trustees of the Joseph Rowntree Charitable Trust, 1904– 2004*

Joseph Rowntree <i>1904–1925</i>	Christopher John Rowntree <i>1936–1978</i>	William Rae Fraser <i>1964–1975</i>
John Wilhelm Rowntree <i>1904–1905</i>	Michael Rowntree <i>1947–1991</i>	Seymour D. M. Court <i>1967–1981</i>
Benjamin Seebohm Rowntree <i>1904–1954</i>	Alfred William Braithwaite <i>1948–1973</i>	Roger Morton <i>1968–</i>
Joseph Stephenson Rowntree <i>1904–1951</i>	Redford Crosfield Harris <i>1948–1967</i>	Andrew Gunn <i>1973–</i>
Oscar Frederick Rowntree <i>1904–1919</i>	Roger Cowan Wilson <i>1948–1977</i>	Rosemary Pyle <i>1973–1990</i>
Arnold Stephenson Rowntree <i>1904–1951</i>	Joyce Aspden <i>1950–1961</i>	Steven Burkeman <i>1978–1982</i>
Elihu Richard Cross <i>1913–1916</i>	Arthur Nicholas Gillett <i>1951–1984</i>	Frederick Moorhouse <i>1979–1982</i>
William Charles Braithwaite <i>1915–1922</i>	Christopher J. Holdsworth <i>1956–1996</i>	Carol Saker <i>1983–1991</i>
Ernest Edwin Taylor <i>1915–1951</i>	Grigor McClelland <i>1956–1993</i>	Ruth McCarthy <i>1984–</i>
Arthur Bevington Gillett <i>1922–1954</i>	Lulie A. E. Shaw <i>1956–1976</i>	Geoffrey Hubbard <i>1985–1998</i>
Francis L. P. Sturge <i>1922–1948</i>	Joyce Pickard <i>1962–1988</i>	Hilary Southall <i>1985–1998</i>
John Wilfred Harvey <i>1936–1964</i>	Gillian E. Hopkins <i>1963–1994</i>	David Shutt <i>1986–</i>



Margaret Bryan  
1993–

Derek Guiton  
1993–1997

Marion McNaughton  
1993–

Beverley Meeson  
1995–

Vasant Shend'ge  
1995–2003

Peter Stark  
1995–2001

Christine Davis  
1996–

John Guest  
2000–2003

Emily Miles  
2000–

Tom Allport  
2001–

Peter Coltman  
2002–

Susan Seymour  
2004–

Helen Carmichael  
*Prospective Trustee*

## Appendix 4

### The Founding Memorandum

The Joseph Rowntree Charitable Trust

The Joseph Rowntree Social Service Trust Limited

The Joseph Rowntree Village Trust

I desire in the following Memorandum to indicate in general terms the considerations which have induced me to found the above Trusts. I wish it, however, to be distinctly understood that it is of no legal or binding force in any way or direction, and is not intended to restrict or extend the full discretion given to the Trustees and Directors by the legal instruments creating the Trusts, or to affect the interpretation of those instruments. I have thought, however, it might assist those who will be associated with me, and who will succeed me in the direction of these Trusts, to know the thoughts which have influenced me in their creation, and which will guide me in their administration so long as I am spared to take part in it.

It is frequently and truly said that money is generally best spent by persons during their lifetime. I have in the past, according to my power, endeavoured to act in remembrance of this. Considerably larger means have, however, come to me in later life, and the practical question was presented to me: How can this property be applied in the future so as to secure equal results to those which have might have been obtained had I had the administration of it over a lengthened period? It is a matter of great satisfaction to me that these Trusts have been established with the cordial assent of my wife and children.

It will be observed that the Joseph Rowntree Charitable Trust and the Joseph Rowntree Social Service Trust, Limited, will come to an end not later than 35 years from the date of their formulation, while the Joseph Rowntree Village Trust is

permanent. The two former Trusts are, in all human possibility, likely to be mainly administered by the original Trustees, who are closely in sympathy with my general thoughts and aims, and will, I believe, give to the administration of these Trusts the same thought and direction which I should have given them myself. The Charitable Trust is established for purposes which are 'charitable' in the legal sense of the word; the Social Service Trust for purposes which, though to my mind at least of equal importance to the well-being of the community, are, as I am advised, mostly outside the limits within which the law at present confines the operations of Charitable foundations, and would, if included in the former Trust, impair its legal validity. I hope that in the future those limits may be considerably widened, and that it may be permissible to include among charitable objects those which can only be attained by alterations in the law of the land. If this should be so, the Directors of the Social Service Trust may find themselves able to transfer some of their property to the Charitable Trust. However this may be, my motives in creating two Trusts are the same. I regard the distinction between them as merely a legal one. In connection with both of these Trusts, there is one general principle that I hope will be kept in mind, namely: that the Trustees and Directors should not, except in very special cases, make grants to existing associations, but should themselves direct and guide the appropriation of the funds. Any appropriations which tended to interfere with donations or subscriptions which others ought to give should in my view be carefully avoided.

The original Trustees and Directors will be familiar with the thought which I now wish to express. I feel that much of the current philanthropic effort is directed to remedying the more superficial manifestations of weakness or evil, while little thought or effort is directed to search out their underlying causes. Obvious distress or evil generally evokes so much feeling that the necessary agencies for alleviating it are pretty adequately supported. For example, it is much easier to obtain funds for the famine-stricken people in India than to originate and carry through a

searching enquiry into the causes and recurrence of these famines.\* The Soup Kitchen in York never has difficulty in obtaining adequate financial aid, but an enquiry into the extent and causes of poverty would enlist little support. Every Social writer knows the supreme importance of questions connected with the holding and taxation of land, but for one person who attempts to master this question there are probably thousands who devote their time and strength to relieving poverty and its accompanying evils. In my view, therefore, it is highly undesirable that money should be given by the Trusts to Hospitals, Almshouses, or similar Institutions. The objects of these two Trusts fall under three heads – Religious, Political, Social. I append a few notes as indications of my thoughts in connection with each.

### ..... *Religious*

If the Charitable Trust is to achieve practical results, its income must not be too widely scattered, and doubtless objects connected with the Society of Friends will have a first place in the minds of my co-trustees as they have in my own. For the reasons stated above I should not, unless under very special circumstances, think it wise that money should be given towards the erection of Meeting Houses, Adult Schools or Social Clubs, whether in connection with Adult Schools or otherwise. The need for suitable and well-equipped buildings is so obvious, that I think it is almost to certain to be supplied. On the other hand, the need for Religious teaching to the Members of the Society of Friends of all ages, especially with a view to the fostering of a powerful Ministry, is a need which is not clearly seen, but upon the right meeting of which the prosperity of the Society will largely depend. I should, therefore, entirely approve of support to the Woodbrooke Settlement, or to kindred efforts. I should, however, regret if it were necessary to make grants on account of buildings, but should desire rather to supplement the funds appropriated for the support of a lecturing staff in order that no lack of money should stand in the way

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\* Whilst taking this illustration from India, I hope that by far the larger portion of this fund will be spent in this country, or in the solution of problems directly connected with it.

of securing the best possible teaching. It would also be in accordance with my views that grants should be made for Scholarships to the Woodbrooke or similar Settlements; although an obvious need of the kind is, I believe, less likely to require support than the object previously mentioned.

I should also approve of expenditure necessary for strengthening the periodical or other literature of the Society. The historical enquiry in relation to the Society of Friends which my son John Wilhelm is undertaking, with a view to elucidate right principles of Society action, is an object which would rightly come within the scope of the Trust.

In connection with Religious, Political and Social work, it is to be remembered that there may be no better way of advancing the objects one has at heart than to strengthen the hands of those who are effectively doing the work that needs to be done. Not unfrequently one hears of persons doing excellent work whose service is cramped, or who are in danger of breaking down through anxiety about the means of living. It would be quite in accordance with my wish that cases of this kind be assisted.

Then with regard to our Public Schools, and especially Bootham and the Mount – I doubt whether teachers of the present high caliber will be secured in the future without a considerable advance in salary. Neither the need for these higher salaries nor the supreme importance to the society as a whole, and to the individual children, of wise Quaker training, appears to be sufficiently seen by Friends, and I do not think that the working of supply and demand will secure an adequate income for the teachers. If, therefore, the Trustees saw their way to give money as to secure highly qualified men and women of moral earnestness as Teachers, without relieving the School Committees of ordinary expenditure I should quite approve of such educational grants being made. And further, if the prosperity of the Schools demanded a certain number of Scholarships for Members of the Society, I should quite approve of these.

Whilst in favour of an expenditure upon the Schools of the kind indicated above, I should not for reasons already given, think it wise to expend money upon building alterations.

### ..... *Political*

Perhaps the greatest danger to our national life arises from the power of selfish and unscrupulous wealth which influences public opinion largely through the press (e.g. the Opium and Drink traffic, and the South African War). If the funds permitted, and the Directors of the Social Services Trust were equal to the task, it would be quite in accordance with my wish that they should control, by purchase of otherwise, a newspaper or newspapers, conducting them not with a primary view to profit but with the object of influencing public thought in right channels.

If, commencing with an experiment near home the Trustees found that they were able, without undue strain, to undertake this work, they might possibly extend it cautiously elsewhere. This should not, however, be done on such a scale as seriously to impoverish either the Religious or Social effort.

I hope those who come after me will do their best to maintain the purity of Elections in York. For this end it may occasionally be necessary to prosecute offenders or to lodge petitions against the return of those who have been elected through corrupt means. I should wish the funds of the Social Service Trust to be available for such purposes.

Ordinary subscriptions to political organisations will, I believe, be inexpedient, but occasional crises might arise when the funds of this Trust might rightly be drawn upon. In illustration: It is said that the campaign led by Joseph Arch for the elevation of the Agricultural labourers was on the point of breaking down for want of funds, but was saved by a timely gift from Samuel Morley.

## ..... *Social*

The thought to which expression has already been given of the need to search out the under-lying causes of weakness or evil applies with a special force to social questions. If the enormous volume of the philanthropy of the present day were wisely directed it would, I believe, in the course of a few years, change the face of England. Perhaps there is no need more urgent in the present day than for the wise direction of social and philanthropic effort. In a semi-private Memorandum of this kind I may allude to the Temperance work in which I have been engaged as illustrative of what I mean. It was necessary to ascertain once for all the actual facts as to intemperance, its causes – legislative and social – and when these were understood, the remedies that must be applied. I hope this particular work will be carried on so long as the occasion for it lasts.

I have already alluded to the Land question. Such aspects of it as the nationalisation of land, or the taxation of land values, or the appropriation of the unearned increment – all needs a treatment far more thorough than they have yet received.

If one or other of the directors and Trustees were able to collaborate with competent investigators and workers upon these questions, it would be quite suitable for large sums to be appropriated in this direction.

The same remarks apply to the question of our Foreign policy and Imperialism.

It will be observed that the amount of money given to the Social Service Trust is larger than the value of the property with which the Charitable Trust has been endowed. This larger appropriation with the Social Service Trust is made in view of the heavy demands which the establishment or support of newspapers may involve, and also in view of the fact that while the Social Service Trust will have power to make grants towards objects which fall under the Charitable Trust, it will not be within the power of the Charitable Trust to make grants to the objects which fall under the Social Service Trust.

As already stated, the Charitable Trust and the Social Service Trust will come to an end not later than 35 years from the date of their formation. Great liberty is, however, given to the Trustees with regards to the manner in which the Trusts shall be wound up. Three separate courses are open to them:

- (1) The Trustees have the power, during the continuance of the Trusts to make use not only of the interests but of the principal, and they might so arrange that the principal was exhausted with the term of 35 years.
- (2) If the Trustees were acquainted with men in whose judgment and integrity they had confidence, who would carry out the Trusts, either one or both of them, in accordance with the general aims of the Founder, it would be open to the Trustees, before the end of the 35 years, to create new Trusts and to hand over the property to the new Trustees with such conditions regarding the winding up of the new Trusts as they might deem fitting.
- (3) The property of the two Trusts can be transferred to the Joseph Rowntree Village Trust.

If the second course be adopted, I hope that in the selection of Trustees for the new Trusts the question of their relationship to me or to the then Trustees and Directors will be regarded as altogether subordinate to the paramount consideration of their fitness for the offices they will have to fill.

The question of the creation of a new Trust in connection with the Social Service Trust is one that ought to be maturely considered before the 35 years come to an end. This Trust may very possibly acquire Shares giving to it a predominating influence with a portion of the newspaper press, and it will be of great moment that



a right influence should be secured for the future of these papers. I hope that they may sound a clear note with regard to the great scourges of humanity, especially with regard to war, slavery, intemperance, the Opium traffic, impurity, and gambling. The influence of the newspaper should also be on the side of religious liberty, Free Trade and economical government. I feel further that every measure which tends to improve the position of the great mass of the population resident in these islands is of paramount importance. It is difficult so to forecast the industrial and economic development of the country in the next 35 years as to speak in other than general terms of what this social policy should be, but if legislation is influenced by the spirit of human brotherhood and alive to the claims of social justice, the right measures for social advancement will be increasingly seen.

If the Trustees were able so to arrange that after the expiration of the 35 years, this newspaper influence should be exercised in the direction indicated above, it would, I have no doubt, be a source of great satisfaction to themselves and entirely in accordance with my wishes.

I turn now to the Joseph Rowntree Village Trust. As this is of a permanent character, its Trustees will not be burdened with any questions similar to those just discussed. I have sought, in view of the modifications of social conditions which must ensue with the lapse of time, to make the provisions of the Trust as elastic as may be compatible with adherence to the objects of the Trust as defined in the Deed of Foundation. I may be allowed to draw attention to the words in Clause 4 of the deed which say that 'the Founder is specially desirous that nothing may be done under the powers hereby conferred which may prevent the growth of civic interest and the sense of civic responsibility amongst those who may live in any community existing on the property of the Trust'. I should regret if there were anything in the organisation of these village communities that should interfere with the growth of the right spirit of citizenship, or be such that independent and right-minded men and women might resent. I do not want to establish communities bearing the stamp

of charity but rather of rightly ordered and self-governing communities – self-governing, that is, within the broad limits laid down by the Trust.

I began this Memorandum by saying that it was not intended to have any legal or binding force. I wish in closing it not only to repeat this disclaimer, but to express the hope that nothing I have written may discourage those who will have the administration of these Trusts, and of any new Trusts which may be created to continue their work, from entering into fields of social service which I have not indicated and which I cannot at present foresee.

Still more emphatically would I urge that none of the objects which I have enumerated, and which under present social conditions appear to me to be of paramount importance, should be pursued after it has ceased to be vital and pressing in the interests of the community.

I hope that the Institutions to which contributions are made from these Trusts may be living bodies, free to adapt themselves to the ever changing necessities of the nation and of the religious Society of which I am a member. The need of seeking to search out the under-lying causes of weakness or evil in the community, rather than of remedying their more superficial manifestations, is a need which I expect will remain throughout the continuance of the Trusts, and some of the principles indicated in the Memorandum, as to the most effective methods with regard to the appropriation of funds, are I think likely to have continued force. At the same time, realizing not only that 'new occasions teach new duties', but that 'time makes ancient good uncouth', I have given to the Trustees and Directors of these foundations, very wide powers and very few directions of a mandatory nature as to their exercise.

**JOSEPH ROWNTREE**

St Mary's, York

29 December 1904





The Joseph Rowntree

Inheritance

「1904-2004