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Introduction

We were set up by the Secretary of State in January 1981 to conduct a review of the Youth Service in England with the following terms of reference:

1. To report on present provision, both statutory and voluntary;
2. To consider whether available resources could be deployed more effectively; and, in the light of this,
3. To assess the need for legislation.

We formed the view early in our enquiry that while the 'Youth Service' must be taken to mean the system of clubs, recreational facilities, centres and other services provided for young people by local authorities and voluntary organisations, we could not assess this provision properly if we restricted our attention to it alone.

Apart from the schools and FE colleges, work with groups of young people and with individuals is undertaken by the social services departments of many authorities, services which provide for recreation and leisure, the probation services and the police, while over the past half-a-dozen years a massive incursion into the field has been made by the Manpower Services Commission. It seemed to us that a proper assessment of present Youth Service provision would have to involve a thorough examination of what was being done both within these boundaries and beyond them.

On the good side we have to note both the immense variety of provision for young people, and the fertility of new ideas within the various agencies at work in the field. The Youth Service with its varied heritage of approaches and traditions includes features which are crucially relevant to the situation of young people today, in particular the traditions of voluntarism, the emphasis on personal relationships, and the idea of active participation by young people themselves in the working out of their own provision. (3.46)

On the debit side, the impact of all this provision is confusing because the various agencies at work in the field tend to develop their policies and practices, and employ their resources, in almost total isolation from each other. There is a need to put together, at

local and national level, a more concerted strategy. We must also note that the good intentions which have inspired much of what is provided are not always followed up in performance. For example despite repeated calls for participation of young people in the running of their own activities, progress in this direction has been slow. Standards of provision in general are very uneven, and most important of all the network remains incomplete, so that some of those young people who most need social education are still not reached by it. (3.47)

Critical Appraisal of the Youth Service

Faced with the wide spectrum of needs, we must state as a first principle that the Youth Service has the opportunity and the duty to help all young people who have need of it. While to some young people the Service may appear simply as a means of pleurably extending their experience, to others it may be a real rescue service. It is important, in our view, that it continues to fulfil both these purposes, and not to concentrate on one to the exclusion of the other. (5.2)

It is precisely this feature which makes the Service potentially one of the most significant vehicles of social education. Where opportunities for experience of the right sort are available, and the young have the confidence or the encouragement to grasp them and to know what they are grasping, personal development follows. Where these opportunities are denied, the very confidence to exercise choice may wither, and alienation may result, brought about by extremes of frustration and despair. (5.3; 5.4)

The Youth Service has developed methods and resources specifically adapted to these needs. Foremost amongst these are:

The experiential curriculum:

The Youth Service believes very strongly in its educational role, with emphasis on the principle of 'learning by doing'. The process is one which starts with experience and leads through reflection to further experience, such experience being of the widest kind and essentially self-programmed.

Participation in decision making:

Through the Youth Service young people may for the first time gain experience of what it means to take and follow through collective decisions, and to direct their own activity along with others in an effective and responsible way.

Voluntarism:

It is of the essence of the Youth Service that young people remain free to participate or not as they choose. Any form of compulsion destroys this essence. It is also a significant feature of the Service that a large part of its workforce are part-timers or volunteers. This involvement of people from all walks of life strongly reinforces the experiential nature of the social education process which the Youth Service can offer.

A non-directive relationship between workers and young people:

Youth workers have a certain authority, but their authority has to be of a different kind from that which young people are likely to have experienced from their teachers, parents and other caring (or non-caring) adults. In brief, young people find with the right sort of youth worker that their views and attitudes are treated with respect. (5.5)

It has to be said that at the present time this potentiality is only partly being realised, and that as a result the Youth Service is not meeting the social education needs of young people as fully as it could. (5.7)

In our view the causes of the failure to achieve the full promise go deeper than just the resourcing of the Youth Service. As nearly as we can make out, the basic factors are the following:

- (1) A failure to work out a coherent and generally accepted theory

of social education.

- (2) A failure to put across the meaning and importance of social education.
- (3) A patchy and incomplete response to newly emerging social needs.
- (4) A failure to appreciate the value and purpose of all the tools which lie ready to hand, to keep proper balance between them and to proportion them to the tasks in hand, which vary from area to area and from time to time.
- (5) A failure to exploit all the methods fully. Initiatives are started without proper evaluation and then not adequately monitored. They may then wane for lack of support even if successful.
- (6) A failure to take relations with the local community seriously. Sometimes the very impetus towards a comprehensive strategy destroys responsiveness to small but important community groups.
- (7) A failure to maintain liaison with other providers of services cognate to the Youth Service.
- (8) Insufficient scope for young people to organise or share in the organisation of their own activities, or be fully involved in the running of the Youth Service.
- (9) Inadequate provision to meet the needs of over 16s.

Nearly all these factors are aspects of management or training. (5.8; 5.9)

We have seen some excellent clubs and some bad ones. Where they are good, it seems most often to be the case that the organisers, whether statutory or voluntary, have succeeded first in maintaining links with the local community and secondly in encouraging in various ways the full participation of the members. Success is to be measured not in the sheer number of people participating — though it will usually be found that a club which is successful in other ways does tend to attract large numbers — but in the satisfaction that they get out of it, in the scope that they have for taking decisions of their own about it, in the range, variety and freshness of the activities undertaken, in the numbers of part-time staff and volunteers who take part, and, less tangibly perhaps, in the extent to which members are helped and help each other with counsel and support. Lack of success means the opposite of these things: stereotyped activities, bored and haphazard membership, poor adult support, no real link with the locality. (5.10)

Our view is that participation should be strengthened at all levels but not through imposition of any standard pattern. By this we mean:

- (1) participation at one level should not necessitate participation at another.
- (2) at club or unit level, members should have a high degree of control over the programme and facilities.
- (3) at the level of the local youth council, efficient structures are necessary to ensure wide representation and to enable a fairly large assembly to function at all.
- (4) at both club and youth council level it is essential that the decisions and proposals of young people should be followed up. If there are delays and difficulties, reasons should be given and information fed back.
- (5) a strong stimulus to local youth groups is provided by meetings with other similar groups from different parts of the country or region.
- (6) all the above depend on youth workers having the appropriate commitment, style and skills to encourage participation.
- (7) to equip workers for this role, more emphasis should be placed on the whole subject of participation in training programmes, both initial and in-service. (5.21)

An assured place should be given to information, advice and counselling within the local planning of youth provision. Account should be taken of which age group the provision is for, the type of provision envisaged, the numbers and kinds of staff required and the location where the service is to be given. It should be the aim of local and national management to ensure that the various organisations involved can work together in a co-ordinated and co-operative way. It should not be left to the young people to find their way amidst a plethora of different channels of advice and help. Above all it seems essential that the funding of these

operations should be put on a more regular and systematic basis. (5.27; 5.28)

Challenge and Response

The challenge of alienation

Some manifestations of alienation by young people bring them into direct conflict with adult perceptions of agreed social behaviour, and agencies other than the Youth Service, such as Intermediate Treatment and the Police, intervene. Young people often feel that such agencies operate on adults' behalf and not in their own interest. The Youth Service is not normally perceived in quite the same way by young people. It has a duty to relate to these young people, wherever they are and however few they are, to prevent so far as possible crisis situations from arising and to provide support and help whenever alienation occurs. (6.3)

Youth workers are familiar with the pressures on young people and with concomitant problems of homelessness, drug addiction, and delinquency. Much brilliant and effective work has been carried out by gifted individuals, but the contribution by the Service as a whole has been hindered by four factors:

- (1) uncertainty and irregularity of funding;
- (2) shortage of personnel;
- (3) confused policies, especially as regards the proper relationships between crisis and normal activities; and
- (4) uneasy and ill-defined relationships with other agencies and services. (6.4)

It is clear that for various reasons relations between many young people and the Police are difficult: this is a matter for grave concern. The causes no doubt lie in attitudes on both sides. The Youth Service has the opportunity, and the duty, to work towards an improvement in this relationship, in the direction of greater understanding, mutual respect and tolerance; but again it often seems hampered by an insufficiently clear concept of its role and method. It should be accepted that youth workers can act as friends and advocates for young people in dealings with the police. It would be helpful if guidelines were laid down to assist the youth worker in situations calling for this professional role; and training in their application should be included in initial and in-service course programmes. The Youth Service would then be in a position to make a contribution towards Police training and to provide advice on Police methods and practice as they affect young people. It is not enough for individual youth workers to work out their own relationship with Police Officers: a closer relationship is needed at management level between the Youth Service and the Police. (6.8)

The Youth Service is not concerned with 'surveillance' or 'control', but it can contribute to work with young people at risk or in trouble in the following ways:

- (1) by providing places where such young people can become involved in activities in an informal atmosphere;
- (2) by offering young people personal counselling and sometimes intervention on their behalf;
- (3) by providing constructive relationships with adults and other young people;
- (4) by offering alienated young people alternative ways of putting over their point of view and by enabling them to play an active part in altering their condition; and
- (5) by representing young people's needs and interests to the other services and negotiating appropriate referral arrangements. (6.9)

The challenge of employment and unemployment

The submissions we have received from LEAs and voluntary bodies alike testify that a situation is fast approaching, or is already upon us, in which the majority of young people will be leaving school with no prospect of a job. It is this prospect which most preoccupies young people. (6.12; 6.13)

Considerable experience gained over the last few years, partly by FE colleges working on Unified Vocational Preparation schemes, partly by the MSC itself through the Youth Opportunities Programme (YOP), but also through the work with

unemployed young people carried out by Youth Service agencies, has shown that successful vocational co-operation depends as much on the "process" of learning as on the content. Student-centred and experiential learning and particularly participatory methods, aiming at motivation from perceived relevance, are widely recognised as desirable approaches for young people, and certainly essential for the less qualified and motivated. (6.15)

It seems to us critically important that the Youth Service should participate fully in the planning, delivery and management of the new Youth Training Scheme. Here we characterise briefly the input which the Youth Service can make.

- (1) Staff Training and Development.
- (2) Curriculum Development.
- (3) Trained and Experienced Personnel.
- (4) Residential and Outdoor Pursuits Centres.
- (5) Sponsorship: both statutory and voluntary agencies in the Youth Service can and do play a major part as sponsors or managing agents of schemes, in particular community projects and training workshops.
- (6) Both in the planning and the management of the Youth Training Scheme (YTS), and in making its specific contribution to the delivery, the Youth Service has the special function of speaking as an advocate for young people and helping representatives of the trainees themselves to make their views known. (6.16)

Provision of the kind offered by the Youth Service will continue to be needed for young people who are receiving YTS training, and even more for those for whom no suitable schemes are available or who remain unemployed after taking a YTS scheme. In general it seems inevitable that the Youth Service will need to develop new methods of countering the devastating consequences on individuals of both unemployment and also of dead-end employment. Many youth clubs now open for periods in the day time, and more will have to do so. More centres are needed, together with project-based work, to cope not just with the officially unemployed but also with the unseen unemployed — those who are too discouraged even to approach a Jobcentre. Some developments are taking place in co-ordinated multi-agency provision, where a number of separate initiatives providing for different youth needs work together to provide a comprehensive service which may embrace, for example, housing, employment or basic education as well as social education (6.18)

The challenge of educational change

While personal development has of course in the past been an important part of the implicit programme of schools at least, the particular form and urgency it takes on with the new post-16 clientele is a special phenomenon which is evoking new responses in the field of curriculum development. (6.24)

Young people at school, in further education or on Youth Training Schemes may well be involved in provision which, while distinct, has large elements in common. In some areas this convergence of aims and methods as between the Youth Service and the schools has received explicit recognition through the joint appointment of an individual as both a youth worker and a member of a school staff. There are arguments both for and against such arrangements. It makes sense that youth workers should be involved in planning curricula and programmes in schools, and also that the facilities of schools should be open for use by the Youth Service. Underlying all formal arrangements, and running well beyond them, is a growing need for youth workers to contribute towards the shaping of school curricula and programmes and vice versa. It is to be hoped that LEAs will not see this convergence of aims and methods as an occasion for confusing the two services. (6.25; 6.26)

The challenge of special community needs

Every environment or locality will have its particular character and associated problems, and we have noted how one of the special strengths of the Youth Service is its ability to respond to these. There are certain areas where a combination of particular difficulties produces a special situation. (6.27)

Inner cities. Whilst the wide variety of Youth Service provision is applicable in inner-city areas as elsewhere and indeed some organisations have a strong tradition of such work, there are specific responses of the Youth Service of particular relevance:

- (1) the inclusion of work with young people within a community development response to the needs of a neighbourhood;
- (2) the provision of project-based work;
- (3) the identification, training and support of leadership from within the local community.

All this emphasises the particular need in inner-city areas for co-ordinated management. Currently there is confusion due to the variety of provision and policy-making at both national and local level. (6.28; 6.29)

Rural areas. The provision for young people in rural areas has its particular problems too, and these are exacerbated by little recognition of this fact in either general or specific funding. The difficulties of achieving viable numbers result in higher unit-costs. Yet the weightings determining grant distribution and given for special educational need bias the funds towards urban areas. Though provision per capita is more costly in rural areas, less per capita is generally spent, causing a wide disparity of provision by comparison with urban areas. (6.30; 6.32)

The major difficulty that those in rural areas face is that their numbers are small, their difficulties go unnoticed and resources are not provided. The solution requires not only a fair share of resources but also appropriate styles of work, support and provision. (6.34)

The challenge of a multi-cultural society

Young people from an ethnic and particularly black community encounter difficulties beyond the ordinary which are not of their making. There is one special factor which is part of the common experience of all ethnic groups in this country. This is the experience of racial discrimination and prejudice, whether it is exercised in open, concealed or largely unconscious ways. A service which is concerned with the personal development of young people must not fail to take this factor into account. (6.35)

There are in our view three principal ways in which the Youth Service can make its influence felt.

First, the Service needs to embrace whole-heartedly the concept of cultural diversity as a positive gain in any society. The Youth Service may be one of the few agencies with the capability or the will to do something about elements amongst white youth which are vulnerable to manipulation by racist organisations. There is scope for greater efforts in various forms of outreach work through detached workers and advisory centres. (6.39)

Secondly, the Youth Service has an opportunity to bring home to the public both the realities of racism and the ways in which it may be broken down. Young people themselves may be the best creators of a more equal and unprejudiced society. (6.40)

Finally, the Youth Service should adopt management practices appropriate to these aims. This would mean, for example, fully involving black communities in the process of policy making and review, in curriculum development and in management structures, at all levels down to unit level; ensuring black representation at meetings and conferences; adopting recruitment policies which would ensure a conspicuous presence of black workers within the Service as a whole, ie not just in black areas, nor in the lower echelons of the Service; and most importantly insisting on a multi-cultural approach to all initial and in-service training courses, including racism awareness sessions for all white trainees and in the arrangements for staff supervision. (6.41)

The essential starting point for youth provision must be the felt needs of the community. It may well be found that centres for sport, the arts, and other activities are preferred to club provision. It may be necessary to give a higher profile to the more experimental forms of provision, including project-based work in all its many varieties. But where club provision is desired, it should not necessarily be a matter of concern if the 'de facto' membership at any particular time turns out to be all black or all white. It is more important to meet the needs of young people within their community than aim at a theoretically integrationist policy. (6.45)

Youth work training has a particularly important part to play in ensuring that the correct approaches are adopted. The number of ethnic minority workers is still small in relation to the needs, and greater emphasis should be placed on recruiting more ethnic minority people on to courses of training. For all entrants, from whatever background they come, it is necessary that their training experience should stress the nature of the multi-racial society which this country has now become, and its implications for themselves and young people. In-service courses are also needed. (6.49)

Creating equal opportunities for girls and women

The Youth Service must be particularly vulnerable to criticism if it is failing young women at the most impressionable period in their lives. The existence of the 'work with girls' movement testifies to a growing concern that the Service is doing just that, not from set intent but because it uncritically mirrors sexist attitudes in society. **It is necessary that the Service should take deliberate steps to put this situation right.** (6.52)

We do not believe that mainstream provision should be segregated. It is not as though girls want to do different things from boys or need a different curriculum. They need rather to have equal participation in much the same range of activities. The long-term aim for the Youth Service, as for society in general, must be to ensure for girls the same range of opportunity and access as boys have; and this should take place for the most part in a mixed setting. **It may however be necessary, as workers with girls often urge, to envisage for the time being an increase in separate provision for girls within the mixed settings of a club or organisation.** This may be necessary to build up and sustain social confidence, to prevent the exclusion and discouragement which may result from the dominance of activities by boys, and to provide space and time to develop new activities if these are desired. What we have in mind, therefore, is an increase in the setting aside of places and time within an organisation where girls can meet together without boys, for discussion or simply to enjoy activities on their own, eg through the provision of girls' nights, girls' outings or girls' weekends. In order that this provision should be successful and a source of experiential learning for both boys and girls, and male and female workers, it is important that the justification for separate girls' provision and the implications for boys and men of challenging male and female stereotypes are studied and understood by workers and young people alike. (6.53)

With regard to the long term, we envisage progress being made towards equality of opportunity in the following directions:

- i **Curriculum:** the Youth Service curriculum should be committed to the eradication of sexist attitudes.
- ii **Project-Based Work:** much recent work with girls takes the form of detached work. This is a further reason for expanding this type of provision.
- iii **Training:** we believe that courses and curricula need careful re-assessment, with a view to promoting greater sensitivity to girls' needs in general.
- iv **Staffing and Management:** one of the most important needs is to correct the present imbalance between men and women in the full-time worker and officer force. The Service should be seen to be committed to equal status and opportunity.
- v **Resources:** many LEAs have seen a need for modest additional expenditure eg on staffing, training programmes, conferences expenses and information material. This seems to us necessary. (5.54)

Work with the handicapped

Handicap is created by situations — by the effect of the disability itself on the individual, but also by the environment in which that individual is operating and by the attitude of people around him or her. Integration is concerned with meeting for the handicapped basic needs felt by all people — relationships with and acceptance by the peer group, and participation in activities, groups and the community. It seems to us that, in order to ensure integration in any meaningful sense, providing bodies in an area

should resort to a variety of means, including both integrated and separate provision. (6.56)

In principle one would expect to find the same elements as we have identified in youth provision generally. Informed observers stress the need for counselling and advice; and a noteworthy feature of much successful provision for young handicapped people is the extent to which it involves community action. This is a field in which the handicapped young person has as much to offer as the non-handicapped. (6.57)

A constant need of overriding importance is the need for awareness training and preparation at every level. This will normally mean allocating a definite responsibility for these things to nominated officers. (6.58)

A Youth Service for the 1980s

Local needs and priorities differ widely, and must be locally determined. But it seems to us equally necessary to identify the elements which should assume importance, in differing degrees in different areas, if the local provision is to be complete and adequate. (7.1)

Objectives

There is virtual unanimity that the fundamental purpose of the Youth Service is to provide programmes of personal development comprising, in shorthand terms, social and political education. **The twin aims of this process are thus affirmation and involvement** — affirming an individual in his or her proper identity and involving an individual in relationships with other individuals and institutions. (7.3)

The process of social education must above all be participatory. The Youth Service must make it its business to create opportunities for young people to have a say in their affairs and to organise their own activities. (7.4)

It follows that what we have described as political education has an essential place within the Youth Service's curriculum. Basically it must mean the process whereby a young individual learns how to claim the right of a member of a democratic society to influence that society and to have a say in how it affects him or her. (7.5)

A further aspect which we should not overlook is what we may loosely call spiritual development. In our increasingly multi-cultural, multi-religious, multi-ethnic society it **must be part of the Youth Service's function to enable young people to formulate and develop their own beliefs.** (7.6)

Offerings

The Youth Service has many different things to offer to young people and **it must continue to offer this variety**, mixed in various ways and proportions to suit the needs of different communities and age ranges:

Association: By this we mean, as Albemarle meant, a place to go, a place to meet, a place to be with friends, a place of refuge other than the home, a place for socialising and enjoyment. It is a basic foundation.

Activities: The Youth Service must offer young people interesting things to do, new things to test their prowess and adaptability, opportunities of fresh experience, things to exercise the body and mind.

Advice: We use this term in a wide sense to promote the whole process of providing information, advice and personal counselling. It must henceforth take its place as one of the mainstream forms of youth provision.

Action in the Community: We envisage community action taking place within the Youth Service in many shapes and forms.

Access to Life and Vocational Skills: The Youth Service seems to us to have a vital role to play in all initiatives designed to mediate the transition from full-time education to adult life. We think that the Youth Service should take the long view and play its part in an overdue step towards a comprehensive system of vocational training and experience for employed and unemployed alike. (7.7—7.12)

All the five modes of operation can take place in a project-based setting as well as in clubs, centres and uniformed units. The precise manner in which the five modes are worked out to produce a comprehensive youth policy in any particular area must be a matter for local evaluation and decision, though we believe that there is a place for national stimulation, supervision and monitoring. (7.13)

Age ranges

Varying views will be found concerning the priority to be attached to one or other of four broad bands, viz 7-10 years, 11-14 years, 15-19 years and 20-25 years. Each age-group needs its own specific and different type of provision. We believe that LEAs should continue to have a power to provide, or assist others to provide, for the whole age-group without specification of any boundaries. But so far as statutory duties are concerned it seems to us reasonable to define the age-range for this purpose as broadly extending from the 11th to the 21st birthday. (7.17; 7.18)

Structures

The four basic management functions of setting objectives, assigning roles, allocating resources, and monitoring performance require appropriate structures for their fulfilment at national and local level. (8.2)

A Minister should be designated, based in the DES, to co-ordinate the work of all departments which have an interest in youth affairs. An advisory council should be appointed to advise ministers on youth affairs. It should consist of a small number of individuals appointed in a personal and non-representative capacity broadly reflecting a wide range of youth interests. It should be serviced by the DES but have a distinct public identity. (8.4; 8.10)

The terms of reference and organisational structure of the National Youth Bureau should be reviewed to enable it to carry out more effectively the tasks of collecting and analysing data about youth affairs and of spreading information about good practice and innovation. (8.17)

At local level the Local Education Authority should be recognised as the prime focus for youth affairs and should be given a statutory responsibility for co-ordination in respect of the services of the local authority itself, as between different tiers of local government, and as between local authority services and the voluntary sector. (8.21; 8.22)

This integrating role is far from easy, since it has so many dimensions, eg . . . between the local authority services as a whole, and the whole range of outside interests (many of which impinge on the lives of young people) including the media, the world of commercial leisure time pursuits, the world of employment and training, the machinery of law and order, etc. (8.22)

LEAs should be given a statutory duty to create machinery to ensure regular and effective communication and consultation with voluntary youth organisations, over the whole field of the four management functions. (8.29)

Voluntary youth organisations in an area should take steps to ensure that they have the capability of acting collectively in identifying and working out policy issues and playing their part in a partnership with the LEA. Local consortia, such as the present Councils for Voluntary Youth Services, may be appropriate for this purpose. In order to function effectively, such a consortium will need administrative and staff support, which may well involve a specific appointment. It should not be assumed that this function will be undertaken by an officer of the LEA. (8.32)

We attach importance to the role of local youth councils and to the effective involvement of young people in local decision-making structures. **At the centre of the local structure there should be a committee to which specific functions and powers should be delegated by the local authority. On it, representatives of voluntary organisations, of young people, and of the local authority should work together to frame and review policy and to monitor performance.** (8.34; 8.35)

Youth Service organisations and personnel should be actively involved in local arrangements for the planning and delivery of the

proposed Youth Training Scheme, both as members of Area Boards and as managing agencies and sponsors. (8.38; 8.39)

Staffing and Training

The tasks which adults perform in the Service cover a wide spectrum:

- (1) Work directly with young people in providing social education;
- (2) Development work with communities, helping both young people and adults in the neighbourhood to identify their needs and to create for themselves the means of meeting these needs;
- (3) Work with other adult staff, full-timers, part-timers, and volunteers in varying capacities including being colleagues in a team, participating in collaborative activities, leading and directing, supervising and training;
- (4) Administration and finance, whether concerned with youth work in general in an area, or with a particular centre or project.

These are only the main divisions: there are many variants and specialisms, but in one way or another these four types of work find their place in most job descriptions in the Youth Service. (9.1)

Although fully trained professional staff play a critically important part in both the statutory and voluntary sectors, the Youth Service has what seems to be a unique characteristic amongst the caring services in the extensive use which is made of part-time and volunteer staff, and indeed in the facility with which people move from the volunteer to the part-time and to the full-time mode. (9.2)

There is one overall impression which we have derived from what we have seen and heard of this varied and impressive force. We have encountered a feeling, especially perhaps amongst full-time workers, of being undervalued, of not being accorded a professional status commensurate with the responsibilities they carry or with that of their fellow workers in other services with whom they come in contact. The feeling seems to spring in part from their view that the Service is itself under-regarded and does not have a satisfactory basis. The routes to qualification are not as clear as many would like them to be, and the career structure is uncertain. The Service also seems to lack good management: in other words, its objectives are not well enough defined, either nationally or at local level; roles are often not clearly enough assigned; resources are uncertain; and the apparatus of monitoring and assessment is sometimes completely absent. In particular, supervision in the sense of professional support, which must be considered essential in a profession which makes as total a demand on human resources as this one does, has not been developed to anything like the extent necessary. (9.6)

Full-time workers and officers

The full-time workers in the Youth Service form a professional cadre: though they are relatively few in number, the Service could not exist in its present form without them. There is a feeling that centre or project administration takes excessive toll of the time of staff who are specifically trained to work with people; and also that work with young people has too often to yield place to work with other adults. We have to state, however, that there is no way in which the full-time worker can escape from the fourfold responsibility outlined above — a point which must henceforth be kept firmly in the centre of all planning and curriculum development for initial and in-service training. (9.7)

The turnover in full-time workers also poses the question of whether the grading structure of posts in the Youth Service provides sufficient incentive for good people to remain in it. In order to further their career, it is said, youth workers must enter the ranks of middle management and become youth officers, thereby cutting themselves off from the very kind of work that they are trained for and most want to do. We think that more recognition should be given to the kind of post which, in the analogous sphere of the social services is often called 'senior practitioner'. By this we mean a senior and experienced youth worker who, while continuing to concentrate on the four tasks mentioned earlier, does so on a wider canvas, and combines this

role with that of professional supervisor and adviser in relation to other staff. (9.10)

In the Youth Service, officers tend to combine the roles of 'administrator and professional adviser' or 'organiser'. This derives in part from the mixed nature of the youth worker role, and in part from the small number of officers, varying from about 25 in some authorities down to three or four in others. Though in many ways this is a source of strength, it does remove an element of choice within the career structure, and makes it the more necessary for employing authorities to consider seriously the career development of their full-time staff, and to be wary of appointing to senior positions people who do not have Youth Service training and experience. (9.13)

The voluntary sector will need to do more to develop the officer function (whether performed by paid or unpaid staff) and not to expect LEA officers to perform its own proper administrative tasks; nor should LEAs assume that their own officers can fulfil the administrative needs of the voluntary sector. (9.14)

Part-time staff

It is difficult to be certain about either the total number of part-time staff or the types of job in which they are mostly found. What is clear is that the boundary between part-time staff and volunteers is very fluid: it is indeed quite normal for part-time staff to put in more hours on a voluntary basis than they are paid for, and the fact that they are now expected to do so in some areas is a matter for concern. This makes it difficult to pinpoint the precise sphere of the part-timer: it has more to do with the context or setting than with the activity that is being performed. (9.15)

The valuable contribution made by part-timers is often due to the fact that they combine a specific skill with a link with the local community. As Youth Service activities depend more and more on a team approach, the part-timer has an increasingly important part to play. Part-time work should normally be regarded as carrying with it some obligation to undergo appropriate initial and in-service training. Above all the part-timer will need supervision — both management supervision and personal professional support; and it must be accepted as part of the function of the full-time staff to provide this. (9.16; 9.17)

Volunteers

The fact that volunteers form numerically by far the largest group of staff in the Youth Service is one of the most striking features of the Service. But in general we sense a concern in both the LEAs and the voluntary organisations that present circumstances make it increasingly difficult to sustain voluntary effort. Unemployment in particular is an adverse factor: many voluntary organisations believe that it actively deters people from giving their services voluntarily. (9.18)

Volunteers do not just come along: they have to be found. They do not just stay: they have to be kept. They do not just get better with experience: they have to be trained. They have also to be able to meet the incidental expenses of being a volunteer, which for some is increasingly difficult. It is therefore essential that volunteers be accorded a status that they value, and are carefully briefed on the role which they have to play. (9.19; 9.20)

The handling of a large volunteer force, which is one of the strengths of the Youth Service, is a priority task which itself calls for great skill and a measure of resources in manpower terms. (9.21)

Training for youth work

There are many issues in the field of training for youth work which call for critical study and evaluation.

- (1) The content of training and its relationship with practice;
- (2) Clarification of the routes to qualification;
- (3) Review of probation procedures;
- (4) Development of in-service training (and its relationship to probation);
- (5) Training for management and the training of trainers;
- (6) Consideration of the need for a practice-related qualification;

- (7) The establishment of a supervisory body to monitor and co-ordinate both initial and in-service training, and to control professional registration;
- (8) Financial support for those in training;
- (9) Training of part-time and volunteer staff. (9.29)

On no aspect of training has there been a greater measure of unanimity, in the evidence submitted to us, than on the need for a suitably constituted national body to monitor and supervise courses of initial training. The essential responsibility of such a body would be to maintain professional standards, and we see this as involving the following tasks:

- (1) Assessing and endorsing courses against published guidelines and criteria;
- (2) Exercising a continuing surveillance involving regular reviews of accredited courses;
- (3) Regulating standards of entry to courses;
- (4) Investigating the need for new curriculum developments in the light of changing requirements;
- (5) In cases of individual recognition, assessing particular courses against agreed criteria; and
- (6) Reviewing the distribution and volume of training facilities in relation to employment needs. (9.30)

Since we first formed this view we have noted that developments are under way which would go a long way towards meeting these requirements. The DES has taken the initiative of inviting the In-Service Training and Education Panel to prepare proposals for the enlargement of its functions to include professional endorsement of courses of initial training. This development appears to us to be on the right lines. (9.31; 9.32)

The new Panel will be concerned with the nature, quality and extent of education and training available for those seeking qualified status and for all full-time personnel in the Youth Service.

It does not appear to us possible to keep these matters under review without referring to the aims and objectives of the Service and the needs of young people which it seeks to fulfil. These are the province of our proposed advisory council on youth affairs, and we therefore think that the link between the two bodies should be appropriately recognised. This might be arranged by including amongst the representatives on the Panel itself a representative of the advisory council. (9.33)

Routes to qualification

It would seem to us appropriate that the job of maintaining a register of people qualified for youth work should be taken over by the new Panel. It is to be hoped that this will lead to a review of the whole process of career development and the clarification of the routes to qualification.

We must at this point say something about the position of qualified teachers. **Qualified teacher status is apparently taken to imply automatic qualifications for youth work. This assumption no longer seems acceptable,** particularly since the teacher training courses with youth options have declined. (9.34)

With regard to the youth option courses, which we understand to be currently under review, we would recommend an expansion for three reasons.

First, if qualified teachers ceased to be automatically accepted as qualified youth workers, a supply problem might arise unless there were more teachers with the double qualification.

Secondly, these courses are the main source of staff eligible for joint teacher/youth worker appointments.

Finally, a course which recognises the affinities in two adjoining fields seems to us to deserve increased support for that reason alone. (9.35)

Content of training

It is to be expected that the new Panel will give urgent attention to the content and direction of the training curriculum in initial courses. A recapitulation of some of the criticisms expressed about the course will serve to illustrate the directions in which further study and discussion are needed.

- (1) The lack of clarity about the aims of youth work has hindered

- good curriculum development.
- (2) Those courses which have a more experimental approach are criticised by employers for not training students to fill available jobs in the Youth Service.
 - (3) The courses which are more traditional still do not prepare students for the fourfold role outlined at the beginning of this chapter.
 - (4) The concept of 'youth and community' has resulted in courses which do not train students for placement in the Youth Service at all. (9.36)

Probation procedures

On the whole the balance of the evidence which we have received is in favour of retaining the concept of probation but giving it a more positive meaning. This means viewing it as essentially a continuation of the process of professional development in a structured way. The methods of helping workers to make the best use of the probationary year are, broadly speaking, those of in-service training, professional supervision, and assessment. **Guidelines need to be laid down with these objectives in mind.** (9.37)

In-service training

We see in-service training as a general process, beginning during the probationary year, but continuing throughout the professional career of the youth worker and youth officer, sometimes intermittently, sometimes in more intensive spells. **We see the new Panel as playing a much more initiatory role, giving a lead in proposing the kinds of programmes which full-time staff will need in the light of the developing service.** (9.39)

Mandatory grants for students

If the Youth Service is placed on a firm statutory footing, and as a career in it becomes properly structured and conditioned by appropriate training and development processes, then the case for mandatory grants becomes in our view very strong. A particular reason for introducing this change has to do with a number of people who wish to train for the Youth Service later in life, after they have pursued some other occupation without having any paper qualifications. These are often the most valuable recruits to the Service; yet time and again we have been told that they encounter difficulty in receiving discretionary awards. (9.43)

We understand that it is within the power of the Secretary of State to designate appropriate courses as eligible for mandatory grants, and we recommend that full length courses of training in youth work be added to this list. (9.44)

Training of part-time and volunteer staff

Training programmes for part-time staff and volunteers should continue to be developed on a local basis, but a moderating and co-ordinating role should be undertaken by Regional Advisory Councils. We understand that a small panel of non-representative nature but comprising a range of relevant expertise has been set up to review training needs and to evaluate current trends. (9.50; 9.51)

Resources

We have encountered difficulty in trying to assess the total amount of resources and their distribution. Some basic data are lacking, and the information which does exist, particularly in the field of staffing, often appears contradictory. Reconciling conflicting evidence has not been easy because the different sources may cover only one part of the field and, for various reasons, be inconsistent in themselves and not wholly accurate. **Our first recommendation must therefore be that comprehensive statistics should be kept on a reliable, consistent and comparable basis for each sector of the Service.** Those who are responsible for policy-making and review must have adequate statistics for the whole range of the Service if they are to carry out their task effectively. (10.1)

Putting together all resource elements — the voluntary contributions flowing into the statutory sector, the maintenance costs in the voluntary sector, the work carried out by volunteers in both sectors, and the unquantifiable amount represented by the subsidised use of premises and equipment — we estimate that the sum total of resources is of the order of about £1,000 million. Although the local authority contribution constitutes only a small part of the Service's total resources, it is the key-stone which provides strategic support for the voluntary initiatives which sustain the wider edifice. It would be wrong to assume that if local authority support were reduced, new voluntary effort would take up the slack: on the contrary, much of the current voluntary provision would fall. (10.7)

In both absolute and relative terms, the 1970s saw an increase in local authority expenditure on the Youth Service, while the 1980s seemed to have brought the beginning of retrenchment. While resources have gone to keeping the number of full-time workers up, a decline in overall staffing has taken place and has been concentrated on part-time workers and officers. We have received evidence from the field that some part-time workers have continued to work the same hours after their number of paid hours have been reduced. This testifies to the commitment of many of those working in the Service. The reduction in paid part-time work has, nevertheless, led to some loss of provision. Reduced administrative support seems to have led to workers' spending more time on routine office work and fund-raising and less on work with young people, particularly in innovative areas. It has also resulted in poorer co-ordination and management control. (10.11; 10.13; 10.14)

Alongside the decline in staff funded by authorities, there has been a growth in associated personnel working with young people but funded by the Manpower Services Commission. Some of these workers have had experience in the Youth Service, but essentially they are carrying out work which the latter would not normally undertake. (10.15)

There is evidence that over the last few years a small but increasing amount of Youth Service provision has been financed through, in particular, the Urban Programme, although not all authorities claim or obtain such aid and those that benefit do so to varying extents. Extra funds and staff are no doubt to be welcomed, but the way in which these have entered the Service has brought several problems. (10.16)

First, there is the danger of unbalanced and ill-managed provision which results from resources being deployed in a way that escapes the policy-making network and monitoring procedure of the local authority department responsible for the Youth Service. When, moreover, these extra resources come to an end, the projects they have been supporting may have to be sustained at the expense of main-line activities, thus distorting the fabric of Youth Service provision. (10.17)

Secondly, the availability of funds outside the Rate Support Grant for specific purposes has increased the inequalities of provision that already existed. We do not wish to suggest that there should be standardised rates of expenditure across the country in place of the current flexibility to meet local needs in the light of local circumstances. Nevertheless, we feel that this wide range of expenditure is leading to a growing and unacceptable disparity in the level and quality of provision between authorities, and even between areas within the same authority. (10.18)

There are signs that voluntary organisations are now encountering constraints which are limiting further growth or even resulting in contraction. First, the current recession and lower standards of living for many have made it more difficult for voluntary bodies to raise funds and have resulted in a decline in the number of volunteers in the Service. Secondly, the capital building projects of local voluntary youth organisations have fallen off markedly in recent years. (10.20; 10.21)

The alternative to building premises is hiring accommodation. Although authorities may still be subsidising the use of premises, at no little expense, some voluntary organisations may nevertheless find that they can ill afford the increased charges. (10.22)

The net result of all these constraints on the voluntary sector has been a reduction, not so much in the number of clubs or

organisations, as in the volume of their activity. (10.23)

We are bound to admit, however, that we have found no method of establishing whether current resources are sufficient to meet needs. We consider it a shortcoming of the Service that machinery does not exist to monitor the effectiveness of the current use of resources. **The Youth Service is worth funding at a high level because of its potential for meeting crucial social needs.** Resources should be as readily available for a Service which helps prevent young people from getting into trouble as for those services, such as Intermediate Treatment, which provide a rescue operation once that point has been reached. **Secondly, funding of the statutory sector should be channelled through the usual policy-making network of the local authority department responsible for the Youth Service; and the growing inequality in funds reaching different areas should be reduced.** (10.25)

The findings of our review of resources for the Youth Service has two main implications for local authorities. **First, resources, whatever the origin of funding, must be subjected to proper methods of review and evaluation.** Some authorities already ensure this, but it should be standard practice among all. **Secondly, authorities already do much to facilitate voluntarism, but there are ways in which they might help to make it yet more effective.** They can enhance the contribution that volunteers can make, through good management and, for example, by giving financial assistance towards travelling expenses. (10.26; 10.27)

Authorities can assist voluntary bodies to be as effective as possible by maintaining officer support, so that they have capability for forward planning and responding to new needs, and by giving more help with premises. (10.28)

We hope that authorities will in future be prepared to fund both worthwhile new capital projects and schemes to improve or rehabilitate existing premises. In order to do so, we suggest that they should explore the possibilities of joint funding with district councils, where they are not already doing so. (10.29)

County or regional management of voluntary work is unevenly resourced at present. **Voluntary bodies will need to find the money to relate their management structures to those of authorities in order for liaison to be effective, and to ensure that officers are available for management tasks in all regions, sub-regions or counties.** They should preferably not rely solely on local authority funds for this purpose. (10.31)

We have found it impossible to determine whether funding for the Service should be more than at present. We therefore welcome the inclusion of a line for the Youth Service in the annual White Paper on the Government's expenditure plans which seems to denote level funding up to 1983-84 at least. We believe that the policies which underlie planned expenditure on the Service should also be made clear, whatever changes may take place in block-grant machinery in the future. (10.32)

The Need for Legislation

The lack of a clear statutory framework is a source of confusion and uncertainty of purpose, and is felt by many officers and workers in the field to imply an absence of public concern about the Youth Service. The words 'Youth Service' do not in fact appear in any statute at all at the present time. (11.1)

It seems that what is required is some legislative provision which will define the broad purposes of the Youth Service and give local authorities the necessary powers to employ staff, provide facilities, and assist other bodies to this end. These powers should be no less wide than they are now. At the same time, local authorities should have a duty laid upon them, in respect of a defined age-range, not necessarily to provide themselves a service which will be sufficient in itself, but rather to see to it that an adequate service is available in their areas, through one means or another. The precise means by which this is done should be left undefined, except that it should be done in effective and regular consultation with voluntary bodies and young people, thus recognising the essential roles which they play. We believe that the

statute might usefully mention a number of matters to which local authorities should have regard. These would not be prescriptive, but would be helpful in establishing the framework within which local authorities should work in carrying out their responsibilities. (11.4)

We believe that it would be appropriate to name local education authorities as the bodies to whom these powers and duties are given. We regard it as important that the Youth Service should be seen to be part of the mainstream of educational provision. Though we attach great importance to the dual nature of the Youth Service, we do not think that LEAs should be tied down as to the precise way in which they involve the voluntary sector and young people in a meaningful partnership. It should be sufficient, in our view, and the purposes and nature of local democracy would be best served, if they were obliged to consult regularly and effectively, having regard to certain considerations which would be specified but not made mandatory. (11.5)

Proposed clause for inclusion in a Bill

Objects to be achieved by legislation dealing with the powers and duties of LEAs in relation to the Youth Service

- (1) Local education authorities should continue to have a power, no less wide than they have at present under Sections 41 and 53 of the Education Act 1944, to provide facilities for social, physical, cultural and recreational activities suited to the requirements of all persons who wish to use them, irrespective of their age.
- (2) It should be the duty of every local education authority, as part of its educational functions
 - (a) to assess the need for and secure the provision of facilities, outside full-time education and employment, whereby young people may be assisted to discover their own resources of mind and body, to understand the society of which they form part, to have access to information and skills requisite for playing a full part in that society, and to make a contribution to the economic and social life of their community.
 - (b) in assessing such need and in securing such provision, to ensure that there is effective and regular consultation with voluntary organisations which provide services for young people in the area, and with young people themselves.
 - (c) to ensure in association with other local education authorities and with voluntary organisations that persons are available for working with young people whether in a full-time, part-time or voluntary capacity; and that opportunities are available for such persons to receive initial and in-service training.For the purpose of these requirements, 'young people' should be defined as those who have attained the age of 11 years and have not yet attained the age of 21.
- (3) In carrying out these duties every local education authority should take account of all the young people in their area, and not just those who are members of a youth club or organisation, and should have regard for the following:
 - (a) securing the provision of appropriate information, advice and counselling;
 - (b) enabling and encouraging young people to set up and run their own activities and organisations;
 - (c) enabling and encouraging young people to be involved in the community;
 - (d) assisting young people to make the transition from school to work, and meeting the needs of young people who are unemployed;
 - (e) meeting the needs of girls and young women;
 - (f) meeting the needs of young people who belong to ethnic communities;
 - (g) meeting the needs of young people who suffer from mental or physical handicap;
 - (h) promoting international visits and understanding.