

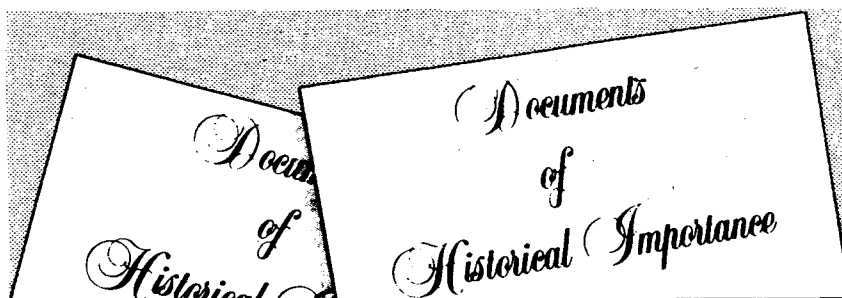
The Youth Service in England and Wales

Report of the Committee appointed by the Minister of Education  
In November 1958

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Extracts from the Albemarle Report

# THE YOUTH SERVICE IN ENGLAND AND WALES

*Report of the Committee Appointed by the Minister  
of Education in November 1958*

Presented to Parliament by the Minister of Education by Command of Her Majesty,  
February 1960

## INTRODUCTION

1. The Committee was appointed by the Minister of Education in November, 1958. We were given the following terms of reference: 'To review the contribution which the Youth Service of England and Wales can make in assisting young people to play their part in the life of the community, in the light of changing social and industrial conditions and of current trends in other branches of the education service; and to advise according to what priorities best value can be obtained for the money spent.'

2. We were appointed at a most crucial time. First, because several aspects of national life, to which the Youth Service is particularly relevant, are today causing widespread and acute concern. These include serious short-term problems, such as that of the 'bulge' in the adolescent population. They include also much more complex and continuous elements of social change, elements to which adolescents are responding sharply and often in ways which adults find puzzling or shocking. Secondly, because it soon became clear to us that the Youth Service itself is in a critical condition. We have been struck by the unanimity of evidence from witnesses (and their views were borne out by our own observations) on these points:

(i) that the Youth Service is at present in a state of acute depression. All over the country and in every part of the Service there are devoted workers. And in some areas the inspiration of exceptional individuals or organisations, or the encouragement of local education authorities, have kept spirits unusually high. But in general we believe it true to say that those who work in the Service feel themselves neglected and held in small regard, both in educational circles and by public opinion generally. We have been told time and time again that the Youth Service is 'dying on its feet' or 'out on a limb'. Indeed, it has more than once been suggested to us that the appointment of our own Committee was either 'a piece of whitewashing' or an attempt to find grounds for 'killing' the Service. These are distressing observations, but we feel they have to be recorded since they indicate accurately the background of feeling among many of those engaged in the Service; they should therefore be fully appreciated at the very beginning of our Report. No Service can do its best work

in such an atmosphere;

(ii) that our witnesses were nevertheless in no way disheartened about the fundamental value of the Service. They gave us the firm impression (and again this was supported by our own observations) that a properly nourished Youth Service is profoundly worthwhile; and that it is of special importance in a society subject to the kinds of change which we have noted above and which we shall describe later.

3. We have therefore been meeting in conditions of quite unusual urgency and with a sense of working against time. As a result we have not undertaken any large-scale research projects in what is a very wide field. These can be carried out once the main justification and aims of the Service have been established. Many enquiries have indeed already been made, but have so far produced little positive action. Again, we hope that our statement of principles and policy will allow these earlier enquiries, and some which are going on at present, to be enlisted in the improvement of a revived Youth Service.

4. In short, we have thought of ourselves as a charting committee and have tried, as urgently as is compatible with thoroughness and comprehensiveness, to tackle the essential questions: to establish the place of the Youth Service in the larger social and educational scene; to chart a desirable course; and to outline those measures (for both the short and the long-term) which will best give the whole Service the new heart it so badly needs.

5. The chapters which follow fall into three main groups.

First, after surveying the history, present scope and limitations of the Service (Chapter 1), we review the changing scene and try to assess the impact on young people of these changes (Chapter 2). We then set out to re-establish the social and individual justification for the Youth Service. Chapter 2, Part II and Chapter 3 contain our fundamental thinking on needs, aims and principles.

Second, we have sought to build upon this foundation the framework for a Youth Service which will be adequate to the needs of young people. We therefore formulate the tasks of

the various partners in the Service (Chapter 4), and suggest the opportunities, activities and facilities which need to be provided (Chapter 5).

Third, we examine and emphasise the responsibilities which flow from our re-phrasing of the scope of the Youth Service, and make our specific recommendations (Chapters 6-10).

6. It will be quickly seen that we believe a considerable expansion is needed in the provision made for the Youth Service. No less will do since, at a time when it should have been receiving exceptional encouragement, the Service has been allowed slowly to lose confidence. Two kinds of measure are therefore needed:

(i) 'blood-transfusions'; that is, short-term measures to meet immediate needs (e.g. the problem of the 'bulge'). These may require emergency expenditure;

(ii) measures for sustained and continuous nourishment.

7. We propose provision for planned development over two five-year periods under the surveillance of a Development Council. The main emphasis in the first five years would be on (i). We believe all these measures are necessary and urgent. But it is important not to encourage excessive hopes. The 'problems of youth' are deeply rooted in the soil of a disturbed modern world. To expect even the best Youth Service to solve these problems would be to regard it as some sort of hastily applied medicament.

## ASSESSMENT OF THE YOUTH SERVICE

32. We have reviewed briefly the history of the Youth Service, the machinery by which it is operated, its cost and its present aims. We come now to the more difficult task of reviewing its performance in recent years and assessing its ability to sustain the burden we foresee for it.

33. First of all, the Youth Service has been kept in being throughout a difficult time, when the calls on the national resources have been very great. While on other fronts substantial advances have been made, in this sector the line has at least been held. Without this holding operation, there would be no Youth Service to discuss. The headquarters of the main voluntary organisations have had enough help to make limited development possible in the field; and locally, while few areas have been able to establish a Service such as the early circulars envisaged, most have been able to ensure a small provision of clubs and centres to meet the growing needs of youth. Local education authorities as a whole have increased their expenditure on the Service, and their youth officers or organisers have generally kept them aware of the most urgent needs. Some have notable achievements to point to; others have planned a groundwork on which it will be easy to build when the opportunity is provided. Interesting experiments have been tried, both by authorities and voluntary bodies. Overall, thanks to public funds, private generosity, and the timely help of trusts, and thanks even more to the resource and devotion of a great number of voluntary workers and a small band of paid (but often underpaid) ones, provision of some sort has been made for the needs of one in three of the young people between 15 and 21.

34. We have mentioned voluntary workers, and it is appropriate here to refer to the great importance of the voluntary principle in the Service. Voluntary attendance and voluntary help seem to us to be its chief strengths. Voluntary attendance is important because it introduces adult freedom and choice. Voluntary help is no less

important. There are great numbers of people who are willing to give up their time to meet and talk with young people, and to help with the activities of youth groups, clubs and centres. The motives which have urged them to take up work in the Service are varied, but we are struck by the real concern for young people and the desire to help them at whatever cost which characterises most of these voluntary workers. It is vital for young people to understand that many of the older generation are genuinely anxious to make friends and to share their interests.

35. So much for the strengths of the Youth Service as it is at present. We have been made equally aware of its limitations and weaknesses; in policy, in machinery, and in performance. Since many of the weaknesses we have noted in the field stem from the prolonged financial stringency and consequent lack of drive, we must look first at the policy and the machinery for implementing it.

36. We have referred to the importance of the Minister's role in forming the national policy and guiding the development of the Youth Service. This part of his responsibilities has for some time past had a low precedence: during the ten years up to the end of 1958 the Ministry have not issued a single circular devoted solely to the Youth Service. During the same period there have been ten circulars which have had some bearing on it; all were concerned with educational expenditure and seven of them imposed restrictions (the remaining three offering slight relaxation of previous restrictions). It is hardly surprising that this lack of encouragement has checked the momentum with which the Service was launched and has betrayed the high hopes of those who believed in it.

38. It is not necessary for us to question decisions about the priorities in national expenditure which have been taken by each successive Government since the war: but we must point to the consequences as they have affected the Youth Service. First, the Minister has been unable to exercise effectively his function of guiding local education authorities in the development of policy and of ensuring the performance of their duties under the 1944 Act, since he has been unable to release the funds that would be necessary to implement the Act's requirements. Second, the machinery for the Ministry's direct grant aid, to which we have referred above, has never been developed: the system is a patchwork and there are obvious inconsistencies which ought to go. In fact recent grants have in some cases been barely enough to allow the organisations to carry out their basic work, and not enough to free them from chronic anxiety.

39. In view of these discouragements it is not surprising that when we come to examine the contribution of the next partner in the Youth Service, the local education authorities, we find a picture of somewhat haphazard development. Of course, since authorities have to frame policies to fit local needs, there are bound to be differences of system or approach as between one area and another: but where these differences are ones of efficiency they may reflect the apathy of some authorities or their loss of confidence in the Service. Some important authorities have no youth committee and no youth officer. Even authorities that value the Service show surprising variations in the way they go about things. These variations are generally the result of the differing views that authorities take of their relations with voluntary bodies and the extent to which the organisations should be brought into consultation. At one extreme are those that spend most of their money on clubs and centres of their own, at the other those that leave provision wholly to the voluntary bodies with the help of comparatively generous grants. The result of all this is that there is no accepted minimum of services which voluntary bodies of

standing can expect from every authority as a matter of course.

40. Finally, we must look at the limitations of the Youth Service in the field, whether its work is being done by local authorities or voluntary bodies. In the first place, we must mention one general failing. We have looked for variety of method and a willingness to try new things, to adapt tried methods of work to the changing needs of young people, and to seek out new groups in need of help. There is a great variety of organisations working in the service of youth: apart from the national voluntary bodies there are numerous local clubs and activities provided by the Churches, local education authorities and independent groups. There is, of course, some variety of method, but there is less willingness than we should have hoped to break new ground. The type of boy or girl aimed at tends to be the same. This limitation may not be unrelated to some other weaknesses in the present-day Youth Service to which we must refer.

41. Lack of finance is at the root of several shortcomings we have noted: clubs that frequently have to function in dingy, drab premises; lack of equipment for the job; insufficient provision for outdoor recreation; and a failure to measure up to the needs of new towns and housing estates, summed up in the remark of the boy who described one of these estates as 'a graveyard with lights'.

42. Leadership within the Youth Service has also suffered from shortage of money and lack of encouragement. Leaders feel unsupported and unappreciated: they look for some sign that their work is nationally recognised as important, but find it neither in official expressions of policy nor in the rewards of a salary scale for those who are full-time which would put the work on a level with cognate professions. They seem to themselves to be in danger of becoming cut off from the march of social and educational advance. And there is a considerable volume of evidence that full-time posts fail to attract good applicants.

43. We believe that another factor enters here: that is the failure to provide a satisfactory structure for a professional service which of its nature is episodic rather than a life-time career; recruitment is still haphazard, salaries and conditions of service have never been agreed, and professional training is producing only a trickle of full-time leaders.

44. The partnership, envisaged in the early circulars, between Ministry, local education authorities and voluntary organisations, has not always stood up to the stress of circumstances. We have referred to the substantial variations that exist between the practice of local education authorities, their interpretation of their responsibilities, and their relations with voluntary bodies. Lack of sympathy for youth work in some areas — fortunately a minority — has not always prevented progressive work being done in them, but the lack of consistency in policy over the country as a whole, together with the uncertainty about the scale of future grants, has undermined the confidence on which any partnership on a national scale should have been founded. As between local authorities and voluntary bodies there has been too little co-ordination of effort, and consequently a temptation to create areas of influence rather than to seek common ground.

45. A particular weakness in the Youth Service, for which all our witnesses have shown concern, is its failure to reach so many of the young people today. The figure often quoted was that the Service was attracting only one in three, and we found confirmation of this, first, in the replies of local education authorities to our questionnaire and, secondly, in

the survey carried out by the Central Office of Information.

## THE BULGE

47. For every five young people between the ages of 15 and 20 today there will be, in 1964, six young people. This increase will not be spread evenly across the country as a whole; but all areas and each kind of area will show some increase. In some new towns we expect it to be as much as five-fold. Between 1964 and 1970 the total number will decline gradually, but it will still remain substantially higher than today's total. From 1970 there is likely once again to be a gradual increase. In sum, we have to plan for a consistently larger number of adolescents than we have been used to thinking of.

48. Emergency measures were required and were taken to meet the impact of this 'bulge' on the schools. Similar measures are now being taken to meet the impact on the technical colleges and universities of those from the 'bulge' generation who become students there. No comparable measures have so far been taken to prepare the Youth Service for the needs of this increased population. Unless these measures are taken urgently the 'bulge' generations will leave school only to find a Youth Service inadequate to cope even with its earlier responsibilities.

## THE ENDING OF NATIONAL SERVICE

49. During the past few years national service has kept roughly 200,000 young men between the ages of 18 and 20 out of civilian life. Its gradual abandonment during the next two or three years will cause this number of young men to remain available for civilian employment and leisure pursuits.

50. It has more than once been put to us strongly that national service was of great benefit to young men in developing not only physical abilities, but also self-reliance, and the capacity to work in a group and to accept organised discipline for a common purpose. Other witnesses disputed these claims and suggested rather that national service broke some important ties (of home, neighbourhood and work) at a crucial period in young men's lives; and that it was dangerously boring to many young men or introduced them to some regrettable activities (excessive drinking, sexual promiscuity) without the support of a known environment. We have not felt it our duty as a committee to pursue this dispute to the point at which we could state a common conclusion. We give our attention therefore directly to the results of the ending of national service, to the retention by civilian society of approximately 200,000 more young men between the ages of 18 and 20.

51. Three points emerge clearly. First, and in so far as it is true that national service did provide these young men with challenge and adventure suitable to their age and needs, the Youth Service must accept some of the responsibility for providing, in relevant civilian terms, this kind of opportunity.

52. Second, there should be among these older boys many who, if properly prompted, might play an important part in the running of existing organisations and of those self-programming groups.

53. Third, the freeing of this considerable number of young men will clearly strain the existing Youth Service unless changes are made within it. This group, together with that caused by the arrival of the 'bulge', will make the Youth Service responsible for a million more young people in 1964 than it had to cater for in 1958. The absolute increase on the 1958 figures will have dropped to about 770,000 in 1973, but

thereafter the number seems likely to rise again. In 1960 the number of young people aged 15-20 inclusive will be over 3 ½ million. Plainly, this suggests at least a *prima facie* case for marked expansion in all branches of the Service, in leaders (full- and part-time, paid and voluntary), in organisers, in training schemes, in premises, in outdoor facilities and in equipment.

## CHANGING PATTERN OF WOMEN'S LIVES

57. The magnitude of the changes taking place in women's lives makes us hesitate to do more than draw attention to three points which we feel relevant to the type of provision needed for the adolescent girl. In the first place, the traditional balance of woman's life is being altered by earlier marriage, by the shorter span of years now occupied in child bearing, and by the growth of employment outside the home after marriage. The shortening of the period between school and marriage is particularly relevant because it leaves less time for the girl to acquire social maturity and technical competence at her job as homemaker. Secondly, girls from homes where manual work has been the tradition are tending to move, and move more rapidly than their brothers, into non-manual work in a social setting other than that familiar to their circle. The potential strains in this are obvious. And this leads to our third point. These alterations and modifications to long-established patterns would suggest that girls no less than boys need further education after leaving school. In fact they get considerably less. The Youth Service, with the opportunities it offers for informal education, could make good some of these deficiencies, but fewer girls than boys are members of youth organisations, and much more thought will need to be given to ways of attracting them and studies made of their specific needs.

## DELINQUENCY

58. During the past decade there have been increases, and in some cases marked increases, in the number and proportion of young people found guilty of indictable offences.

68. We do not think it is easy or wise to speak glibly of a delinquent younger generation and a law-abiding older generation. This is only half the story. What, to a person of forty or fifty, may show itself as a general malaise, a sense of emptiness, a quiet rejection of social responsibilities or a cautiously controlled cynicism may show itself in an adolescent as an act of wanton violence, a bout of histrionic drunkenness or a grasping at promiscuous sexual experience. There does not seem to be at the heart of society a courageous and exciting struggle for a particular moral and spiritual life — only a passive, neutral commitment to things as they are. One cannot, in fact, indict the young for the growth of delinquency without also indicting the older generations for apathy and indifference to the deeper things of the heart.

69. It is natural to expect that the Youth Service should be able to do something about this state of affairs. It certainly must try, but it cannot be expected to deal with causes of delinquency which may be born long before teenage, or with the ethos of the whole society. It can only be effective indeed, and then perhaps to a limited degree, if it carries society with it in its difficult task. Before we speak of what it might do, it is necessary to say that the effect of the crime increase is not to turn every teenager into a delinquent but to create an atmosphere in which it is increasingly difficult for social and youth workers to succeed and in which psychological difficulties are placed between even the well-meaning young and the agencies which would like to co-operate with them.

The climate is particularly turbulent with the sense of increasing violence and destructiveness — not always indictable — among sections of the young. This acts disastrously in several ways. First, it digs a gulf between the young generally and the law-abiding older sections of the community, which it becomes almost impossible to bridge. Misunderstandings grow. Secondly, it deeply affects the young who would themselves never become violent. They are unsettled by the success of the lawless in society. This becomes the more true the more society fails to bring offenders to trial. Every teenager in a congested area knows of offences committed in the neighbourhood and not discovered. He hears them boasted about in public places. He knows that a life of crime, rarely discovered, is possible, and this shakes his faith in the order and dignity of the society in which he lives. The whole society comes to look hypocritical. Thirdly, crimes of violence (particularly if undiscovered) terrorise the other young. In one sense they are meant to. Bragging lawless teenagers hope indeed that their contemporaries will accept them as stronger than society and above its laws. This must seem to be true when a convicted youth re-appears in his old haunts and ready for his old pursuits, apparently unintimidated by his experiences in court, and on occasions even enjoying enhanced status within his group. Fourthly, crimes of violence create an atmosphere in which older people are unwilling to intervene to stop other crimes because they fear acts of violence against themselves. Everyone who has moved among teenagers in certain inner suburbs of big cities has had to face this moral dilemma at some time or another. The retreat from responsibility on the part of the general population for fear of reprisals leaves the police isolated in their tasks and hurt by lack of public support. It has a deadly effect on the young who wish to be law-abiding, and who read from this the growth of social pressure to tolerate or at least not to oppose the tough in any risky way. They draw their own conclusions and play safe themselves.

70. What has to be asked for in the face of this moral withdrawal is a clear and strong indication from the whole of society of its social condemnation of rising violence and destructiveness, and of personal crimes, among the young. This is a necessary preliminary to social therapies. Only if society knows what to condemn can it know what to heal. It ought never to remove by anything it does the sense of personal responsibility for their acts from the young.

71. On the positive side, given such a new national feeling, the Youth Service can do much to make the appeal of the good society stronger than the dynamic of wickedness. Reformed and enlarged and supported in the manner in which we sketch it in succeeding chapters, it should be far more capable of granting new and adventurous opportunities to the young than are at present possible and should engage the energies of many more young people in the acquisition of personal skills, or the delights of good social life, and in forms of service to the community. As it grows it will draw, not only more of the good and law-abiding, but also more of the critical and restless and those who are natural but perhaps reckless leaders of their age groups. It will not do so by a form of indoctrination — we feel that the Youth Service we sketch rules that out — but by the provision of new freedoms for the next generation to come to maturity, and so to social responsibility in its own way. But, we repeat, a socially unsupported or spiritually isolated Youth Service could not succeed.

## JUSTIFICATION AND AIMS OF THE YOUTH SERVICE

127. The need for a Youth Service cannot simply be assumed. It is possible to argue cogently that public money should not be spent in providing what are largely

recreational amenities for those who have finished their full-time education and are earning wages. If they are prepared to pay, practically any amenity young people may want is available to them. This is a free society (the argument continues), leave them alone in it.

128. We are sure ourselves that there should be a Youth Service; we are equally sure that its justification has to be questioned as radically as possible. The fact that a Youth Service already exists is not at this point relevant. We think it right therefore to set down what seems to us, drawing upon the many valuable statements submitted to us, the justification for a publicly-supported Youth Service. But first it will be well to say, briefly, what a Youth Service is not.

129. It will already be clear that we do not underestimate the problem of youthful delinquency nor the extent to which a good Youth Service may incidentally help to alleviate it. But to make this a ground for the existence of a Youth Service is either to exaggerate the number of delinquents or to underestimate the way in which a Youth Service may be of value to the great majority who will never enter a juvenile or adult court. The Service is not negative, a means of 'keeping them off the streets' or 'out of trouble'.

130. However admirable a Youth Service may be it is, of course, neither possible nor desirable that everyone, or even the great majority of young people at any one time, should take part in it. Many will remain happily and fruitfully 'unattached'. Many more will in fact be 'attached' than show on official returns. There are a host of valuable submerged activities, not shown on any returns — local cycling clubs, neighbourhood football clubs, and so on. In these grass-roots local organisations young people can, without formal statements of purpose, show remarkable self-reliance, co-operation and tolerance. It seems to us true, however, that many who are not now 'attached' either officially or unofficially could, if properly approached, be attached and benefit from the attachment.

131. To those who doubt the need for a Youth Service we would put this question. The State makes extensive provision for social development parallel with its provision for intellectual development, up to whatever age young people remain in full-time education: is it right that this social provision should end so abruptly for the less intellectual, simply because they have been withdrawn from formal education? One can contrast the standard of premises usual in organisations within the Youth Service with those of a residential hostel or undergraduates' common room in almost any redbrick university. Again, many secondary modern schools are now generously provided with out-of-class amenities (equipment, the use of pleasant rooms for club meetings, an informal library). Anyone who has experienced the atmosphere of a good secondary modern school of this type must regret the comparative poverty of social and communal provision for boys and girls who thereafter go immediately into working life. The age of compulsory school leaving will at some time, perhaps within a few years, be raised to 16. Presumably the existing level of informal provision will then be carried to that point — and presumably then virtually stop. If these informal activities are needed by 15-year-olds today and will be needed by 16-year-olds tomorrow; if they are needed by those up to 21 years of age today (so long as they are in full-time education), they are undoubtedly needed by all those whose intellectual equipment has not been sufficient to keep them under the comfortable umbrella of full-time education.

132. It is recognised that the more academically gifted can gain from good social provision: premises which encourage corporate life and activities; helpful and understanding contact with intelligent adults. Other young people go out at

the age of 15 into a society so confusing that even adults have difficulty in finding their direction in it. There is a striking lack of logic in an arrangement which gives the benefits of social education to those who remain with the ordered society of an institution for full-time education, but gives only the most niggling provision to those whose need for such resources is so much greater.

133. Thirty years ago comparatively little was provided in what were then called elementary schools to meet the informally educative needs of young people. A great imaginative leap has since been taken, and new schools, more comprehensively planned, more variously staffed, more flexibly equipped, have been financed from the public purse. An adequate Youth Service will require an imaginative leap no less than that which is now transforming our secondary modern schools. We believe no less is needed.

134. We do not underestimate the value of formal educational effort within the Youth Service. But we believe that the primary basis of such a service is social or pastoral. This is, of course, an educational purpose in a sense wider than that usually understood, and has been comprehensively expressed in Sir John Maud's well-known statement of Youth Service aims: 'To offer individual young people in their leisure time opportunities of various kinds, complementary to those of home, formal education and work, to discover and develop their personal resources of body, mind and spirit and thus the better equip themselves to live the life of mature, creative and responsible members of a free society'.

135. We believe this statement should, to gain its full force, be set against the contemporary background we have described — of a society at once so complex, so formal and so fluid that its conflicting pressures can substantially discourage good development. The aim of the Youth Service is not to remove tensions so as to reach towards some hypothetical condition of 'adjustment' to individual or social life. It is to help towards ensuring that those tensions which are social accidents, often both fruitless and oppressive, shall not submerge the better possibilities of children during their adolescence. The Service should seek first to provide places for association in which young people may maintain and develop, in the face of a disparate society, their sense of fellowship, of mutual respect and tolerance. Such centres may also help to counteract the increasing educational and professional stratification of society. Those who are intellectually or financially well-endowed have as much to gain as others from the opportunity for mixed fellowship, as much to learn from as to give to others. It is very difficult to run a club whose members have mixed educational backgrounds, but it is exceptionally well worth trying.

136. Yet, as we have said, an adolescent today moves into a society at once formidably restricted and surprisingly permissive, and finds himself canvassed by many agencies which seek to alter his attitudes in ways congenial to them. He needs to develop his capacity for making sound judgments; he needs, to take only one instance, opportunities for realising that some things — slower and more hardly won — are nevertheless more rewarding than the excitements offered in each day's passing show. This is to us the basis of the case for specific education and training within the Youth Service. It does not conflict with the aim suggested earlier, but rather complements it. But clearly this kind of specific education must be imaginatively conceived and directed. Association in itself may be useless for young people, or it may be immensely educational, according to the imagination of the leadership. And merely formal education may satisfy the letter but kill the spirit of educational development in youth. If educational activity is flexibly planned, we believe it can both connect relevantly

with the experience of the students and be tough and demanding. We do not think most young people seek soft options, but that they do want a clear aim in their efforts.

137. Association of the right kind and training of the right kind — to these two primary aims of the Youth Service we would add a third: challenge. This aspect can inform all others. Here we would stress only two points; that many adolescents have a strong need to find something they can do, individually or in a chosen group, which they feel to be deeply worth while beyond pleasure or personal reward; and that it is immensely important that young people, of different kinds and levels of ability, should have opportunities to display and to respect forms of pre-eminence in fields other than the academic.

138. To sum up: the question now should not be, ought there to be a Youth Service, but can this country any longer make do with one so plainly ill-equipped to meet the needs of the day? In this time of unprecedented plenty, the lives of many young people are likely to be poorer at 20 than one might have guessed on seeing them eagerly leave school at 15. Young people have never been more in a crowd — and never more alone; without a Youth Service many of them would not be more free but less free. A properly supported Youth Service can help many more individuals to find their own way better, personally and socially. This country must choose to have a Youth Service adequately provided for these most important purposes.

## PRINCIPLES AND PRACTICE

139. We have tried in the preceding chapter to look at the world as young people see it. We try now to stand in the shoes of those who work among young people, and again draw largely on the evidence given to us.

140. Many of them, voluntary or paid workers, have many years of experience behind them. Usually they have come into the Youth Service the hard way, through work in clubs and voluntary organisations. They have deprived themselves of adult company and enjoyments. In noisy halls and dingy rooms they have struggled against the apathy of the nation, and often against the indifference of young people, to keep going and to build up organisations which they (and at times it must have seemed they alone) recognised to be necessary for society as well as for young people themselves. They knew that they must live and work to high principles, and came to see that certain attitudes were just as necessary too on the part of those who benefited, if the work was to succeed even in the most limited way. They had to ask for loyalty, a sense of responsibility, good comradeship, a conception however imprecise of a larger community which must in some measure be served. The more sharply the leaders saw these needs the more urgently they tried to stir their club members to feel them too.

141. Yet over a period of time there is a tendency for ethical impulses to lose their immediacy and drive, and to seem to young people unrelated to the situations in which they find themselves. Young people can today, therefore, turn away from many good enterprises especially designed for them, because the forms and phrases in which they are presented seem high-faluting or irrelevant. At a time when many young people feel tempted to reject adult experience and authority it is plain that the Youth Service should not seem to offer something packaged — a 'way of life', a 'set of values', a 'code', as though these were things which came ready-made, upon the asking, without being tested in living experience.

142. Young people themselves must in the last resort choose to allow adults to try and help. There can be no simple

transmitting of *a priori* values, because to the expanding energies and enquiries of adolescence most values are not *a priori*. If they feel the need, young people must have the liberty to question cherished ideas, attitudes and standards, and if necessary to reject them. We have stressed this point because we think one of the more important limitations in some parts of the Youth Service today may be called a failure in communication. Because of this gap we believe more are now unclubbed than are in fact unclubbable.

143. We touch directly now on two related points on which we earnestly hope not to be misunderstood. The first has to do with the spiritual aims of the Youth Service and in particular with the fact that many statements of purpose (not only those of denominational organisations) include reference to the need for 'communicating Christian values'. Obviously we are deeply sympathetic to this aim, and indeed the Education Act of 1944 lays on local educational authorities the duty 'to contribute towards the spiritual, moral, mental, and physical development of the community ...' Denominational or specifically committed organisations must remain free to give expression to their spiritual ideals in their youth work. For the Youth Service as a whole, however, we think this way of embodying aims is mistaken. For many young people today the discussion of 'spiritual values' or 'Christian values' chiefly arouses suspicion. We are not, we need hardly add, implying that young people are immoral or unidealistic: we are saying that the shaky or contradictory expression of 'spiritual values' within society as a whole and the weakening of public speech are so persuasive as to cause many young people to reject habitually a direct approach of this kind. And those with more independent minds are likely to reject the more forcefully. We have been told of those who will say directly that the Youth Service should not be a disguised backdoor to religious beliefs or a form of 'moral exploitation'. We would repeat therefore that it is on the whole better for principles to be seen shining through works than for them to be signalled by some specific spiritual assertion.

144. We would make similar observations on the frequently stated aim of 'training young people in citizenship'. When so much in the public life seems suspect to them, is it surprising that only a few respond to this aim in this form? As one witness told us, 'Citizenship is a word that has little meaning for young people'. Playing one's part as a citizen is highly important, and the activities of the Youth Service are relevant to it. But the beginnings of 'citizenship' can be seen as much in the subtlety and tact of social relations in a good youth club, even in a tough area, as in straight-forward discussions of good citizenship. These qualities cannot be easily translated into the conditions of public life today, but they are a good foundation for such a translation.

145. Much in the foregoing raises the involved question of communication in a society which has been to a large extent hierarchically divided in its speech and is now becoming, especially through the activities of 'mass communications', almost demotically 'classless'. We believe this affects young people's response to what is said to them even if they are not intellectually sophisticated. We have been struck by the great number of occasions, in the evidence presented to us, on which words such as the following have been used as though they were a commonly accepted and valid currency: 'service', 'dedication', 'leadership', 'character building'. Again, we wish not to be misunderstood. We in no way challenge the value of the concepts behind these words, or their meaningfulness to those who use them. Nor do we think that young people are without these qualities, or that they cannot be strengthened. But we are sure that these particular words now connect little with the realities of life as most young people see them; they do not seem to 'speak to their



condition'. They recall the hierarchies, the less interesting moments of school speech-days and other occasions of moral exhortation. Yet though many young people may be inclined to turn away if they are asked for 'service', in the relationships of their neighbourhoods and at the work-bench they often show 'service' in action. We believe that they are grateful for help in seeing, defining and acting according to moral standards, but that they wish to see these relevantly embodied, and that this relevance must be shown in language. They are often today in a peculiar wasteland; by instinct they reject many of the false values offered by elements in their society; but they are unable to accept the terms used by more disinterested and sincerely devoted people. Their failure to attend youth clubs may be less often a sign of apathy than of the failure of their seniors properly to adjust their forms of language.

146. Of the host of general principles behind a good Youth Service (most of which we hope to embody in our recommendations) we would stress two here, variety and flexibility. If the centralisation of social life, whilst providing a greater abundance of material things than ever before, tends to narrow the kinds of choice, to centralise also taste, then the Youth Service should seek to irrigate these choices. In this connection we are struck by the success of some areas in introducing certain activities, traditionally thought of as a preserve of the 'upper' groups of society, to mixed groups of young people and the attempt of some authorities to enlist the greater prosperity of young people by providing comparatively expensive hobby courses of a high standard for them. And we are persuaded of the truth of the claim made by some specialist organisations, with no specific ideological or denominational purpose (e.g. sports organisations, the Youth Hostels Association) that their facilities are indirectly of considerable value to the personal and social development of their members. Flexibility involves realising that young people have fierce but often temporary interests, that they experience what one witness called 'passionate patches', and that one may cater for and develop from these without quickly assuming that adolescents have butterfly minds; that, in fact, one should be ready to provide for short-term, 'used-up' activities. It follows also that we are strongly in favour of retaining in general the existing mixed pattern of provision, between voluntary and statutory bodies. At this point we would add only this: that real variety is not achieved simply by having a number of organisations with different constitutions and names. There is today a greater variety of names among voluntary organisations than of significantly different approaches.

147. In this stress on flexibility and variety we do not intend to open the gate to any activity without reference to its objectives and standards. Nor, in asking for a wider understanding of psychological and social tensions in adolescence, are we recommending an abdicating assimilation to the adolescent's view of the world. Youth work is peculiarly challenging precisely because it requires a tense day-to-day walking on a razor-edge between sympathy and surrender. The reactions of adolescence are not the last word on the condition of contemporary society; however unsuccessful adults may sometimes be in embodying them, the values they profess are not in fact 'all brainwashing'.

## THE YOUTH SERVICE AND SOCIETY — A NEW FOCUS

348. Many of our witnesses have told us of the sense of isolation felt by youth leaders, and of the lack of that public support and understanding which are essential if the Youth Service is to find its proper place in the social and educational structure of society.

349. First we need to consider the Youth Service in relation to the two major influences on young people — home and work — and its links with the other educational and social services. There is no substitute for a good home. The Youth Service cannot and should not relieve parents of responsibility for their children, but it can be a help to them at a period when difficult adjustments in relationship have to be made, a measure of independence recognised and new outside interests encouraged. We believe that parents and youth leaders can help each other; we hope that leaders will get to know increasingly the homes of their members whenever this is feasible; there is evidence that many parents welcome an opportunity to discuss their family problems. The rate of change in society makes it especially difficult for parents to understand the changed ideas of the next generation, and this can lead either to intolerance or to indifference on their part, both of which attitudes are unfortunate in their effects. The Youth Service should be a support to family life, not an alternative to it.

350. Work is likely to be a dominant factor in the lives of most of the young people for whom the Youth Service is designed. The sort of job a boy or girl holds, the degree of satisfaction or boredom found in it, the amount of youthful energies it absorbs, the opportunities for advancement and status it offers will all influence the range of satisfactions young people seek in their leisure time. Furthermore, adjustment to the world of their workfellows, so different from that of the classroom, may give rise to tensions and emotional problems which need to be resolved. It is clear then that those working in the Youth Service need to be aware of changing industrial conditions. They should try to work closely with youth employment officers and to establish as many contacts as they can with employers and trade union officials, especially in smaller establishments which have no personnel or education officers. Local education authorities and voluntary organisations might consider ways of strengthening the representation of industry and commerce on their committees. Courses for school leavers on 'Learning and Earning', particularly when these have been followed up by further conferences some months after the young people have settled into their jobs, have proved their value. Club leaders should be prepared also to help with the problems that can arise as a result of temporary juvenile unemployment, and to be flexible about the hours of club opening. The Youth Service, in providing opportunities for young people to develop their abilities and interests, to enjoy their hours of recreation and to talk out their difficulties, can make a positive contribution to the welfare of an industrial society.

351. The Youth Service is an integral part of the educational system, since it provides for the continued social and informal education of young people in terms most likely to bring them to maturity, those of responsible personal choice. Recreation can be as educative to the adolescent as play is to the infant, and as important in promoting the physical, intellectual and moral development necessary to turn the teenager into the responsible adult citizen. It is, therefore, a mistake to attempt to draw too fine a distinction between recreation and the more formal kinds of further education. The Youth Service and other forms of further education differ in method rather than in intent, and the closer the liaison between them the greater the mutual advantage. Some of the members of youth clubs will be following courses of part-time vocational education; others may develop their interests and hobbies in their leisure time to the point where they seek, or can be led to seek, for more systematic instruction at evening institutes; all this suggests that youth leaders should be in close touch with the staffs of colleges of further education and evening institutes, and that some

degree of consultation on the planning of programmes would be advisable. Nor is the traffic all one way — local education authorities by making specialist instructors available to youth groups contribute greatly to the range of interests that can be offered. Such help, however, must not be tied too rigidly by regulations about enrolment and attendance, or it will be self-defeating. Flexibility and tolerance are essential in the approach to young people in clubs and in the spontaneous, self-programming, single activity groups which we hope to see developed.

355. We have already indicated our conviction that the links between the Youth Service and the schools need strengthening. The initiative here will have to come from the teachers, but the youth organisations can help to gain the confidence of the teaching profession by matching their standards with those found in the social activities of the schools. We do not under-rate the difficulty of building a bridge from school to the youth groups, though in the long run it should become easier if our recommendations for the training of youth leaders are accepted. All we can do is commend it and ask teachers and youth leaders to give it the serious consideration we believe it deserves; and we think that the recent experiment made by some local education authorities of appointing a number of teachers to foster activities for adolescents, whether they are still at school or have recently left, is a useful contribution, and that short residential courses for school leavers planned so as to introduce them to leisure-time pursuits have proved of value.

356. Although the Youth Service has a defined part in the educational system, in some of its aspects, particularly in its pastoral function, it shades off into the welfare and social services. It is easy to use the word 'adolescence' and in so doing forget that the Youth Service is there to help a large number of different personalities in the process of growing-up. Many of these individuals are splendid young people, healthy, self-confident, well-balanced; about these we need feel no anxiety. But there are others who find it difficult to come to terms with society, and whose social incapacity can take many forms, from shyness to compulsive exhibitionism and crime. The Youth Service is there to help them, too, but at present this group is found principally amongst the 'unattached'. A revived and better provided Youth Service will, we hope, make a wider appeal and be able to help many of them to outgrow their difficulties. We think that the greater provision of residential and adventure courses which we have recommended, and the development of single activity groups, will be helpful here. We are bound, however, to say that in some of these young people the roots of their disorder lie so deep in childhood and environmental factors that if the Youth Service is to reach them it will have to be specially equipped to do so. This is more than a question of education; it is a long process of re-education. It calls for leaders with special aptitudes, has more affiliations with case-work and requires a higher ratio of staffing; it is likely to be expensive. We think that both local education authorities and voluntary organisations should consider what approaches they can make to this potentially explosive element, and that money should be forthcoming to extend and diversify the experimental techniques at present being tried. The Youth Service Development Council needs to give special attention to this problem, and to collect and collate the results of research and experiment. In the field it will be necessary for youth committees and leaders to work more closely with children's officers and the probation service. If the problem is to be tackled seriously it will call, too, for a greater degree of understanding and patience on the part of the public. Experiment shows that initial success in gaining the confidence of the socially maladjusted can

often lead to fresh outbursts of violence or law-breaking, as if to test the security of the relationship built up by the youth worker. The more support the worker can receive from the community the easier will be his task of persuading the gang that every man's hand is not against them.

358. We welcome industry's interest in young people and would like to see it extended, but we think that in most areas the best help can be given by contributing to, and taking part in, local activities rather than by creating a smaller group within the community. In particular we should not like to see industrial clubs limited to apprentices or other select groups, thus drawing off potential leadership from the local youth organisations. Both sides of industry can also make valuable contributions to the Youth Service, through service on youth committees, by finding volunteers for leadership or for the instruction of specialised groups, and by giving financial support to voluntary organisations. Firms can help by the loan of premises and recreational facilities when these are not otherwise in use. We should like to see all employers and unions giving consideration to the help they might offer as part of a much-to-be-desired national re-awakening to the needs of the Youth Service.

359. We would urge this same consideration on adult societies, especially on sports clubs and associations which, as we have indicated, have so much to offer that corresponds with the chief interests of the majority of young people. We would urge it also on all groups who have some interest they could share, some know-how or skill to hand on: naturalist societies, brass bands, photographic societies, gliding clubs, sketching and painting groups, pot-holers, to mention only a few of the manifold associations in which people meet together to pursue some interest and to enjoy the creative use of their leisure.

360. We have stressed the need for many more voluntary helpers. We hope that all societies which take an interest in public affairs will find an opportunity to bring this requirement before their members; and that through the press, radio and television ordinary citizens will be made aware of the help they could give. We hope an appeal will be made to professional men and women, technicians, workers and gifted amateurs in sport, music, the arts and so forth, to help and advise groups; to those with a gift for gaining the confidence and affection of young people, to act as leaders; and to those who doubt their aptitudes for youth leadership, to give leaders that invaluable assistance without which they cannot do their work, for example, in canteen work, book-keeping, money-raising, caretaking and secretarial business. The help of the ordinary citizen is the most needed, and particularly during the next ten years of development when there is bound to be a shortage of trained leaders. Let no-one be held back by doubts of his ability or skill; a basic kindness, a simple commonsense and unlimited patience are the most important qualities. The place of an adult in a club is that of a wise parent or, as one witness put it 'the most important role played by adult leaders and helpers is that of parental surrogates: their task is really family supplementation'. It is for this reason that the value of the right sort of husband and wife helping as a couple in and around the club is beyond all estimate. On the management side, too, the trend must be towards friendly and advisory interest, and ordinary citizens can act as 'lightning conductors' and 'strain-takers', as one youth leader described the job.

362. On the other hand, most of the additional money required will have to be found from rates and taxes, and the degree of public concern will be the touchstone here.

We hope that the many pamphlets and reports, including our own, which have been published in the last year will have served to bring this important issue before the nation.

363. What is required, however, above all on the part of the general public is an imaginative appreciation of the changed outlook of young people today. It is easy to condemn actions and attitudes which are innocuous in themselves simply because they differ from and so appear to offend against codes of behaviour or appearance which to the younger generation have become meaningless. Moral indignation is best kept for what is morally reprehensible, and even then will be ineffective unless it is deeply informed by sympathetic understanding. The effort to understand lies at the basis of all virtue; it is surely here that the nation can make a beginning.

## RECOMMENDATIONS

364. For convenience we give below a list of our main recommendations.

(1) The Youth Service should be available for all young people aged 14 to 20 inclusive. (Paragraphs 149-153.)

(2) The Minister of Education should initiate a ten-year development programme for the Youth Service, divided into two stages of five years each. For this period of development the Minister should appoint a small advisory committee, of not more than twelve persons, to be called the Youth Service Development Council. It should be composed of men and women who have special qualities and experience to offer, among whom at least two should have knowledge of the special problems of Wales. The Council members should not be appointed on a representative basis. (Paragraph 157.)

(3) The Minister should make certain that his administrative arrangements will ensure that decisions on matters relating to the Service can be taken at an appropriately high level and can be implemented quickly. (Paragraph 159.)

(4) Local education authorities should ensure that in each area and at least for the ten-year period of development, a sub-committee of the education committee itself (not a sub-committee of a sub-committee) is charged with responsibility for the Youth Service. This sub-committee should have the advice of an advisory committee with full representation from the voluntary organisations. (Paragraphs 161-162.)

(5) Local education authorities, in consultation with voluntary organisations, should review and bring up to date their further education schemes, so far as these concern provision for the leisure of young people. (Paragraph 163.)

(6) The Standing Conference of National Voluntary Youth Organisations should work in the closest collaboration with the Development Council to strengthen and raise the standards of the voluntary partners in the Youth Service. (Paragraph 167.)

(7) It is essential to develop the voluntary principle at every level of activity. And there should be a national campaign for more voluntary helpers, including people with skills to serve self-programming groups. (Paragraphs 170 and 193.)

(8) Management Committees and Leaders should endeavour to establish supporters' councils. (Paragraph 172.)

(9) Young people should be given opportunities for participation as partners in the Youth Service, and particularly in the development of self-programming groups. (Paragraphs 173-176 and 193-195.)

(10) The Youth Service should offer young people opportunities for association, training and challenge. (Paragraphs 183-219.)

(11) Local education authorities should encourage a range of activities for the physical recreation of young people, by helping initially with finance and loan of equipment, by providing coaching at convenient centres, and by recognising the contribution which can be made by established sports clubs and specialist groups. (Paragraphs 197-198.)

(12) A generous and imaginative building programme is essential to rehabilitate the Youth Service and to equip it for the expansion that is called for. The Minister, through the development group of the Architects and Buildings Branch of the Ministry, should give attention to the design of premises for youth work; if necessary there should be an increase of staff for this purpose. Local education authorities, in consultation with voluntary organisations, should prepare development plans for their areas, when reviewing their schemes of further education. (Paragraphs 224-225.)

(13) Local education authorities should allow for the needs of the Youth Service in planning new secondary schools and in the renovations which are entailed in the reorganisation of secondary education (e.g. by means of separate wings or buildings providing club facilities, and by the use of dual-purpose furniture). (Paragraph 226.)

(14) The expansion of residential accommodation should have immediate attention. (Paragraph 232.)

(15) There should be better furniture, lighting, decoration and equipment as well as better buildings for the Youth Service. (Paragraph 233.)

(16) High priority should be given by Ministry, authorities and voluntary bodies, to remedying the general shortage of facilities for physical recreation, indoor and outdoor. (Paragraphs 234-238.)

(17) The Minister should set in hand long-term training arrangements for full-time leaders. For as many as possible there should be easy transfer from youth leadership to other professions. Full-time leaders should be recruited from three main categories: teachers, social workers, and mature persons with a natural gift for leadership. There should be four forms of training for the three categories of recruit, that included in the three-year teacher training courses; the three- or four-year courses for social workers; the three-month courses for those with professional qualifications recognised as suitable; and the one- and two-year courses for mature students. (Paragraphs 247-258.)

(18) National voluntary organisations wishing to have their schemes of training for youth leaders recognised as providing a professional qualification, should submit their schemes to the Minister, who should obtain the advice of the Development Council before recognising them. (Paragraph 263.)

(19) The Minister should increase the number of his grants to meet the increased numbers of students who may be expected to take the courses for mature students; and should make special grants for trained social workers who

will attend the three-month courses. (Paragraph 264.)

(20) *The Minister should take steps to increase the present force of 700 full-time leaders to a provisional one of 1,300 by 1966. An emergency training college should therefore be opened, offering a one-year course for men and women in youth leadership. The college should open not later than September, 1961, and sooner if possible; it should offer 90 places at least in the first year, rising to 140 in the later years of the five-year period.*

(Paragraph 266 and Appendix 10.)

(21) *The Minister should invite the appropriate Area Training Organisations to undertake the responsibility for supervising all recognised courses of training for youth leadership, and for recommending successful students for recognition by the Minister as qualified leaders.*

(Paragraph 275.)

(22) *Local education authorities should recommend to the Minister, for recognition as qualified by experience, those full-time leaders already in post who have completed five years of full-time service as youth leaders to the satisfaction of the authorities.*

(Paragraph 276.)

(23) *The Minister should appoint a day after which no new entrant to full-time youth leadership shall be able to claim qualification by experience alone.*

(Paragraph 276.)

(24) *The Minister should appoint a committee to negotiate scales of salaries and to review superannuation arrangements; it should be representative of statutory and voluntary employing bodies and of leaders employed by both types of body. A rough parallel is the existing Committee on Scales of Salaries for the Teaching Staff of Training Colleges (the Pelham Committee).*

(Paragraphs 279-285.)

(25) *Local education authorities should increase the number of part-time paid leaders, where such appointments are justified by genuine need; the pay of these leaders should match the quality of the job. After 1966 many more authorities should be able to appoint teachers specifically to spend half their time in schools and half in club leadership.*

(Paragraph 287.)

(26) *Local education authorities and voluntary organisations should, in close co-operation, organise schemes of part-time training for part-time leaders, paid and voluntary.*

(Paragraph 289.)

(27) *Local education authorities should have flexible arrangements for the provision of paid instructors for youth clubs, groups and units.*

(Paragraph 292.)

(28) *Local education authorities who do not employ Youth Service officers, or the equivalent, should review their need for such appointments.*

(Paragraphs 294-297.)

(29) *The Minister should offer two kinds of grant to national voluntary bodies under the Social and Physical Training Grant Regulations, 1939:*

(i) *basic grants towards headquarters administration and training expenses amounting normally to not more than 75 per cent. of the whole cost of such provision for the 14-20 age range as may be accepted by the Ministry for grant purposes;*

(ii) *special grants, particularly for experimental or pioneering work in respect of the 14-20 age range.*

*Servicing organisations without a specific membership should be eligible for special grants. (Paragraphs 303-306.)*

(30) *The Minister should end the anomaly inherent in his policy concerning grants to national voluntary bodies with denominational allegiances; the sole criterion should be the value of the social and educational work which they are doing for young people in the 14-20 age range.*

(Paragraph 307.)

(31) *The Minister should consider the extent to which he can extend his grants for the training of professional youth leaders, particularly if any part of the cost of an emergency training scheme is to be met by his direct grants.*

(Paragraph 308.)

(32) *The Minister should, after the first five-year development period, cease to make capital grants to local voluntary bodies under the Social and Physical Training Grant Regulations, 1939.*

(Paragraph 309.)

(33) *Local education authorities should exercise their powers fully under the Education Act, 1944, to make capital grants to voluntary youth groups, particularly when Ministry grants cease after the first five-year development period.*

(Paragraph 309.)

(34) *The Minister should remove altogether the present ceiling of £5,000 on capital grants to local voluntary bodies under the Social and Physical Training Grant Regulations, 1939, and also in respect of any capital grant under the Physical Training and Recreation Act, 1937, for a project especially designed to benefit young people in the 14-20 age range as well as those who are older.*

(Paragraphs 310 and 315.)

(35) *The Minister should expand his provision for grants in aid of coaching schemes administered by the governing bodies of sport.*

(Paragraph 314.)

(36) *The Minister should ensure that additional expenditure on the Youth Service by local education authorities is matched by central grants, either in the form of additional general grants or by separate percentage grants.*

(Paragraph 317.)

(37) *The Minister should revise his capital investment control arrangements to enable authorities to proceed with individual proposals for Youth Service premises costing more than £20,000. The Minister should also ensure that authorities have sufficient allocation for 'minor works' to enable them to make the necessary provision for the Youth Service.*

(Paragraphs 318-319.)

(38) *Local education authorities should give greater and more consistent financial support to those local voluntary bodies which merit it.*

(Paragraph 320.)

(39) *Local education authorities should ensure that there is adequate administrative and clerical staff for their Youth Service departments, so that trained organisers can be kept in the field.*

(Paragraph 321.)

(40) *The Minister should draw the attention of all local authorities, including minor authorities, to their powers to make grants and loans under the Physical Training and Recreation Acts, 1937 and 1958, and to the desirability of using them for the benefit of young people in the 14-20 age range.*

(Paragraph 323.)

(41) *The Standing Conference of National Voluntary Youth Organisations should urge all national voluntary youth organisations to commend to their affiliated members the proposal that supporters' councils and management committees should relieve skilled leaders of the burden of raising money and thus allow them to concentrate on giving*

practical help to young people.

(Paragraph 326.)

(42) *The Minister should ask local education authorities to review the charges which they make in the youth clubs and centres which they maintain.* (Paragraph 328.)

(43) *The Standing Conference should urge its members to arrange for a similar review of charges.* (Paragraph 328.)

(44) *Local education authorities and voluntary organisations should consider what approaches they can make to those young people who find it difficult to come to terms with society. The Youth Service Development Council should collect and collate the results of such research and experiment.* (Paragraph 356.)

## PRIORITIES

365. Our terms of reference require us to advise 'according to what priorities best value can be obtained for the money spent'. In so doing we must draw attention to two important features of the recommendations we have just listed. The first is that they all depend for their success on one cardinal assumption: that the Government intends to make the Youth Service adequate to the needs of young people today. This, then, seems to us to command the highest priority of all; if the Youth Service is to be enabled to produce a generous return for the money spent, the Minister must declare it his policy to advance the Service. The second feature is that many of our recommendations are inter-dependent and that the development of the various aspects of the work needs to be synchronised; there is no point in considering unilateral development which cannot be properly serviced: for example, better facilities without the leaders to ensure they are used well, more leaders without an expansion of training, or training arrangements without the prospects of satisfactory conditions of service and a career structure to attract the recruits. We believe therefore that the Youth Service needs to advance on all fronts, but that once this policy is accepted there are broad financial priorities which can reasonably be applied.

366. The first of these priorities should be the setting in hand of arrangements for both the emergency and the long-term training of professional leaders. The former is urgently required to make good present deficiencies and prepare for the increasing numbers of young people in the early 1960s. The latter equally needs immediate attention in order to produce results in time for the second five-year period of development in the middle 1960s. However, we are convinced that enough recruits of quality will be attracted to emergency and long-term training courses only if the Minister appoints a negotiating committee for salaries and conditions of service. The Minister should also set up the Youth Service Development Council at once, in order to have its advice at the vital early stages. He should ask local education authorities without delay to bring their further education schemes up to date and expand, in consultation with the voluntary organisations, their arrangements for the training of part-time paid and voluntary leaders. We therefore recommend that these measures be taken immediately.

367. Next, we think there should be material improvements, planned and phased, in every sector of the Youth Service field. The Minister should at an early date urge local education authorities to see that their expenditure on maintained and aided services is sufficient to sustain the momentum of development; and at the same time he should expand his own aid to national voluntary bodies, particularly in the form of special grants for pioneering work of direct significance to an expanding

service. In the first five years we hope to see considerable extension of premises and facilities for the Youth Service, improvised if necessary, but this provision will chiefly be of an experimental nature. We have indicated elsewhere that in the second five-year period there should be a substantial amount of carefully planned building. In our view, such development, if phased for the ten-year period 1960-1970, could be adequately serviced through the training arrangements we have already recommended.

368. We do not feel we can give any more detailed guidance on priorities at this juncture. Much needs to be learnt in the light of experience, and it is for this reason above all that we have recommended the setting up of a Development Council. The Minister will need the advice of such a body if the Youth Service is to be re-fashioned in order to match the progress made in other branches of education.

## APPENDIX 10

### Estimated numbers of full-time leaders required

There are at present about 700 full-time leaders in England and Wales (see Appendix 4). The estimated population in 1958 of young people aged 15-20 inclusive was just under 3½ million. Of these, about 200,000 were in the armed forces, leaving 3¼ million in civilian life. The combined effect of the 'bulge', the ending of national service and the lowering of the Youth Service age to 14 will be such as to add approximately 1½ million young people for whom the Service should provide, i.e., an increase of about 46 per cent. on the existing 3¼ million in civilian life (see Appendices 6 and 8). In order simply to maintain the present ratio of leaders to potential members the Youth Service will require 320 additional full-time leaders (as well as an increase in part-timers, paid and voluntary). This means that the total number of full-time leaders required for the larger youth population is in the region of 1,020.

But there are factors which suggest that this increase will not be enough, viz.:

- (a) a strengthened Youth Service ought to attract more than the present 30 per cent. of young people in its age range;
- (b) experimental group work with the unattached will be costly in manpower;
- (c) allowance has to be made for newly qualified leaders to work with experienced leaders during probation;
- (d) there is evidence that a number of local education authorities have advertised in vain posts for which they know full-time leaders are at present needed.

In order to provide for an increase from 30 per cent. to 45 per cent. in the proportion of young people attracted to the Service (which we consider reasonable) a further 510 full-time leaders would theoretically be required, making 1,530 in all.

On the other hand, there are factors which suggest that an increase on this scale might not be wholly necessary, viz.:

- (a) some leaders are at present wastefully employed;
- (b) if the powers of leadership of older adolescents are properly used, many groups may not need adult leaders of the traditional kind;
- (c) some clubs can absorb additional members without any increase in full-time staff;
- (d) young people are staying longer at school, and the trend may be of significant dimensions (see Appendix 7);
- (e) some fall in the number of 14-20s is expected in the late

1960s, though there are indications that this may be followed by a further rise (see Appendix 6);

(f) a large number of 14-year olds are already in clubs and organisations, even though they are at that age outside the official range of the Youth Service.

The combined effect of all these factors is impossible to forecast, but we estimate, partly by guesswork, that it would be such as to reduce by 200-250 the number of full-time leaders required. This would reduce the estimated total to 1,300 or thereabouts.

## APPENDIX 11

### A suggested syllabus for a one-year full-time emergency training course

#### *Leadership Studies*

(a) The aims and organisation of the Youth Service and its place within the larger pattern of society.

(b) The development of patterns of group work within provided clubs, voluntary organisations, ephemeral groups, religious groups, self-initiating and self-programming youth groups. Social relations including those within the group, with other youth groups in a neighbourhood and their relation to natural gangs. Discussion group techniques. Desirable and undesirable adult help and patronage.

(c) Club and group administration and accounting. Decentralisation. Committees as training and committees as nuisances. The tug-of-war between the office and the field. Importance of voluntary help in administration.

(d) Critical written studies of the work and aims of youth groups and organisations.

#### *Practical Work*

(a) Regular experience under supervision in local group leadership while under training.

(b) Group visits to, and seminars on, youth groups and camps, juvenile courts, remand homes, approved schools, industrial establishments, hostels, apprentice training schemes: some discreet study of youth at natural gathering centres such as dance halls or espresso bars.

(c) Camping or adventurous enterprises with or without

young people.

#### *Personal Skills*

(a) It is desirable that every student should acquire or improve a personal skill or hobby — for example in music, drama, the arts, handicrafts, athletics, climbing, birdwatching — and that he should be encouraged to exercise this skill if possible in his practical work.

(b) Alternatively each student should undertake a special personal task during his training and write a brief essay on it. Close study of a limited field during training helps to get the student away from overmuch abstraction and generalisation and it also teaches him the value of discipline of personal study.

#### *Background Studies*

A selection might be made from the following:

(a) Psychology of adolescence.

(b) Physical welfare of the adolescent.

(c) Economic and social structure of modern Britain.

(d) English social history of the 19th and 20th century, with special emphasis upon the family and neighbourhood changes.

(e) The changing cultural pattern of society (a course which would include contemporary social issues and their impact on youth and vice-versa; contemporary means of communication — press, film, TV, radio, comics, books — and utilisation of libraries by adolescents; work and home, sex, religious values, etc. It should provide the opportunity, especially if the seminar method is used, to get away from stereotyped psychological studies).

(f) Contemporary literature: not necessarily on youth, but certainly including important contemporary work from youth.

(g) English language and literature in a more general way. (All universities and training colleges are faced with the problem of the illiteracy of the educated — surely itself a factor in the growing inarticulateness of the young.)

(h) Some study of the religious, political and philosophical ideas of Western civilisation as a background to modern society.

(j) Critical study of the contributions of the social sciences to the study and welfare of the young. The word critical is emphasised.

(k) Current affairs talks and discussions.