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Foreword

Nearly ten years ago, following a recommendation of the Albemarle Committee, the Youth Service Development Council was set up to advise on the progress of the Service in England and Wales. As the decade following the Albemarle Report draws to a close, the Council have turned their attention to the future of the Service and have set out their views in the form of the Report that follows.

I am most grateful to the Council for the very thorough study they have made of this question and I believe that the new and imaginative approach they have brought to their task will make a major contribution to future thinking about the development of youth work. I commend this Report for careful study by all those whose concern is with young people. The Government are examining the wide issues raised by the Report in consultation with the many bodies concerned and will announce their conclusions in due course.

Edward Short

*Department of Education and Science,
Curzon Street, W1
July, 1969*

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March 1969**

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(See paragraphs 17-18)

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I Summary and Recommendations for Action

Summary

1. Has the Youth Service got a future? This is the contemporary question we have set out to answer. Our research and examination have convinced us of the continuing value of youth work and the vital contribution made by thousands of youth workers. But we are also convinced that the Service can no longer be isolated from general community activities. To-day over 50% of young people stay on at school beyond the statutory leaving age; those who go out to work usually have greater spending power than their parents did at their age. Their earlier physical maturity is acknowledged; they marry younger, and the majority show themselves ready to accept responsibility at an earlier age. This has been reflected in the lowering of the age of majority and the voting age to 18. The pace of change has been so great since the Albemarle Committee reported that the Youth Service cannot continue the fiction that the same provision meets the needs of all young people in the 14 to 20 age range. In fact there is often a greater generation gap between 14 and 18 than between 18 and 28. Our enquiries, supported by statistics shortly to be published by the Government Social Survey, have confirmed the considerable fall-out in membership after the age of 16 or 17, particularly of girls (paras 40, 86). This surely means that the present Youth Service is irrelevant to their needs, yet we firmly believe that many of these young people can be helped to create their place in society. The problem is to establish contact.

2. If hopes are to be realised there must be a new and imaginative approach. Our policy is designed to point ways ahead for the next ten years and to bridge the existing gaps. Our main proposals follow:

- (a) A Youth and Community Service should be established which will get away from the club-is-the-youth-service approach, meet the needs of young people by making contact with them *wherever* they are to be found, and recognise them as part of the community.
- (b) In a service designed to meet the needs of individuals it is neither necessary nor desirable to lay down hard and fast dividing lines; in practice we see the change of emphasis in youth work at about the age of 16 or 17.
- (c) Work among the younger age groups should be mainly the responsibility of the schools and voluntary organisations, working either in unison or

independently. The existing Youth Service lower age limit of 14 should disappear.

- (d) We hope the advance already made in developing youth work in schools and colleges will gather momentum. There must be the maximum exchange of expertise between teachers and youth workers in the field. Schools should no longer be built for one purpose but for wider community use. We hope that where possible local authorities will grasp every opportunity to plan developments on these lines. This will mean planning across committee boundaries from the very conception of a project. We believe that joint appointments covering youth and education can be a major factor in breaking down barriers. We would like to see more of them.
 - (e) The pattern of the Youth and Community Service for the upper age-range must be governed by a clear recognition of their adult status and level of sophistication. This may include, for example, the right of the over 18s to have alcoholic drinks in sponsored organisations. But, in any case, young people must be encouraged to play an active part in a society which they themselves will help to mould. There should be no upper age limit since people will use the service as long as they need it.
 - (f) We must shed the idea that the Youth and Community Service is primarily concerned with buildings, organisations or membership. Since resources are unfortunately limited there must be an order of priorities: first must come young people who have left school and whose social environment is inadequate. We see merit in extending the concept of the educational priority area to the Youth and Community Service.
 - (g) The new Youth and Community Service will bring exciting possibilities for new partnerships between the Service and industry, trade unions, commercial enterprises, the social services and education. This will mean strengthening old working relations which have sometimes been more apparent than real. The prime responsibility for the Service lies with the Department of Education and Science and local education authorities, but consultation between departments (at central and local level) is essential if the needs of young people are to be met.
 - (h) The acceptance of our view of youth and community work has clear implications for the training of youth and community workers, whose role is a demanding one. We endorse the new training proposal for a two year course (to replace the one year course) and feel this is a step in the right direction.
3. Our aim is to involve young people as fully as possible. We hope that they will join vigorously in the implementation of the new proposals.

Recommendations for action

4. We now turn to the action that we believe will be necessary if our proposals are to be implemented, taking in turn those bodies which play a major part.

5. *Recommendation for General Acceptance*

Youth and community work in the future should be based on the principles set out above and elaborated below.

6. *Recommendations to the Secretary of State for Education and Science*

(a) The Youth Service should be redesignated the Youth and Community Service (paras 175, 238).

(b) The Youth Service Development Council should be reconstituted as the Youth and Community Service Council to take account of the changed situation (para 396).

(c) The existing age limits of 14 and 20 should disappear and eligibility for grants should be correspondingly widened. (paras 175-176, 210).

(d) Priorities for grant-aid, especially capital grants, need to be reassessed, striking a correct balance between the younger and the young adult age groups. The first priority, however, must be as outlined in 2(f) above. One of the objects of the Youth and Community Service must be to bring young adults of both sexes together. A great many need help in developing their relations with the opposite sex: 'Knowing how to chat up birds' was how one boy put it. Therefore grant policy should favour mixed work. We also believe a high priority should be given to those organisations, including community associations, which help young adults to create and find their place in society. This might be taken into account when allocating resources. (paras 152, 156, 246).

(e) The new Youth and Community Service must be heard as well as seen. Therefore a major announcement about the important features of the Service should be made by the Secretary of State. (paras 88, 385, 388).

(f) The existing Youth Service has suffered from a poor image. Too often it is seen only as custodial and a means of preventing delinquency. It is essential that the new Youth and Community Service should be imaginatively projected through the most modern and effective methods of publicity. (paras 87-92).

(g) If the Service is to be launched successfully there must be a concerted governmental effort. This means the Department of Education and Science must set the pace and ensure that all the other government departments concerned (Home Office, Health and Social Security, Housing and Local Government) come together. (para 363).

(h) Whenever possible circulars about building programmes should stress the value of buildings designed not only for educational use but also for

the community at large. Facilities for old as well as young people can be an integral part of school and college design. Besides bringing together different interests and age groups in the community this pooling of resources helps to ensure value for money (para 368).

- (j) We hope the Schools Council will include among its members a person experienced in youth and community work. We welcome the proposed joint working paper on schools and youth work and hope that those responsible will promote discussion on it among teachers and youth workers. (para 364).
- (k) The two-year course of basic training for full-time youth and community workers should be replaced by a three-year course as soon as resources permit. (para 343).
- (l) Youth and community workers need to be recruited from a variety of educational backgrounds. With more young people having a university education there should be substantial numbers entering training at graduate as well as non-graduate levels. But to attract more graduates it will be necessary to offer better career opportunities (para 355).
- (m) In order that educational funds can be used for international projects the Government will have to clear up the present legal situation which prevents grants being given to young people by the Department of Education and Science to help finance overseas ventures and studies. This puts them at a disadvantage compared with many young people abroad. (para 214).
- (n) The University of Keele and National Bureau for Co-operation in Child Care should be approached to see to what extent our research proposals can be incorporated in the work they are doing in this field. (paras 392-393).
- (o) Few young people have any political education at all ; with the lowering of the voting age this vacuum is more noticeable and needs filling. One way of doing this is to consider how youth groups of the political parties can be associated with the new Service. (paras 211-213).
- (p) Since the finance available cannot be stretched to cover everything we would like to see done, over-13s must have priority. But at the same time an investigation into the needs of the under-14s should be undertaken, and some funds made available for experiments in Educational Priority Areas. (para 178).

7. *Recommendations for Action by Local Authorities*

- (a) Rapidly changing social conditions demand flexible local authority organisation. We urge local authorities to consider whether their structure and procedures facilitate participation in community service and allow a ready response to changing situations. Where they do not, they ought to be reorganised. (para 359).

- (b) The Youth and Community Service will make more impact locally if members of voluntary organisations are invited to sit on policy-making bodies. (para 366).
 - (c) The special skills of serving Youth Officers should be used to the full by ensuring that their views are sought and listened to at all levels and in all situations in the new Youth and Community Service. (paras 365-367).
 - (d) Consideration should be given to the appointment of social relations officers. In some areas the social relations officer might include in his duties the responsibility which normally falls to the Youth Officer; in others he will be a member of a team (following the practice of the new town development corporations). (paras 373-378).
 - (e) Local authorities should plan the use of their resources on a multi-purpose basis in order to get the best value for money spent. New thinking, an imaginative attitude to design, and constructive co-operation are required if joint planning is to be both economically and socially successful. (paras 384-385).
 - (f) Counselling must be an essential and continuing part of the Service. We believe that the present range of counselling services is quite inadequate to cope with the special problems of young people and we would support their extension. The Youth and Community worker must be trained for counselling and must keep abreast of all the many services offered by the specialist agencies, so that individual young people can be referred to them where appropriate. (paras 253-257).
 - (g) The broader role which we envisage for community associations should be encouraged by their representation on important local bodies. (para. 206).
 - (h) Young adults should be involved in the running of youth and community organisations, including committees with spending powers. (para 386).
8. *Recommendations for Action by Local Education Authorities*
- (a) Where appropriate, LEAs should initiate action on the recommendations affecting major local authorities outlined in the last section, and see that they are implemented.
 - (b) Youth Committees should be reconstituted as Youth and Community Committees to take account of our proposals and their membership should be very closely associated with further education and schools. Young people too should be included in their membership. (para 386).
 - (c) In spending limited resources LEAs should observe:
 - (i) the order of priorities set out in 2(e) and (f) above;
 - (ii) the social and economic value of the joint planning of facilities for community use; (paras 384-385);

- (iii) the possibilities of encouraging some measure of financial self-reliance; (para 383);
- (iv) the importance of people compared to buildings. Ingenuity should be exercised in the use of existing facilities; (paras 268-277).
- (d) Voluntary organisations should be encouraged to share in enterprises which are an integral part of local provision for whatever age-group. Where they do so grants towards their costs should be realistic. (paras 372, 381).
- (e) Establishments of further education, especially Colleges of Further Education and Evening Institutes, should make a greater contribution to the community (para 367):
 - (i) by training youth and community workers in special skills;
 - (ii) by helping students to find their place in the community;
 - (iii) by using their considerable facilities for community activities.
- (f) Schools and other educational buildings should be conceived and designed for community use as set out in 6(h) above. (paras 368-371).
- (g) Community associations will form part of the new Youth and Community Service. Just as the associations will have to adjust to wider responsibilities, so the LEAs will have to establish a new relationship with them. (para 206).
- (h) We welcome joint appointments, both of teacher/leaders, who carry specific teaching and youth work responsibilities; and of youth tutors, who develop youth work in schools and leisure provision for those who have left school. (paras 265-286).
- (j) We wish to encourage co-operation between youth and community work and schools. Youth workers co-operate in positive schemes to serve the needs of young people in the locality and should participate in 'Teachers' Centres'. (paras 189, 369).
- (k) LEAs should be prepared to bear the full cost of courses designed to prepare young people for the transition from school to work which are run with the help of voluntary organisations. (paras 112-117).
- (l) Although a great deal of experiment and some research in youth work has been carried out, little of it has been acted on. We hope that in future LEAs will keep in touch with research and make efforts to see that all this experience is studied and where possible applied. (para 391).
- (m) The Youth and Community Service should take account of the young immigrants in our population. The recommendations of the Hunt Committee¹ should be implemented. Local authorities should consult closely with Community Relations Councils where they exist, or with

¹"Immigrants and the Youth Service", HMSO 1967.

the Community Relations Commission for advice and information. Joint initiatives should be taken to stimulate action through conferences, training and field work. It is especially important that school buildings should be made available for community use in areas of high immigrant density. The needs of young coloured people must be kept under continuous review. (paras 389-390).

- (n) It is important to attract people of high calibre to the Youth and Community Service. This can only be achieved if the career structure and salary prospects are greatly improved. (para 355).

9. *Recommendations for Action by Voluntary Organisations*

- (a) Voluntary organisations should study the recommendations in paras 7 and 8 above and consider the ways in which they might take some initiative towards achieving these goals.
- (b) Our proposals provide a new framework within which voluntary organisations can continue to make an important contribution. We hope they will institute changes to meet the range of different needs of the new Youth and Community Service. (paras 237-241, 372).
- (c) Their relationships with school and further education establishments will need to be extended and strengthened. (para 372).
- (d) They should ensure that their role in and contribution to the Youth and Community Service are fully understood. (para 381).
- (e) Our recommendation in 7(h) above about the participation of young adults in the running of their organisations should apply equally to voluntary organisations. (paras 386-387).
- (f) National voluntary youth organisations should have close contact with their local branches. They should encourage the new opportunities for co-operation and co-ordination locally, particularly those which will result from the appointment of social relations officers. (paras 373-378).

10. *Recommendations for Action by Training Agencies*

- (a) Guidelines for the new two-year courses, as outlined in our report, and their relevance to part-time training, should be carefully considered. (paras 344-352).
- (b) More opportunity should be given to students to specialise. (para 351).
- (c) Training agencies should establish contact with their counterparts in social work and teaching to exploit common ground. We commend the Report of the Gulbenkian Foundation 'Community Work and Social Change'. (paras 330-331, 351).
- (d) Youth and community workers should have the opportunity of in-service training to ensure equally high standards throughout the Service. (para 354).

11. *Recommendations for Action by the Churches*

- (a) The churches will have to take a look at their role in the community in the light of our report, with particular reference to their neighbourhood work and training of personnel. (paras 218-222).
- (b) Many church buildings could be more fully used for community purposes, especially in areas where there is a shortage of facilities. (paras 221, 222(c)).

12. *Recommendations for Action by Trade Unions, Industry and Commerce*

- (a) Trade Unions should take positive steps to involve young people in union meetings and committee work. Too often the young person is not made very welcome. (paras 223-224).
- (b) Industry and commerce should respond to initiatives taken by professional youth and community workers in their district. Social facilities too should be made available to the community wherever possible: an example in this respect has already been set by many enlightened firms. (paras 225-228).
- (c) We would like to see more co-operation between trained youth and community workers and the management of coffee bars, dance halls and other places where young people gather. But we recognise it is up to the worker to make the first move. (paras 230-233).

13. *Recommendation for Action by the Joint Negotiating Committee*

The JNC should bear in mind the new responsibilities and longer training of youth and community workers when deciding their scale of pay, to ensure that the service is staffed by professionals of adequate calibre. (para 355).

Conclusion

14. We have briefly outlined our plan for a Youth and Community Service for the 70s, which is set out in full in the main report. We believe our plan reflects the current pattern of young people's lives. How successful it will be depends upon the Government accepting it – and acting on it; schools and local authorities showing their enthusiasm through action; and voluntary bodies taking their own special initiatives. Above all it will depend on the co-operation and goodwill of the 'consumers'; for if our recommendations are carried out in the spirit as well as in the letter, young people will play the most essential part of all. That is, they will be shaping their own Youth and Community Service.

II Introduction

Our Approach

15. The Youth Service must, by its very nature, be dynamic and responsive to changes in the society it serves; the search for new directions now going on is a healthy sign. Nine years ago the Albemarle Committee¹ gave a chart for action to make the Youth Service a more significant part of the educational structure. Most of the changes sought by the Committee have now been achieved. Yet, as was expected, there have been significant changes in our society since the Albemarle Report and the debate about the role of the Service continues.

16. The Youth Service Development Council is a vehicle through which this debate can be transferred into comment and advice for the Secretary of State. From time to time we have concentrated attention on selected subjects—part-time training, community service and the role of the voluntary organisations—and we have received help in these enquiries from many parts of the Service. Of late, however, doubt and misgivings have arisen about the Service as a whole and, in particular, whether it was meeting the need for different types of provision that might be called for by different age groups. 'One of the reasons that we are possibly failing in the Youth Service is that we are trying to do too much in one age-band—14 to 20. Young people at the top end of that age range find very little identity with the people at the bottom end of that age range. It therefore seemed to me that both ends of the Youth Service age-range should be examined' (Mr. Denis Howell, MP, Parliamentary Under-Secretary of State for Education and Science, House of Commons, March 26th 1967). Clearly the time was ripe for an overall review and we have, in this connection, read with great interest the booklet 'Community of Interest' written by the Standing Consultative Council on Youth and Community Service in Scotland.

17. The YSDC appointed two sub-committees. The first, under the chairmanship of Mr. A. N. Fairbairn, was asked to study the relationship of the Youth

¹Committee appointed by the Minister of Education in 1958 '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.' (Report. Cmnd. 929).

Service with schools and further education ; the second, under the chairmanship of Dr. F. W. Milson, was to report on the relationship of the Youth Service with the adult community. There are clear implications here for training, which have been studied by the Department.

18. Having considered the work of these three bodies, the Council appointed a working group consisting of the Chairman of the Council and the chairmen of the two sub-committees to produce a consolidated paper on Youth Work in the 70s. This, having been considered by the Council, led in turn to the present report. A list of evidence received and places visited is at Appendix 1.

The Albemarle Report

19. 'We believe that a ten-year development programme is required, to start in 1960. During the first five years prompt steps must be taken to catch up with a situation already upon us. During the second five-year period the permanent structure should be securely established'. In these words the Albemarle Committee expressed the core of their main recommendations, calling for both remedial measures and re-planning. We ourselves need to review the progress made in carrying out these recommendations, before we come to the measures necessary for further development during the decade of the 1970s.

20. The Albemarle Report proposed the appointment, by the then Minister, of the Development Council in order to advise him on the policy for and progress of development. Other major recommendations in that Report fell into three main categories. The first was concerned with training : that an emergency scheme should be initiated, to boost the numbers of full-time youth leaders from 700 to 1,300 within five years, and that long-term training arrangements should be set in hand ; along with this, there should be a recognised system of qualification and recognised salaries and conditions of service for leaders ; and training arrangements for part-time workers in the Youth Service should be expanded. Second was the recommendation that a 'generous and imaginative building programme' was essential to rehabilitate the Youth Service and to equip it for the expansion called for ; the Committee suggested that it might be useful to get ideas on design from the Architects and Building Branch of the Ministry ; it also urged that high priority be given at every level to remedying the general shortage of facilities for physical recreation. The third kind of recommendation concerned expenditure by all partners in the Service : central government should offer special grants for experimental work and should face increased expenditure on the Youth Service ; local government should give greater and more consistent financial support to local voluntary bodies ; voluntary organisations should consider a proposal for 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; and in turn, young people themselves should be encouraged to pay more for good facilities.

21. The fact that the main recommendations, and a number of subsidiary ones, gained quick acceptance from the several partners in the Youth Service is a tribute to the work of the Albemarle Committee, not only in reaching realistic practical conclusions for a first stage of development—'an exercise in the possible' as they themselves saw it—but in the subsequent discussion of what youth work is all about which their Report helped to generate. The Report itself spoke in terms of a Service — primarily 'social and pastoral' yet an integral part of the educational system—providing 'for the continued social and informal education of young people in terms most likely to bring them to maturity, those of responsible personal choice.'

22. We can see, therefore, that as we approach the end of this first decade of development, most of the Albemarle Committee's practical recommendations have taken effect. By 1966 there were over 1,300 full-time youth leaders on the Department's register of those currently in post (there are now over 1,500). The National College at Leicester has run emergency one-year courses since 1961. Conditions for acceptance as a qualified youth leader have been worked out, together with salaries and conditions of service (the Joint Negotiating Committee for Youth Leaders was set up and first reported in 1961). In addition to the National College course, existing courses at Westhill College of Education, Swansea University Department of Education, London (YMCA) and Liverpool (NABC) were recognised as leading to qualified status. Over 30 colleges of education have also introduced optional courses in youth leadership for teachers in training.

23. There are still in the Youth Service some of the 'dingy drab premises' noted in the Albemarle Report, but new buildings provided over a period of eight years have produced remarkable improvements. The style and modernity of much of this provision have undoubtedly made an impact on the pattern of work. The Department's Development Group of Architects were associated with an experimental club project, and Building Bulletin No. 20 on General Mixed Club Buildings has been produced. We have also noted the following Bulletins which are relevant to development of leisure-time facilities for young people:

No. 25 : Sixth Form and Staff

No. 28 : Playing Fields and Hard Surface Areas

No. 30 : Drama and Music

No. 32 : Additions for the Fifth Form

No. 41 : Sixth Form Centre.

24. Building programmes for the period April 1960 to March 1968 have allowed starts to be made on building work totalling £28 million. This

expenditure covered over 3,000 projects, both statutory and voluntary. In the same period, 160 youth sports projects totalling approximately £2.4 million of building work were programmed.

25. The Department's grants have increased from £299,000 in 1959–60 to £1.9 million in 1967–68. These grants are at present made towards local voluntary capital projects, and towards the headquarters administration and training expenses of national voluntary youth organisations, the training of youth leaders at Leicester, Swansea and Westhill, and special developmental and experimental grants (the total offered under this last head since their introduction is over £206,000).

26. Local education authorities have also substantially increased their spending on the Youth Service: from an estimated £2.58 million in 1957–58 for England and Wales to £10 million in 1967–68. To assess the degree to which local education authorities' resources devoted to the Youth Service have increased, we have obtained sufficient information to complete Appendix 2, which is constructed on similar lines to Appendix 4 of the Albemarle Report. It will be seen that the same questions were asked after a ten-year interval. The number of full-time youth leaders has more than kept pace with the Albemarle recommendations, as we shall re-emphasise later in another context; there has been a large increase in the number of part-time youth leaders; the total number of youth groups assisted has increased by 112%; expenditure per head of related population now varies from £0.42 to £6.27, compared to a variation from £0.07 to £2.65 ten years ago (allowing for the changed value of money, the average increase per head during this time is in the order of 120%).

Subsequent Developments

27. In the last few years there have been further specific developments in several fields: notably, the training of part-time and full-time leaders, voluntary service, provision for immigrants, work with the handicapped, and research and experiments.

Training

28. In July 1961, the Minister set up a working party under the chairmanship of Mr. G. S. Bessey to consider the nature of the training which should be available to part-time youth leaders and assistants, both paid and voluntary, and to advise on the best ways of arranging such training. Their report,¹ published in July 1962, took one stage further the study of the youth leader's job, and suggested a minimum professional skill needed, whether the leader worked full-time or part-time. The report identified a common element in the

¹The Training of Part-time Youth Leaders and Assistants', HMSO.

training required by part-time leaders of youth groups of all kinds, and recommended that local education authorities and local voluntary bodies should jointly organise basic courses incorporating this common element of training. The report urged that there should be full consultation between statutory and voluntary partners in this task and that co-operation between neighbouring areas should also be considered. The case for such joint training rests strongly on the need to use in an effective team the scarce resources of good trainers wherever they are employed.

29. We have been able to assess progress in the implementation of these proposals. In December 1965 we had the benefit of a report¹ of our Review Committee (appointed in December 1964) under the Chairmanship of the Countess of Albemarle. This Committee reported that there had been an impressive response to the Bessey Report. By the end of 1963 some kind of joint training agency had been set up in the areas of 110 out of the 146 LEAs in England and Wales. (55 areas had a single agency, and there were 19 combined schemes in which 55 LEAs, and voluntary bodies in their areas, were participating.) The Committee, however, not entirely satisfied with the degree of consultation between partners in the provision of this training, attempted an examination of the hindrances, and confirmed that future progress must be firmly based on joint action. The Committee commended tutorial group methods of training and emphasised the importance of team work and team training for the staff involved in this task, and of more effective association between educational services and institutions of all kinds and those immediately concerned with the training of part-time leaders. Their report also reflected some of the discussion of the time among many people concerned with training when it said, 'A few years ago, the concept of training in the Youth Service appeared to be the passing on of information together with demonstration by example. This has changed, and evidence shows a growing appreciation that training is designed to help the leader to develop his understanding and his working skill so that he can be more effective in his particular situation'.

30. The Department has been studying the question of future training for the full-time youth leader and has consulted, both informally and formally, many who are closely concerned with this training. The results of these studies, which we have followed with great interest, are incorporated in the proposals for re-organising training in the near future. It will be seen later that our proposals cover youth and community workers over a wider field than that of the present youth leader or the community centre warden. We would emphasise here that a similar change of concept is needed in the role of the part-time youth worker, a subject to which we return later in our report.

¹'A Second Report on the Training of Part-time Youth Leaders and Assistants', HMSO.

Voluntary Service

31. We are convinced, as were the Albemarle Committee and others before us, of the value of the voluntary principle at every level of activity. We have therefore been interested in the encouragement of voluntary effort by adults and by young people in all areas of youth work, statutory or voluntary. It may often be easier for voluntary organisations than for local authorities to obtain voluntary adult help, but in both cases a great deal of future development must continue to depend on the work of such volunteers supported where necessary by trained full-time workers. We are particularly attracted by the growth of community service, a subject we return to later.

Immigrants and the Youth Service

32. A Committee of this Council, on Immigrants and the Youth Service, was appointed in December 1965. Its chairman was Lord Hunt. Its terms of reference were 'to consider the part which the Youth Service might play in meeting the needs of young immigrants in England and Wales and to make recommendations'. The Committee received evidence from local authorities in areas of immigrant settlement, voluntary organisations and people concerned in various ways with the welfare of immigrants, Youth Service associations, youth officers and youth leaders. It held a seminar in the West Midlands attended by people having a personal knowledge of immigrant problems, and individual Committee members made field visits, reporting their findings and impressions to their colleagues. The Committee's report,¹ published in July 1967, called for: discussion at local level among all concerned with encouraging new attitudes to the problem; improvements in the Youth Service itself (including training); and a community-based approach to work with young immigrants. Local authorities and voluntary organisations were urged to review their broad strategy and policy in this respect and to assess their Youth Service provision in terms of these particular young people. The need was clearly stated to involve the help of a wide range of social agencies, and in particular the schools, colleges of further education, the Youth Employment Service and employers, the churches, social workers and the local voluntary liaison committees and the National Committee for Commonwealth Immigrants². The Department's Circular No. 8/67, which accompanied the report, asked local education authorities and voluntary youth organisations for reports by the end of 1968 on action taken and on developments designed to further the interests of integrating young immigrants. We understand from the Department that the replies suggest the following main trends. First, that there is still need for more local discussion of the issues involved and for basing joint action on what the immigrants themselves feel they really want. Second, that broad strategy and policy has in many cases still to be worked out. Third, that some individual

¹'Immigrants and the Youth Service', HMSO.

²(now succeeded by the Community Relations Commission).

local education authorities and voluntary organisations have initiated useful work: examples include the holding of conferences at which interested bodies were represented, the canvassing of support in the schools, encouragement of parents to sit on parents' committees and the appointment of youth workers to help specifically with immigrant problems. There is also evidence of success among the uniformed organisations in dealing with young immigrants. But all in all, we are far from happy about the total response so far made towards implementation of the proposals contained in the Hunt Report. We shall recommend what more could be done when we come to consider the administrative aspects of our proposals.

Work with the Handicapped

33. Many special efforts are being made by voluntary organisations and LEAs to help handicapped young people. In several areas there are clubs for educationally sub-normal children, associated with special schools, some catering also for 'normal' young people. One voluntary organisation is at present engaged on the development of work with backward adolescents with the help of a grant from the Department. Other voluntary organisations have developed residential holidays considerably during the last few years, bringing together physically handicapped and able bodied young people at several centres, and others are doing the same. One LEA arranged for a group of young people to staff a work camp in Father Borelli's House of the Urchins in Naples. The same authority has a scheme which enables girl club members to 'adopt' deprived children and share a week's holiday with them. Many more examples could be given of the Youth Service working with minority groups and serving needy elements of the community. For many young people the experience is all the more attractive and enjoyable if they have it in the company of others from the same club or organisation.

Research and Experiment

34. We recognise the contribution that can be made by fundamental research projects, simple surveys mounted for particular purposes, and experimental work in a variety of Youth Service settings.

35. The Department of Education and Science has recently commissioned a fundamental research project at the University of Keele, to examine the nature and purpose of work with youth and to contrast the perceptions of young people in and out of the Youth Service, professional youth workers, administrators, teachers, parents and employers. The Department has also asked the University of Leeds to conduct related research into the relationship between statutory and voluntary bodies in the Youth Service context. In addition, the Government Social Survey has undertaken a complementary study of the Youth Service and young people, designed to throw light on three basic questions about the role of the Youth Service: first, who takes part in the

activities at present provided by the Youth Service; second, what are the differences between young people who do and those who do not take part in these activities; third, what form of Youth Service can best meet the needs of young people.

36. We have been able to make limited and only simple enquiries of our own which we describe immediately below, and the figures we quote from enquiries and other sources must be regarded as tentative. We therefore look forward to the external assessment of youth work being carried out through the research projects mentioned above.

37. The special grants by the Department recommended in the Albemarle Report are particularly for experimental or pioneering work with the 14–20 age range. The Department supplies a paper of guidance to would-be applicants, who need normally to be sponsored by a recognised research organisation or the headquarters of a national voluntary youth organisation. On completion of a project a report is required so that the results can be shared. At the beginning of 1969, 15 projects had been completed (reports were then ready on seven of these), 14 projects were still in progress, four had attracted special pump-priming development grants and three projects had been abandoned. About half the projects have been concerned with special needs of particular young people including the handicapped and the unattached (see para 68); the remainder were variously concerned with particular youth work methods, training, voluntary service, and adventurous pursuits.

38. We shall have more to say about research towards the end of our report.

Membership in the Youth Service

39. Some figures produced by the Fairbairn and Milson Committees, and partly from other sources including the Government Social Survey are attached at Appendix 3. They contain a number of estimates and approximations and should be treated cautiously.

40. The main conclusions that can be drawn from them are:

- (a) The proportion of young people attracted by the Youth Service is some 29%, compared to the Albemarle estimate of 'one in three'.
- (b) The proportion of memberships falls away markedly by the ages of 19 and 20.
- (c) The voluntary organisations (many of whom are grant-aided) attract a higher proportion at all ages, not only below 14.
- (d) Club attendance by those in full-time education is disproportionately large and the appeal is mainly to those of 14 and 15.
- (e) A smaller proportion of girls is involved than of boys and they lose their interest more quickly.

41. These findings reflect what has happened to the Youth Service at a time of social change, a subject to which we now turn.

III The Changing Social Scene

42. There is a point about Youth Service which is often overlooked: if what the Service is offering will meet the real needs of young people there will usually be a spontaneous response. We see this demonstrated in the history of Youth Service in this country. In the early days of Scouting, Baden Powell needed to spend no time in seeking recruits; he was overwhelmed by the response. Hannah More provided schools for poor children when there was no other provision. Neuman saw and met the basic economic needs of the young vagrants in London. A Youth Service that wishes to be relevant must estimate the social scene and in particular those parts of it which affect the lives of young people; it will have the realism to accept as a criterion of success that it meets important needs which are not met elsewhere in our society.

43. In a valuable section the Albemarle Report sought to define the important aspects of contemporary Britain and their implications for the rising generation. Under the heading 'The Changing Scene' they listed those changes which are comparatively objective and more immediate in their probable effects. These were—the Bulge (the increase in the numbers and proportion of young people in Britain); the ending of National Service; physique; changing pattern of women's lives; delinquency; housing; education; social security; money to spend; employment; life at work.

44. In a second section of the same chapter they wrote of 'The World of Young People' and pointed out that adolescents are unusually exposed to social change. In particular they saw the following realities affecting the mental climate of young people: the diminishing political role of Britain in a world sharply divided into two immense blocks of power; a society in some respects increasingly fluid; yet, paradoxically, a society increasingly organised and set into formal patterns; a society where young people hear conflicting voices.

45. Young people are self-conscious because they are the object of so much attention. Though young people may often have an underlying idealism they are likely to suspect the socialisation process as 'brainwashing'.

46. Today, ten years after the investigation which led to the Albemarle Report, much of this is still true; indeed some of it strikes the reader as uncannily prophetic. Yet at the present pace of social movement some of these features have proved to be more influential than others; in some there have

been developments of such a kind as to change the nature of the social reality ; in other cases ten years may have diminished the part they play. We are concerned to estimate the needs of young people in the light of the changing social scene and not only to relate this to the Albemarle findings but to estimate any new main features which have emerged in the last ten years.

47. The decade has seen an acceleration in the rate of social change which has important consequences for young people. Sociologists emphasise the contrast between the phenomenon of adolescence in earlier societies and our own. They point out that many earlier societies were relatively simple and small, that they were agrarian, static and close-knit; and that they were marked by features which affected the socialisation of the young and their response. There was a firm normative structure ; the role of the individual was defined by society ; authority and power were in the hands of the older people ; a set of widely-accepted beliefs supported the norms ; and the young were weak economically and politically. The role-change of adolescence was institutionalised and marked by unambiguous ceremonies and there was little revolt from the young. Adolescents in this kind of society may be granted little freedom but they are vouchsafed a good deal of emotional support. All the contrasts are present in a modern urban mobile changing technological society like ours ; the normative structure is eroding ; the behaviour of the individual is less and less defined by the society ; the authority and power of older people is questioned by the young who have more power economically and politically ; there is no longer one belief system which receives general assent. This kind of society gives graded acceptance of adult status and the young are more likely to have a voice of their own. They are more frequently found with growing freedom but with less guidance, and hence more confusion.

48. Apart from this general picture and in some cases as part of it, there are features of the social position of young people in this country which deserve special mention here. It would be too simple to assume that the stresses to which we have drawn attention were merely expressions of a sense of grievance on the part of some young people against their elders. Economic factors also play an important part. Frustrations of the young are often based on a feeling of helplessness in the face of a property-owning society in whose values and priorities they do not yet fully share or indeed wish to share.

49. We feel there has been some breakdown of communication between the generations. This is supported by the researches of E. and M. Eppel who found that among the young people they interviewed fewer than one in three of them said they would go to their parents for help when in trouble. The Eppels conclude 'this group of young people feels itself to be unjustly and sweepingly criticised by a hostile or indifferent adult generation that takes little trouble to

understand their problems, and often misinterprets their behaviour to an extent that makes them feel hopeless and frustrated'. Dr. James Hemming is also among those who consider that there is a failure of effective communication across the generations. 'In their struggle to grow up young people need adult help, and they know that they need it, yet communications between adults and adolescents are at present notoriously bad. Many young people frankly admit that they would not dream of talking to parents or teachers about the things that are worrying them because "they would not understand"'.¹ Nevertheless, we should not want it to be thought that these findings have necessarily persuaded us that communications among previous generations have always been substantially better. We quote these statements to emphasise that when some young people feel themselves to be out of sympathy with the social and economic values of the established order, these problems can become exacerbated.

50. National Service ended in this country in 1960 after twenty years. For most young people it is not even a memory (though it may be part of the tiresome reminiscences of their parents). This was a central consideration for the Albemarle Committee: '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'. To some, National Service did give a sense of responsibility. This however is not to infer that a compulsory form of service is possible or desirable: still less does it imply that military methods of teaching social responsibility are feasible for us. Nevertheless, young people should be actively encouraged to feel for their own country in order that they may also come to feel for others. In practical terms, this will often mean learning to feel a responsibility for their society and for changing it. Any alienation of the young should, for all our sakes, be resisted.

51. Summarising its views on education, the Albemarle Report stated 'Both secondary and technical education are in process of being widely expanded and improved; opportunities are increasing for those boys and girls who do not go to grammar schools; many schools and colleges of further education are broadening their concepts of study; social education and physical recreation are receiving more attention.' That was written in October 1959 and since that date a lot of water has flowed under the educational bridge and much of it in the direction that the Report anticipated. We have had the Newsom and Plowden Reports; the Schools Council was established in 1964; the Government has pursued a policy of eliminating separatism in secondary education linked with the abolition of examination pressures at 11; the Certificate of Secondary

¹'Young People To-day'. A paper read at the Council of Europe Seminar on training the full-time Youth Worker. Leicester 1962.

Education was introduced for secondary school pupils who are not in the highest range of academic ability; the proportion of those who choose to stay on at school beyond the leaving age continues to increase; the training of teachers has been lengthened; school buildings are being designed to take account of the changed approaches to learning and their use both by school and community; a wide variety of new teaching aids and media are being used increasingly and a National Council for Educational Technology has been established.

52. These developments are encouraging and obviously are designed to meet the needs of young people. Substantial progress has been made. Throughout this period the number of young people staying on at school beyond the compulsory school leaving age has increased dramatically, so much so that now at least half the 15–16 age group remain at school. The school leaving age is to be raised in 1972 and the nearer this date becomes the higher the proportion of the 15–16 year olds who will stay on at school. Indeed, it can be reasonably expected that an increased number of 16–17 year olds will stay on at school after 1972. The Newsom Report, which we shall consider later, has, potentially at least, been a major influence for change in the secondary schools. The need to innovate in curriculum matters and make learning a personal activity is being realised and acted upon by a rapidly increasing number of schools. Youth workers should not underestimate the speed with which changes in this direction are beginning to take place. Informal approaches to learning, once the preserve of the primary school and of the Youth Service, are increasingly used in secondary schools and will provide common ground for the exchange of ideas and experiences between secondary school teachers and youth workers. The further education scene divides itself broadly into vocational and non-vocational areas. In the former, the colleges of FE and of Art mainly aim to equip young people for jobs and a wide range of technical, commercial or art qualifications. The colleges are therefore patronised by students who are often highly motivated by the need to gain a qualification. Some colleges also work in the non-vocational area but the main provision is via the evening institutes. Those who go to evening classes wish to extend their general education or widen their culture, pursue an interest or activity, or learn a skill or craft which occupies their leisure, or meet socially. The colleges of FE and of Art are well equipped to assist youth work and training by reason of their specialist staff and equipment. In the evening institute sphere many developments are afoot for the encouragement of students to decide the social development of institutes and contribute towards the structuring of their class and activity programmes. In the more highly developed centres, variously known as adult education centres and village and community colleges, the tools lie readily to hand for the development of individual responsibilities and participation.

53. Yet there are still important needs which are not only not met in the educational provision but may also be intensified by that provision as it is at present. There are places where the new approaches to learning are not used and where the persistence of the older didactic methods may lead to frustration and failure of individual fulfilment. It is still possible to experience social rejection if one is not an examination success in our society; some young people lose what they have gained because their educational process after leaving school is weak, inadequate and inappropriate; the available research evidence suggests that some educational opportunity is class-structured.¹

54. And there is ample evidence that a significant number of young people are at risk in a society like ours despite its educational and social services; there is in fact much to suggest that many of our social problems bear most hardly on children and young people. In a recent book,² Sir Alec Clegg and Barbara Megson point out that two per cent of our children have to be given direct help by special agencies set up to help them—psychiatric, social or medical; but they estimate that another twelve per cent need such help but do not receive it because their distress is unnoticed or there is not enough provision. The Registrar General's Statistical Reviews of England and Wales 1956–1965 include a number of disturbing facts about the young in our country. The increase in this decade of illegitimate births in one year to girls of 18 was from 1,880 to 5,778, to girls of 17 was from 1,288 to 4,476, to girls of 15 was from 204 to 1,068; the suicide rates for young persons between the ages of 15 and 20 showed an increase from 49 to 121. The increase cannot be explained by the increase in the total adolescent population. For the same decade the 'Summary of Local Authority Returns of Children in Care' (Home Office) tells the same sorry story. Children abandoned show an increase of 85%; illegitimate children for whom mother could not provide increased by nearly 200%; children in thoroughly bad homes by 166%; and children committed to care through their own offences by 76%. It is not a sufficient answer to say that, formidable as these statistics are, they only refer to a minority of our young people; that is true, but the figures represent a depressing total of human wretchedness and waste. In January 1968 'Rootless in the City' was published by the National Council of Social Service and the National Institute for Social Work Training. This book demonstrates that in all cities there are an increasing number of young people who are adrift and are in urgent need of pastoral care of a thoughtful and specialist kind. We do not mean to infer that youth work is only concerned with young people who are in extreme need, but they too are part of our concern; and these examples are sufficient to establish the point that with all the improvements in our services, there are still many young people

¹c.f. *inter alia*, 'The Home and the School': J. W. B. Douglas (MacGibbon and Kee).

²'Children and Distress' Penguin Education Special.

at risk in our society. This situation leads us to establish as the first priority for youth work those who are socially deprived and have left school.

55. Many youngsters who have left school have clamant needs to meet encouraging adults who believe in their possibilities ; to be tempted though not coerced to take up new interests ; to have good counsel in their personal dilemmas ; to find their feet in a complex world.

56. The raising of the school leaving age in 1972 could easily increase both provision and need ; much will depend upon the pace of the changes outlined above. But the fact is that it will keep in full time schooling for another year thousands of youngsters who think of themselves as young adults rather than children and who live at a time when the tendency is to lower the age of recognition of social adulthood.

57. One interesting development since Albemarle has been the increasing importance given, at every level of social work and educational provision, to group work and counselling. These relatively new approaches and techniques span for example the usual divisions between education, for they are being used in varying degrees in schools, Youth Service and further education. The development of more informal relationships between the young person and the adult in school and youth organisations has made the exploration of these areas of interpersonal discipline a vital one. The new curriculum developments in the secondary schools have resulted in child centred work and learning by discovery and projects, which have led to a greater variety of groups and increased mobility of pupils. This mobility and variety, particularly where the teacher is aware of differing individual needs, has highlighted the potential of group participation for providing the young with experiences in which they can learn about themselves in relation to others.

58. In a sense new provision creates new needs since people become aware that needs may be met, and it is likely that in the future far more attention will be devoted to these approaches on training courses for community workers of all kinds.

59. There are perceptive writers who question whether 'teenage culture' is a valid description of anything found in our society but it cannot be denied that there is a way of life linked with dress, speech, art forms, patterns of relationships and entertainment which is commonly associated with the young. And this 'teenage culture' (or 'subculture' or 'anti-culture' as it has been called) has become more firmly established in the last ten years and seems likely to maintain its position though its forms may change. The responses of young people to these aspects of culture show that they are satisfying needs.

60. Along with many other countries in the world, there is a growing demand for the people to be involved in the decisions which affect their lives. 'Participation' is the 'in' word though the evidence is not yet available that this is a

popular clamour; it may only be as yet what progressive leaders think the people ought to be demanding. The young have not remained unaffected by the fashion. The most publicised form of this reaction is the 'students' revolt'. But other social groups of young people have heard the good news and in homes, schools, clubs and many other points of community encounter they are less likely to be happy to be told what to do.

61. The Albemarle Report drew attention to the earlier onset of puberty (p.14). During the ensuing years this change, along with other factors, has been associated with an earlier age of social maturity. This is partly a matter of self-identification. It is debatable how many youngsters of 17 think of themselves as 'youth' any longer and this may be one reason why 'Youth Service' and 'youth clubs' have a limited appeal for this age group and upwards. It is also a matter of decision of course by the community. Eighteen will soon be the age for the social recognition of adulthood and the age for voting. What the lowering of the age of social maturity means in terms of personal decision is hard to establish without careful and sustained research. How far, for example, does the youngster of today decide his sexual conduct in the light of his own judgement and how far is he affected by the norms of his society? There are wild guesses on this fascinating subject and startling rumours gain currency. But the careful enquiries of Michael Schofield¹ for example suggest that the young are not as sexually promiscuous as may be commonly supposed. Yet any viable educational or social service will have to accept this earlier age of social maturing. It will have to take account for example of the fact that an increasing number of the new generation, young men as well as young women, are marrying at an earlier age.² Many of these youngsters could be helped, and many marital breakdowns avoided, by an educational and social provision which included preparation for courtship and marriage.

62. The Albemarle Report wrote emphatically on the 'changing pattern of women's lives' as follows: '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'. The three points turned out to be earlier marriage, the tendency for girls from homes where manual work has been the tradition to move into non-manual work and the consequent greater need of girls for further education after leaving school. But, as the Report was quick to point out and our own investigations confirm, the Youth Service attracts fewer girls than boys. The changing role of women in our society has been accentuated in the last decade—the increasing number of married women going out to work, improved educational standards, and the wider knowledge and use of the pill

¹'The Sexual Behaviour of Young People' – Michael Schofield, Longmans.

²See 'Annual Abstract of Statistics, 1967' page 26.

have been some of the factors that have played their part in this process. Yet, if we may anticipate our findings, the Youth Service has not proved to be conspicuously successful since Albemarle in meeting the needs of girls and preparing them for their changed role in society.

63. There is one aspect of our society in the post-Albemarle period to which we wish to call attention. During this period we have moved rapidly towards a multi-racial society. This has led to many discussions about the issues involved, which have several implications for us. One is the fact that all young people in Britain today are growing up in a society which contains the challenge of 'cultural diversity, equal opportunity, in an atmosphere of mutual tolerance'. The second implication is that there is a growing number of coloured adolescents—an increasing proportion of whom will have been born in this country—who must be helped to take their rightful place in our society.

64. Of course, there are many other features of the changing social scene which could have been selected for comment; some of Albemarle's points call for current assessment—for example the delinquency problem which they highlighted has grown worse; but we have selected those which seem to us most significant for our limited task.

65. In this setting we feel that the main needs of young people are to understand themselves in relation to society, to recognise what must be accepted in both, and to identify what can be changed and by what means. To reach this stage there needs to be developed personal awareness and responsibility, to generate self-respect; social awareness and responsibility, to generate concern for other people both corporately and individually; and creative awareness and responsibility, to develop ways of changing those things which are susceptible to change. Young people need experience to reach awareness and responsibility. Some experience is inevitable, some not. The opportunities and experiences available to them vary considerably, according to their home backgrounds, work, schools, and the kinds of communities or geographical areas in which they live. In some situations, the range of opportunities and experiences is very limited and help is required to extend it. But if young people are to make their own choices consciously, and to decide for themselves what they must accept, and what they can change, they need to experiment, to understand what is happening to them, to assess what their experiences mean to themselves and other people. Such understanding normally calls for adequate information, and for the help and support of adults and friends.

66. In summary then we may say that at a time like this a significant section of our youth population need situations in which opportunities exist for:

- adult support, guidance and help to be available
- understanding, interpreting and extending experience

young people to make their own choices and to understand the factors that
can be considered in making them and the consequences of making them
redeeming lost chances and for taking second chances
sustaining and developing interests and enjoyments experienced at school
and elsewhere
discovering new skills, interests and talents
availability of information on the variety of resources for the use of increased
leisure
experiences to take place which are unlikely to be found in compulsory
situations
learning how to establish satisfactory social and personal relationships
learning how to accept responsibility in the community.

IV The Present Youth Service

Introduction

67. We have traced a changing social scene as the background to progress made in the post-Albemarle decade. We now attempt an assessment of where the present Youth Service stands.

Approaches and Achievements

68. Some new approaches have already begun to emerge to meet changing conditions. The Youth Service has become increasingly interested in those young people who do not use the service offered. While this interest has arisen in part from a desire to extend the membership, it has also been a recognition of the need to understand the kinds of help and service which young people require and would use. New approaches to young people have therefore been made with an expectation of change within the Youth Services. Those experimental projects which attempted work with young people outside the normal service emphasised the need for flexibility and variety in the service. These together with other information resulted in several different approaches. The first is one having no membership requirements, in which the emphasis is on a relationship which can be established by workers with individuals and groups of young people who need adult help and will accept it on their own ground. Many of these young people have had difficulties in their home backgrounds, are unable to use fruitfully the schools service, and have a variety of problems in their relations with society in general. Although there is an accumulation of evidence of the help needed from and given by these workers, this approach to youth work is still relatively new and requires more exploration. One requirement noted is that such workers need a variety of skills in individual, group and community work. All the training agencies have responded to this, and one has already set up a course for training in detached work. A second approach, in operation for a longer period, has taken place within existing and new centres and clubs. In these, the emphasis is on association between young people, and between young people and adults. Activities flourish and die as required, and the youth workers help young people in relationships, problems and interests, inside and outside the buildings. A third approach has resulted from the recognition and encouragement of spontaneous groups. These could be friendship groups or groups with a particular interest. These groups need little or no adult help, but usually require meeting places or facilities. In helping

these groups to flourish, workers realise that they do not lead to membership, but need to retain independence. A fourth approach, relatively new, has been the establishment of independent youth consultation centres where young people can receive practical help, information, or counselling. These vary in their staffing or service, but are obviously meeting a need, and show every indication of development.

69. Materially, the better buildings and equipment, though still inadequate in total quantity, and the increased expenditure on a wider front represent substantial achievement at times when competitive claims on expenditure are strong. There are also considerably more trained youth leaders in the field and a development of training itself among agencies concerned both with part-time and with full-time leadership training. Some youth workers are now more ready to innovate, though it must be admitted that many try experiment tentatively and, like people who invariably wear both braces and a belt, they also hold on to time-honoured custom in the Youth Service. The work of volunteers—among them leaders, helpers, enthusiasts, instructors, the good committee member, people in related adult societies, sports associations and interest groups—still constitutes a vital contribution and a great strength in this sector of the education service. To use the services of these people well, with support from full-time trained personnel, should be a major objective in future development, on educational as well as economic grounds. One other improvement in the Youth Service appears to us to be the increased and more open discussion of objectives and achievements to be found in conferences among youth workers and in professional and other journals. As to the vigour of existing youth work, this has always been difficult to generalise about, but, at a simple estimate, we have no doubt that there is more liveliness among youth groups than there was ten years ago.

70. The present position, therefore, has both strength and weakness: strength, in that a significant number of customers are attracted, and so far as we can tell many of them find what they want; weakness, in that the Service has not achieved a wider appeal among those it could involve.

Some External Views of the Service

71. The youth worker will in many cases be the first to recognise that one of the most severe handicaps is the impression which society has of the Youth Service. As a starting point for our study, we ourselves looked at some of the ways in which the Youth Service is seen by various sections of society, including young people themselves.

72. Few people outside the Youth Service are aware of a unified 'Service'. This is, no doubt, because actual provision is made by the constituent parts,

and a bird's-eye view of the Service as a whole is scarcely available even to Whitehall or Townhall. The public's ignorance need not necessarily be a cause for concern. There is no reason, for example, why the support given to the individual parts should be affected; indeed there may well be some who would not wish to be associated with individual institutions if they knew them to be part of a national scheme. However, ignorance of the Youth Service as a whole makes it more difficult for the general public to appreciate the true role of their local organisations, although many individual and old-established organisations, such as the Scouts, receive widespread public interest. The commonest public expectation of the Youth Service is that it should fill a custodial, socialising, moralising and reformative role. Thus many organisations are thought to be doing useful service either by providing recreational activities combined with some kind of moral guidance, or at a more basic level by simply 'keeping the young off the streets'. In general the public's criteria for gauging the success of the Youth Service are limited, and youth organisations tend to be judged by their attendance figures and the number of activities offered.

73. There are those adults who adopt the same critical attitude to youth organisations as they do to young people in general, objecting to 'rowdy youth clubs' for 'undisciplined and irresponsible youngsters'. In this connection the National Association of Youth Service Officers, talking of 'the reluctance with which the adult community has discharged its responsibilities to the young', says 'it would perhaps be a mistake to attach too much importance to the resentment felt by some adults towards the young but certainly it is evident from the attitudes of the young that many adults have been found wanting'. Many adults see young people and their activities as a threat, often at the same time envying them their freedom. Others seek to exploit the young and their affluence. Too often young people are expected to obey an ethic which their elders preach but do not practice.

74. As one would expect, the public's indifference to the Youth Service seems to make it more difficult to recruit voluntary workers from outside the Service. The Association for Jewish Youth, voicing the experience of others, said that 'over the past ten years the vast majority of adults attracted to youth work are people who have been members themselves'. Among reasons the AJY saw for so few adults being prepared to work with young people were, first, the 'inability or lack of opportunity to present through the press or other media, an attractive picture of youth work, the variety of help required and the need for specialist assistance'; and secondly, 'the opposing images that Club work presents; a place for table tennis, football, drama, etc., where only someone with a 'parlour trick' can help; the too permissive club where voluntary workers find it difficult to establish their purpose'. They added, 'both these

pictures are, of course, distorted, but nevertheless, it is how many adults see club work'.

75. Parents' approaches to the Youth Service are tied up with their changing relationships with their children. The clearly defined relationship of the earlier years has to undergo a change if the child is to gain independence and emerge into adulthood. Parents need help at this time for they are continually under pressure to give the young people more freedom. While they may accept the need for greater freedom, many parents feel that they must still exercise some responsibility and control, although they may not know how. To those who wish to avoid their responsibilities the Youth Service seems to be one agency which will shoulder them, since the youth club will provide their child with recreational facilities in a controlled and ordered environment. As the National Union of Students put it, the youth club is seen by many parents as 'a better place for their children to go than to commercial clubs or to other entertainments', and as 'the sugar-coating on the pill of teaching socially acceptable behaviour'.

76. We hesitate to pronounce on the extent to which the opinions of adults and parents are influenced by the press. We recognise, however, that in their reporting of the activities of young people some sections of the national press emphasise the sensational and that where they mention the Youth Service this has spilled over into their treatment of it. However, in this respect, the Youth Service agencies themselves might have presented a more positive image to the national press if they had adopted more positive press and public relations policies. We recognise that where such policies are practised locally the image presented by the press is a fair reflection.

77. We found little knowledge in industry and commerce of the structure and intentions of the Youth Service. We asked for evidence from the Confederation of British Industries, the British Junior Chambers of Commerce, Imperial Chemical Industries, the Industrial Training Boards, and various personnel officers. Only a few personnel officers were able to help us, and more than one of our correspondents replied giving us reactions to the Youth Employment Service. Such industrial opinion as we received seemed to see the Youth Service ideally as a means of fostering self-discipline and responsibility among young workers, and thought that at present there was often too much concentration on recreational provision.

78. The Trades Union Congress' view of the Youth Service was clearly expressed to us in their evidence. They saw its role as 'to provide young people with opportunities for expending constructively their mental, emotional and physical energies, for assessing their individual capabilities by socially tolerable

experiment and adventure, and for questioning conventional values and established ideas'. However they felt that the Youth Service was 'at present failing to help any significant number of young people to develop as adult citizens and persons'. They thought that 'the causes of this relative failure are undoubtedly complex, but would seem to be due both to the formidable scale of the task as a result of the inadequacies of all the services and the agencies responsible for the well-being of young people, and to the weakness of the Youth Service itself resulting from its fragmented structure and the paucity of its resources'.

79. A number of other agencies are engaged in work with young people parallel to that of the Youth Service, e.g. the secondary schools, the colleges of further education, the community associations. But rather than seeing the Youth Service as complementary provision, many people in these agencies seem to see it as of secondary importance, and claims are made on their behalf to take over part of the work at present being done in the Youth Service.

80. Young people's attitudes to the Youth Service were of particular concern to us. It was interesting to note how unanimous the evidence was. We use here, however, only two pieces of evidence both of which have added authenticity since they are the results of surveys and discussions with young people themselves. They are a survey organised by Pat and Monica Matthews among 400 young people from 41 different areas of London, and a summary of various discussions John Easton of the Sheffield Industrial Mission had with young people in his area. Together they provide an interesting picture of young people's image of the Youth Service. Inevitably, however, such evidence is likely to come from the more articulate section of young people.

81. As one would have expected, Mr. Easton found that the young people he interviewed were unable to distinguish between local authority and voluntary organisation provision, identifying clubs either by where they took place or by the individuals responsible. The older the interviewees were the more they thought that 'youth clubs were for those who still go to school, who had little money and were used to being told what to do' (Easton). 'There was a strong feeling that there was not enough opportunity for freedom of expression, independent action and programme planning by members themselves' (Easton). Mr. and Mrs. Matthews' survey confirmed that there were 'too many rules and regulations' and 'too much emphasis placed on trophy hunting', and that 'too many leaders were dictatorial and forced their own ideas on members instead of trying to find out what the members wanted to do'. 'The most common complaint of all was that there were no facilities to cater for the older members and that equipment and instruction was often very fifth rate . . . premises were often shoddy, poorly lit and lacking in adequate heating arrangements'.

82. The Matthews also found that a large number of those they interviewed had left supposedly 'open clubs' sponsored by Church organisations 'because they had found too much denominational bias and felt that they were "being got at"'. Consistent with this view is the following quotation from the NUS's evidence :

'Too often a youth club or other activity is regarded as being run by "do-gooders". Since there is always a reaction against any effort at patronising young people, this gives an immediate disadvantage to such organisations. The social, cultural and sporting facilities are too often seen as a bait to attract people into a club in which they will be indoctrinated into a particular way of thought'.

83. Mr. Easton's survey showed that many young people felt that after the age of 16 or so youth clubs became irrelevant anyway 'when you had money to spend, wanted to be with a boy-friend or girl-friend, or to go to a pub or discotheque'. This reinforces the point that many older teenagers compare the Youth Service with the commercial provision which they are increasingly able to make use of as they start earning. In most cases the Youth Service suffers by the comparison and the young people choose the sophistication of the commercial provision and the freedom and power which the market place gives them. The NUS puts this strongly: 'people in this situation will naturally not gravitate towards anything which suggests to them the discipline and organisation of a school'. The Youth Service, which appears to them simply as another aspect of 'them' as opposed to 'us', is rejected, therefore, in favour of commercial entertainment.

84. From our evidence then it is clear to us that many people are not aware of what the Youth Service really does or can do, and that their views are often strongly coloured by their attitudes to young people in society generally. A majority of young people themselves stay away from present forms of provision for a variety of reasons; for example, because the Service is too juvenile for them or has too many restrictions, or because they have little part in deciding and shaping what is to be offered them. To the young adult the present Service often becomes irrelevant.

Some Relevant Factors

Separations

85. Several factors appear to us to aggravate the situation. Most of the existing youth work is provided only in club setting or in a unit of work which requires traditional forms of membership and commitment. There is a tendency to make provision which always separates people aged 14-20 from the rest of the community to which they belong, and a further tendency to pay insufficient regard to the differing needs of the younger people of that age range and the

older, who are adult. Links are often weak with other agencies which deal with young people : for example, arts centres, sports clubs and associations, groups in the community which cater for the special interests of individual enthusiasts, schools, colleges of further education and of art, industry, commerce and the trades unions. Where the Youth Service works alone and separated, it cannot serve the best interests of the young.

Girls not Attracted

86. Another factor is undoubtedly that the Youth Service has, too often in the past, ignored the special needs of girl members. There is, therefore, an urgent need to consider this aspect of provision. The Youth Service is losing girls rapidly from the age of 16 onwards. This is partly the result of girls' earlier maturity and their earlier age of marriage, but it may also be due to the very large preponderance of male youth workers in the Youth Service and their frequent inability to develop a service which will appeal to the older girl. They are not alone in this ; further education provision for young girls in industry and commerce frequently leaves much to be desired and falls short of that for boys.¹ Various studies in recent years have shown that, given the right approach, and, still more, the right people, girls can and will play their part in new developments. While the individual approach and the personal relationship seem essential, the activities which result are often community directed. The interesting experiment involving local housewives and school-leavers in Bristol, described in 'Girls in Two Cities'² is one example. There is much evidence that it is often the young mothers who are the first to take community action on practical topics in any area.³

Publicity

87. A major hindrance to achieving a better public image—which we have shown is needed—and securing wider individual appeal in this area of education is the inadequacy of measures taken to explain its purpose and to achieve good publicity. We therefore deal with this subject at some length, particularly since we wish to encourage new approaches to work with young people, approaches which we describe later.

88. The acceptance of a new approach to youth work among all local education authorities and voluntary bodies will not come overnight. There is evidence that a number of them are reconsidering their philosophies and practices and that some have already adjusted their ways of working with young people. For example there is a growing acceptance of the broader

¹See 'A Report of the Industrial Youth Project', NAYC, 1968.

²An investigation into leisure-time needs by the National Association of Youth Clubs sponsored by the King George's Jubilee Trust, 1967.

³See 'Samples from English Culture' – J. Klein, Routledge and Kegan Paul.

concept of youth workers acting within the fields of adult education and community work. In general, however, the concepts of community development to which the Council adhere are not widely appreciated. Thus their significance and appropriateness for the problems of the Youth Service need to be communicated patiently and clearly. The implications for practical action at the local level are much more important than a neat logical prescription or an elaborate set of philosophical propositions.

89. A first necessity would be for the Department of Education and Science to make some form of announcement, possibly by the issue of a circular, setting out the newer concepts and scope for youth work in which the emphasis on active response to public provision, and active participation in the formulation and execution of policy by young adults in local situations is discussed. The issue of this circular should be followed by a series of discussions attended by representatives of the appropriate departments of local authorities as well as by the local education authorities and the voluntary bodies, so that the ground might be prepared properly for the successful launching of new initiatives in a wide area of activity.

90. Acceptance of the new approach to youth work by an individual local education authority should be followed by extensive publicity within their area and perhaps by the appointment of a part-time publicity officer. Conferences and courses should be organised. These should be attended not only by local youth officers and youth leaders, both statutory and voluntary, but also other community workers and educationalists, by members of the authority's staff, and by members of the management committees of various youth organisations.

91. We have already referred to the general public's ignorance of the significance and main purposes of the present Youth Service. Action should therefore be taken to improve this situation, and to draw attention to the nature and methods of the new approach and the opportunity it offers to enlist a wide measure of co-operation from public spirited individuals. In doing so the Department should consider the most modern and effective methods of publicity. Further use should be made of the monthly broadsheet 'Youth Service'. The future of work with young adults as 'a dialogue on equal terms' should be stressed.

92. We see a valuable contribution towards the objective of good publicity—as well as an encouragement to voluntary service—in the national scheme initiated by Sir Charles Trinder, the Lord Mayor of London, and known as 'Venture 1969'. Under this scheme the Lord Mayor is personally providing substantial cash awards to groups of young people who are judged to have made the most valuable and original contributions to the benefit of the com-

munity during the year ended 31st May 1969. Various newspapers, authorities and organisations are assisting in the formation of regional panels of assessors, who will put forward candidates for final consideration by the Lord Mayor and a panel of assessors. The awards are to be used by the winning groups on improving their services to the community or in furthering their basic aims.

Summary

93. In summary, we have seen that real expenditure per head of the related population has increased, while the proportion of young people affected has, if anything, declined. It should be noted, however, that the actual numbers attracted have increased. These facts give some weight to one view we have heard, that 'we are spending more and more on fewer and fewer' and this state of affairs makes our present enquiry, already needed on social grounds, even more relevant. Our assessment is that the Youth Service has reached another phase in its development when its objectives and approaches need to be re-appraised in the light of the changing social scene and adapted for the task ahead. We are convinced that, in spite of the shortcomings and the difficulties the Service inevitably experiences as a part-educational, part-social service, it can be re-shaped and enabled to contribute in positive and relevant ways to the future wellbeing of democratic society.

V Recent Developments in Schools

The Newsom Report

94. Perhaps the biggest potential influence for change in the secondary schools during the last five years has been the Newsom Report. Although concerned with the education during the last two or three years at school of children of average or lower ability—'Half Our Future'—many of the recommendations are being more widely applied. 'Relevance to adult life', 'choice', 'imaginative experience through the arts', 'the extended school day', 'extra-curricular activities', 'deliberately outgoing', 'work experience' . . . these and others are words and phrases in common usage derived from the Newsom Report.

95. Government action on the Report may not have been all that some would wish, but the impact on educational thinking and practice has been immeasurable. It produced innumerable conferences and courses for teachers which studied the whole or sections of the Report. In many cases other educational workers—youth leaders, youth employment officers, and representatives of industries and parents—were drawn into these meetings.

96. In the context of the Council's work, the Newsom Committee recommended extra-curricular activities, including clubs and societies catering for a wide variety of interests, as part of the schools educational programme; the extension of the school day for older pupils; more experiments in joint appointments of the teacher/leader type; the design and equipment of school buildings to emphasise the status of older pupils and to permit use by other educational and social services; the school programme in the final year as 'an initiation into the adult world of work and leisure', and extension of personal advisory and welfare services for young school leavers. These recommendations, which we fully support, bear on the relationship between the school and the Youth Service.

The Schools Council

97. The Schools Council, now over four years old, is an independent body representing teachers and other educational interests. Its task is to help schools to respond to change 'in the aims and methods of scholarship, in the social and economic objectives of education, in the attitude of pupils, in knowledge of the learning process itself'. It formed early links with national

development work in the teaching of science, mathematics and foreign languages pioneered by teams of experts supported by the Nuffield Foundation,¹ and is now associated in one way or another with the whole range of the Foundation's curriculum projects. Some current national projects are jointly supported by the Council and the Foundation; others, financed initially by the Foundation, have been extended with support from the Council. The Council has also initiated its own programme of enquiry, research and development related to the curricular implications of the Newsom and Plowden Reports, the raising of the school leaving age, sixth form curriculum and examinations, and the teaching of English (including major projects for teaching English to the children of immigrants). From the outset, the Council has made widely available through a series of Working Papers and other publications its initial thoughts about programmes of activity and has invited discussion and comment from those in touch with 'classroom realities'.

98. Schools Council Working Paper No. 11, 'Society and the Young School Leaver: a humanities programme in preparation for the raising of the school leaving age', is one example. It is a discussion paper which stimulates thought and action about linking the curriculum with the needs and interests of those who are leaving school shortly at the statutory leaving age, which illustrates how English, history, geography, religious education—and other 'subjects'—can be related to an area of enquiry with no subject frontiers which is relevant to the youngster and based on his experience. Within its theme of initiation into adulthood at both personal and social levels it considers the meaning and purpose of life; the responsibilities of sex, marriage and family life; the responsibilities of citizenship and the responsibilities of the world of work. The feasibility study reported in this Working Paper led to the establishment of a Humanities Curriculum Project supported jointly by the Council and the Nuffield Foundation.

A Comprehensive Approach

99. The Council has taken account of the reorganisation initiated by several LEAs and developed by the Government when, in Circular 10/65 of the 12th July, 1965, it declared its aim to end selection at 11+ and to eliminate separatism, described ways of achieving this aim and requested LEAs to submit plans for reorganising their secondary education on comprehensive lines.

100. At the end of January 1969, 119 of the 163 local education authorities in England and Wales had full or partial schemes implemented or approved. Of the six main comprehensive systems which the Government asked authorities

¹An independent trust, administering funds provided by Lord Nuffield and others, which includes in its object the advancement of social well-being and of education.

to consider, the 'all through' 11–18 school is the most favoured. A minority of authorities propose two-tier systems whereby all or some pupils move from a junior to a senior comprehensive school at 13 or 14. Some authorities propose 11–16 comprehensive schools with sixth form colleges for those over 16; others want to transfer pupils from primary schools to comprehensive middle schools at 8 or 9 and to comprehensive upper schools at 12 or 13.

101. Evidence from the Church of England Youth Council in the form of a Report on 'School and Youth Service in the Community' notes that 'diversity of development raises a number of issues', for example, 'adverse effects may be anticipated in some school-based community situations, particularly in middle schools—preservation of continuity with Youth Service activities will be uneasy . . . How far new loyalties and interests formed by pupils in an upper school will prevent them returning to Youth Service provision in a middle school remains to be seen'.

102. The value of the comprehensive approach in the upper reaches of secondary education is illustrated in an article which appeared in *The Times*, 11.12.67. In a northern mining area is a sixth form of 360 boys and girls which may grow to 480; two out of five students are from local secondary modern schools. The students, aged between 16 and 18, organise their own affairs through an elected students' council which administers the buttery—which makes a profit of £8 8s. 0d. a week—socials, entertainments and finance. The council has its own bank account and employs and pays its domestic helpers . . . Each student is able to choose an individual time-table. Some do three or four advanced level subjects, some may do only one. Some do two or three ordinary level subjects. Some do accounts, shorthand and typing. Some sit no examination . . . The most moving impression . . . is of the students themselves. There seem to be no gaucheries at all. Instead, they are self assured, confident and independent, respecting the trust that has been placed in them. After (this experience), university for some of them is apparently a disappointment.'

Raising of the School Leaving Age

103. Many of the changes of approach to learning arising from the Newsom Report, the work of the Schools Council and the Nuffield Foundation and the planning and organisation of comprehensive schools are related to the raising of the school leaving age to 16, especially for those who are of average or less than average ability. The deferment of the date until 1972–73 need detract in no way from their importance. The upward trend of the past twelve or so years in the proportion of children who stay on voluntarily after the compulsory leaving date will continue. In any event, it is very desirable that preparations for the longer school life should go forward and that other

phases of educational and social provision should be ready to adapt themselves to it. The deferment of the date of implementing the raising of the school leaving age may well enable LEAs to contemplate planning extensions or indeed new schools so as to maximise the use which can be made of school and youth service building programmes—for example it will be possible to plan overall relationships between sixth form centres, youth and adult wings.

Effects of New Approaches to Learning

104. These developments and influences have supplemented in a positive manner what the secondary schools themselves, individually and co-operatively with help and encouragement from LEAs, are doing to:

- (a) break with traditional curricula and methods, to innovate,
- (b) become more outward looking,
- (c) abandon didactic for new and freer approaches to learning, often based on individual and group enquiry and discovery,
- (d) institute systems of guidance and counselling,
- (e) make learning a personal and pleasurable activity,
- (f) equip pupils for life and for living as well as for the demands of an increasingly technological age in which adaptability to new situations is a basic necessity,
- (g) provide opportunities for pupils to exercise individual initiative and responsibility,
- (h) examine relevance to the needs of young people and to involve them,
- (j) relate curriculum to the demands of adult society,
- (k) extend from the primary school the child-centred approach.

105. Particularly important developments are closer relationships between the various areas of the curriculum and a larger measure of co-operation between teachers. For instance, they demand some departure from a rigidly specialised teaching force and for greater co-operation between groups of specialist teachers through a team approach. None of this implies necessarily the integration of departments. The society in which young people exist and in which they will live and work after leaving school does not relate to a curriculum exclusively composed of separate academic disciplines. The curriculum is more likely to make sense and be more interesting to young people if it transcends subject barriers in order to show the relevance of aspects of a variety of subjects to the society in which they live. In this connection, personal exploration in relation to the past and the present, with clear explanation of curriculum objectives allied to an appreciation of the viewpoints of young people, is tending to develop.

106. The new approaches often involve a relationship between adults and young people in the learning situation different from the traditional hierarchy

of pupil and teacher. Adults are needed who can work with young people as well as for them, and who bring at least knowledge of and, preferably, experience of the outside world to their task. Informal techniques such as group work and free discussion, which encourage genuine face-to-face encounters between teacher and taught, become increasingly valuable to schools. We think that the total effect of all these new approaches to learning will be to blur the traditional distinctions between formal education and Youth Service and between those engaged in what up to now have been regarded as separate fields of activity.

Pupil Involvement

Clubs and Societies

107. School clubs and societies are normally based on single after-school interests. The personality of the adult concerned is often vital. He or she is usually a volunteer teacher, but parents, youth workers, and adults with particular skills are increasingly involved. Activities are not necessarily confined to the school premises. Voluntary youth organisations have a role here, either running clubs in their own image or—as is done, for example, by the Red Cross—offering specialist help. Societies and clubs often give opportunities for genuine self-government and provide a valuable link to adult life. We are encouraged by the number and variety already in existence.

5th and 6th Form Centres

108. The Newsom Report endorsed the raising of the quality of school life that would result from the provision of social areas and common rooms for senior pupils and stressed the consequential day-time educational advantages that would follow. The latter point, the setting of the stage for less orthodox learning methods, has perhaps been the main motive so far for the provision of such accommodation. Studies related to the eventual raising of the school-leaving age have shown that a social and academic break at the end of the third year can lessen the tensions caused by the desire to be away from school and out in the world. The first centres were started for 6th forms to provide, in addition to the informal learning situations mentioned above, a bridge to college or university, where students need to be able to stand on their own feet. The idea of special provision has spread downwards to 5th and, in some cases, 4th forms. It is quite possible that provision for non-selective schools will be different—in concept if not in kind. We have already mentioned the example of one comprehensive sixth form college; but such facilities are still unusual. With present restrictions, it is understandable that conventional, roof-over-heads building has priority and that the provision of these centres may have to depend for some time on local initiative and adaptation. As one example among many, an area behind the stage at one comprehensive school has been adapted for the social use of fourth year early leavers.

Self-Programming

109. The idea of pupil co-operation to achieve objectives without adult participation has been much discussed, but we have found no unequivocal practical examples. Moreover, the facts of life of school programming mean that no one group can have completely free choice of activity. Pupil involvement in programming may be a more realistic aim, particularly as the development of young people's powers of selection and discrimination may implicate the teacher in identifying and drawing out the abilities of the less able pupils.

Choices and Options

110. If full self-programming is difficult, it is not so hard to let young people exercise more choices and select between options in school. We welcome the growth of such opportunities and the general recognition we have found of the need to do more.

Self-Government

111. Practice in self-government would clearly be a useful preparation for adult responsibility. We have noted some gestures in this direction but no evidence of valid self-government with real teeth covering the whole school situation. It is hard to see how it could be made to work. Some school activity societies, however, are genuinely self-governing.

Preparations for Leaving

112. One of the main purposes of the new approaches to learning is to achieve a greater relevance between school and the outside world. In this section we look at activities specifically concerned with giving young people a realistic idea of the adult setting in which they will find themselves. All pupils need this help. Some youth organisations have considerable experience in this field, which is another promising area for co-operation.

Links with Working Life

113. The Government Social Survey's recent work for the Schools Council¹ has shown that most early leavers and their parents regard preparation for working life as the main function of schools. Nor do many of them appear to see this function in anything but the narrowest terms. While such strong customer preference need not be wholly accepted, broadly conceived there is undoubted scope for greater consideration of the problem of the transition from school to work. The Schools Council have established a Working Party (which includes a Youth Service member) on this subject. In their Working Paper No. 7 they describe a scheme for 'Closer Links between Teachers and Industry and Commerce'.² There are two main periods during which help can be provided for young people.

¹Schools Council Enquiry 1—'Young School Leavers', HMSO, 1968.

²HMSO, 1966.

114. There is first the final stage of the young person's schooling. During this time valuable guidance can be supplied by the school in conjunction with the Youth Employment Service; work experience can provide useful experience of actual working conditions; Adjustment to Industry courses, both residential and otherwise, can provide an important insight into some of the problems that lie ahead. In all these fields there is considerable evidence of close co-operation between schools, industry, Youth Employment Service, voluntary organisations, the Youth Service and the LEAs.

115. The second stage is the period immediately following school leaving, and this appears to us a particularly crucial time. There is a great danger that the supportive structures provided in the school situation will be neither continued nor replaced. We have seen experiments which are designed positively to establish personal links while the young person is still at school, which can be maintained and strengthened after he has left. Among these experiments are: the appointment of a counsellor or tutor with specific responsibilities in this connection; the extended school day which takes account of the special needs of the young leaver; the school-based youth centre. In association with the Youth Employment Service, the youth worker can provide valuable support to many young people at this stage.

Careers

116. The Youth Employment Service is the central careers advisory agency and its role is explained in the Department's publication 'Careers Guidance in Schools'. Here we are concerned with the school's contribution. A strong partnership between schools and the Youth Employment Service is essential to the system but, while almost all secondary schools use the Service, the degree varies widely. We are sure that, as schools become more outward-looking, they will do more, in general, to equip pupils to make well-informed choices, prepare them for transition from school to work, and introduce them to various leisure activities; and, more particularly, in co-operation with the Youth Employment Service, provide access to careers advice and help with its digestion, involve parents in career decisions, and provide Youth Employment Officers with the data on which they can help pupils. We know of examples where, when a team approach is made, a collective interest in the client is taken which gives the client a continuous relationship with those who are concerned and can help, especially in the early period of adapting to a new way of life. In this way a new meaning is given to the follow-up procedure, which is an essential part of the careers guidance system. It involves, or should involve, all pupils. It spans late school life and early working life. It is client-centred. The careers teacher is only one member of a team which can include other teachers, counsellor, parents, YEO, the Youth Service, further education and employers.

Other Preparations for Leaving

117. It is not only the work situation that confronts the school leaver: there are problems of personal relationships, management of home, money and leisure. A chart he has had a part in constructing, if only a provisional one that can be discarded later, can be important. If, by the acquisition of some general sense of purpose, a mark can be fixed on which to steer, so much easier will his navigation be. This is an area of exciting experiment by sensitive head and assistant teachers working, in particular, with early leavers. They will find much to help in the experience of the Youth Service. We saw a case of co-operation between the various interests involved, including the churches, in the 'Life and Leisure' courses sponsored jointly by voluntary and statutory organisations and partly grant-aided by the latter. This is an example of educational work of great merit where voluntary organisations and LEAs can co-operate in a project financed by the latter.

Organisation and Staffing in Schools

Organisation of Extra-Curricular Activities

118. 'Half our Future' has caused a debate on the place of extra-curricular activities in the school programme and it is not always easy to differentiate between curricular and extra-curricular activities. There is a tendency, which we welcome, for activities previously regarded as extra-curricular to be included in the normal curriculum.

119. Schools have long experience of organising extra-curricular activities and we have found two main types of provision: that based on a conscious LEA policy and that developed on the initiative of individual schools to meet neighbourhood needs.

120. A few LEAs have a policy of joint provision for various combinations of secondary schools (formal and extra-curricular activities), youth organisations, further education, adult education and community activities. The normal basis is a joint provision based on the secondary school, a warden with wide powers and advisory groups representing the various interests involved. We have seen examples in various parts of England and Wales at all of which flexible handling of the problem is possible. There is so much to be done in these settings that, while the schools will certainly play an increasing part, there is little danger of other organisations with a real contribution to make being squeezed out of business.

121. We have seen a few schools where growth of extra-curricular activity in the community context has been spontaneous. The quality of the result has varied.

122. The best examples of the second kind of provision draw a vitality from the grass-roots that is most heartening to find. On the other hand, we hear that

much may depend on the personality and attitude of one man or woman without whom the picture might change quickly. Provision based on LEA policy may seem more pedestrian, but the administrative backing and continuity that follow are weighty factors.

Specialist Tutors

123. The new approaches will increase the call for expert knowledge which will sometimes go beyond the scope of the school staff. Help is already being enlisted from other educational bodies, the Armed Services, the Youth Service, parents and the community. The methods and level of payment for assistance of this kind can present difficulties.

Youth Wings

124. The provision of youth wings at secondary schools is a recent innovation and is by no means generally accepted. We see no danger at present of their establishing a stereotype of youth work for young people of school age.

125. Proposals for construction of youth wings, because of the building programme implications, stem from the LEAs concerned. We have identified two main kinds of provision, the first based on the community campus, the second on a simple secondary school/youth wing combination. The second may or may not be regarded as a step towards the first.

126. In the first type, the nature of the provision varies but the common philosophy seems to be that the secondary school should be a central point; that all facilities should be designed to ensure maximum extra-curricular benefit for the pupils; that the facilities of those involved should be mutually available.

127. The simpler secondary school/youth wing combination is found in a growing number of areas. There is a danger that the system might be used as a device for obtaining more school accommodation at the expense of the Youth Service building programme, but, in the present climate of opinion, we do not fear the outcome. It makes good sense to design and use the extra accommodation for both formal and non-academic work. We believe that one person should be in charge of the youth wing, and that he should answer to the head-teacher/warden.

128. SCNVYO reported that some wings were built without prior consultation; also they could not agree to the imposition of a set pattern of building provision to the exclusion of variety of choice by the young person. The Young Christian Workers say that 'it seems likely that school youth wings will be more influenced by the traditional attitudes of the school and professional educationists than by the world of work and the adult world in general'.

Relations with Youth Organisations

129. We have already established that close relationships between schools and youth organisations are desirable. We have seen excellent examples of

co-operation. But the problems are considerable and are best put bluntly. Some youth workers consider that they are made to feel inferior poor relations, and that some teachers, hidebound in out-dated hierarchical methods, hoard valuable resources. Some teachers feel that youth workers can flaunt quite unnecessary chips on their shoulders and, in their enthusiasm for a permissive approach, show no appreciation of the real problems of running a school. We have found several indications of how little is generally known by one of the other.

130. Exchanges of information and frequent contacts will help to clear up mutual suspicion and hostility. We welcome the research promoted by the Schools Council into the different attitudes and approaches of teachers and youth workers.

131. The dangers of duplication have to be balanced against the value of some overlapping and the desirability of a variety of provision. Two things are already lubricating the wheels: joint appointments and school-based groups of voluntary organisations, often led by volunteer teachers.

132. On the whole, we feel that the tide has turned in favour of better relations and that the improvement will continue.

Relations with Further Education

133. Our views on the contribution that can be made by vocational and non-vocational further education to the development of young people will follow. Here we mention its value as a group activity with adults in which, for example, young people may hear and share for the first time sustained serious conversation; as a method of improving career qualifications; and as a joint community activity. Academic value apart, this kind of tuition may appeal to young adults 'because there are no kids about'. Close relationship between schools and further education can, therefore, help both. There is less prejudice to overcome than in relations with youth organisations.

VI Recent Developments in Further Education

Tasks of FE Establishments

134. Vocational establishments are those whose main purpose is to provide technical, commercial and art education and education for the professions for full-time and part-time students at all levels—operative, craft, technician and technologist and their equivalents. We include with them a very small number of establishments which cater mainly for young persons of 15 to 18 released by their employers for part-time day general education courses. Universities and colleges of education are not included. Major establishments of FE include technical colleges, colleges of further education and polytechnics. In addition there are specialist colleges including colleges of art, colleges of commerce and agricultural colleges. There are also national colleges for specific industries. The polytechnic is a new development of a limited number of centres of higher education complementary to universities and colleges of education for full-time, sandwich and part-time students. The colleges of FE, the title we are using for the establishments enumerated in the last paragraph, are to be found mainly in urban areas and there are about 500 local and area colleges. Many of these provide non-vocational classes, mostly in the evenings. The bulk of non-vocational classes are supplied in a very large number of centres, nearly 7,500 in England and Wales, generically designated evening institutes and variously known as evening centres, adult centres, community or village colleges, area institutes of FE, etc. Many evening institutes provide elementary vocational courses, particularly in business and commercial studies, but they mostly provide classes and courses in a wide range of leisure-time practical, recreative and cultural pursuits for those over the school-leaving age.

Participation Figures

135. Factual information assembled by the Fairbairn Committee leads to the following conclusions :

- (a) Up to the age of 19, just about 17 per cent or more of young people are in full-time education.
- (b) The percentage of young people attending an educational establishment full-time or part-time falls from about 80 per cent at 15 to around 48 per cent at 20.
- (c) There are about three times as many part-time day students in colleges of FE as there are full-time and sandwich students.

- (d) The percentage of girls of 15 to 17 released by their employers for part-time day courses is less than a third of the percentage of boys.
- (e) Evening institute attendance by those of 15 to 17 (13 per cent) is more than twice that of those of 18 to 20.
- (f) Allowing for duplication of college of FE and evening institute attendance it seems likely that in the age group 15 to 17 about a third of the boys and about a quarter of the girls attend FE establishments and that the corresponding fractions for those between 18 and 20 are around a quarter and a tenth.

Motivation of Students

136. All who take vocational classes and courses in colleges of FE or evening institutes do so of their own free will or because they are asked to do so by their employers to equip themselves for their jobs now or in the future. In addition to the very wide variety of technical, commercial, art or professional qualifications which are the students' targets, a large number study for examinations at the Ordinary or Advanced level of the General Certificate of Education or for similar examinations, success in which is a preliminary to a vocational or general course. Those who go to non-vocational classes wish to extend their general education or widen their culture, to pursue an interest or activity or learn a skill or craft which occupies their leisure, or to seek enjoyment, relaxation or social contact.

Curricula and Extra-Curricular Activities

Structure of Vocational Studies

137. For those working in industry and commerce the classification of courses in colleges of FE follows the nomenclature of a publication issued in 1961 on 'Better Opportunities in Technical Education'—operative, craft and technician courses. Above these are courses leading to technologists' qualifications. Arrangements for the courses are sufficiently flexible for students to move across from one to another at appropriate points. Courses for operatives and craftsmen lead to examinations of the City and Guilds of London Institute and Regional Examining Unions. Courses for technicians lead either to the examinations of the City and Guilds of London Institute or to Ordinary and Higher National Certificates and Diplomas administered by joint committees representing the Department, professional institutions and teachers. For technologists there are university degrees and degrees of the Council for National Academic Awards granted at establishments other than universities. There are comparable courses and certificates in all trades and professions—art, nursing, catering, business studies, retail distribution, etc.

General Studies in Colleges of FE

138. In 1957 the Department issued Circular 323 entitled 'Liberal Education in Technical Colleges' which recommended the broadening of main vocational courses, the addition of general studies to these main courses, the encouragement of corporate life and extra-curricular activities and the adoption of tutorial systems in the colleges. Today slightly under 60 per cent of all students have general studies in addition to the main course, about 70 per cent of the colleges organise general studies through a separate department or combine them with another department, and there are heads of department, lecturers and many full-time and part-time teachers engaged all or most of their time on general studies. These changes are helping to transform technical education in the colleges. Occasionally work in college is supplemented by a short residential course. Many professional courses are being widened to include general studies and to liberalise the approach to vocational studies. Much more would be done, especially for the part-time student, but for the difficulty of meeting vocational needs in one day a week or, at most, a day and an evening. In the promising situations, general studies are complementary to the student's vocational studies or personal interests, give skilled training in communication, provide contrasting studies which offer a refreshing change of interest and company, and link with a strong corporate life in the college. They assist the student to mature, to develop a sense of values and of community and they widen his horizons. They may lead to new leisure activities or to links with community activities such as arts festivals.

Student Activities

139. The increase in the amount of daytime work and in the range of courses together with improved facilities, especially in the new buildings, have assisted the development in recent years of student unions and societies in colleges of further education. This development is likely to be helped by the expansion of general studies in the colleges, for, as students are taught to think critically and constructively, there will probably be an increased demand for participation in college affairs. It is worth noting that, in his guidance to authorities on points on which he will wish to be satisfied before designating a Polytechnic, the Secretary of State for Education and Science asks that 'provision should be made for the association or other independent body representing the students to conduct and manage its own affairs and funds'. We have visited colleges of FE where the students' union has the degree of independence, responsibility and support which enables it to communicate students' needs and views to those in authority, to promote social activities, societies and clubs and to establish links with the local community. We have discovered that the students' union and the activities of the student body are more likely to flourish where there is a substantial number of full-time students, and that they are not

generally well-supported by part-time students. Colleges frequently have specially provided office, social and recreative facilities for the students' union and for students' activities but some have virtually none. Some are purpose built ; others are in adapted premises. A number are used in the evening for youth work.

140. Much of what has been described in this section of the report is youth work of merit. We would like it to be regarded as an important element of the total community provision.

Student Welfare

141. Colleges of FE often have a full-time member of staff one of whose primary concerns is the welfare of students. The scope of his duties varies with the college. They may include acting as adviser to the students' union, as lodgings officer and as personal adviser to students on a wide range of individual problems. In some colleges the welfare and student liaison duties may be shared by two or more members of staff. They may be undertaken by the Head and staff of the General Studies department ; they may be shared by a man and a woman. Some colleges operate a tutorial system, where the tutors help with students' personal problems. Careers guidance and liaison with the Youth Employment Service may be the responsibility of one college lecturer, a part of other student welfare duties, or undertaken within college departments. The vocational guidance of young persons up to the age of 18 is a function of the Youth Employment Service and many Youth Employment Officers pay regular visits to colleges for group discussions or advisory interviews as they do to schools. Full-time students are their main concern but they are always ready to discuss with part-time students any matters concerning employment.

Relations with Industry

142. The rapid expansion of technical education during the last few years would not have been possible but for the very good and long established relations between industry and the technical colleges. Many industries have a tradition of releasing employees for part-time day, block release, sandwich and even full-time courses at the colleges, and these employees form the large majority of students attending the colleges. The Industrial Training Act, 1964, allows for the establishment of training boards for different industries to improve training at all levels of the industry. The training boards are able to impose a levy on employers to ensure that sufficient funds are available to meet the cost of the industry's training requirements ; from these funds grants are paid to employers who meet the board's training requirements. These requirements normally involve the attendance by trainees at courses in colleges of further education, usually in the day-time so there is no doubt that the

implementation of the Act increases the number of college students and that many newcomers to the colleges will be from the ranks of the less skilled young workers. As boards are insisting on the inclusion of general studies as an element of integrated courses their work will certainly strengthen the place of general studies in the colleges. So far training boards have been established for 21 industries; there are likely to be another 9 boards. Some firms take the trouble to inform their employees about local opportunities for non-vocational further education; one or two go out of their way to encourage attendance. We believe that industry, in general, is interested in the further education of its employees, vocational and non-vocational, and recognises that it helps to improve efficiency, competency and happiness at work. Some concerned with the colleges of further education believe that the colleges will, in future, be able to provide youth facilities for the older teenagers who will be attending in larger numbers as a result of the Industrial Training Act. The Industrial Training Boards, themselves, are concentrating their activities on vocational education, although the Construction and the Engineering Industrial Training Boards will part aid 'character building' courses, and all are including general studies as an element of integrated courses. However, it is hoped that young people on day or block-release at a college will stay on for recreational activity in the evening. Such provision could, it is sometimes argued, be provided by the existing Youth Service agencies, as already happens in a few places. Whilst this is an attractive proposition, some of us believe that the very nature of the colleges as we have outlined above would militate against the successful operation within their walls of youth work which was run on community development lines. There are, as we explain later, possibilities for co-operation between industry and the Youth Service.

Non-Vocational Centres and Evening Institutes

143. One of the most marked educational developments in the last twenty years has been in centres for part-time non-vocational classes. Some have evolved from night schools where young workers took the vocational courses now provided in colleges of FE during the day; many are now centres occupying modern secondary school premises. Their programmes are made up of three-term, two-term and shorter evening courses as well as, in some centres, single lectures, in many subjects and activities. There are courses in the arts, literature, modern languages, physical recreation, hobbies, crafts and leisure pursuits as well as in English, mathematics and some vocational subjects. Some classes are held during the day where facilities are available. It is safe to say that, in general, where there is a demand for a class from a reasonable number of persons, say at least ten or twelve, every effort will be made to meet it. Some see their task as a good deal wider than solely providing classes. For example, centre social committees have developed to assist the principal

with ideas on the programme generally, to stimulate concert programmes by national artists, local festivals of the arts and generally to broaden the social side of the centre's activities. Many evening institutes have a variety of social activities. Most have a mid-evening break for refreshments when members of different classes are able to mix. A growing number encourage student participation in the organisation, planning and activities of the institutes through students' councils. These councils frequently promote dances, socials, theatre and other visits. A number of institutes organise foreign holidays for groups of students.

144. Most evening institutes are adult centres and their programmes are designed to meet adult requirements. They attract many young people. Some institutes cater exclusively for young people, others may provide classes specially for young people within the institute or at a youth club or centre. Some evening institutes are a collection of centres serving an area. These and the single large centres frequently have full-time principals and the number is growing. Almost all teachers are part-time, and an increasing number have had some training in teaching adults. The most successful ventures depend on the involvement of the local inhabitants, young and old, in the active running of the establishment. With independent financial resources available via membership and affiliated societies' subscription, not subject to Authority audit, with involvement in programme and social planning and with schemes for the affiliation of local societies and clubs of all types who need appropriate facilities at a nominal charge, the institution will grow in strength because it is broadly based in the fullest community context. The evening and adult institutes seem to us, in a number of cases, to offer the opportunity to young people to gain real involvement with the rest of the community within a democratic framework. However, their appeal is only to a certain type of young person, and many are still seen primarily as agencies for formal education. They could not, therefore, possibly cater for all young adults even though they will, no doubt, continue to appeal to significant numbers. We would recommend that wherever possible these centres and institutes should develop their work with young adults, as part of their total contribution to the communities they serve.

145. We affirm our strong belief in the educational and community value of developing non-vocational further education more widely along the lines of the progressive examples we have given. Evening institutes of this kind and village/community colleges can develop forms of student participation in their running and programming at all age-levels. This sort of individual involvement in decision-making and self-examination is exactly in line with our view of the development of youth work in a community context and provides a natural milieu for the age-groups to mix together. We have no

sympathy with those critics who self-righteously dismiss all non-vocational further education as frill or fringe.

146. In this context we welcome the Department's recent decision to set up a committee under Sir Lionel Russell to study Adult Education and to make recommendations.

Organisation and Staffing

FE College and Evening Institute Facilities

147. The building programme for major FE establishments has permitted many LEAs to build fine new premises for vocational courses during the post-war years, and many of these have good provision for communal activities such as refectories, student union facilities, assembly halls, sports halls, gymnasias and playing fields. Several colleges have youth wings built as part of the Youth Service Building Programme which may be used by students during the day. The specialist teaching resources of the colleges—music rooms, language laboratories, art and craft rooms, domestic science and handicraft rooms—are sometimes used for non-vocational classes and groups. Although there is no programme for buildings for evening institutes, LEAs anxious to develop adult education in their areas have used part of their minor works allocation and arrangements which permit small additions to new schools in order to provide on a secondary school campus facilities designed specially for use by adults. In the present economic climate it is important that the maximum communal use should be made of school and college of FE buildings and we commend the Department for drawing attention to this need in its recent Building Bulletins. It has been suggested that some resources might be used for integrated communal facilities in colleges of further education instead of for youth wings, the availability of these facilities to all young people being, of course, safeguarded. This principle finds support in the written evidence of the Association of Liberal Education: 'Resources (of further education and the Youth Service) should not be duplicated and there are good reasons why these should be concentrated at technical colleges and available to young people whether or not they are enrolled for classes in the college . . . FE colleges can develop student societies closely linked with the Youth Service and the General Studies departments in which staff members can expect to play a more positive though still unobtrusive role'.

Servicing of Schools and Youth Service by Colleges and Institutes

148. There are many examples of schools being serviced by colleges of FE, eg in commerce, construction and engineering subjects chiefly, and we have heard of one interesting proposal for an OND in Construction which is devised for and will be taken by students still at school. The evidence of the

Assistant Mistresses' Association mentions a local art school which takes Lower VIth form pupils during school hours, a college of FE which arranges careers talks and careers exhibitions for schools, a college of technology which holds a Science Fair for schools and a variety of courses for VIth formers arranged by a local college of FE at the end of the Summer term. 'The schools appreciate such links' states the evidence, 'and believe that they are valuable in easing the transition from school to work, or to part-time or full-time further education'. There are few links between evening institutes and the schools other than evening classes in examination subjects for children of the same school, even on occasion the same class, to supplement day classes. There are some circumstances in which this practice is not to be encouraged. Colleges and institutes already do a great deal of servicing for the Youth Service. There are classes in clubs for which an instructor is supplied and classes in colleges and institutes which are an extension of the club programme enabling groups of members to pursue an activity at a good standard under good conditions. The specialist facilities of colleges are sometimes available to the Youth Service for the use of the individual groups, for corporate groups or for area festivals and competitions. At least two town youth orchestras are serviced by the local college of FE. Some colleges of FE play a large part in the training of youth leaders and other youth workers. There are several existing trends illustrating ways in which the servicing of the Youth Service by colleges and institutes might be expanded. The lecturers in charge of music, drama and the arts at one polytechnic visited saw immense possibilities of liaison with the Youth Service and the complementary use of premises. The local youth officer is working with the principals to develop Youth Service classes in the polytechnic at weekends and on some evenings. We see strong links between youth work with older young people, the colleges and the institutes where those concerned with all three are prepared to discuss and to plan together.

Restrictions Imposed by Regulations

149. Evening classes are provided and designed for adults. Most LEAs have regulations for the closure of evening classes when the number in attendance falls below a certain number, save in exceptional circumstances, and stating the minimum age for the admission of schoolchildren to classes. Regulations need to be sensible in form and application and should be examined to see that they meet the current needs of young people and the community.

VII A Philosophy for the 70s

Introduction

150. Although we intend to look later in our report at the different needs of young people at the upper and lower age-range, yet it may be useful to describe a general philosophy for the whole of youth work emerging from our study of the Youth Service in relation to the changing social scene.

Ministerial Responsibility

151. The Youth Service should continue to be linked with other educational provision and be part of the overall responsibility of the Department of Education and Science, for reasons that we develop later. We have considered carefully the arguments that it should have other affiliations and arrangements. These undoubtedly have some force; yet the balance remains in favour of the present administrative structure at least until it becomes clear what other major changes will occur in social work and educational provision. Youth and community work in the next few years has a better chance of support from present arrangements, and the advantages of continuity must be given weight.

Our Concept of Youth Work

152. The primary goal of youth work is the social education of young people. Such a definition is not unimportant since, as we have seen, the aim changes as society changes. We are not so much concerned today as in the past with basic education, or with economic needs, or with the communication of an agreed belief or value system; but we are concerned to help young people to create their place in a changing society and it is their critical involvement in their community which is the goal. For a long time youth workers have been happy to quote Lord Redcliffe-Maud's well-known statement of the aims of their work: '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 to equip themselves to live the life of mature, creative and responsible members of a free society'. This definition has not spent its force but it needs to be given fresh interpretations and emphases in the light of contemporary society. It could be taken to mean that 'Youth Service' takes place in special organisations, places and at particular times . . . 'complementary to home, formal education and work.' Youth work should be seen to be present in

many places, being concerned with relationships between generations and between young people and their community; it can take many forms and lead to different types of provision, of which organisations and centres are only examples. In the broadest terms, 'youth work' (and the distinction between this term and 'Youth Service' is not without significance, since the latter term is now associated with separate organisations) is the response by informal methods to the personal, educational and social needs of young people.

Partnership

153. One important consequence follows: though the principle of partnership has gone far in Youth Service yet it needs to be carried very much further if we are to have an up-to-date provision in the 1970s. There are many aspects of this judgement. One is the joint use of premises, inescapable both on economic and community development grounds. Another is that we must learn to think of and practice a partnership that embraces not merely statutory and voluntary organisation providers but also brings into useful partnership commercial and non-commercial enterprises, encourages interprofessionalism among those concerned with the welfare of the young, including constructive conversations between personnel officers in industry and professional youth workers, and, in general, supports the comprehensive planning of education. Effective youth work in the 1970s presupposes that there will be no barriers between those who teach, work with, influence, or, in various ways, support young people in our society.

Flexibility

154. Whilst we have ventured above to provide a general definition, adequate and modern youth work should be flexible enough to take account of differing needs whether these relate to age (for example above and below the school-leaving age), sex (as we have seen that girls are relatively ill-provided for), areas of handicap, whether of an individual nature or relating to social groups, or special interests. The criterion of the youth work we envisage for the next decade might well be how far it can take account of and provide for general and particular needs.

The Role of Clubs

155. We believe the club has an important contribution to make in the lives of many young people, though its purpose and functioning must inevitably change. We attempt a reappraisal in general terms later in the report. We also ask that those in charge should think out clearly and make explicit the nature of the contribution they wish to make.

Social Aspects

156. It is proper to entertain high hopes of youth work and to look for important purposes to be fulfilled; we rightly look for results in young people with wider interests freely chosen, young people with greater social confidence and poise who can carry responsibility for themselves and—where appropriate—for others, young people who neither accept their society uncritically nor reject it totally. But these purposes, important though they are, must not be allowed to obscure a simple need which many young people have, which they are often conscious of and vocal about and which must be a prominent part of one aspect of youth work; we refer to the need of young people of both sexes to meet and mix in an informal and pleasant atmosphere. Many boys and girls need help in establishing healthy relationships with members of the opposite sex. One young man put his problem to us feelingly: his contemporaries were 'less concerned with pre-marital sex than with knowing how to chat up the birds'.

Community Development

157. A major feature we have left to the last. We see youth work in future in a general framework of 'community development'. How we arrive at this conclusion and what we mean by it requires special consideration and this we give in the chapter that follows.

VIII The Active Society

158. In looking at Youth Service critically and hopefully, and seeking to suggest its future course, we have found ourselves compelled again and again to look at the whole of society itself; and this not merely in the descriptive sense that has already been mentioned but in a way that calls for commitment. We find ourselves unable to answer the question 'What kind of a Youth Service do we want?' until we have answered a previous question, 'What kind of society do we want?'. In the most stringent sense, we think that a 'value free' approach is not feasible.

159. It is the purpose of this chapter to describe the nature of this commitment which, of course, no less than the rest of these proposals, is open to critical examination. 'The Active Society' is the best short description we can think of to describe our commitment and in support of our contention we start with a belief, relevant to all educational and social welfare provision, which rests on the twin bases of our view of the present-day society and the development of personality. The sort of society we describe may be a long way off, perhaps unattainable in full. We are anxious to keep our feet on the ground, and this section describes a bearing on which to travel rather than an easily-reached destination. We intend the conclusions and recommendations of our report to be practical ones.

160. In a country such as ours, subject to the changes consequent upon a rapidly developing technology, society needs to engage in an intensive and perpetual transformation of itself, unless it is to respond to tomorrow's world with yesterday's activities and modes of organisation. Our commitment is to a society in which every member can be publicly active; for only in this way can society become positively responsive to them, and, in the constant renewal of itself, reflect their values.

161. In the past, our society, in common with others, has responded to the interests of some of its members and, as a result of their pressures, made changes which reflect their values. This responsiveness to the influential privileged has never been without its risks of provoking reaction from the underprivileged. In a situation like the present, where change is not merely an occasional event but a characteristic condition, the exclusion of individuals from decision-making in public affairs, or lack of encouragement for them to be

engaged, is much more likely now to create a sense of the individual's powerlessness to influence social policy, so that at best he becomes apathetic and indifferent, and at worst cynical, nihilistic or anarchic. We seek 'the active society'¹ in which all are encouraged and enabled to find the public expression of their values, avoiding the extremes of indifference and alienation.

162. One strand therefore of the principles underlying our commitment is that social change is inevitable; and that a society stands more chance of being creatively responsive to all its situations and transforming itself in all necessary particulars, when all can be involved in public activity.

163. It is not, however, only the community which benefits from the active society: there is in it profit for all in their individual capacities. The development of human maturity has many continua, but we would take one of them to be the increasing acceptance of and seeking for responsibility towards oneself and others. In the public sector of our society this growth of responsibility is often either frustrated or 'bred out' of the human organism. For many their only political decision is a quinquennial or triennial one: to hand over the political decision-making to others. In industrial settings mass-productive efficiency is too often happiest with controlled robots deciding nothing for themselves except the decision to be acquiescent—both on and off the production lines. Our consumption-dominated society is happiest with those who respond to stimuli, and sink their individual differences in similarity with the mass; where the only decisions are to buy, and, in buying, to be fashionable.

164. Our call then for people to be democratically involved in decision making is the outward and audible expression of the other strand of our underlying principles: that all individuals should grow towards maturity; and that a society in which all can make more and more decisions about more and more things is a more mature society than one in which this exercise of responsibility is reserved for the chosen few (no matter how democratically chosen they may be).

165. Both of these underlying principles have particular relevance to the role of the young in our society, though they are obviously more pertinent for the upper age group of our concern, the 'young adults' rather than 'the young teenagers': yet at the earlier age some of these elements should be present in our approaches if only to prepare them for the later stage. In the first instance the young are—and, in spite of immigration, are likely to remain—by far the most significant part of the changing membership of society to which we must respond if we are to adapt. In the second instance, the young, more obviously than the not so young, are developing towards maturity, and are naturally

¹The phrase is A. Etzioni's, see 'The Active Society', The Free Press, 1968.

anxious to travel further on this road, and to accelerate the journey. Furthermore, the young have the energy and aspirations untrammelled by past failure to secure some parts of the transformation of society which their elders are not necessarily better qualified to achieve. Their belief that men can will events and not merely be willed by them is a social capital that we ought not to squander.

166. In the past, participant democracies have been seen to rest upon and even pre-suppose the existence of small social and local groups like family networks, the neighbourhood, the parish and small work groups. Today, primary groups of this kind are in some cases almost non-existent, or else seem increasingly functionless in an age of centralisation and mobility. Some would suggest that there is little hope of rejuvenating them. They see the introverted and home-centred form of life as typical of the modern urban community. We, however, would cite the evidence of work we have seen done in existing communities as proof that effective communities based on neighbourhoods or even other shared characteristics can flourish within the modern urban environment. We think of the work we have seen in some, but not all, of the new towns, and in a few older city areas, where emergent groups have been encouraged to play a vital part in the development of policy and provision.

167. A major part of our platform, therefore, is that such groups should be encouraged to expand both themselves and their activities. This is the work of 'community development' and since it is the means by which a participant democracy can be fostered, is the basis of our approach. It may be defined as an approach which helps groups to identify their own needs, to meet those needs, and to contribute towards the formation of a comprehensive and coherent policy for development. It should be sharply distinguished from 'community provision' which is the term for the buildings, centres and facilities provided by institutions and organisations for people, into which they are expected to fit.

168. We should also distinguish between 'community organisation' and community development. The goals of both approaches are the same, but community organisation may be seen as the co-ordination of the effort of existing groups rather than the direct involvement in stimulating groups to action. Whenever in this report we speak of community development we have this distinction in mind.

169. We have been helped in our study of this question by an examination of the scope of community development already made by Mr R. A. B. Leaper, Senior Lecturer in Social Administration at the University of Swansea¹. Discussing common elements in the definition of the term, he says: 'People

¹R. A. B. Leaper, 'Community Work', NCSS, 1968.

themselves meet and reach a common agreement about their community needs; plan with common consent what they are going to do; carry out by their own efforts the major part of the plan on which they have agreed and are assisted by the expert advice and technical help given to them by outside agencies with greater resources than themselves'. He points to the relevance of community development in industrialised and mainly urban countries like Britain as well as in so-called underdeveloped and rural areas of the world. Indeed, he says that 'we may well argue that community development methods are all the more necessary to provide personal involvement when there *is* an inclusive statutory provision for the basic social needs of communities'. He quotes Dr. G. Henriks (Netherlands Ministry of Cultural Affairs, Recreation and Social Welfare Department) on the aims of community development in highly-developed countries: 'to create the conditions whereby a community in a specific area can achieve the maximum balance between the needs of the population and the available means of assistance, thereby helping to ensure that the groups and individuals in that community participate to the fullest extent in transforming it into a satisfactory environment for both the individual and the various population groups'.

170. This entails an essentially non-directive approach by those who work with the community. In this connection we have noted the work done in this field by Dr. T. R. Batten of the London University Institute of Education published in 'The Non-Directive Approach in Group and Community Work'¹. He regards a directive approach (one where the community worker tries to direct, lead, guide, or persuade people to accept his judgement of what is for their betterment) as relevant in certain crisis situations, eg when people are homeless or hungry or diseased or in no position to help themselves. In other situations, however, 'the case for stimulating people to think and act for themselves, and thereby develop themselves, ie the case for the non-directive approach, becomes correspondingly strong'. Through such a non-directive approach workers with the community 'stimulate people to think about their needs, feed in information about possible ways of meeting them, and encourage them to decide for themselves what they will do to meet them. The theory underlying this approach is that people are far more likely to act on what they themselves have freely decided to do than on what a worker has tried to convince them they ought to do.'

171. In an active society, constantly in the process of change, it is no longer adequate to regard education as a process which is largely completed when people are young. No institution can provide in advance for all the complex needs in terms of learning opportunities for young adults or indeed adults of

¹Oxford University Press, 1967.

any age; opportunities for learning, both formal and informal are needed throughout life. Therefore as NAYSO said to us, '... the Education Service must strive by its methods and approach to bring together people of all ages, of all backgrounds, in an attempt to prepare for the certainty of change.' The task of the educationalist 'must be to encourage discrimination, choice, and the re-interpretation and adaptation of the traditional values to meet the needs of our present society'. This concept of life-long education is becoming increasingly accepted among many nations as having great potential in the task of helping to secure the best use of human resources.

172. If education is to be as the 1944 Act would have it: a means of developing the moral, spiritual, mental and physical well-being of the individual being educated, then a powerful mode of securing such development can be the individual's active participation in the learning process as an agent in his own learning rather than merely a passive recipient. In social education, opportunities to 'learn by doing' and to exercise choice in the form and content of what is learnt, are as important to the adult, and the young adult, as they are to the child. By learning we mean not only the accumulation and expression of information, but more especially the formation and assimilation of ideas.

173. However, while the concept of community development is immediately relevant to the work of the educationalist, it has not always been observed. Unfortunately educational organisations as a class have greater degrees of authoritarian attitudes in their relationship to 'out-groups' than many other organisations. There are still too many institutions and offices where the arrival of a single parent is a threat, the arrival of a group an insurrection. If not ironic, it is at least a curious paradox, that, in some places, the mode of securing efficient education has not itself contributed to the development of the community, but has encouraged it to remain in, or return to, a state of passivity, dependence, subordination, and unawareness of itself.

174. Since we are advocating community development, we are advocating a development towards situations in which public organisations become more responsive to the varying needs and views of those whom they affect. And since we see education being used to further this development, then the statutory educational organisation will itself have to be responsive, not only in justice, but essentially, otherwise the whole movement is soured. We would echo the Seebohm Committee¹ recognition that 'there is certainly a difficult link to be forged between the concepts of popular participation and traditional representative democracy.' We regard the forging of that link as essential and urgent especially for the education service.

¹Report of the Committee on Local Authority and Allied Personal Social Services, (Cmnd. 3703), 1968.

IX Future Age Range

175. Few would dispute that the fulfilment of the aims of youth work is not the sole preserve of the units, organisations and facilities which, in the aggregate, constitute a part of the educational system called the Youth Service, or that their implementation should be restricted to a particular age-span. Apart from buildings, equipment, facilities and staff for the full-time schooling of young people and for those who pursue further and higher education part-time or full-time, there should be additional provision for young people in their leisure. It has been administratively and organisationally convenient to give this provision a title and an age-range, but this does not deny that work with young people in the terms of our definition is going on also in schools and further education. The statement that provision for the social development of young people is necessary apart from that made by the schools and by places of further and higher education is as true today as it was when it was made by the Albemarle Committee. There should be opportunities for completely free and voluntary association away from 'home, school, further education and work', for the discovery, nurturing and pursuit of individual and group interests and talents, for seeking advice and counsel, for exercising responsibility and control, for personal development and, quite simply, for seeking companionship. No single agency—school, youth club, activity centre, adult organisation—can meet the young person's every need for learning experience, intellectual or social; nor is the young person always ready to benefit from an experience offered at a particular time. For some young people and for some aspects of learning, school or college may be the best, even the only agency; for others an agency with which he is in contact away from school or college may be the more influential. Unlike the school, the basis of association within the Youth Service is voluntary. It operates for the most part in smaller and more flexible groups than the school, and coheres on a basis of absolute freedom of choice and interest that no school can fully grant. As we have indicated, youth work can take place in the school situation, and with the establishment of middle schools and the earlier maturity of young pupils it is becoming increasingly artificial for 14 to be the starting age of the youth service. We have also found evidence that some experiences, activities and choices are less likely to be possible in a compulsory situation. For this reason alone, the youth workers will continue to have a significant role alongside the teacher, in meeting the needs of young people. At the upper

end of the service we would not want to lay down strict rules about age, would want to see people using it as long as they wanted it and would expect to see as a normal development that 'youth and community' work will become 'community' work.

176. We therefore consider that the existing age limits of 14 and 20 should disappear.

X The Youth Service and the under-fourteens

177. The problem of the under-14s is a special one and the following are some of the main points for discussion about youth work with them :

- (a) Does the lack of knowledge about leisure needs of the under-14s and the numbers of young children involved in established youth groups hamper discussion about the extension of the age-range of the Youth Service ?
- (b) Why have the under-14s been excluded from the 'official' age-range of the Youth Service ? Are these reasons still valid ?
- (c) Are the under-14s most appropriately catered for by school-based youth clubs and voluntary organisations ? What are the arguments for flexibility and provision for both the under- and over-14s ?
- (d) Who should staff youth groups etc., for the under-14s ? Do voluntary workers have a special contribution to make to this age group ?
- (e) Does the question of the extension of the age-range of the Youth Service have to be considered only within the context of present resources ? Could resources be diverted from the older to the younger age group ? Is it useful to propose policies which cannot immediately be put into effect ? What advantages could ensue from an official extension of the age-range ?
- (f) What are the practical implications, other than financial, of the extension of the age-range of the Youth Service ?
- (g) How far should developments in the Youth Service run parallel to developments towards unification and more universal provision in the other social services ?

178. These questions are substantial ones covering much ground outside our advisory field. We feel that the Department of Education and Science should mount an investigation of the needs and leisure provision for this age group. We realise however that the limited amount of financial resources must lead to priorities being drawn up as far as deployment of these resources are concerned. In a priority situation, particularly for capital projects, it is our view that the needs of young people over 13 must be catered for first. Nonetheless we express the strongest hope that an investigation into the needs of the under 14s will be set in train urgently and that special consideration in the distribution of financial resources be given to experiments for the under-14s

in Educational Priority Areas—eg in teenage help in Adventure Playground work and the like, with 'Workshops', and as a part of the work of voluntary organisations like the Young Volunteer Force Foundation, IVS, CSV, Task Force and several locally-based schemes.

XI The Younger Teenage Group

Introduction

179. If the role of the young adult as envisaged in the Active Society is to become a reality then its foundations must be built in the work with the young teenager.

180. In our consideration of the ways in which the Youth Service and schools are responding to the needs of young people, we were encouraged by the many factors which will help the young person go on to meet his social and personal responsibility and the increasing scope for social, cultural and recreative pursuits. It is apparent that the trend in Secondary Education is such that schools are developing a wider role than in the past and are becoming much more involved with the community and linking their activities with the reality of life. While it is true that many youth organisations have been active in this way, for schools generally this is a new and developing trend.

181. As we pointed out earlier, in our chapter on The Changing Social Scene, the increasing complexity of society brought about by the accelerating rate of change in technology and the calling into question of previously accepted attitudes and moral values makes it necessary for parents, schools and youth organisations to help young people understand the many new and confusing circumstances that they encounter in society.

182. In choosing a society which will seek to involve its members in decision making and in creating a youth and community service which will seek to encourage this, it is fundamental that the work with the younger group must increase the opportunities for experiences in two main areas—in addition to providing opportunity for formal education, cultural, recreational and social activities—first, opportunities for involvement and responsibility and second, opportunities for establishing satisfying personal relationships.

183. The decline in authoritarianism is creating a climate in which questioning and a sharing of opinions can take place. It is no longer the duty of a pupil to listen and believe. The voice of the young is being listened to and opinions and decisions are being arrived at jointly. In the teaching situation itself new approaches to learning through discovery and experiment and the relating of courses to the real world is having a profound effect on the pupil/teacher relationship. In schools it is now commonplace to find groups in discussion

over local, national and international affairs. This is not teaching in the old sense but it is helping the young person to become aware of the society in which he will play his part.

184. As in youth organisations, schools are encouraging young people to create and be responsible for their own social and recreational affairs. These developments together with the concept and practice of pastoral care which is firmly established in the schools are making it possible for a wide range of personal relationships to evolve. With the extension of the school into the affairs of the community and the trend to link informal further education more closely with the schools, many of these relationships will be able to continue beyond the stage of leaving school.

Youth Work In Schools

185. There are those who will argue that the influence of examinations, syllabuses, curricula, organisation and sanctions may introduce structure and stratification, and influence relationships between teacher and student as well as between students themselves, in ways which are not conducive to youth work. That there is force in these arguments we would not deny, but we are convinced from our evidence that it is a diminishing force. Much that is being done in schools to meet the needs of young people and the new approaches to learning promises to accelerate the process at an exciting rate.

186. The changing approaches in the classrooms are making it increasingly possible for the school to engage successfully in leisure provision for young people of school age. We expect, therefore, in the long term, that much of such leisure provision will be made, if not within the school, in close association with it and its resources by the school itself and by voluntary organisations working within the school programme.

187. An important factor emphasised in paragraph 66 was that young people should be able to make choices. This means that facilities outside schools are essential for the younger age-range. Here the LEAs and the voluntary organisations, with their proud history and long experience of working with young people, will continue to play a major part.

188. A Youth Service in which the school played no part would be quite inadequate; but equally so would be one which was entirely school-based and using only the resources of the school. It is quite crucial that *all* the relevant material and personal resources of a particular area combine purposefully towards a common end.

Development/Teacher Centres

189. Schools Council Working Paper No. 2, 'The Raising of the School Leaving Age', suggested that there should be operational centres to release

teachers from the classroom, provide facilities for local discussion and planning, and to develop collaboration between the various agencies concerned with young people. Working Paper No. 10, 'Curriculum Development, Teachers' Groups and Centres', is concerned with the development of these centres, but only cursory references are made to 'the co-operative process of curriculum development'; and only the involvement of those institutions and associations directly involved in the school teaching situation is suggested. It is a pity that the term 'Teachers' Centres', with its exclusive implication, is used more often than 'Local Development Centres', although in some areas this has not prohibited participation by youth workers. While it is fundamental to the whole notion of curriculum reappraisal that initiative should come from the teachers themselves, we see here a golden opportunity for the introduction of expertise and experience from other workers with young people and for the consequent improved communication between all concerned.

Youth Work in Further Education Establishments

190. We have described in an earlier chapter (paragraphs 134–149) the potential for youth work in major further education establishments. It is right, however, to sound a note of caution. While there are colleges of FE which are growing closer to the community, and while we have seen other situations which promise well, we believe that the achievement of real integration is difficult, even where there is a college principal who is himself sympathetic to the idea of a 'community based' college of further education. The stumbling-block is that it may be difficult for those in the colleges to adjust themselves to the notion that their college is not only primarily an instrument for the provision of vocational educational activities. We believe that many are so orientated towards the provision of such activities that they tend to undervalue other less formal provision; are so concerned with individual achievement over a narrow spectrum of life possibilities, that they undervalue and thereby alienate the examination non-achiever; and above all, are so used to working only with those who come to their institutions that they ignore those who do not come and think themselves right to do so. This is not to say that they may not allow certain facilities to be used for non-vocational further education activities, but some will do so only so long as this does not interfere with what they see as the basic job of the colleges—the provision of organised courses.

XII The Young Adult Group

Introduction

191. Here we are specifically concerned with the older members of our constituency, those in fact who would identify themselves as 'adults' rather than as 'youth', though admittedly the line is hard to draw, as the discussion in paragraph 175 has already shown.

192. The problem, as in most social and educational provision, is to recognise similarities and differences; how can we best recognise that they are both 'adults' and 'young'? A doctrinaire insistence on their adulthood may lead to a failure to recognise needs they may have because they are at a certain stage of development in a particular culture. Moreover it may well be that if they are not identified as a group for administrative purposes they will lose support and the merging will be an excuse for those who do little for youth work to do less. We think that in the foreseeable future they will need to have a title and perhaps 'Youth and Community Service' is the best; any possible segregation that might result will be minimised, we believe, if the service takes on the character that we have described—adult relationships, community development, self determination.

193. When we looked at the present Youth Service we found deficiencies and failures among heartening success; more accurately, we found many people worried by a tantalising gap between vision and achievement. One or two of these failures apply with special force to the upper age-group: for example, that the service has too juvenile an image, that it offers little real responsibility and that it tends to separate 'Youth' from the rest of the community. Many of these misgivings begin to assume a pattern if we apply the criterion previously described, that 'Youth Service' is an aspect of community development and that its prime goal is to involve young people critically with their society. When young people begin to move towards 'adulthood' much current youth provision begins to have less and less relevance for them.

194. It is our aim to suggest means by which this can be changed. However there can, we believe, be no lasting answers to the dilemmas of youth work without a radical rethinking of the position of young people in society, and of

adult attitudes to the young. This rethinking has started elsewhere. The minimum age of franchise will soon be 18, and the age of majority has recently been the subject of a report to the Lord High Chancellor by the Hon. Mr. Justice Latey's Committee.¹ The Latey Committee recommended that the age at which minority should cease should be reduced from 21 to 18, and this has now been accepted by the Government. Yet the Latey Committee did not create a situation, but rather saw one which had already developed; the earlier social maturity of the young is an established fact, the Committee's recommendations merely recognise it. Young people are assuming widespread independence before the statutory age of 21; largely because they are earning wages which free them from dependence upon their parents. Many, particularly the girls, are married before they are 21, and may already have started their own families. We believe that it is vital that all concerned with young people in work and leisure situations should recognise their changed position. Recent student troubles have already indicated some of the consequences of failing to recognise the growing maturity of higher education students at a time when all their inclinations and abilities are for them to play a more adult role. In many respects, however, those young people already in jobs may be still more mature, but this goes unrecognised far too often. We ask, therefore, for work with these young people through which both they and their society can be helped towards maturity, as part of an 'active society' responsive and eager for change and development. We ask for work with young adults which is based upon the principles of community development by all the various agencies concerned with young people, not just those which comprise the Youth Service.

195. Those who work with young adults should no longer see themselves as 'providers', placing young people in the position of 'receivers' who are sometimes to be given 'shadow' responsibilities. Non-directive approaches are rare in the education service but they are vital if this work is to become something more than merely a means of providing recreational facilities in competition with the commercial world. In NAYSO's words, 'if the purpose of our society is to develop a discriminating, critical, sharing adult, then young people must have the opportunity of practising self-determination prior to adulthood'. There are, however, too few adults who are willing to let young people have the chance to work things through for themselves. In future, young people must be given both this chance and the opportunity to decide for themselves what should be provided, and in what manner. Only thus will their real needs be met. We see older adults in the Youth Service as 'enablers': enabling those younger than themselves to distinguish their needs from their wants: and enabling these to be satisfied with community resources where these are required.

¹Report of the Committee on the Age of Majority, (Cmnd. 3342), 1968.

Self-Determination

196. The first step in changing the pattern of work for the young adult is thus self-determination. However, it is our hope that something still more important can develop from this. One of the major criticisms of present youth provision is that it isolates the young from the rest of society. As the National Council of Social Service said to us in evidence, 'we would urge that youth organisations be encouraged to see themselves as part of the whole community and forge links between themselves and the adult world'. But more than this, as the Standing Conference of National Voluntary Youth Organisations said, it is vital 'to find ways in which young people of all ranges of ability can contribute to the welfare of society, not only by community service but by contributions to the shaping of our society'. Yet the evidence of existing provision illustrates that there are too few places where the young are welcomed into any kind of involvement with the rest of society, and too few adults who are willing to see them as social partners, who are expected to define, as well as to share a common task. There are, of course, areas of considerable association between young people and their elders, notably those where age is of less importance than a shared purpose or interest eg in bands, theatres or choirs, at football matches and in pubs. But even shared activity does not mean that young people are valued appropriately, and we believe that adult attitudes to the young are overwhelmingly paternalistic. It is becoming obvious that adults must in future accept young people as social equals and no longer as children expected to play adult roles only in those areas where it is convenient for adults that they should do so. We see it as a task of the Youth Service to further this engagement of the young in and with society. There is talk in many quarters today about 'participation'. An important aim of Youth Service should be to facilitate critical and responsible participation among the rising generation.

197. In suggesting this, it is no part of our aim to achieve a comfortable integration of the youth and adult populations, nor to attempt to 'socialise' the young so that they are reconciled with the status quo, and capitulate to its values. Yet such aims are still widespread. For example, they would appear to be behind statements like that of the National Federation of Community Associations that 'without contact with the adult world in their leisure time there is no opportunity for them to practise adult behaviour within an adult society'. We agree with the National Union of Students that 'young people must be encouraged to find their own values through their own experience and through their experience of society'. Work with young adults must, in the future, therefore, no longer be a device for the social control of them by others, and it must be seen not to be, lest it be mistrusted.

198. Another aim of work with young adults should be to welcome the values of young people and to use them in a constructive and positive way. Just as the

young, helped by sympathetic adults, gain confidence in administering their own organisations, we hope that they will be helped to examine how their activities impinge upon others, and their relationship with the rest of the community. We do not want the young to 'know their place' and to comment only on those matters which immediately concern them. In the active society their place is everywhere, their comments on all aspects in order, for all is their concern. Thus, as the National Association of Youth Clubs say, 'Youth organisations should demand the inclusion locally, nationally, and internationally of young adults in community decisions'. The aim should be to establish a dialogue between the young and the rest of society; a dialectical, and not necessarily amicable, process through which both parties are able to learn from one another, and which thus gives real possibilities for progress in our society. Philip Toynbee put this well when he said '... I think it appropriate that each of us should exercise the capacities and perceptions appropriate to his age, and that if we do this properly—I mean both vigorously and generously—then the tensions between the age groups will be enlightened and fruitful'.¹ Thus the young may say, as the NUS said to us in evidence: 'While experience may be a great teacher it is not the only one and it can, in many cases, be misleading. This means that the mere acquisition of experience may not, of itself, give a better right to judge than those who lack the experience but perhaps see more clearly society as it exists today'. The older generation may, of course, answer that experience is necessary, and that the world is neither so simple nor can its problems be solved so quickly as the young would suppose.

199. In urging that the young adult should have responsibility for his own affairs and the opportunity to take some responsibility for the facilities for others as well and help to shape the life of the community, we have in mind not that he would simply be practising democracy for future use in real life; but rather that he would be living and contributing directly towards a democratic way of life. Indeed, where the rest of the community is little developed, young people operating within this framework may act as a ginger group, so that youth work which is based upon the principles of community development, can itself contribute to the process of development.

200. If our approach becomes general this will, no doubt, mean that young adults will become involved in activities and discussions which are, by their very nature, controversial, and which have indeed until now been labelled 'political' and thus not the province of youth organisations. This involvement is central to the success of an active society, and only in this way will it be able to adapt to its young people and, at the same time, allow them to develop

¹*Observer*, 23rd June 1968.

towards a true personal maturity ; a maturity that many of their parents have never reached.

201. One word of warning may be necessary. We agree with the National Union of Students when they say that they are 'concerned that however much lip-service may be paid to the idea of young people challenging the accepted values of the community, there is an underlying complacency that these values are, in themselves, absolute and beyond challenge'. There can no longer be an underlying consensus about all the issues which face our society. All who read this report should realise that its approach has considerable implications. Those who want nothing more than a quiet life should think again.

Community Development Implications

202. One of the criteria, then, of the success of existing institutions is how far they contribute to the process of community development. This criterion is so different from the yardsticks, too often applied in the past, of 'how many' members, organisations, or activities, that many will find it difficult to grasp and still more difficult to apply. We do not underestimate the difficulties of adopting these principles, and we realise how rarely such an approach is accepted at present. Nevertheless it is one which by its very nature allows for great flexibility, and we were encouraged by some examples of achievement to believe that progress in this direction is possible. We believe that there are no long-term answers to the perplexities of youth work apart from the growth and encouragement of community development.

203. One comment we must make here, and trust it will not be misunderstood. It is possible to have a conscious commitment to the standards of involvement, responsibility and self-determination, and yet to be found not always strenuously seeking to put them into practice ; community development in the title-deeds does not guarantee community development in the organisation. A pseudo-dedication has its own dangers. If we choose three examples it is only to demonstrate that even the best need to assess themselves critically, and that the price of liberty is eternal vigilance.

204. The first is voluntary organisations. The existing pattern of voluntary youth organisations already shows many concerned with a similar emphasis to that of the Young Christian Workers: social education, involving a real partnership with mature adults, and the opportunity to discuss subjects of urgent importance with no topics barred. Indeed the voluntary organisations should be able to provide examples of community development by young people, since they are ideally examples of institutions run by people who as a basis of their work accept responsibility for themselves, and the need for others to do likewise. Nevertheless the evidence indicates that adult attitudes

within voluntary organisations are all too often little different from those throughout society. We urge existing voluntary organisations, therefore, to accept the relevance of community development to their work so that they can become major channels through which the community can find ways of solving its problems. However, as we shall explain later, this does not mean that all funds will be raised on a voluntary basis.

205. The second example is community service by young people which we have mentioned already and which is often quoted as an example of one part of the Youth Service where young people achieve real involvement in society. Valuable work is being done in this field, much of which would be neglected if it were not for the efforts of the groups concerned. However, we think that, when young people could discover human needs themselves and decide what to do about meeting them, they are often only allowed to proceed under adult direction ; that, when they need help to do this, they are often told by adults what to do, instead of being involved in the discovery of need and decisions about action ; and that personal service is usually seen as the only goal though young people could often be helped and encouraged to go beyond this and attack the underlying causes of social problems. We consider, therefore, that a more responsible role should be given to the young people concerned. We deal with community service in more detail in the next chapter (paragraphs 242 to 246).

206. The third example is community associations, which in theory could meet all the requirements for community development. At their best they cater for expressions of individual and small group needs by encouraging initiative in activity and responsibility for decisions. In their emphasis on vigorous local effort and on the benefits to social health and personal education that can result from individuals coming together in local communities, caring for others by spontaneous individual effort as well as that of organised groups, identifying needs and promoting action to meet them through private effort as much as through public resources, they were at one time a corner-stone of a broadly conceived policy for the development of adult education. However, whatever their potential, the community associations have often failed to secure any significant community involvement. What are the sources of the failure of some of these community associations ? How could they be helped to become more efficient ? They have certainly suffered from a dearth of professionally trained workers, and have too often been in the hands of people who have little grasp of the essential purpose of community organisations. Yet we feel that the basic reason for their lack of significance may be their lack of economic power ; public funds available to the community associations having been screwed down to the minimum. We recognise how difficult their task has been and how little official support and encouragement they have

had. Where possible, the associations should attempt to finance their activities from private sources. However, changes in the amount of money available to the community associations, or in their staffing, are not in themselves sufficient. Their approach must be clarified and their powers within the community increased. Their functions must be clearly defined and appropriate internal reorganisation should follow to support this. Their role should lie in the following areas; welfare provision, recreational provision, art and sport provision, and communal services. Their broader incorporation into the life of the community should be achieved by their representation on important local bodies like the chambers of commerce and the governing boards of educational establishments. Only with progress along these lines can the community associations be given power and responsibility to achieve the central role in their neighbourhoods that we would wish for them.

207. It is already the declared policy of the NFCA that 'all community associations should have a concern to see that adequate provision is made to meet the needs of youth, either by the appropriate youth organisations or by their own action'. Thus the NFCA claim that community associations 'can and do make a considerable contribution to the social education of young people'. They feel that the associations are 'well-placed to offer opportunities to those teenagers who wish to be treated as adults' and say that 'the democratic framework and organisation of a community association creates many opportunities for youth organisations to link up with adult societies without loss of their own autonomy or purpose'. If the community associations are to become real agencies of community development, we would ask them to undertake a radical reassessment of their work and to ask themselves:

- (a) How far their movement enables people to identify their own needs and organise themselves to meet them?
- (b) How far, apart from specialist activities, young adults and older people co-operate in their associations?
- (c) How far young adults are accepted on equal terms with people of an older generation, and how far their ideas can affect policy and decisions?

We believe that it is vital that the community associations come to terms with the need for social development at a time of social change and grant-aid should reflect their response to this challenge.

Development towards Adulthood

208. We have pointed to the need for the adults in the community to treat older teenagers as the young adults they are. We have also indicated that present Youth Service approaches are inappropriate for work with young adults and have, therefore, to ask at what age new approaches should start.

209. We would prefer not to define 'adulthood' too precisely either by age, legal status, or any other single criterion. There are many kinds of adult

maturity and immaturity. However, when full legal adult status at 18 becomes a fact, and the school leaving age is raised to 16, it would seem reasonable to regard 16 to 17 as the end of the juvenile phase and the beginning of an acceptance of some adult responsibilities along with some adult privileges. We thus recommend that those concerned with the Youth Service should begin to make or enable provision which is more adult and more client-centred for those young people who wish from the age of 16 to 17 onwards. We must also bear in mind that the most important transition in the lives of most young people is from school to work. However, realising that young people develop at very different rates, and recognising that our figures indicate that the present Youth Service appeals to not insignificant numbers of older teenagers, particularly boys, we have no wish to apply a rigid demarcation line. Some younger people may be attracted towards the provision for the 16s and overs, and similarly, it should be possible for some older teenagers to support activities specifically planned for a younger age. The possibility of some overlap should be accepted as being in the best interests of the client.

210. We are concerned, therefore, from this point onwards with the development of provision which will recognise and encourage the maturity and satisfy the needs of young people from the new school leaving age of 16 upwards. We readily accept that some young people will be attracted to it at an earlier age and others will move into it at a later age.

Political Education

211. There is little political education for the young in this country. The reasons are clear. We avoid the issues in this context because they are controversial. We are aware of the thin line which divides political education from political indoctrination. Many of the issues are associated with party loyalties and it is hard to distinguish always between politics and party politics. Yet whatever the difficulties the result is that we exclude from the educational process and from discussions across the generations many moral issues. Politics is concerned with life and with how people live together. We see the new service providing many opportunities for young people to discuss matters of controversy and to share in the formation of public opinion. These opportunities will be even more important when, as we anticipate, the voting age is lowered to 18.

212. One aspect of this subject is fraught with difficulty but should be faced. There is practically no contact at present between Youth Service and the political youth groups. At local level they are isolated and at national level the only contact has been through membership of the British Youth Council. Again, we can understand the reasons for this separation. Political youth groups have been excluded from Youth Service for three reasons, apart from a

common belief that the young are politically apathetic. First, because the 'Hitler Youth' and other youth movements in totalitarian countries were thought to be dangerous precedents showing that such organisations could become government tools; secondly, because the age range was different from the Youth Service—they deal with the 15 to 25 or 30 age-range; thirdly, because it was thought that central or local government funds neither could nor should be given to political organisations, just as prior to the Albemarle Report it was not thought appropriate to give government financial assistance to church youth organisations.

213. We recognise the difficulty and question the wisdom of using public funds to support party political groups. But there are levels of recognition, association and co-operation which do not involve material aid. Elsewhere in this report we have suggested other agencies with whom we see the same pattern of partnership developing, for example with industry. If our oft-repeated hope of the new service—'the critical involvement of young people in their society'—is to find any fulfilment then we cannot be isolated from political issues nor from political youth groups, for in so doing we would be avoiding some of the major issues of our time. A level of partnership may have difficulties but it must be sought and found.

International Understanding

214. Another area of interest which is highly relevant to the lives of young people concerns relationships with people overseas and also with those who come here as immigrants.¹ Different kinds of problem and opportunity are involved and no single approach is suggested. One thing is clear to us: namely that a positive educational function is to help the young adult towards the better understanding of peoples and a greater appreciation and tolerance of differences. We believe that this is an appropriate and realistic objective at a stage of personal development which is often characterised by sociability and a lively interest in travel at home and abroad. One matter which the Department should clear up is its own legal inability to make grants to young people to help finance various overseas ventures and studies. We think that it is vital that, in the interests of international understanding, such ventures should be encouraged. We have noted with interest the work of the British Youth Council, United Nations Association, International Work Camps and similar bodies in this field, and would like to see them receive encouragement and support from the Department.

Our Prescription

215. We recognise of course that in arguing for the emphasis to be put upon community development we may ourselves be in danger of setting up a

¹See the Report of a Committee of the YSDC, 'Immigrants and the Youth Service', HMSO 1967.

stereotyped image of young people as having one dominant feature: that of wanting to be actively involved in their society. There are of course other important needs—for counselling, for example, help with handicaps and provision for special needs; but the two aspects are not unrelated, since many young people need to be helped before they can make their contribution to the community.

216. It is in the light of these considerations that we now venture to describe the kind of Youth Service for the young adults of 16 and upwards that we should like to see receive the strongest possible encouragement from every supporting quarter. We are diffident about doing so, not only from a sense of our own personal limitations, but because of the danger of establishing artificial boundaries. Further, we are convinced of the need for development to be based on local knowledge, and on the principle of self-determination. What follows, therefore, ought to be regarded more as the enunciation of principles than the prescription of details; the sketch, not the detailed blueprint.

- (a) The overall purpose of a service for those of 16 and upwards should be the critical involvement of young people in a society which is theirs as well as ours. It should recognise that it is theirs not only to reason why, but also to help determine what and how. It should think itself successful when it sees them thrusting the 'ought' of their choice into the 'is' of our circumstances; overcoming the great negative of apathy and acquiescence with the affirmative of involvement and participation.
- (b) If its own house is to be in order it should offer genuine possibilities for the maximum self-programming and decision-making by the young people themselves; enabling them to secure provision, rather than patronisingly providing for them.
- (c) It should not be thought of as a building- or membership-orientated service but primarily as a dialogue between young adults and other members of the community. Being flexible it should be able to take many forms—only one of which would be organisations; and should be seen in many different places—only one of which would be the school or further education establishment.
- (d) It should take account of the peculiar needs of particular social groups and individuals whether they be handicapped in any way or have specialist interests; and it should also take account of the development tasks of the young adult in our society, tasks which have to do with work and marriage and status.
- (e) It should respond to young people not as though they were somehow segregated from the rest of the community, but should offer its services as an integral part of the community organisation.

- (f) It should therefore relate to and draw strength from the forces of 'community development' and 'community organisation' both inside and outside the education service; and where these are weak or non-existent it should seek to be the creative agent of community development itself, and to provide opportunities for pleasant associations.

217. These hopes have many implications in many places: for the different agencies of the present Youth Service; for agencies outside Youth Service whose prime responsibility is for young people; for agencies only a part of whose work is with young people. Voluntary organisations, community service and community associations, research, leadership training, administration, and schools and further education establishments are dealt with in other parts of this report; but we should like to point out implications for some of the remaining partners in youth work.

Some Implications

The Churches

218. Although few would disagree with the Albemarle dictum that an important aim and method in youth work is pastoral, it is hard to assess the contribution of the churches to community development either in their work among all age groups or more specifically among young adults. There are too many variables for any generalisations. Some churches appear to segregate their members, young and old, from the community. They may of course create some kind of community within their own boundaries by bringing old and young together in common enterprise and shared tasks though this community may be isolated from the wider community outside the religious organisation. In some cases the church has been the catalyst for community development in the total situation. For example, many flourishing youth centres owe their establishment to meetings for the whole neighbourhood called by the clergy to consider this need in the area.

219. We do not wish to tread too firmly on theological and ecclesiastical ground. Yet we venture to suggest that there are three marked trends today in the churches themselves which affirm rather than deny the central theme of our report. The first is theological. In the post-war period the churches have been impressed by Dietrich Bonhoeffer's stress on 'man's coming of age' (a free translation of a German phrase which literally means 'having a mouth of his own'). One clear implication of this emphasis is that it is not inconsistent with a Christian view of the world to see man in the twentieth century as called upon to solve more and more of his own problems. The second is reflection upon the area of Christian concern and obedience. More and more Christians are talking about 'involvement in the secular situation' and this at least means serving God and man in the community and not merely or even primarily in the

religious organisation. A popular religious book of the past decade described the religious quest today as for 'the gracious neighbour'.¹ The third trend is the ecumenical movement which looks with less and less favour on narrow denominational loyalties which in the past have operated to isolate religious organisations from each other and the community. Further, in some places the Anglican church is practising group and team ministries which often involve trained full-time lay workers and is preparing to implement the Church Assembly motion to establish part-time clergy.

220. The logic of these trends is that the Churches should consider their role in relation to the task and opportunities of community development. How far is it consistent with their faith—indeed in the twentieth century how far is it an inevitable consequence of their faith—that they should put a large part of their effort into the encouragement of people to identify their own needs, develop their own resources to meet them and thus (almost in the language of faith) to attain their true stature and dignity in the Universe by learning to govern themselves more and more? In particular there are implications here for the work of the Churches among young people. But there would be further implications in the training of clergy and others for religious organisations and the outlook of local churches. We would like to invite the churches to give serious consideration to the issue we have raised.

221. Two further points are important. One is that the churches are poised to make a major contribution since they are relatively well-provided with manpower and premises. Secondly, though we have used the Christian Churches as our example we have similar hopes of other religions in the land.

222. We conclude that the Churches should :

- (a) Consider their work in relation to the theory and opportunities of community development.
- (b) Study the implications of this approach for the training of the clergy, part-time clergy and laity, and for the practice of group and team ministries.
- (c) Consider means of sharing more widely their provision and personnel with the community as a whole.

Trade Unions

223. We have seen that the TUC has clear and well-directed views of the role which the Youth Service should be fulfilling, and of the reasons for what they see as its current failings. Yet our experience has been that the individual trade unions are themselves failing in their treatment of young people. Their educational schemes for young people are more impressive on paper than in

¹'The New Reformation?' J. A. T. Robinson (p.48). Penguin, 1965.

practice; attendances are often poor, and the aims of those conducting and attending courses ill-defined. When it comes to policy and decision-making within the unions young people seem rarely to be involved and are rather expected to know their place, leaving such matters to their elders who are too easily assumed to be their betters. At present it seems to be only in industries like mining, where a man's working powers are at a peak early in his life, where a significant number of young people are engaged, at all levels, in the work of trade union branches. There may however be more opportunities for real involvement by young people at the shop floor level, particularly where the average age of the 'shop' is low and the young can gain confidence in the presence of their work-mates. Our conclusion is that the unions, perhaps by their very nature, start their approaches to young people from the basis of their ideology, rather than from an idea of the needs of young people. Their contribution to the social education of the young should not be underestimated—their power is, after all, great—but this education is not obtained in the means we think most beneficial—a discovery by the young themselves, rather than a requirement to fit into a previously determined pattern. Some change, enabling them to integrate young people more fully into the day-to-day affairs of the union branch, would seem highly desirable. Moreover, without trade union involvement, the changes we have recommended for industry and commerce below are unlikely to be fully successful.

224. The Trade Unions should therefore seek to involve young people more fully in :

- (a) branch and shop floor activity ;
- (b) the planning and administration of their educational schemes.

Industry and Commerce

225. Many firms, mainly of medium and large size,¹ provide extensive recreational facilities for their employees: chiefly sports facilities but also such things as coffee bars and communal meeting places. They are mostly committed to industrial training schemes for those they employ. However the extent to which thought is given to the particular needs of the young seems to depend very much on the initiative of the personnel, education and training officers involved. Our impression was of a large number of conscientious and hard, working people who were anxious that their firms should make a real contribution to the welfare of their young employees. However it seemed that too often they started with a rigid idea of the needs of young people and of the provision it was appropriate to make for them, and it seems to be the exception for them to involve young people in decisions concerning themselves.

¹With reference to the situation in small firms, see the Report of the Industrial Youth Project, NAYC, 1968.

226. We are thinking of something more than the involvement of the industrial and commercial worker in the provision of his own recreational and educational facilities. We are concerned with his participation in the business of his firm. In this way, young people may learn responsibility, self-discipline, and leadership, not only through the 'character building' schemes favoured by industry and commerce, but on the factory floor and in the apprentice training scheme.

227. The creation of a participant community in industry and commerce is only one aspect of the part these organisations can play in community development. The Director of the Textile Council's Education and Information Department told us in evidence that 'there are dangers in having a too closely in-bred community centred in a small factory'; his reason was that 'it is desirable that youth activities should be centred on a wider community'. Lord Pilkington has pointed out¹ that his firm 'like many other industrial companies had splendid grounds and facilities very much under-used in places where there are many in the general community to whom use of these facilities would be an inestimable boon'. His company have, therefore, decided that there should be an integration of their recreational facilities into the community, an arrangement of benefit to all concerned.

228. Community development is not a one-way process. We have seen examples of agencies in contact with young people at their places of work with the co-operation of the business organisation concerned. As the Director of the Textile Council's Education and Information Department said, 'there is a need for personnel officers, education and training officers in industry to work more closely with the Youth Service and the voluntary organisations'.

229. We would like to see industry and commerce encourage developments along these lines:

- (a) Participation of young people in their industrial communities.
- (b) Greater integration of industrial personnel and welfare resources into the community.
- (c) Greater co-operation between personnel, education and training officers, and youth and community workers with the particular object of identifying the help that can be given by the latter group in the industrial and commercial situation.

Commercial Youth Provision

230. The success of commercial provision of bowling alleys, coffee bars, holiday camps, discotheques, and pubs in attracting older young people needs

¹In an address to the Annual General Meeting of the Central Council of Physical Recreation, 3rd November, 1967.

no proof. We agree with NAYSO when they argue that this success is due to the fact that 'the commercial recognition of a young person's independence confers the status of social independence which the young person is seeking and to which he responds'. We saw good examples of this at the Manchester discotheques and the Billingham Forum.

231. Since one of our basic beliefs is that young people should be allowed to determine for themselves their own leisure provision, it must seem at first sight as though this condition is completely fulfilled in competitive commercial provision. However, it is our belief that young people do not operate in a perfectly competitive market: an existing club or coffee bar will often have a virtual monopoly and to a large extent the young people will have to accept what is offered to them without much opportunity for their own views to be taken into account.

232. We would like to see more examples of close co-operation between commercial and non-commercial providers. The commercial situation offers the opportunity to make contact and throws up pastoral needs which the providers are unable to meet. We recognise that it is too much to expect men whose primary interest is commercial to operate as youth workers but the right contact between trained youth workers and commercial providers opens up considerable possibilities in offering real help to young people. We were glad to note some evidence of this responsibility being exercised by some commercial interests. The dual use of premises and integrated provision of resources of the kind that is more common in new towns is a further example of possible co-operation, and enables a variety of needs to be met without gaps or duplication.

233. We consider, therefore, that commercial provision can best contribute towards the needs of young people and its own interests when:

- (a) Young people's views are taken into account.
- (b) Co-operation is developed between commercial and other providers.

Future Provision for the Young Adult Group

234. We believe that the principles of community development should play an essential part in all future work with young adults. The Youth Service agencies—the Department of Education and Science, the local education authorities, and the voluntary organisations—should accept it as the guiding principle behind their work; at present few do. In future, young adults must be given the chance to work things through for themselves, and the opportunity to decide for themselves what should be provided and in what manner. Only thus will their real needs be met. This may well, of course, mean that some facilities long denied in some quarters, like alcoholic drinks for the over 18s,

will have to be met. However, far from diminishing our argument, this only serves to indicate the mistakes of past approaches. We have tried, however, to make it clear that our hopes for community development are broader than this. We hope that youth work organised along these lines will enable young adults to become involved in the total community.

235. We mention earlier the present physical isolation of much of the Youth Service. This is, of course, very much the result of attitudes to the Youth Service, and with a change in attitudes, the comprehensive planning and where possible the linking of community provision must be accepted as a guiding principle for the future. In such circumstances opportunities are offered for informal interchange between various groups. In our context, this means that there would not only be opportunities for association between various groups of young adults, but also for interchange between the generations.

XIII Some Common Approaches, Techniques and Activities

Introduction

236. In this section we consider a number of relatively new approaches, techniques and activities in which youth work transcends boundaries of organisations engaged in meeting the needs of young people and therefore helps to establish the community-orientated links we advocate between the generations.

The Role of Clubs

237. Youth clubs and youth centres have played a valuable part both before and even more during the post-Albemarle period. Many of them have provided an opportunity for young people to meet in a friendly and relaxed atmosphere; they have tempted their visitors with further educational possibilities, have given personal encouragement to youngsters who may easily be discouraged, provided opportunities for self-government and have offered counselling services. In some cases there has been a tendency for the separate building to segregate the young people from their society. This trend has not been arrested by the minority of leaders who have adopted insular and even possessive attitudes to their members; who may be interested in 'young people in the club' rather than 'young people in society'. In extreme cases it almost seems that they regard the club as an island of light in a sea of darkness. The club in future must be and must be seen to be what it has already become for a growing number of workers in the field—a base of operations in a neighbourhood rather than a segment cut out for those who want to use it. The wider community use of premises will help in this process as will the mounting willingness of employers to see their professional people as workers in the community rather than workers in a club.

238. We have examined the younger group and the young adult group in separate chapters, but we consider there should be one Youth and Community Service catering for both. However, we do not imply that actual club provision should attempt to meet the needs of both groups in the same setting at the same time. On the contrary, our proposals so far make it clear that, generally speaking, these groups are best catered for separately, although there will always be the need for suitable bridges between different types of provision—the customer must, in the final event, decide what he wants to do. By the

same token, we would hope that provision will be varied to suit the particular conditions and needs of an area.

239. In clubs primarily catering for the lower age-range one would expect to find workers who see their role mainly as preparing young people for adulthood through social education, as well as helping them to enjoy themselves. The traditional youth organisations have a major role to play here. In order to bring this about we should like to see close links being forged between schools, colleges and voluntary organisations.

240. In clubs for the older age-group, we think the leader should play the indirect part of enabling young adults to consolidate their place in the community, and provide opportunities for healthy association in that context. Some clubs are leisure-orientated and include among their activities such things as service by youth, social service generally, supper clubs (at which young people organise for themselves full-scale meals in sophisticated conditions), theatre parties, and lively conversation on major topics of the day.

241. We recommend that those responsible for clubs should consider whether they will cater for either the younger group or young adults exclusively or for both groups in different settings. It is important for them to be clear in their minds which level of sophistication they are aiming at.

Community Service

242. Community service by young people has been given particular attention since 1965. Following our recommendation in March of that year, a committee was appointed with Mr. G. S. Bessey as chairman to consider, in co-operation with the National Council of Social Service, whether there should be facilities for the co-ordination of community service by young people in England and Wales, and to make recommendations. The committee's report¹, published in June 1966, concluded from the evidence that there should be (in brief): adequate preparation of young people before they undertake any form of community service; machinery locally for enlisting willing co-operation at all levels in the co-ordination of service by young people; a survey of local opportunities for service; a clearing-house locally for matching the needs of volunteers with the opportunities available; co-operation with a number of bodies, including the schools;² and a national council for service by young people to promote the development of social training through service to the community. In an accompanying circular, the Secretary of State commended the report for study by all those concerned with service by young people.

¹'Service by Youth', HMSO.

²See also Schools Council Working Paper No. 17: 'Community service and the curriculum'.

243. After further discussions with the local authority associations and voluntary bodies, the Government announced in 1967 a plan to establish a central advisory unit employing up to about thirty young people available to go into areas, upon invitation, to help stimulate and set up schemes to co-ordinate voluntary community service. The unit was to be an independent one, governed by a trust (the Young Volunteer Force Foundation), and the Government agreed to contribute up to £100,000 over the initial three-year period.

244. As we write the YVFF is established and is off to a good start. The number and standard of applicants for posts as field workers is impressive. A committee has been set up to advise on their training, whose members include people from other voluntary organisations concerned with voluntary service. Several authorities have already asked for the Force's services and there have been a number of other enquiries. An important part of the Force's work will be the study of local schemes so that lessons can be imparted and experimental ideas tried out elsewhere.

245. We welcome the formation of the Young Volunteer Force Foundation and the new initiatives it has given in the field of community service. But we recognise the considerable amount of work which has been and is being done in this field by organisations such as International Voluntary Service, Community Service Volunteers and Task Force; by all those voluntary youth organisations who undertake service to the community as part of their general activities and all those many local schemes of service which have sprung up in the last few years. At this stage of development, there would be advantage in the various voluntary service agencies working towards a position where they can have a collective voice and can together advise on training.

246. For the reasons we gave when considering the young adult group, we would like future developments to ensure maximum responsibility for the young people concerned.

Counselling

247. Youth leaders and teachers often help with the 'problems' of their charges, although the degree to which they are used and the degree to which advice is taken has always depended on the relationship between the young person and the adult and the regard each has for the other.

248. In speaking of counselling we do not mean advising. We accept the view of the counsellor's role given by Dr. P. Daws in his paper on 'What will the School Counsellor do' (Educational Research, February 1967)—'that of ensuring that the client is aware of all the factors that must be weighed in making a decision, and of ensuring that the client then makes the decision himself . . . It is the counselling process that is important and not the outcome of

the process evidenced in a decision.' The process is valuable in itself in developing the client's 'general capacity for decision taking'.

249. The present position has been described in some detail in Schools Council Working Paper No. 15, 'Counselling in Schools'. The point is made that counselling is not new, but a development and sophistication of the well-established practice of pastoral care in education, a recognised function of the teacher assisted in differing degrees by such agencies as the Youth Employment Service, the School Health Service and the Youth Service.

250. Counselling fits readily into the emerging conceptions of the curriculum, described above, which include educating young people for responsibility and the making of choices affecting their future as members of society as well as their present as pupils.

251. For the moment, most school counsellors may have to concentrate on young people either in trouble or potentially so. This pressure to act as a therapist can obscure the main task of helping ordinary young people and is, we hope, a transient phase caused partly by the shortage of trained counsellors and partly by a misunderstanding of their role, techniques and potential.

252. Not all educationists are converted to the idea of a separate counsellor in the school situation, even when full weight is given to the value of his working as one of a team of teachers. Nevertheless, we feel that counselling is a skill worthy of further enquiry and development.

253. As with schools, counselling is part of pastoral care in the Youth Service. The youth leader can be a successful counsellor because of his special relationship with the young person, the nature of his training, and his personal contact with officers of a wide range of helpful agencies. Counselling is a skill demanding certain knowledge, qualities, training and practice and is helped through the developing relationship between counsellor and client. Being an 'adult' is just not enough. Many parents are bewildered and feel inadequate; some abandon their responsibilities.

254. In the Youth Service, counselling assumes importance because it comes at a time of transition from full-time education to work, when the young person is more dependent on his own resources and approaches greater maturity. One member of the Council who is a counsellor in a youth centre in a comprehensive school considers his task to be primarily concerned with the post-school group and with providing a bridge between school and community. He relies on specialists to deal with specific problems; his counsel is important where personal relationships are involved. One project has found 'most young people do not need long term help; they do need—and sometimes desperately—the comfort of a good listener and the chance to sort out their ideas in the presence of an experienced and emotionally uninvolved adult'.

255. There are few counsellors on college staffs in the sense used in the foregoing paragraphs referring to schools and the Youth Service, but there would seem to be a strong case for having them to help preserve continuity of counselling and to link with any local advisory service for young people.

256. Young adults will require advice on all manner of things that a few years ago would have been thought of as being quite outside the scope and responsibilities of the trained youth leader. For example, they will need to know where specialised advice can be obtained about mortgages, home economics, contraception, career advancement, emotional disturbances. There are marriage guidance counsellors and similar social agencies in most areas, whom we should like to see assuming an increasingly important place in the training of youth leaders as well as being in contact with members of youth organisations. Young adults should be aware that such services are available to them when they need them; youth and community workers should therefore be acquainted with the full range of these agencies, so that they are in a position to pass on their advice, or to refer young people to them.

257. We have already supported the view that counselling is a continuing process and not just for crises. We have had no time to consider this aspect in great depth or to call for evidence from a wide range of interests concerned. Nevertheless we believe that the effectiveness of counselling depends upon the development of a team approach to personal guidance problems at any level and that the counsellor, the team leader, should be a person of reasonable maturity and experience who has been trained for the work and is in touch with other agencies to whom he can refer individuals for help.

258. In discussing counselling it is important to stress the value of group methods. There is no doubt that a great deal of counselling occurs in Youth Service in groups through, for example, a series of discussions with a marriage guidance counsellor, group meetings within the young peoples' fellowship of a Church, and the activities of school leaver services.

259. Perhaps the main interest of counselling to our study is as an example of an emerging service common to many agencies engaged in youth work. As such, it could help the totality of approach to young people that we advocate. The demand for skilled help far exceeds the supply and, as we shall emphasise later, there is ample scope for co-ordination between those involved.

260. We shall say more later about the effect of counselling on the training of full-time youth workers.

Group Work

261. Work with groups is fundamental to the function of teachers and youth leaders and its value is becoming increasingly recognised. In recent years

changes in the approach to teaching, and developments in the training of youth leaders, have resulted in greater understanding of group behaviour, and of the help which can be offered by a group worker.

262. In some schools, child-centred work, learning by discovery and projects, has resulted in a greater variety of groups and the increased mobility of pupils. Participation in these groups has meant that young people are able to relate to each other in different ways, to play new roles, and to contribute differently according to the group of the moment. This mobility and variety, particularly where the teacher is aware of differing individual needs, has highlighted the potential of group participation, for providing the young person with experiences in which he can learn about himself in relation to others.

263. Because of the voluntary nature of youth work in the Youth Service, mobility in group participation has always been a feature. The youth worker has normally worked informally within a large setting of changing groups, and he has much to offer the teacher in his understanding of this situation. His growing awareness of factors in group behaviour means that he is increasingly able, at points where he is needed, to help group members in their relationships with each other, and with other groups. At one extreme he is able to help a group to accept the individual with difficulties, or to stabilise itself; at the other he can recognise and accept a group's ability to plan and carry through its own programme. In this setting groups can determine their own goals and the youth worker is free to use his knowledge of group process to help groups and individuals meet their needs of the moment.

264. As group participation is fundamental to society, the experiences which young people have in a wide variety of groups are going to affect their attitude to, and understanding and enjoyment of, society. Now that the importance of relationships is increasingly recognised, a clarification of different methods and purposes in helping groups seems essential.

Residential Experience

265. The Newsom Report said that experience of living away from home for short periods, in a fairly small group and in a novel environment, was of particular value to pupils of average and less than average ability and to those living in slums. Our investigations endorse this view, but we would add that residential experience is valuable to all young people providing that priority is given to facilities for developing personal relationships and for creating face-to-face situations.

266. Secondary schools and colleges of FE want more residential experience for their students and an increasing number of LEAs provide residential centres when capital restrictions permit. Youth hostels, guest houses, standing

and mobile camps and hotels are used for the purpose, and the permanent staffs may include people able to help the educational work.

267. Schools and colleges already co-operate with the Youth Service, particularly where there are joint appointments and where youth officers are in close touch. Many youth organisations own centres and have long and varied experience in promoting residential courses, camps and holidays for young people, which experience can be shared with teachers in planning, promoting and staffing. Youth workers may supply a different approach and expertise, providing links external to the school. In residential situations, attractive and vigorous leadership is essential and imposed authority a deterrent. The youth worker's informal relationships may set him off on a better foot than a teacher, although so much depends upon personalities and skill that this is by no means inevitable. Where a joint schools, Youth Service, further education policy on residential education has been developed the situation is improved.

Use of School Resources

268. Contrary to some views we have heard, we think that one of the biggest assets that schools can offer to the community is the calibre, training and dedication of their teachers. Service to the community by teachers, much of it voluntary, is growing. As the number of trained teachers living in a community increases and as the schools reach out into that community, this impact will become greater. The value of joint appointments as a catalyst is dealt with below.

269. There remains the generally recognised problem of the use of school premises and equipment by other organisations. A survey of the situation is at Appendix 4. We have noticed that relations are at their best when potential users show that they appreciate the school's difficulties.

270. Our own enquiries have established that the organisations engaged most in opening their doors to guest users are (in diminishing order of commitment) :

- (a) Village and community colleges and community centres—remembering that there are few of them.
- (b) Secondary schools—about half the secondary schools in England and Wales are not shared at all ; rather less than half offer hospitality to evening institutes/adult education centres ; a third to youth organisations ; and a few accommodate other organisations.
- (c) Major FE establishments—three quarters do not share at all. A few accommodate secondary schools, evening institutes and youth organisations.

(d) Primary schools—although a lower proportion of primary schools (compared to the bodies mentioned above) open their doors to other organisations, their total number is so great that the effect of their hospitality is pronounced. For example, in comparison to secondary schools, primary schools harbour more FE establishments, many more youth organisations and nearly as many evening institutes and adult education centres;

and that the type of organisation most frequently using other education buildings are:

(a) Youth organisations—out of all those youth organisations not combined with some other body, such as a Community Centre or a Village College, about one-fifth use secondary school premises.

(b) Evening institutes and adult education centres.

271. There is some traffic the other way: there are, for example, cases of youth clubs and other Youth Service premises being used by schools for private study, discussions and other activities.

272. NAYSO stated 'Better planning of educational sites and buildings is required to facilitate a wider use of plant than for (say) day school purposes. The communal areas, swimming pools, tennis courts, halls, gymnasias, sports halls, theatres, libraries, youth and adult buildings and even the special subject rooms should be planned to facilitate day and evening use. The school site needs a new home and all should be 'open' whenever any section of the community needs them for valid social-educational purposes, ie all the year round and weekends included. This entails the reorganisation along modern lines of the techniques for redecoration, repairs and maintenance, cleaning and supervising'.

273. A memorandum from the Association for Liberal Education included a comment that 'All new educational building should be viewed against a community setting. Where necessary, all new secondary schools (primary also in rural areas) and colleges of further education should have social and cultural blocks designed for community (youth and adult) as well as student use. The programming of such blocks should be the responsibility of (someone specially appointed).

274. NAYSO felt that 'It does not seem impossible to arrange for campus management on a consultative basis. Similarly in terms of educational development, co-ordination and continuum, we can see no great obstacles to the three principals acting in a consortium with the assistance of educational advisers—including . . . the "Youth Organiser" . . .'

275. NUT/YSA joint evidence couples joint facilities with joint appointments 'from the conviction . . . that it is likely to be extremely difficult to

operate joint facilities without there being joint appointments to the staff of the Youth Service and to the school or other institution in which the facilities are provided'.

276. Representatives of SCNVYO told the Committee that the availability of school premises and equipment for use by voluntary organisations varied throughout the country. Many LEAs were in favour of joint use but the problems arose when arrangements had to be worked out with school governors, heads and caretakers. The voluntary organisations hoped that LEAs would be encouraged to promote more joint usage.

277. From what we have learnt, we feel that the case for joint use of facilities is being increasingly recognised and that, in spite of the difficulties, the situation will continue to improve. We return to the subject later when we consider the administrative implications of our proposals.

Joint Appointments

278. The Department's Register of Youth Leaders covers only those full-time leaders, qualified or unqualified, currently in post. There is no record here, or elsewhere in the Department, of the growing number of joint appointments of all kinds. We asked LEAs, therefore, for information. Replies were received from most, and in spite of some ambiguities, a picture of the situation at the end of 1967 has emerged.

279. There are some 500 joint appointments of all kinds in England and Wales. Of these, up to 300 have direct connections with schools, the majority of the rest being with further education, though there are numerous other combinations. Forecasts for 1975 show a threefold increase in those appointments with direct school connections and a doubling of the total for all joint appointments.

280. Nomenclature is a problem, with many titles—an understandable difficulty in an emerging situation. One generally agreed distinction is that between teacher/leaders, who carry specific teaching and youth leadership responsibilities, and youth tutors, who develop youth work approaches in school and carry them forward as leisure provision for those who have left school.

281. There are various combinations of duties within secondary schools. The majority of joint appointments split their time between teaching and youth work (most frequently half and half) but other combinations bring in counselling, careers, FE and extra-mural work.

282. About 250 of the total number of appointments are attached to secondary schools. Most answer to the headteacher, a small minority direct to a

management committee. The latter arrangement fits the case of the warden/headteacher well, but may create difficulties in the case of junior appointments.

283. One quarter of joint appointments are currently held by qualified youth leaders, almost all the rest by qualified teachers. They are paid on Joint Negotiating Committee and Burnham scales respectively, often with responsibility allowances. The use of qualified teachers clearly offers better career prospects at the moment and fits in well with the youth options provided by some colleges of education. Some authorities try to ensure that the assumption of a joint appointment in no way restricts the holder's future professional progress.

284. Joint appointments in further education range from the officer who has area responsibility for organising and developing the Youth Service and evening institutes to the person who teaches in a college of FE and leads a youth club. There appear to be more possibilities of variation in joint appointments in the Youth Service/FE field than in the Youth Service/schools field. The Association for Liberal Education, in its evidence, called for an increase in joint appointments and stated 'The experience of general studies teachers in promoting physical education, social service, club activities, etc. would then be available to young people enrolled in classes, and the experience of youth leaders would be available in the classroom'.

285. The recommendations we make later about future age-groupings in youth work have a strong bearing on joint appointments. For those who prefer to work with young people who have left school, the development of leisure provision outside school and the development of general studies and extra-curricular activities in colleges of FE are compatible areas of service.

286. The value of joint appointments as catalysts in the emerging situation described above has been fully supported by the evidence submitted to us and needs no urging. They work on the marches between traditional and new approaches to the young and are almost bound to be pulled by conflicting loyalties. Their work is often ill-defined and results hard to show. Theirs is not an easy life, but it is challenging and rewarding.

Common Activities

287. In this section we consider the present range of some particular activities which help to meet the needs of young people and are enjoyed by them in various settings. We do so for two reasons: to investigate what these activities have in common and to assess their value as growth points for other activities likely to help young people. We hope that teachers (and, indeed, headteachers) responsible for the following activities at school, and particularly during the last year at school, will come together with local youth workers and evening

centre heads to decide the best ways in which positive interests established by young people at school may be carried on and developed further in the locality when they leave.

Home Economics

288. When broadly interpreted this subject is able to play an important part in meeting the practical needs of young people of both sexes. The present day progressive Home Economics teacher bases her teaching on the principles of sound home making and is able to lead discussion on various methods of acquiring a home, furnishing it, running it and budgeting. In addition she develops an awareness of community and welfare services and problems of the individual, family and society; she promotes interest in community development and in community service. Her school classes are small compared with those of other subjects and the less formal nature of the work enables her to create relationships with her pupils which lead to ready discussion of problems both with groups and with individuals. She rarely has opportunity to teach mixed groups in school but more use could be made of her skills and knowledge in the post-school period. Home Economics can lead to interest in many crafts; it can focus attention on the responsibilities of marriage and parenthood; it can do much to rectify the criticism (paragraph 86) that the Youth Service has too often ignored the needs of girls.

Drama

289. The controversy about the nature and purpose of drama in schools, as to whether it is a method rather than a subject, seems to us to be reaching a stage where there is common agreement that the personal development of those involved is more important than the producing of plays as such. In the minority of schools which give their pupils experience of movement and speech, and which encourage improvisation, the young people benefit by increased ability to express their thoughts and feelings and by a real sense of achievement.

290. In the majority of secondary schools the number of drama periods gets progressively less from the first to the fourth year, when it often appears as an optional subject only. There are a few exceptions: at one school, drama is a curriculum subject up to and including the sixth form and often spans mixed ability groups.

291. Although the number of specialist drama teachers in schools is increasing, there is a major shortage of the well-trained teachers and producers on whom soundly-based progressive work depends. Drama advisers to LEAs are also important, but in mid-1967, only 47 were employed in England and Wales as compared to, for example, 160 music advisers. Some advisers have helped

to set up specialist centres, in some of which there are joint appointments where drama teachers, often over-worked, are active both in the schools and the Youth Service.

292. Often as the result of one individual's enthusiasm, some 20–30 youth theatre workshops/centres have been established in England and Wales—in the smaller and medium-sized towns, rather than in the major centres of population. Some are based on schools. Their members show a growing interest in making up their own plays and in dramatising novels or contemporary poetry. There is a tendency for these groups to become static and their members reluctant to pursue the activity in an adult situation.

293. Mainly due to lack of skilled producers and suitable space, drama does not seem to have flourished in general-purpose youth clubs. On the other hand, interesting work is going on in some specialised youth drama groups, often due to the dedication of a few individuals. In some areas enthusiastic participation in festivals allows the work of others to be seen and new approaches to be spread. One authority has tackled the necessity for skilled producers with a training scheme recruiting from adult drama groups.

294. To summarise, the new approaches to drama have much to offer young people. At present, participation decreases, but individual enthusiasm increases from the lower forms of most secondary schools to the specialised drama groups for young adults. Numerically speaking, the proportion of young people involved beyond the age of, say, 15 is very small.

Music

295. On the face of it, music seems to provide an obvious and popular bridge between schools and the outside world. It is not unreasonable to expect high correlation between the amount of music available in the home and outside it, on radio, television, the concert platform etc. and the number of people actively playing instruments, individually or in groups, or singing together. Music can contribute towards the social development of all ages, but, although there are signs of improvement, two factors have hindered progress: shortages of equipment and facilities, and of teachers.

296. There is a shortage of equipment and facilities in schools and colleges and there are sharp differences between provision in different areas. Other practical subjects in the secondary school curriculum have their own special rooms but music normally takes place in an ordinary classroom or the school hall. There may be a few pianos and a varying number of instruments. There may be an orchestra or ensembles of different sizes, and almost certainly a choir. Cost control imposes limitations on new construction and adaptation but, in areas where music is taken seriously, sound-proof practice rooms and

music rooms have been provided within the cost limits for building, stocks of instruments built up and young people have acquired their own instruments on a wider scale.

297. There is a shortage of music teachers in schools and the main supply has tended to gravitate towards primary schools. The generally-recognised shortage in secondary schools may be due to insufficient training places and to inadequate facilities and opportunities. Towards the end of school life, uncertainty sometimes develops on the best way to tackle music, at a time when, in any case, the subject tends to be squeezed out by examination pressures.

298. In the instrumental sphere, there has been an efflorescence of schools of music for young people and of youth orchestras, often backed and trained by teams of peripatetic instrument teachers. Often these ventures span secondary schools and older young people, but others are confined to those at school.

299. Recruitment for adult and choral and instrumental groups is a constant problem. On the other hand, brass bands encourage junior sections and ask for evening classes for potential recruits and seem to keep up their membership better. Together with popular and folk music groups, mentioned below, junior brass or wind groups may provide the only indigenous and vigorous music-making among young people and adults in a district.

300. Schools' interest in choral work—with some notable exceptions—seems to be declining. However, in some areas interest seems to be reviving with the development of town and county youth choirs, recruited and trained on an area basis. American practice includes 'electives', where choral or instrumental music can lead to a credit in the same way as an academic subject. The movement known as 'Sing for Pleasure' may help to bring about a choral revival.

301. Many young people are interested in commercial 'pop' and in folk music, and find them vigorous and lively. Indeed, this is one of the main areas in which a considerable number of young people can be involved in the youth work situation. Almost all youth clubs have pop loudspeaker systems which in their operation, choice of discs and struggles over the volume control can be a focus of continuing interest and involvement. Some youth workers have tapped this source through liaison with area branches of the English Folk Dance and Song Society.

302. Conventional youth clubs have not usually proved to be the best places in which to follow through and develop the music interests found in school or elsewhere.

303. To summarise, the wider development of music in schools will widen the activities open to young people on leaving school. It provides a way in which young people can get together themselves, and with adults. The more music becomes popular in the participation sense, as it already is to many in the passive sense, the better will be the impact.

Art/Design

304. Under the general heading of Art and Design is included that area of work which we normally refer to as Fine Art (painting and sculpture); Craft-work; Three-dimensional work; Fashion/Textiles; Graphic Design.

305. In recent years Art and Design Departments have been created in schools where formerly there were separate Art and Craft Departments. We are aware of the new approach in the teaching methods, where there are now opportunities for free expression; present day art forms are within the capabilities of many and the lack of technical ability is no longer a handicap.

306. Outside colleges, secondary schools are the only places where adequate facilities to practise a variety of skills and interests are to be found. Evidence indicates that some school provision is very well used by young people after leaving school. This seems to occur in those schools (mainly secondary modern schools) where the art teaching is of a high standard and the school-leaver is encouraged to continue his interest—not only because the facilities are good but because of the teacher/pupil relationship which has acted as a bridge from school to post-school activities. This healthy relationship is probably the vital factor.

307. Very few young people seem to pursue interest in art in the Youth Service, but we have noticed some interesting examples of help in youth organisations being provided by Art College students. The main reason is probably the low standard of facilities offered in the 'general' youth club building. Some activities which have been labelled 'art'—which could perhaps at best be described as 'time consuming devices'—no longer attract young people.

308. The art training now normally available to the majority of school pupils is having an influence on their aesthetic standards. Attractive decor and original work displays can play an important part.

309. The introduction of the new Diploma in Art and Design in 1963 and the subsequent withdrawal of courses leading to the Department's examinations in Art and Design has affected the provision of work in Colleges and Schools of Art. Forty Colleges of Art are now providing courses leading to the Dip.A.D., the remaining Colleges and Schools of Art (over one hundred) are developing in a variety of ways; many are providing foundation and vocational courses for full-time students, the majority are providing non-vocational classes but

there are some which have become local Art Centres putting all their resources at the service of non-vocational students. These colleges have good accommodation and equipment and professional staff, and it is possible to provide the right atmosphere and conditions which are thus conducive to work of a high standard. One such School of Art in the North which formerly attracted 300–400 enrolments per session has now over 3,000 non-vocational students.

310. Residential summer schools provide opportunities for painters, sculptors and craftsmen to practise their art as well as to prepare themselves for part-time teaching in youth or adult centres. It was noted that a progressive craft training scheme for teachers in dress, light crafts and embroidery extending over a period of three years is provided by one LEA in conjunction with a University Extra-mural Department.

311. In FE colleges a number of vocational courses include some art and design in the curriculum. In addition, liberal studies departments offer further scope for continuing an interest in personal creative activities for a large number of young people in vocational training courses. Interests implanted at school wither instead of gaining strength at this stage unless they are deliberately fostered.

312. There are a large number of art and design classes provided in evening institutes and some of these centres have established a tradition for high standards of work.

Physical Activities and Outdoor Pursuits

313. A range of physical activities wider than team games is now developing in schools and elsewhere. Enjoyment of games and sports of all sorts by the individual and by groups of individuals are now the main concern of physical education teachers; or, put another way, physical education specialists try to identify each individual with some activity or other, especially that in which he shows interest or promise. There is an appreciation that, in an increasingly sedentary and automated technological age, physical fitness should not end with school, college or university. The popularity of Women's Keep Fit classes in evening institutes, classes in Keeping Fit for the Older Man or Executive, and the residential courses for part-time teachers of physical activities in further education emphasise the way in which physical activities can help to bridge the gap between school and the community.

314. The production of specialist men teachers of physical education for schools got under way in 1933. Since 1945 secondary schools have, as a matter of course, been provided with a gymnasium or games hall and playing fields. The training of women physical education teachers is of longer standing, but the popularity of physical education among girls may be seriously affected by the very rapid turn-over of women teachers due to early marriage.

315. A yard-stick of the success of physical activities in schools is the continuation of and the personal involvement in them of young people after leaving school. There are obviously problems about the range of activities possible in schools—provision of physical education facilities are uneven, the number of specialist staff is very limited, and the voluntary time given by other members of staff depends very much on the chance of their own interests and expertise. This being so, some schools, youth organisations and FE establishments make more contact with and use commercial sporting outlets—eg archery, riding, ice skating, skiing and golf. Bringing the professional into the school is a useful thing in itself and provides contact with the adult sport. Some schools have invited club secretaries to address all school leavers: young people quite often are reticent of making the initial contact with commercial or adult club provision and the schools concerned have helped by making the introduction for them in this way. An interesting example is provided by one LEA's scheme to link pupils with an adult club of their own choice during the last year at school. Stepping stones to adult groups is a natural preoccupation of the CCPR and of the Regional Sports Councils.

316. The development of outdoor pursuits of many kinds has added a new dimension to the more traditional types of games facilities and club activities. Small groups and individuals can pit their wits and stamina against nature and the elements and experience personal enjoyment of these activities. These pursuits are more readily available to schools now than before, especially with the establishment of mountain centres and the like by many LEAs. Youth organisations have much experience and also facilities to offer.

317. In the sphere of physical activities, the best provision in a district is generally that of the local secondary school. In the context of outdoor pursuits, although the secondary school may well provide the best base to working out plans etc, very often the pooling of resources to provide facilities for specific outdoor pursuits are most effective. Such pooling gives access to the PE advisory services of the LEA and to facilities at outdoor pursuits centres where such exist. The problems of trying to mount a wide range of physical activities by an individual youth club are considerable and most often not worth the effort—otherwise activities of other sorts which clubs can do more effectively tend to go by the board. Club activities of the table tennis and billiards/snooker variety, unless there is unlimited space on the premises, are prodigal of space which can be better used for other activities involving more members. Concentration on one or two physical activities only by the individual club may often be in its best interests.

318. Some secondary schools and colleges emulate the example of the Village/Community Colleges and develop schemes of affiliation of voluntary

clubs and societies, the sporting as much as the cultural, so that they may use the facilities and, in turn, co-operate with the Physical Education staff to get to know the users. The growing number of sports centres, often brought about by the initiative of Regional Sports Councils, which make a small charge for entry, allow young people to join any of the activities provided.

319. It is possible to achieve casual use of sporting and games facilities, where young and old alike can enter, pay the sessional fee and then try out the chosen sport for a morning or afternoon. Examples are an experiment of mixed commercial and LEA provision on one campus, and a 'Pay and you Play' scheme offering free choice sessions for 5/- on Saturdays on a campus.

Film Making and Photography

320. These allied activities are not perhaps so readily found in schools except as club or society activities. Photography is a popular adult activity and frequently finds a place in the evening institute programme. Some youth organisations have lent encouragement to the development of interest in these activities by annual competitions.

Literature and Communication

321. There is much creative activity in schools—in the humanities and general studies. The discussion of current affairs and civics, and the work involved in general studies are areas which need careful study by youth and adult education workers with a view to their development in after-school situations. The importance of the spoken word as the vehicle of communication and expression is being stressed increasingly in the CSE examination, and is a point worth remembering by youth and adult workers. These are spheres where schools and youth organisations can take a leaf out of the book of the adult educationist and invite local artists, writers and poets into active participation. At the local level adult education and youth centres have sponsored readings in little theatres, public houses etc. by local poets.

Science and Technology

322. Radio and television maintenance and building, car, motorcycle and scooter maintenance, and car driving are all examples of pursuits having a scientific and technological background which can be carried out with comparatively limited facilities. The best accommodation for these activities will be in a local technical college but mostly these will be fully occupied with vocational students. Therefore, in addition to making contacts with the trade for instructors, these are areas in which LEAs can use the lecturing staff of colleges for the training of part-time teachers and instructors, not only in the crafts but also in the way of putting them across successfully and informally.

Modern Languages

323. Modern techniques have brought languages within the reach of people in a wider range of age and ability. 'Language for holiday' courses and language preparation for youth exchanges and youth working parties in other countries are being developed. The use of cheap charter week-end air flights to European capitals is becoming a general feature of the programme of many adult education centres and evening institutes. Various levels of informal language teaching for all age groups exist in many evening institutes. In one LEA a series of self-supporting one day courses entitled 'A Day in . . .' offer a sustained supplement to continuing classes in French, Spanish, Italian, German and Russian.

The Library Service

324. The public libraries are usually anxious to help the schools, youth work and adult education. They will go to much trouble to display and distribute publicity illustrating special activities. Their work in the youth field is more tentative than in the others, but they are experimenting. We commend ventures like 'Books for Enjoyment'¹ in which local libraries have staged exhibitions related to club and centre activities developed by young people, and also the conscious use of library premises as meeting places for young people where specific topics can be discussed over a cup of coffee. In the Village and Community Colleges a public library branch is generally incorporated and we would like to see the library and education services collaborating much more extensively in planning the provision of library branches in similar circumstances where school premises are used for youth and adult purposes.

Summary

325. The possibilities of following subjects and activities in school through to youth organisations and adult education are too numerous to be explored in detail. They may represent the only contact with non-commercial interests a young person will have. It is not our function to enumerate and develop an exhaustive list of curriculum subjects which have the potential for development in the after-school situation. The potential is best discovered by youth workers and adult educationists getting to know the curriculum approach in their local secondary schools and by teachers having an eye to the follow-on concern of these workers and developing some part of their work accordingly.

326. These measures probably span the various parts of our study because the young people involved genuinely enjoy them. They bring personal involvement, a sense of achievement, and the chance to work with others in an easy atmosphere. Participation is not confined to academic high-flyers and

¹See 'Youth Service', May, 1965.

yet they provide the opportunity of practising intensively what has been acquired at school, giving a sense of continuity and security.

327. Their main value as growth points for other activities of help to young people is that they are best done in a community setting and they can operate in groups containing a fairly wide age-range. On the other hand, most are of interest to only a small proportion of young people and a whole venture can turn upon the personality and skill of the organiser.

328. Except for the physical activities and popular music, they do not seem to flourish in the Youth Service, although they are often strongly supported by young people in adult education situations. Nevertheless, we are aware of the interest shown by many specialist advisers in the development of their 'subject' in the Youth Service and in non-vocational classes. Our investigations show that they can do more when their appointing authority takes into account these fields of opportunity as well as the heavy demands of the schools.

329. To conclude, we suggest that the Youth and Community Service should be concerned to facilitate for young people their entry into and the involvement with predominantly adult groups. It is not always clear to young people leaving school, or for that matter to adults, where, in a particular community, opportunities exist in further education provision for continued engagement in activities and interests begun at school. We commend the idea that local directories and exhibitions of information about such opportunities for young people and adults be easily available in all localities, and not solely at enrolment time in September.

XIV Training

Introduction

330. Training is a complex question which requires careful and detailed study. Not only are there closely related professional fields, in education and social work, which are experiencing rapid change in approach and method, but if our recommendations are accepted the youth and community worker of the 1970s will have a very different contribution to make from that of the club leader or centre warden of today.

331. Basic training for the full-time youth and community worker is a key to the developments we envisage. The present one-year courses, through which the bulk of full-time youth workers in this country are now trained, have distinct limitations for the task required of them and they were seen by the Albemarle Committee simply as emergency measures of short-term duration. The problem now is how to re-plan and extend this training, so as to bring professional workers operating separately in the youth and community field into a more effective relationship with each other and to enable them to fill the much more demanding roles which future developments will require, and at the same time to facilitate their transfer to a wider range of educational and social service jobs. The Gulbenkian Foundation Report 'Community Work and Social Change'¹ stresses the urgent need for careful planning of all aspects of training for community work, in view of the wide variety of openings likely to become available in many fields. There are many different jobs to fill and the basic assumption is that youth and community services require a substantial number of professional workers of good calibre and with a wide range of contributions to make. The solutions must be realistic in terms of manpower, money and educational objective. It is necessary to produce an effective and economical scheme of training which is acceptable to the academic institutions that will be asked to recognise it, which will attract a sufficient number of students of the right quality and will enable subsequent transfer to, for example, teaching and social work to be as easy as possible.

332. Training schemes are therefore needed which will:

- (a) enable students to acquire the essential knowledge, skill and understanding for entry into first posts as youth and community workers, within a common basic course, but with opportunity for specialisation;

¹Produced by a study group on training set up by the Foundation. Longmans (21/-).

- (b) enable them also to extend their further education and to develop their personal, cultural and physical aptitudes ;
- (c) make it possible for students with the ability and inclination to become qualified teachers through shortened courses at colleges of education, and facilitate as soon as possible a similar inter-professional link with social work training ;
- (d) attract not only an adequate number of entrants into first posts but also some who will be looking beyond first posts—the initial course of training to be so conceived and executed as to provide a sound basis for progressive professional and academic advancement ;
- (e) encourage greater versatility on the part of the students and greater flexibility in their employment, and provide better opportunities for them to move to different forms of educational and social work in their future careers ;
- (f) ensure the co-operation of employing bodies, such as local education authorities and voluntary organisations, in the provision of adequate fieldwork opportunities, together with supervisory training, which give scope for the exercise of real responsibility on the job ;
- (g) receive the support of the associations representing the professional workers involved.

The Job to be done by the Trained Worker

333. It is becoming much more clearly recognised, and our study has confirmed, that the youth and community worker has different roles in his work. He is at various times a manager, counsellor, educator, group worker and social relations officer. Training has to take account of these needs. The student requires some general preparation for each of these roles, and he may benefit from an opportunity during the course to concentrate further on, say, two of them.

334. All those with whom we are concerned need an element of community work training in their basic training, although the training of those who are expecting to become Community Association Wardens should include a special emphasis on community development work. The training with which we are concerned should also prepare people for work in other posts which the Gulbenkian Report (chapter 4) calls 'grass roots community work', eg a neighbourhood worker on a housing estate. The training required by youth organisers and officers can be included in that described in the same chapter of the Gulbenkian Report as 'local agency, inter-agency and community planning.' Training for these functions must also be provided, particularly if three year courses become possible.

335. Preparation for these tasks, then, is what we would expect from a re-orientated system of basic training for youth and community workers. But, to establish our starting point and before suggesting lines of future development we must describe the steps already taken by the Government.

Steps Already Taken by the Department

336. For some years the Department of Education and Science has been looking at future training, both generally and with the particular problem of the future of the National College for the Training of Youth Leaders in mind. Contact has been kept with the work of the Fairbairn and Milson Committees.

337. The Department considers that :

- (a) The isolation of the youth leader's profession and training from that of the rest of the Education Service—and particularly, in view of the Newsom Report, from the schools—has occasioned the present review of the situation. Many youth leaders will stay in the profession for most, or all, of their careers. But just as the Albemarle Report envisaged teachers coming into the Youth Service, so must provision be made for some youth workers to move, after suitable further training, into teaching or into the wider social service outside the Education Service.
- (b) In studying the question of the training of youth leaders, it is no longer appropriate to consider them in isolation. The Education Service is also concerned with the training of community centre wardens, and the philosophy behind the training of workers in both these fields, which is to regard them as having a common purpose within the community, suggests that their training should in future be more closely connected.
- (c) The influence of the professional full-time workers on the quality of the youth and community services, in which they form a vital minority to whom many part-time workers will look for guidance, is a vital one, and their capacity to sustain an educational role, demanding flexibility of outlook as well as high professional standard, requires a better structure of training and career prospects as a foundation and incentive.

338. The Department has also made a careful appraisal of the present one-year course for youth leaders and decided that, admirably as it has served its purpose of filling a gap speedily, the necessary basic education and professional training are not at present adequately provided. The one-year courses impose strain on both students and staff, they afford the students insufficient time to reflect either on their studies or their practical experiences, they cannot give substantial treatment to any single aspect of the curriculum and they are too tightly packed with information to leave much time for the improvements in reflective capacities and the development of basic intellectual skills which the tasks of the Service call for. The situation is similarly unsatisfactory in the case

of the training of community centre wardens. Although training, which is carried out at Westhill College, extends for two years, there is difficulty in recruiting candidates of the required calibre into such a restricted field.

339. The Department has carried out an examination of the curriculum and training needed to fill the requirements, bearing in mind particularly the implications in terms of cost and supply of trained personnel, and has come to the conclusion that, while a case for a three-year course might well be made out later on, the immediate need could be met within the scope of a carefully planned two-year course. This course, which might contain a sandwich element of practical training, would provide both the basic qualification for practitioners entering the youth and community centre fields and a basis for entry, if and when needed, into further training for work in related fields (in the case of teaching, this would probably mean, in most cases, an additional two years of training).

340. The Department has considered whether two-year courses should be run at a rebuilt National College, but its view is that a narrowly-based institution, that is one devoted to one course or technique (the 'mono-technic'), is educationally undesirable. The Department's view is that a continuance of the National College as a separate institution cannot be justified and that the best centres would be colleges of education, or polytechnics with departments of education. A course established at a polytechnic which had a department of social studies as well as a department of education, would link youth and community centre training not only with teacher training but also with social work training. In this way, not only would an economical use be made of existing facilities and staff, and extra capital expenditure kept to a minimum, but opportunity could be taken, by careful choice of establishment, of attracting day students of the mature kind who will still be needed.

341. The necessity, which we recognise, of making early decisions one way or the other about the future of the National College led the Department to consult the existing training agencies, the local authority associations, the professional bodies concerned and the Standing Conference of National Voluntary Youth Organisations on its thinking set out above. As a result of this consultation the Government has come to the conclusion that, subject to suitable financial arrangements, it would be desirable and practicable to introduce, in September 1970, basic training courses of two years' duration, to be provided, in the main, at colleges of education or polytechnics, and replacing the emergency courses at present conducted at the National College for the Training of Youth Leaders at Leicester. Further consideration would be given in due course, by those concerned, to the content of these training courses in the light, first, of any changes resulting from the Seebohm Com-

mittee's recent report and, second, of the present review of the Youth Service conducted by our Council.

342. We are in general agreement with these decisions and with much of the thinking behind them. The way in which we consider future arrangements should develop are set out below.

Length of Course

343. The Department's view that a two-year course is sufficient to meet the present requirement is one we must respect and, in any case, we would be the last to cavil at a doubling of the present course to two years. Nevertheless, a strong body of advice is in favour of a three-year course. An important element in this reasoning is the comparison with the basic training for teachers, not only on grounds of status and parity of esteem but also because the skills needed are seen to be equally demanding. The majority of us would prefer to regard the two-year course as an interim step towards the establishment of a three-year course when resources are available.

Content of Courses

344. The content of future training courses will be a matter for individual training agencies to consider in consultation with other partners in training (especially those involved in field practice). Several agencies are already engaged in the re-shaping of existing courses to meet changing needs, for the process of syllabus-planning is a continuing one. We are anxious not to trespass on the proper functions of the individual colleges which will include training for youth and community work among their courses. We believe, however, that these colleges may be glad to take into account some of the current discussion of the role of the youth worker which has influenced our thinking. Much of this is equally relevant to the full-time and the part-time worker.

345. In the past, as NAYSO say: 'There has been a tendency to consider the needs of the organisation first and the needs of the young people second.' The service we are advocating would put people's needs first. It would be a client-orientated service: flexible provision offering support as needed rather than based upon a blueprint which predetermines this. Such a service revolves around the youth worker and his ability to diagnose and meet these needs. As the NAYC say: 'What is needed is not so much a different kind of Youth Service but a different kind of person concerned with the Youth Service: people who have accepted that the whole of life is a learning process and are prepared to continue learning alongside the young adults'. Such work will, therefore, make far-ranging demands upon the youth worker and stretch his

skill and sensitivity to the utmost, adding further responsibility to a job which NAYSO has already called 'one of the most difficult in the Education Service'.

346. The youth worker must become more aware than he often has been in the past of the needs of all sections of the youth population in his area. In this report, we may at times have fallen into the common trap of talking of young people as though they were an homogeneous social group. Yet, they are, in fact, as various as any other section of the population, if not more so. The youth worker cannot try to do everything but he should ask himself how he relates to each group of the young. In some instances, the variety of work requires several kinds of youth workers; in others, it requires that the youth worker should vary his role. We believe that the concept of community development has relevance to his work with all young people whatever their class or intelligence, their emotional or psychological state. It is, however, a goal which is more easily reached on some roads than others. We recognise that some young adults, especially the socially handicapped, will not have the assurance or emotional maturity to approach youth provision in the manner we have been suggesting without considerable help from youth workers towards their maturity. The youth worker, therefore, may have to organise some provision very much on existing lines for many young people. He should aim to withdraw from such leadership positions as soon as the young people themselves are ready to assume responsibility.

347. It follows also from our principle of community development that the youth worker must engage, not only with young men and women who are committed to membership of a unit, but also with them in their membership of the communities within industry and commerce, in commercial provision and within the colleges of further education. The youth worker's aim should be to help young adults in these community situations to find satisfying outlets for their interests and energies; to help them to resolve any problems; and to help them to relate positively to others. This may be better performed if, as a Church of England youth worker said to us in evidence, he aims to share his expertise with others 'who have responsibility for young people—i.e. the parents, foremen and charge hands, the commercial entertainers etc.' There may well be circumstances in which the accomplishment of these ends will require specialist appointments.

348. Counselling has always been accepted as part of the work of most youth workers since this is an obvious way of helping young people at this stage of their development. But there are various aspects of counselling:

- (a) The straightforward provision of information.
- (b) Help to young people to enable them to think through particular situations for themselves.

(c) More specialised help to those young people with more serious problems and personality disorders. At this stage counselling becomes social casework and requires case-work skill. Youth workers will not normally be in a position to supply this kind of help. They need, however, to be able to recognise when it is needed, and to co-operate with those in the community who are able to offer it. There is evidence to suggest that in some places, probably due to a shortage of skilled case-workers, young people needing their help are unable to get it. Consultation between youth and community workers and those in the community able to offer this kind of help, and a pooling of available resources across administrative and professional boundaries might go some way to remedy this situation. The same consultative group might devise short training courses to assist voluntary and professional youth workers in the counselling aspects of their own work.

349. In summary, therefore, there seem to us to be three different kinds of youth work for the future :

- (a) work with membership units ;
- (b) work with those who are not members of units, eg in industrial or commercial situations ;
- (c) consultative counselling.

These functions need not be separate. Counselling, mainly of the simple kind, will go on in membership units whether separate consultative services become generally available or not. Similarly some youth workers will work both within a membership unit and outside it. Where work on all fronts is well developed, there can and should be a good deal of interchange between the different aspects. There has in the past been far too much isolation between individual youth workers.

350. It has also in the past been too easily assumed that youth work should be characterised by the permanently existing group ; and for a club or unit to close has often been regarded a failure. In the kind of work with young adults which we envisage we hope that circumstances will determine policies and attitudes in this respect. We see on the one hand, some community development purposes being achieved in relatively short periods of time and the groups which come into being to accomplish them profitably disbanding ; and on the other, some goals being more adequately reached through forms of continuing association.

351. In essence, therefore, the training courses need to be so constructed as to do three main jobs, though we recognise this as an over-simplification. The first is that of enabling the student to learn the principles and practice of youth and community work (including the elements of counselling, group

work and community development) and to acquire the understanding, attitudes and skill necessary for a range of practical situations. The second is to offer relevant studies on as wide a front as possible of man and society. The areas covered by these studies need to include human growth and behaviour, social and moral philosophy, sociology and social history, the nature of the educational system and the part of other social services (with some introduction to theories, problems and achievements of recent years in these fields, and some reference to areas of controversy and a beginning of a study of future needs and development). The third job for the courses is to see to the student's own continued education and enrichment, through the pursuit of general studies and the development of particular interests; he or she needs opportunities not only for a widening of horizons but also for the acquisition of expertise in a chosen subject or activity. In several respects, there is common ground between training of this kind and the established courses for the training of teachers and those for social workers. Part 3 of the Gulbenkian Report supplies illustrations of much of what we consider is required for full-time basic and in-service training. Consultation between those responsible for social work, teacher and youth work training would be especially relevant in view of the emphasis on community work both in the Seebohm Report and our own proposals, and here the Inter-professional Working Party, chaired by Professor Tibble, may have an important role to play.

352. What we have said about the work of the full-time youth and community worker and his training applies equally to the part-time worker. He, too, should see himself working in a variety of community situations, not just in a club setting. When the future shape of youth and community work is a little clearer, a special study should be made of the training of part-time workers in the new situation.

353. We have dealt in detail with proposals for a greatly improved scheme for the basic training of full-time youth and community workers, who will work in a variety of situations, including that of member of a professional team in school or college of further education; and we have indicated how some of these people can progress through further training to more responsible posts. In addition, we believe that there should be more than one level of entry to training, for instance graduate and non-graduate, because if the quality of the work is to be raised a variety of sound educational backgrounds in recruits is needed, in order that from them may come not only strong field workers but some who can move from field level to more influential positions at the policy-making level, and who can fill future full-time training roles. The proportion of graduates entering the service is at present low and we think this is because the present career structure, or lack of it, does not make adequate opportunities clear to them.

Further Training Requirements

354. Alongside the new arrangements for basic training, it is important to recognise further training needs. Youth workers in their first, and sometimes isolated, jobs require supervision and support especially during their probationary period; in some areas such support is already considerable but in others much remains to be done. Beyond this, there will also be the need for further training for all, however long (or short) their initial period in college, and this should range from short refresher courses to substantial periods of in-service retraining. A variety of courses will therefore be necessary, and several of the training agencies will need to be in a position to collaborate with employing bodies in providing it.

Pay and Career Structure

355. Salary structures of the Service should reflect the improved training envisaged and the addition to the already heavy load of responsibility. Salary structures, in turn, are related to career structure and relative professional status. Poor pay and promotion prospects will not attract people of the calibre that is required. At present, promotion for youth workers is to the comparatively few youth officer posts and to a slowly increasing number of training posts. Changes resulting from the acceptance of the concepts of youth work in this Report will create opportunities for advancement through teaching, further education or social work. We hope that the Joint Negotiating Committee will bear these factors in mind in assessing the pay and conditions of service of youth and community workers.



XV Administrative Implications

Introduction

356. Our interest is in the development of educational resources to meet the needs of young people in a community context. Community organisation and development, as distinct from community provision, seems to be nobody's baby. At national and local level, several parts of the education service and various social work agencies are involved in both the voluntary and statutory sectors. The manner in which our educational and social welfare provision has developed has tended to place each in a water-tight compartment. This has meant that inter-professional co-operation has at the same time been both essential and difficult to achieve. The Youth Service has perhaps lost more than other parts of the education service by this dichotomy, since, by its very nature, it spans the gap between educational and social provision. Disparate though the various agencies are, it would be undesirable to introduce a system that would set them all marching in the same direction at a word from the top, even if it were possible. Here we consider what could be done to ensure the best use of the resources of the various agencies in the interest of young people, while still preserving considerable freedom of action for the bodies concerned.

The Present Situation

At National Level

357. At national level, a Cabinet Minister has a general overall interest in the social services. In the Department, schools are dealt with by one branch, 'formal' further education by a second, and 'informal' further education, including the Youth Service, sport and community provision in the educational sense by a third (FE II). FE II and Schools Branch are in regular touch with the Schools Council. Other Ministries, notably the Home Office and the Department of Health and Social Security, have an interest in community work. Most of the voluntary organisations concerned are members of the Standing Conference of National Voluntary Youth Organisations, an associated group of the National Council of Social Service. Co-operation between these bodies is by consultation, mostly ad hoc, to consider such particular problems as, recently, Immigration and Service by Youth.

At Local Level

358. At local level, various departments of local authorities and a number of voluntary organisations are involved. The LEA has the major interest and its attitude, expressed in its methods of working, influences local relationships. 'Youth', with several meanings, is dealt with by different committees in different areas and these have varying executive powers. Sometimes there are youth committees with members from local voluntary organisations. There are local councils of social services, of varying calibre and status. Local education authority staffs are organised differently to deal with youth work, and, in particular, the status of the Youth Officer (or equivalent) varies widely. Some authorities deal with youth matters entirely through their further education staff, others handle them separately, though still in association with further education. Local consultations between all concerned with youth matters are rare and, even when they take place, vested interests can lead to long delays or even stalemate. The separation which characterises the operation of many departments, whilst encouraging the development and application of useful specialisms, inhibits the development and application of the more comprehensive community approach we advocate.

359. Present local government structures differ widely, especially between town and country, and between old and new urban areas. Nevertheless, some subjective judgements in evidence submitted to us have led us to wonder whether the present management structures of local authorities in general may be unhelpful to community development. We have in mind particularly the need to involve in decisions all those who could profitably be involved, and for the maximum scope for the exercise of responsibility. It is for local authorities to examine these matters to ensure that these ends are met, using the best of modern approaches to organisation and management.

Joint Use of Buildings

360. Some notes on the joint use of school buildings are at Appendix 4. Educational building programmes are subject to overall economic control by the Department, and this is likely to continue indefinitely. The Schools programme is by far the largest and will remain the first priority. The Youth Service programme gives protection by ensuring that this small amount of capital is not used elsewhere or lost in a first come, first served rush of projects. Money for community projects comes from several sources and much of the expenditure is not programmed. Some local authorities are not particularly interested in the joint approach we advocate: in the main, it is their priorities rather than the procedural difficulties mentioned above that restrict joint building projects. Grants towards some voluntary building projects are made by the Department: one of the checks made before grants are approved is to

see that as much use as possible is made of the premises by other community organisations, but, by their voluntary nature, maximum joint use cannot be guaranteed. Nevertheless, we consider that the community implications of their proposals should always be considered by LEAs, in consultation with the voluntary organisations concerned, before they submit their building programmes to the Department.

Relationships and Roles of Voluntary and Statutory Bodies

361. Since the Albemarle Report, much effort has been put into maintaining and improving good relations between voluntary and statutory bodies, often with considerable success, although this effort can at times only paper over serious cracks in the relationship. The voluntary members of the Youth Service can feel themselves threatened and fear that their long experience is being brushed aside by young professionals backed by public resources. Some of these fears are partly based on fears of a take-over by the LEA Youth Service, but our investigation provides no proof of this likelihood. It should also be noted that several of the major national organisations have recently undertaken a reappraisal of their purpose and role, in order to plan their future policy realistically.

Summary of Present Position

362. The general picture, then, is a confused one of differing aims, organisations and methods. Facilities available for young people are not broadcast, important services can be unknown to each other, voluntary organisations can both feel and be isolated, and tribal wars can obscure, or empire-building ignore, the common aims of those involved.

A New Administrative Orientation

At National Level

363. We have considered the argument that the Youth and Community Service would be better under some other Ministry because it should concentrate on preventative and remedial work rather than leisure provision and because its social work links are stronger than its educational ones. We do not agree with either reason, nor do we think that the grass would be greener on the other side of the hill. We believe that most of the needs of young people can be met better by the Department than any other Ministry: indeed, it is difficult to suggest who else could take on the task until one Ministry assumed responsibility for all community work in the widest sense (a development the Seebohm Committee saw as a long-term one and which would, from the educationist's view, have the major disadvantage of losing the service of Her Majesty's Inspectorate). Nevertheless, the present Youth Service's enthusiasm

for co-operation is not necessarily shared elsewhere and we do not consider that the present organisation at national level is enough. We have no doubt that if a concept of community development is to be operated with success then a concerted effort, springing from conviction as well as economic necessity, must come from all the government departments concerned: the Home Office, the Department of Health and Social Security, the Ministry of Housing and Local Government, and the Department of Education and Science. At present, the boundaries between several major departments are being questioned, and this may well make the organisation of a joint effort on community development less difficult than it would have been in the past. The Council considers that the Department of Education and Science should ensure that the departments concerned come together, possibly in the context of the Whitehall implications of the Seebohm Report.

364. We are pleased to see the growing links with the Schools Council, but would welcome a Youth and Community Service member of that body. We particularly welcome the mooted possibility of a Schools Council/Youth Service working paper on the Youth Service and the Schools.

At Local Level

365. Here we are treading on ground which has been partly covered by the Seebohm Committee and it is relevant to record some of our reactions to their Report¹ which we have read with great interest. As far as is known, this is the first government report to envisage community development as a normal and proper function of all local authorities, and this is most welcome. However, there are only few references to the Youth Service in the main body of the Report which does not include the Service in the list of services with which it is concerned. The implication is that the new social service departments would assume responsibility for community development in their areas, without taking over all the work of this kind that may be going on. Since we see youth work as part of community development, and since the Report, if implemented, would affect the situation in which the Youth Service operates, further discussion about the relation between the Youth Service and the social service departments is required as early as possible. Our concern is that in these discussions and in the consequent action taken, the particular needs of young people are given proper attention, and the contribution of the educator to community development is made. We welcome the Seebohm Committee's emphasis that the staff of social service departments will need to see themselves not as a self-contained unit but as part of a network of services within the community. This development seems wholly good: in most of the country

¹Report of the Committee on Local Authority and Allied Personal Social Services, (Cmnd. 3703), 1968.

now no department of local authorities is assuming any responsibility for community development and it will be a great step forward if such work is regarded as a major responsibility of the social service departments.

366. A more positive approach to youth work is required locally, stimulating community development and matching the comprehensive approach in schools and the development of a five-year integrated secondary course. Local committee structures, currently being re-examined in several authorities, should be checked to see whether responsibility under Sections 41 and 53 of the 1944 Education Act could be more concentrated. Co-option and cross-membership between committees should certainly be increased and members of voluntary organisations invited to sit with policy-making bodies. Better use could be made of Youth Officers and their equivalents as advisers in social education. The value of joint appointments as catalysts between those interested in young people will, we are sure, be increasingly recognised.

367. The tide is turning towards youth work in schools and further education. Colleges of FE could however do still more in two ways: internally, by training youth workers in special skills and to help students in their community relations; and, secondly, in so far as vocational pressures allow, by seeing their considerable resources as a largely untapped reservoir for community activities. More evening institutes, too, could take a positive place in the community. In both cases, LEA initiative would help FE establishments to find their role.

368. We support the view that educational buildings, especially secondary schools, should be planned for more than one user. We agree with those who would like to see buildings used throughout the day and evening, at weekends and in the holidays. We recognise the difficulties but see no universal answer to problems that can only be sorted out locally. On balance, we think that the abolition of separate Youth Service building programmes, at least at this stage, might do more damage than good to Youth Service interests. It would help if the Department included a reference to the value of joint planning in the periodic circulars giving details of various building programmes. We understand that the Department may shortly issue a circular on the planning of school premises for joint use, and this we commend.

369. The concept of a joint community campus around a secondary school deserves careful consideration, as providing varying examples of attempts to realise the theoretical desirability of integration. We think that each area should develop its own pattern for the extension of school activities, ideally including formal education, youth provision and social contacts. We think the pattern will be most successful when, under the overall supervision of one person, it is administered as part of community provision, is operated in consultation with other community agencies, including youth organisations,

embraces those at school and those who have just left, and provides contact with adults. We consider prior consultation with local agencies essential before campus developments—and we include the case of straightforward secondary school/youth wing combinations—are made. We do not see why, for example, a group of local voluntary organisations should not sponsor the construction of a youth wing on a secondary school site. While the danger of too paternalistic an approach needs to be watched, it is less likely if some choices of activity remain available outside and if the secondary school staff regard the school buildings as common property. In some cases, it may be more appropriate for a youth wing to be added to a major FE establishment than to a secondary school.

370. The advantages of the community campus concept include the availability of complementary skills, cross-training, inter-generational links and the wide resources available to sustain a varied programme, including the diversified use of buildings.

371. So much depends upon local conditions that the community campus cannot be regarded as a universal panacea. It would be counter-productive to push community provisions down reluctant throats: the essence is that communities should be provided with facilities to manage their own leisure affairs. They must want to do so. Where there is a local will, we have seen that there are ways of overcoming the many problems involved: not least, the staffing of premises open for long hours; and the reconciliations of youth section blaring record players with adult education poetry readings, of the need for each generation to have a hole into which it can withdraw with the danger of age-range ghettos.

Voluntary Organisations

372. Voluntary organisations will have a challenging role to play in the sort of youth work we have suggested. We hope they will have increased opportunities to become knowledgeable and concerned about developments in educational and community development circles; that there will be more personal contacts; more local meetings of various kinds; more sharing of staff; and, most important, positive schemes involving the active co-operation of all those involved in serving the needs of young people in the locality. Exhortation at national and local authority level can be no substitute for strong and maintained inter-professional relationships among those in direct contact with young people. Patient, sympathetic discussion at neighbourhood level is essential.

A Social Relations Team

373. We have recommended that authorities might consider changes in the structure of decision making. Another means of providing a more integrated

community service might be to follow the practice of the new town development corporations and appoint a team of social relations officers who see their task as the encouragement of community development.

374. In the course of our study some of us have visited a number of new towns and also received oral evidence from one of the social relations officers, as well as reading much of the literature on the subject. The new town situation provides from first beginnings the opportunity of making a comprehensive plan of community provision linked with varied possibilities for the application of the principles of community development. The boundaries between the different departments concerned with the social services are more easily bridged in the development corporations than in local government units, and resources for pump-priming are available which are not so easily found in older urban situations. There are, on the other hand, social problems which are accentuated by the pace of development. Initially it is not uncommon for such towns to grow in population almost ten-fold in as many years, and to provide for the traditional forms of welfare and leisure activities in such circumstances is a major task. Hence the appointment of specialist staffs of 'social relations' or 'community development' officers.

375. The community with which such workers are concerned is usually local or geographically definable, but within it different groups and individuals will have reference to similar groups outside the immediate neighbourhood. This means that the community worker may sometimes have to work with regional or national functional communities. He must spend a great deal of time meeting people, some of whom know what they want and where they are going, some of whom want to improve conditions or nurse ideas and hopes for promoting or engaging in activity, and some who are reconciled to what already exists. For a time a member of the team may need to serve as contact man between community groups or associations and local authority or voluntary organisations, and to help the former with their administration in many ways. In acting thus, as a catalyst or servicing agent, he is helping people to help themselves by thinking and acting more judiciously, and possibly more vigorously, than they would have done unaided, and he is preparing for the time when he can withdraw from a particular group. That part of his work which is concerned with young people, and much of it is, demands an approach which relates young people's needs to the wider community to which they belong, gets them involved and sees that their participation is welcomed and used.

376. The social relations team thus helps groups in the community to perform some or all of the following functions:

- (a) to identify their needs,

- (b) to understand what is involved in meeting them,
- (c) to draw on all available resources inside and outside the community to meet them,
- (d) to take appropriate action to meet them.

377. We have considered whether such officers have a role to play other than in the new towns. The evidence indicates that in a modern and changing society many groups and individuals need skilled although not necessarily sustained help to elicit their interest and to stimulate and guide their creative potential, particularly in the formation of self-help groups designed to make a contribution to the initial stages of substantial schemes. Our support, therefore, is strong for employing social relations officers outside the new towns, and we have noted with interest that a Sub-Committee of the Central Housing Advisory Council has already recommended this development with respect to all expanding towns.¹ This is not to say that such officers do not already exist in some places outside the new towns, but they are usually employed with terms of reference which confine them too narrowly to one main department. In our view their terms of reference should ensure that they operate across administrative boundaries. We realise that some established communities and their local governments might not welcome intervention by such a broadly based social relations or community development officer. It is, however, important to the success of community development that all concerned realise that their position is important, and that they operate at a sufficiently high level in the administrative framework. In some areas social relations officers would cover the work at present undertaken by youth officers, in others, the youth officer would be a member of the social relations team. We believe a variety of pattern is inevitable, and indeed desirable, but that youth work—particularly with those over 16—should operate within the overall orbit of a community service. Some workers, whether they were called youth workers or community workers, would specialise in work with young adults. As a preliminary step youth officers should be found a place on local Councils of Social Service, and on relevant local authority welfare committees.

378. The appointment of social relations officers would be a clear indication that an authority had accepted the need for the kind of community work we have in mind, and had realised its potential for helping to generate the motivation for continuing self-development. Such work starts from the ascertained and real needs of people; is an economic use of human resources designed to deploy existing resources more effectively; and serves to link more effectively

¹'The Needs of New Communities', Ministry of Housing and Local Government, HMSO, 1967, paragraph 212. Paragraphs 210–221 contain a useful discussion of the role of a social relations officer.

private and public resources of both skill and finance. However, local authorities employing social relations officers should do so with the full realisation that community development can involve a group seeking to change the way in which the authority discharges its responsibilities, with all the attendant risks of controversy and even conflict. Community development workers cannot escape involvement in these controversies. They lead to conflicts of loyalty and principle, which need to be handled with tact and sympathy by those responsible for the overall government of the communities. It is essential that community workers should be able to sustain themselves with confidence in their difficult roles, acting wherever they can as honest brokers between the different sides. Both they and the authorities will have to learn to live with some uncomfortable situations in which the forces and functions the authorities have helped to promote do not easily fall into line either with their decisions or policies. It is worth remembering that controversy is often evidence of health in the local community and to handle it constructively is often to add to the quality of life in the locality.

Financial Priorities and Joint Planning

379. Many committees of enquiry have to face the difficulty of recommending changes knowing that there can be little increase in the public funds available to implement them. We have had to accept that it is unlikely that there will, in the near future, be any substantial increase in those funds available for all parts of the community service. We cannot ignore the implications of this harsh reality; we deeply regret that youth work is likely to be weakened by lack of public funds and indeed there are some areas known to us where the crying need of the Service is for more funds to provide more facilities of all kinds. Having said this we recognise that we must live with the economic facts of life whilst pleading for priorities in public spending not to be allowed to obscure the needs and opportunities of Youth Service.

380. The limited resources available to local authorities, even allowing for the maximum cross-fertilisation between ledger headings, will not be enough to go around. This does not deter us for two reasons. Firstly, the final decision must be made on local priorities established by local conditions. Secondly, we have a clear view, if possibly a controversial one, of where the overall priority lies: with helping those young people who have left school and who are socially deprived.

381. Where voluntary organisations share in an enterprise which is an integral part of local provision for whatever age-groups, their contribution should be recognised and defined in planning, and grants towards the cost should be realistic.

382. The annual current expenditure grants made by the Department towards the headquarters and training expenses of national voluntary youth organisations present a different problem. We understand that the comparative level of these grants is of historical rather than logical growth and recommend that they should be re-assessed completely in the light of the recommendations of this report.

383. However, we are not satisfied that all the necessary financial backing must come from the public purse. It is true that some local voluntary youth organisations find it increasingly difficult to raise funds and that a few are so dependent upon public subsidy as to cast doubt on their true voluntary status. Nevertheless, it may be possible that for a more adult provision young people will themselves be prepared to pay more; what we have seen of commercial provision encourages us in this belief. But if this approach is encouraged there should be safeguards against depriving the under-privileged among the young population, thereby creating a have-versus-have-nots system in Youth Service. Again attention may be given to priorities in spending on the Youth Service both at national and local level. We think that the quality of the community development which is undertaken and the efficiency of the personnel involved is even more important than the building provided. Moreover, we think that there are self-help aspects of community development which have economic as well as educational gain.

384. However, it is chiefly in the joint use of the resources of the community that we hope to gain better value for the money spent. If all material development, in building services as well as personnel, is planned comprehensively and takes into account all community and neighbourhood needs and not just those of the institutions traditionally concerned, then the social gain will match the economic advantage. We have heard of provision and plans for future provision in some new towns where each residential area has its own social and recreational centre, planned in such a way as to offer sports, recreational and associational facilities to all who require them. At the same time it is so structured as to give possibilities for interchange between various groups. These centres are placed in the hands of a trust who administer them and arrange for their use by other agencies. The aim is that such centres would become the heart of the community. For example, an attempt was being made in one area to get the churches to site themselves on the same campus. These and similar activities offer unrivalled opportunities for an interchange of views between the generations and for an extension of the opportunities of integrated activity.

385. Such integral planning is easier within the new towns, but it is our hope that the changes we recommend in administrative posture will encourage

other bodies in both urban and rural areas to plan in a similar way. It is important, however, that the activities of all those agencies concerned with young people's work and leisure should be co-ordinated, both with the authority and between themselves. The authority that adjusts its own administration is in a strong moral position to secure similar co-operation from others. We would hope, therefore, as a first step that major authorities in association with minor ones would call a conference of all those agencies mentioned in this report, to consider the implications of a policy of youth work in a community development context. If this were followed by a detailed and immediate review in association with these agencies of the total provision in the area then plans might be drawn up:

- (a) to secure economies through the rationalisation of existing provision,
- (b) to provide an improved service through increased co-operation,
- (c) to fill gaps in existing provision,
- (d) to ensure that a start should be made in selecting the points including the Youth Service where the policy of community development can be applied and studied.

Further co-operation between the Arts Council, sports councils, and the Youth Service should form part of this process.

Participation

386. It is important that young people should not be excluded from such consultations and authorities will wish to see that their views are both sought and represented. A beginning might be made with the representation of young people on the youth advisory committees and on the further education sub-committees. If additional places were given on the managing or governing bodies of institutions a further step forward would be made. Some areas might prefer to set up a special sub-committee, in which young people are in the majority, to survey the youth needs in the area, to make recommendations, and to see their execution through. The principles involved would be to give young adults:

- (a) a foothold in the areas of decision,
- (b) responsibility for the management of substantial schemes,
- (c) a chance to innovate and experiment and also to assess critically and constructively the successes and failures of their specific contribution.

387. Our society has not yet been able to secure everywhere representation for consumer interests, though it is now more aware that it should do so, and is making progress in this direction. Considerable areas of the relationship between consumer bodies and political authorities have still to be explored. Where statutory organisations find ways of incorporating their consumer and potential consumer publics into their structures of control, movement towards

a provision which supports and enables a community to be concerned with its own development will, in our opinion, be accelerated.

388. A major policy announcement, emphasising the value of joint consultation, planning and building, the importance of pooling resources and the catalytic value of approaches and activities common to various aspects of education and community work would help to achieve our aims without asking local authorities to do the impossible at a difficult financial time.

Immigration

389. We endorse unequivocally the sentiments expressed in the Hunt Report.¹ A two-nation concept cannot be an acceptable basis for our democratic society. Everyone in the education service has a part to play, particularly teachers in schools and colleges of education as well as youth and social workers. We are not trying to say that attitudes and ethics are directly taught. Much just 'rubs off'. Yet the present phase of the battle may well be won or lost in the schools.

390. More urgent action is needed. We therefore recommend that LEAs together with voluntary organisations should consult more closely with Community Relations Councils where they exist, or with the Community Relations Commission, in order to gain a clearer insight into the real needs of coloured young people. A working relationship needs to be established between those elements of the community most closely concerned, so that joint action can be taken to stimulate conferences, training and field work designed to assist coloured young people to create and find their place in the community. Appropriate school facilities (eg gymnasias, playing fields, halls, workshops etc) should be made available for multiple use, particularly in areas of high immigrant density.

Research and Experiment

391. Research and experiment in the various fields described towards the beginning of our Report have become an expensive item. We are in favour of the expansion in this direction, but we should like to see the results more fully studied and applied in the local situation. We therefore recommend that both local education authorities and voluntary youth organisations in planning future development should, where appropriate, take into account the methods and forms of work that have been tried out experimentally elsewhere. The Youth Service Information Centre can play an important part in making this information available.

¹Immigrants and the Youth Service: Report of a Committee of the YSDC (HMSO 1967).

392. Our report raises a number of points on which further research seems necessary. These could be incorporated in the Keele study, if they are not already included. They are :

- (a) the significant differences, if any, in terms of home, school, work, class, area, between the 16+s who make use of the Youth Service and those who do not ;
- (b) whether the 16+s have unmet needs which community workers, both men and women, including youth workers, could legitimately try to meet ;
- (c) a profile of attitudes of adults to adolescents and vice versa ;
- (d) a clear indication of the proportion of adolescents who use the Youth Service, and whether there are marked differences between areas in the use of particular kinds of provision etc ;
- (e) facts and their interpretation of the relation of girls and the Youth Service.

Local education authorities and voluntary organisations might also like to consider whether they could contribute to the study of any of the above topics.

393. There is a further research study which could also provide interesting evidence for those in the Youth Service. This is the National Child Development study, a longitudinal research project being undertaken by the National Bureau for Co-operation in Child Care under a grant from the Social Service Research Council.¹ The National Bureau are studying a 1958 cohort and so it will be a few years yet until these children pass into the present Youth Service age range. However, we recommend that the Department should approach the National Bureau with a view to obtaining details of the cohort's activities during these years, so that the exercise could be continued, if this was found useful, into their later years.

The Youth Service Development Council

394. The Albemarle Committee thought the YSDC should have a life of ten years, and this is coming to an end. We hold no brief for the continuation of an advisory council for its own sake : unless it has a real contribution to make, it can burden rather than help the Service with which it is concerned. We are also conscious that youth work is a field in which there is no lack of vehement advice to Ministers controlling very limited resources.

395. The trends that are already evident in the Service and which our report has emphasised show that fundamental developments are still going on. If the YSDC is judged to have made an important contribution during the Albemarle

¹National Child Development Study (1958 Cohort).

ten-year development period, the same or greater opportunities to help will continue for some time, at least until generally accepted lines of development emerge.

396. We consider that the Council should continue under the new title of Youth and Community Service Council. Membership should reflect the trends we advocate and continue to be on an individual rather than a representative basis. To guard against the problems of stabling a white elephant in the Department's new home at Waterloo, we suggest that the contribution being made by the Council should be reviewed by the Secretary of State every five years.

**Appendix 1 Evidence received and visits made during preparation
of Y.S.D.C. Report on Youth and Community Work in
the 1970s**

Written Evidence Received

By the Fairbairn Committee

Army Cadet Force Association.
Association for Adult Education.
Association for Liberal Education.
Association of Teachers in Technical Institutions.
Church of England Youth Council.
Community Service Volunteers.
Council for Nature.
Docklands Settlements.
Education Welfare Officers' National Association.
Frontier Youth Trust.
The Joint Four (The Joint Executive Committee of the Association of Head Masters,
Head Mistresses, Assistant Masters and Assistant Mistresses).
National Association of Head Teachers.
National Association of Youth Service Officers.
National Federation of Young Farmers Clubs.
National Union of Teachers.
Scout Association.
Scripture Union.
Standing Conference of National Voluntary Youth Organisations.
Swindon Education Committee.
Voluntary Service Overseas.
Young Christian Workers.
Youth Hostels Association (England and Wales).
Youth Service Association.

Mrs. I. Clark, 'Holiday Fun', Guildford.
Mr. G. Ette, National Association of Youth Service Officers.
Mr. K. Godfrey, Students Welfare Officer, Foley College of Further Education
and College of Art.
Mr. A. Weedall, Bourneville College of Further Education.

By the Milson Committee

Association for Adult Education.
Association for Jewish Youth.
Bolton Education Committee.
Bolton Institute for Technology.
British Association of Residential Settlements.
British Junior Chambers of Commerce.

British Timken.
Central Youth Employment Executive.
Church of England Youth Council.
Coal Industry Social Welfare Organisation.
Community Service Association.
Community Service Volunteers.
Confederation of British Industry.
Congregational Church of England and Wales.
Cotton and Allied Textiles Industrial Training Board.
Countess of Huntingdon's Connexion.
Duke of Edinburgh's Award.
Frontier Youth Trust.
Glasgow Corporation.
Imperial Chemical Industries, Ltd.
Labour Party.
Library Association.
Liverpool Education Committee.
Liverpool Youth Organisations Committee.
National Association of Youth Clubs.
National Association of Youth Service Officers.
National Committee for Commonwealth Immigrants.
National Council of Social Service.
National Federation of Community Associations.
National Federation of Young Farmers' Clubs.
National League of Young Liberals.
National Union of Students.
Northumberland Education Committee.
Standing Conference of National Voluntary Organisations.
Scout Association.
Scripture Union.
Scunthorpe Education Committee.
Sheffield Industrial Mission.
Trades Union Congress.
Voluntary Service Overseas.
Young Christian Workers.
Young Men's Christian Association.
Youth Service Association.
Youth Service Association (Merseyside Branch).

Mr. J. Benjamin, Camden Play Centres Association.
Mr. H. Collins, City of Leeds College of Education.
Mr. B. Davies, Chorley College of Education.
Mr. G. R. Dixon, Culham College.
Mr. D. J. Escott, City of Portsmouth College of Education.
Essex County youth officers and youth leaders.
Mr. S. Field, Adventure Unlimited.
Mr. K. W. Fleming, Youth Leader, Maidstone.
Mr. R. Gosling.
Mr. M. Hopkins, Thumby Lodge and District Community Associations.

Mr. K. Jones, Debden Community Association.
Mr. K. Jones, Kingswood Youth Activity Centre.
Mr. J. Leigh, North East Derbyshire Project.
Mr. P. Matthews, Bromley and Downham Boys' Club.
Mr. J. Markes, Diocesan Youth Officer, Southwell.
Mr. A. E. G. Morton, Edge Hill College of Education.
Mr. D. Payne, Almondsbury Adult Education Centre.
Mr. O. Reed, Kingston upon Hull College of Education.
Miss E. M. Rutherford, Church of Scotland Department of Youth and Education.
Mr. D. Scott, National Federation of Community Associations.
Mr. J. D. Selby, Divisional Adult Education Officer, South East Derbyshire.
Dr. C. S. Smith, Manchester and District Youth Development Trust.
Mrs. A. R. Waddup, Co-operative Youth Movement.
Mr. T. R. Walton, Greater London Youth and Community Service.
Mr. H. Webb, The Stonehouse Gang.
Mrs. W. Whitehead, Toddlers' Clubs.
Mr. J. Wilson, Farmington Trust Research Unit.

Verbal Evidence Received

By the Fairbairn Committee

Standing Conference of National Voluntary Youth Organisations.

Mr. J. P. Allen, HMI.
Dr. R. J. Harris.
Mr. J. W. Horton, HMI.
Mr. D. E. Lloyd Jones, Department of Education and Science.
Dr. D. Miller, Tavistock Clinic.
Mr. E. Parkinson, HMI.
Mr. R. A. Richardson, HMI.
Mr. H. Sagar, HMI.
Miss C. M. Smale, HMI.
Miss A. E. Stephen, HMI.

By the Milson Committee

Inner London Education Authority.
Youth Service Association.

Mr. B. G. H. Brooke-Taylor, Social Relations Officer, Dawley.
Mr. Roger Gale.
Dr. James Hemming.
Mr. Frank Judd, MP
Mr. D. E. Lloyd Jones, Department of Education and Science.
Lady Morris of Grasmere.
Mr. Peter Willmott, Institute of Community Studies.
Mr. Paul Winterforde-Young, Butlins Ltd.

Places Visited

By Members of the Fairbairn Committee

During visits discussions were held with representatives of various local education interests including representatives of voluntary youth organisations. In addition the Committee held a one-day seminar at HOLLIN Hall, Yorkshire College of Education and Home Economics, Leeds, where they had discussions with workers in various fields of education and related services.

Birmingham	Birmingham Athletic Institute. Bourneville College of Further Education Lea Mason Secondary Modern (C.E.) School. Midland Arts Centre. Nechells Secondary Modern School. Saltley College of Education. Westhill College of Education.
Bristol	Connaught Boys' School. Hartcliffe School. Lawrence Weston School. Lockleaze School.
Buckinghamshire	High Wycombe College of Technology and Art. Slough College of Further Education.
Cambridgeshire	Bassingbourn Village College. Bottisham Village College. Melbourn Village College. Soham Village College.
Derbyshire	South-East Derbyshire College of Further Education, Ilkeston.
Essex	North-East Essex Technical College and School of Art.
Glamorgan	Barry Summer School. County Youth Eisteddfod.
Hertfordshire	St. Alban's College of Further Education. Dacorum College of Further Education, Hemel Hempstead.
Leicestershire	Ashby Ivanhoe Secondary School and Community College, Ashby-de-la-Zouch. Hind Leys Secondary School and Community College, Shepshed. Loughborough College of Art and Design. Thurmaston Roundhill Secondary School and Community College.
Middlesex	Isleworth Polytechnic/Hounslow Youth Orchestra.
Monmouthshire	Caldicot Community College. Cwmcarn Community College. Trevethin Community College.

Northumberland	<p>Bedlington Station County Secondary School. Newlands County Secondary School. Prudhoe County Secondary School. Robert Holmes Youth Centre, Long Benton.</p>
Oxfordshire	<p>Bicester School and Adult Education and Youth Centres. Gosford Hill School and Adult Education Centre. Wenman School and Adult Education Centre. Icknield School and Adult Education and Youth Centres.</p>
Yorkshire (West Riding)	<p>Bretton Hall College of Education. Conisborough Centre, Rockingham Institute of Further Education. Conisborough Northcliffe High School. Mapplewell Youth Club. Priestthorpe County Secondary School, Pudsey.</p>

By Members of the Milson Committee

Billingham (Teesside)	<p>Billingham Forum.</p>
Birmingham	<p>Birmingham Local Education Authority. Birmingham Athletic Institute. Bourneville Institute of Further Education. British Motor Corporation Ltd. Cadbury's Ltd. Central Institute of Further Education. Curl Hall Youth Club. Double Zero Club. Duddeston Manor Centre. Dunlop Ltd. G.K.N. Screws and Fasteners Ltd. Lea Mason Centre. Lucas Ltd. Nechells Green Community Centre. Olympic Roller Rink. Poole Farm Youth Club. Selly Oak Institute of Further Education. Shenley Green Youth Centre. Silver Blades Skating Rink. Tube Investments Ltd. Westhill College of Education.</p>
Camden, London Borough of	<p>Camden Council of Social Service. Camden Institute of Adult Education. Camden Play Centres Association.</p>

Liverpool	Liverpool Local Education Authority. Liverpool Council of Social Services.
Manchester	Manchester Local Education Authority. 'The Can-Can Club' 'The Catacombs' 'The Majestic' Manchester Sports Guild. Moston College of Further Education. 'Mr. Smith's'. Openshaw Lands' Club. 'Top of the Town' 'The Twisted Wheel'
Peterlee New Town	Peterlee Development Corporation.
Skelmersdale New Town	Skelmersdale Development Corporation.
Washington New Town	Washington Development Corporation.

During the YSDC's Visit to the North-East

The YSDC visited the area of the North Eastern Council of Education Committees in September 1968. In addition to talking to elected representatives, local authority officials, statutory and voluntary youth workers and young people, members visited :

Northumberland	Longbenton Youth Annexes. Kielder Community Centre. Bellingham Secondary Boarding School.
Newcastle	Lightfoot Sports Centre. West End Boys' Club.
Gateshead	YWCA Mixed Youth Club. Lobley Hill Youth and Community Centre. Drama Group in Saltwell Senior High School. Theatre Workshop, Brighton Road.
Sunderland/South Shields	Lambton Boys' Fellowship Centre. Inn-Come Youth and Community Centre. Group '67, Thorney Close. St. Hilda's Youth Club.
Hartlepool	Bridge Youth Centre.
Teesside	Whinney Banks Youth Club. Thorn tree Youth Club. Nunthorpe Youth Wing. Billingham Forum.

Appendix 2 L.E.A. Youth Work Activity in 1957/8 and 1967/8

LAYOUT OF TABLES

The tables that follow consist of:

- (a) a summary sheet giving the position in England and Wales (separately and collectively), in county boroughs, county councils and selected large towns,
- (b) detailed figures for each LEA, arranged by geographical areas.

SOURCES OF INFORMATION

Columns 2, 4, 6, 8, 10, 12, 14, 16, 18 – Albemarle Report, Appendix 4.

Columns 5, 7, 9, 11, 13, 15 – Information supplied by LEAs in response to a questionnaire at the end of 1968.

Columns 3, 17, 19 – Based on routine information supplied by LEAs to the Department.

Columns 20, 21 – Derived from Columns 18, 19.

GENERAL NOTES ON TABLES

1. *Boundary changes, etc.*

Interpretation of the tables is complicated by the many alterations in LEAs' areas which have taken place since Appendix 4 of the Albemarle Report was compiled. The most important of these changes took place in the London area as a result of the London Government Act, 1963. Where possible, the composition of such 'new' LEAs has been indicated in the footnotes to the tables. In some cases, however, boundaries may have undergone more subtle changes over the years (for example, a county borough may expand to take in some of the territory of the county area around). Such changes cannot be shown in notes, although the figures might reflect them.

In the ten years which have passed since Albemarle, the character of some areas may have altered (for example, a formerly rural area may be developing into a residential one). It is not possible to indicate such changes in the tables although, again, they may be reflected in the figures themselves.

2. *Youth Service Population (Columns 2 and 3)*

At the time Appendix 4 of the Albemarle Report was compiled, the Youth Service catered for a 15 to 20 age-range. The age-range of the present Youth Service is 14 to 20. This fact should be borne in mind in interpreting Columns 2 and 3 but one ultimate comparison of expenditure remains valid, as Columns 18 to 21 are on a per capita basis.

3. *'Large Towns'*

The choice of these for the summary tables needs a word of explanation.

London, Birmingham, Liverpool, Manchester and Leeds were chosen because they had the largest Youth Service populations.

Cardiff was selected because it had the largest Youth Service population in Wales. Newcastle, as the 'capital' of the North-East, a development area, was obviously of interest. Leicester, as the home of the National College for the Training of Youth Leaders, and as a large town in its own right, was also considered worth including.

4. *Reliability of the Tables*

- (a) Columns 4 to 15, interesting though they are, should be treated with some caution.
- (b) Columns 16 to 19 are more uniform and reliable, derived as they are from statistics compiled by the Department from information supplied routinely each year by LEAs. (It will be noted that all expenditure is NETT).
- (c) Whilst Column 20 ('Apparent increase') simply represents the difference between Column 18 (expenditure per head in 1957/8) and Column 19 (expenditure per head ten years later), Column 21 represents the rise or drop in per capita Youth Service spending expressed as a percentage, adjusted to take account of the fall in money values. The adjustment was calculated by reference to Price Indices for Consumer Goods and Surpluses, Home Market, 1958-1967, which indicate, in general terms, that £125 was needed in 1967 to buy what, in 1958, cost £100, and the figures in Column 21 take this into account.

5. *Blanks in the Tables*

(a) *In columns derived from Appendix 4 of the Albemarle Report*

All the blanks in Appendix 4 are shown (-), regardless of the reason for them. It is not clear, therefore, whether such blanks indicate an LEA's failure to reply to the questionnaire, or an absence of a particular type of provision, or some other cause. Incidentally, in three cases the 1957/8 'Youth Service population' figure is a blank in the Albemarle tables (Rutland, Isles of Scilly and Monmouthshire). The reason for this is unknown.

(b) *In columns derived from information within the Department or in response to the 1968 Questionnaire*

The blanks are differentiated. A complete blank denotes 'Information not received from LEA, or received too late for inclusion in the totals.' A dash (-) indicates a 'nil' answer in that column. An asterisk (*) denotes that it is not possible to complete the column because of omissions in Appendix 4 of the Albemarle Report.

6. *Decreases in Expenditure*

These are indicated by a minus sign in Columns 20 and 21, next to the figure.

Note: All very large increases and decreases in these columns have been checked. There are a number of reasons for such rises and falls in per capita expenditure and too much should not be read into such comparisons as are shown in these columns.

Summaries from different types of area

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA				
	1967-8	1967-8	1967-8	1967-8	Full-time		Part-time		1967-8		
	2	3	4	5	6	7	8	9	10	11	
1											
Large Towns TOTAL	746,515	1,173,450	103	257	55	136	10	137	552	1,730	
AVERAGE	93,189	146,881	13	32	7	17	2	17	69	218	
Greater London	427,000	756,650	34	193	48	88	8	88	216	1,149	
Birmingham	100,000	120,110	8	5	1	24	—	10	100	115	
Cardiff	17,739	29,570	5	12	—	3	1	7	5	5	
Leeds	39,000	56,320	16	9	1	2	1	4	151	180	
Leicester	19,071	32,170	16	6	1	5	—	6	35	71	
Liverpool	65,000	81,770	—	7	2	3	—	3	—	10	
Manchester	53,705	69,080	26	25	1	9	—	8	45	200	
Newcastle-upon-Tyne	24,000	27,780	—	—	1	2	—	—	—	—	
County Councils TOTAL	2,079,126	3,206,770	303	1,084	217	443	126	642	1,296	5,709	
(England 48) AVERAGE	46,203	71,239	7	24	5	10	3	14	29	127	
County Boroughs TOTAL	1,264,312	1,441,640	617	559	120	181	85	237	2,315	3,265	
(England 79) AVERAGE	16,002	18,249	8	7	2	2	1	3	29	41	
ENGLAND TOTAL	3,343,438	4,647,410	920	1,643	337	624	211	879	3,611	8,974	
AVERAGE	28,963	37,479	7	13	3	5	2	7	29	72	
County Councils TOTAL	126,636	228,420	264	326	124	374	9	42	1,015	897	
(Wales 13) AVERAGE	9,741	17,571	20	2	1	3	1	3	78	61	
County Boroughs TOTAL	36,998	58,550	36	59	14	41	1	11	66	236	
(Wales 4) AVERAGE	9,250	14,638	9	15	4	10	4	3	17	59	
WALES TOTAL	163,637	286,970	300	385	14	38	10	53	1,081	1,133	
AVERAGE	9,627	16,881	18	23	1	2	1	3	64	67	
ENGLAND TOTAL	3,507,075	4,934,680	1,220	2,028	351	682	221	932	4,692	10,107	
and WALES AVERAGE	24,873	34,998	9	14	3	5	2	7	33	72	

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure £		Estimated expenditure per head of population in Youth Service age range £		Increase in expenditure per head from 1967-8 to 1967-8	
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	Apparent	Adjusted %
	12	13	14	15	16	17	18	19	£	%
									20	21
	219	278	2,514	5,384	656,408	2,651,227	.88	2.26	1.38	105
	27	35	314	673	82,052	331,403	.88	2.26	1.38	105
	149	180	1,205	4,643	448,580	2,086,616	1.05	2.76	1.71	110
	9	8	29	89	48,227	113,890	.48	.95	.47	58
	3	2	72	165	17,593	73,325	.98	2.48	1.50	102
	9	10	15	36	28,779	90,537	.75	1.61	.86	72
	2	6	114	43	26,738	64,455	1.40	2.00	.60	14
	30	37	183	250	26,294	124,215	.40	1.52	1.12	204
	5	12	846	78	43,895	152,266	.80	2.20	1.40	120
	11	11	51	83	16,502	45,923	.67	1.65	.98	97
	237	445	4,246	11,796	1,543,772	6,436,954	.74	2.01	1.27	117
	5	10	94	282	34,306	143,043				
	182	231	2,965	3,663	758,324	2,653,889	.60	1.84	1.24	145
	2	3	38	48	9,574	33,594				
	419	676	7,211	15,459	2,300,098	9,080,843	.69	1.10	.41	28
	3	5	58	125	18,541	73,314				
	40	26	517	786	249,182	774,325	1.97	3.43	1.46	39
	3	2	40	60	19,188	59,564				
	7	5	106	384	31,719	136,885	.86	2.34	1.48	117
	2	1	27	91	7,855	34,221				
	47	31	617	1,150	280,901	911,210	1.71	3.17	1.46	48
	3	2	36	68	16,524	53,601				
	466	707	7,828	16,809	2,580,987	10,002,053	.74	2.03	1.29	120
	3	5	56	118	16,305	70,937				

Northern Area

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA			
	1987-8		1987-8		1987-8		Full-time		Part-time	
	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8
1	2	3	4	5	6	7	8	8	10	11
CUMBERLAND	15,227	24,740	1	—	2	3	—	1	—	3
Carlisle CB	5,700	7,880	10	9	1	1	—	5	17	26
DURHAM	50,000	103,980	—	1	7	13	—	2	89	—
Derlington CB	7,540	8,520	7	6	1	2	1	—	6	80
Gateshead CB	9,247	11,670	2	2	1	1	—	2	2	15
Hartlepool CB	6,000	8,550	6	2	1	1	—	3	61	66
South Shields CB	9,250	12,580	5	6	1	1	—	2	5	14
Sunderland CB	16,500	21,900	1	2	1	2	1	—	—	8
NORTHUMBERLAND	38,000	52,480	—	68	2	4	—	1	—	189
Newcastle-upon-Tyne CB	24,000	27,780	—	—	1	2	—	—	—	—
Tynemouth CB	4,680	8,130	—	1	1	1	—	1	—	2
WESTMORLAND	4,500	7,320	2	7	1	2	—	4	1	2
YORKS. N RIDING	25,100	44,410	9	20	—	1	6	4	8	65
1 * Middlesbrough CB	13,500	18,250	—	3	1	2	2	5	1	51

1 * Middlesbrough, together with Stockton and a part of the North Riding of Yorkshire, became part of Teesside CB as from 1st April 1988.

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure £		Estimated expenditure per head of population in Youth Service age range £		Increase in expenditure per head from 1987-8 to 1987-8	
	1987-8		1987-8		1987-8		1987-8		Apparent	
	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	£	%
	12	13	14	15	16	17	18	19	20	21
	5	10	24	74	7,646	37,649	.60	1.62	1.02	143
	3	3	6	159	5,725	21,749	1.00	2.84	1.84	127
	2	11	82	131	21,772	156,049	.43	1.50	1.07	178
	—	2	—	31	10,366	33,419	1.37	3.92	2.55	129
	4	1	17	60	3,319	10,852	.35	.93	.58	113
	1	—	3	58	6,881	23,447	1.15	2.74	1.59	91
	—	2	—	25	7,046	28,273	.75	2.24	1.49	139
	4	6	19	22	4,223	42,831	.25	1.96	1.71	527
	6	20	74	93	24,257	119,758	.65	2.28	1.63	181
	11	11	51	83	16,502	45,923	.67	1.65	.98	97
	—	4	12	13	2,083	13,786	.45	1.89	1.24	200
	2	1	6	21	2,883	14,570	.60	1.99	1.39	165
	1	2	6	120	19,804	84,662	.77	1.91	1.14	98
	1	1	14	13	7,909	43,248	.57	2.37	1.80	233

Yorks East and West Riding Area

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organizers employed by LEA		Number of Youth Leaders employed by LEA							
	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	Full-time			Part-time				
							1987-8	1987-8	1987-8	1987-8	1987-8	1987-8		
1	2	3	4	5	6	7	8	9	10	11				
YORKS, E RIDING	15,000	24,800	17	36	1	11	—	1	35	159				
Kingston-upon-Hull C B	28,775	36,340	11	14	1	1	—	—	22	154				
York CB	10,000	11,830	6	8	1	1	1	1	45	7				
YORKS, W RIDING	151,683	181,080	—	70	14	24	9	29	125	508				
Barnsley CB	6,359	8,340	7	7	1	1	—	—	21	23				
Bradford CB	21,000	31,860	2	9	1	1	—	2	22	124				
Dewsbury CB	4,250	5,700	—	4	—	1	—	4	—	12				
Doncaster CB	6,000	9,860	4	6	1	1	—	1	34	5				
Halifax CB	6,650	9,600	5	4	1	1	—	2	8	18				
Huddersfield CB	6,500	13,300	8	10	1	2	6	10	20	21				
Leeds CB	39,000	55,320	16	9	1	2	1	4	151	180				
Rotherham CB	7,200	9,400	6	4	1	1	—	—	72	35				
Sheffield CB	35,000	50,850	12	20	2	3	2	6	10	111				
Wakefield CB	4,189	6,390	2	6	1	1	—	—	1	9				

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure		Estimated expenditure per head of population in Youth Service age range		Increase in expenditure per head from 1987-8 to 1987-8	
	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8
	12	13	14	15	16	17	18	19	20	21
	2	—	40	48	8,838	63,598	.57	2.56	1.99	259
	1	—	8	121	27,926	45,203	1.15	1.24	.09	-14
	3	1	9	51	14,828	42,438	1.45	3.59	2.14	98
	1	2	420	1,720	47,001	319,256	.30	1.76	1.46	369
	1	3	7	5	11,117	18,830	1.75	2.26	.51	3
	1	6	11	34	9,636	50,077	.45	1.58	1.13	181
	—	—	6	87	605	18,863	.15	3.31	3.16	1,685
	1	2	15	24	9,055	30,916	1.50	3.13	1.63	67
	1	1	5	28	6,556	17,152	.97	1.79	.82	48
	—	3	13	25	16,581	50,845	2.55	3.83	1.28	20
	9	10	15	35	26,779	90,537	.75	1.61	.86	72
	—	3	16	17	14,203	17,538	1.85	1.87	—	-23
	10	11	27	60	28,230	64,244	.80	1.26	.46	26
	1	—	4	8	2,922	14,585	.65	2.28	1.63	180

North-Western Area

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA			
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	Full-time		Part-time	
							1967-8	1967-8	1967-8	1967-8
1	2	3	4	5	6	7	8	9	10	11
CHESHIRE	69,600	99,380	—	2	1	3	—	20	—	56
Birkenhead CB	14,500	16,310	1	5	1	2	—	4	—	14
Chester CB	4,000	6,920	4	2	1	1	—	—	3	11
Stockport CB	10,600	14,380	7	9	1	2	—	2	108	91
Wallasey CB	7,108	10,210	4	—	1	2	—	1	—	42
LANCASHIRE	167,500	240,700	51	79	3	6	—	27	80	341
Barrow-in-Furness CB	5,313	6,910	—	—	1	1	—	—	—	—
Blackburn CB	8,000	10,680	—	1	—	1	—	4	—	7
Bleekpool CB	6,766	13,460	7	9	2	2	—	—	25	34
Bolton CB	12,000	16,460	5	5	1	4	—	—	30	49
Bootle CB	8,000	9,420	—	2	—	1	—	2	—	8
Burnley CB	6,000	8,160	2	4	1	1	—	—	4	14
Bury CB	4,619	6,340	3	3	—	1	—	—	6	12
Liverpool CB	65,000	81,770	—	7	2	3	—	3	—	10
Manchester CB	63,706	89,080	26	25	1	8	—	8	45	200
Oldham CB	8,638	11,780	3	9	1	2	2	4	4	29
Preston CB	11,000	10,940	1	—	1	1	—	3	60	24
Rochdale CB	6,675	8,710	1	4	1	1	—	2	4	23
St Helens CB	9,500	11,800	—	4	1	1	—	3	—	38
Salford CB	15,708	16,320	4	4	1	1	—	—	28	40
Southport CB	5,286	6,960	5	3	1	1	—	—	70	41
Warrington CB	6,200	9,000	—	—	1	1	—	—	—	—
Wigan CB	7,150	6,980	—	—	1	1	—	—	—	—

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure £		Estimated expenditure per head of population in Youth Service age range £		Increase in expenditure per head from 1967-8 to 1967-8	
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8
	12	13	14	15	16	17	18	19	£	%
	4	10	22	128	4,248	61,518	.07	.62	.55	608
	3	7	58	34	7,660	32,567	.52	2.00	1.48	208
	—	—	12	—	2,468	5,235	.80	.88	.28	17
	1	1	6	32	24,370	50,906	1.32	3.54	2.22	115
	—	—	13	59	2,832	13,762	.35	1.35	1.00	208
	6	10	40	70	17,787	216,313	.10	.89	.79	612
	—	—	54	43	3,724	8,184	.70	1.18	.48	35
	—	—	18	20	4,416	5,966	.55	.56	.01	-19
	—	—	12	62	7,712	11,288	1.07	.84	-.23	-37
	3	4	17	29	8,245	25,010	.67	1.52	.85	81
	—	5	4	6	611	16,720	.07	1.77	1.70	1,823
	1	1	17	34	2,865	8,342	.47	1.02	.55	74
	—	1	4	10	1,070	8,350	.22	1.32	1.10	380
	30	37	183	250	26,294	124,215	.40	1.52	1.12	204
	6	12	845	76	43,695	152,266	.80	2.20	1.40	120
	—	—	13	17	6,806	28,405	.75	2.41	1.66	157
	—	—	35	30	3,853	14,763	.35	1.35	1.00	209
	—	1	17	38	6,665	20,605	1.00	2.36	1.36	89
	—	4	5	3	2,051	23,480	.20	1.89	1.79	686
	—	—	138	46	8,214	11,018	.52	.67	.15	3
	—	—	—	43	8,975	9,408	1.70	1.35	-.35	-36
	4	3	35	35	1,281	18,682	.20	2.08	1.88	732
	3	1	19	17	2,193	3,669	.30	.42	.12	12

North-Midland Area

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA							
	1957-8	1967-8	1957-8	1967-8	1957-8	1967-8	Full-time			Part-time				
							1957-8	1967-8	1967-8	1967-8	1967-8	1967-8		
1	2	3	4	5	6	7	8	9	10	11				
DERBYSHIRE	48,283	82,040	15	35	5	8†	4	37	68	218				
Derby CB	10,547	13,880	15	18	1	1	—	—	86	40				
LEICESTERSHIRE	31,100	45,130	—	8	5	7	—	10	28	101				
Leicester CB	19,071	32,170	16	6	1	5	—	6	35	71				
LINGS (HOLLAND)	7,581	10,760	—	—	—	2	—	3	—	20				
LINGS (KESTEVEN)	6,000	16,360	—	1	1	4	—	2	—	28				
LINGS (LINDSEY)	24,000	38,450	—	17	2	6	—	9	18	111				
Grimby CB	6,300	10,780	—	4	—	1	—	3	—	32				
Lincoln CB	5,518	8,400	2	2	1	1	1	3	12	37				
NORTHAMPTONSHIRE	20,250	31,280	7	3	4†	5	1	4	8	50				
Northampton CB	7,500	12,740	—	4	1	1	—	4	—	5				
NOTTINGHAMSHIRE	42,380	66,400	—	6	5	7	—	5	—	28				
Nottingham CB	25,000	34,040	12	13	2	2	4	5	28	8				
RUTLAND	—	2,730	—	2	—	3†	—	—	—	4				

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure		Estimated expenditure per head of population in Youth Service age range		Increase in expenditure per head from 1957-8 to 1967-8	
	1957-8	1967-8	1957-8	1967-8	1957-8	1967-8	1957-8	1967-8	£	%
1	12	13	14	15	16	17	18	19	20	21
DERBYSHIRE	—	1	175	74	41,757	183,101	.85	2.23	1.38	110
Derby CB	1	2	5	30	8,152	32,728	.78	2.41	1.63	147
LEICESTERSHIRE	3	5	95	176	13,980	87,521	.45	1.84	1.49	245
Leicester CB	2	6	114	43	26,738	64,455	1.40	2.00	.60	14
LINGS (HOLLAND)	2	—	15	7	1,481	13,971	.20	1.30	1.10	420
LINGS (KESTEVEN)	2	1	8	13	2,711	24,784	.45	1.52	1.07	170
LINGS (LINDSEY)	5	2	157	73	10,763	69,904	.45	1.82	1.47	241
Grimby CB	2	3	4	51	701	25,005	.10	2.41	2.31	1,828
Lincoln CB	1	1	7	28	3,402	17,005	.60	2.02	1.42	169
NORTHAMPTONSHIRE	1	4	15	49	14,763	36,987	.73	1.15	.42	26
Northampton CB	4	5	12	30	2,782	24,007	.38	1.88	1.50	286
NOTTINGHAMSHIRE	6	5	81	83	13,528	57,871	.33	.87	.54	111
Nottingham CB	15	10	60	112	26,869	56,583	1.03	1.66	.63	28
RUTLAND	—	—	6	28	152	3,335	—	1.22	*	*

Midlands Area

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA			
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	Full-time		Part-time	
							1967-8	1967-8	1967-8	1967-8
1	2	3	4	5	6	7	8	9	10	11
HEREFORDSHIRE	8,000	14,520	8	10	1	1	4	8	4	56
SHROPSHIRE	22,400	33,180	6	7	5	16	3	4	—	—
STAFFORDSHIRE	54,714	88,710	16	—	9	—	3	—	110	—
Burton upon Trent CB	4,067	5,960	4	2	†	1	—	—	7	6
Dudley CB	5,000	17,020	1	7	—	2	—	2	2	66
Stoke on Trent CB	25,000	31,560	31	43	3	4	2	5	65	90
Walsall CB	9,000	20,340	1	11	1	2	—	7	70	200
West Bromwich CB	7,200	20,590	10	17	—	2	—	4	16	38
Wolverhampton CB	11,000	29,260	10	25	†	3	—	4	10	131
WARWICKSHIRE	40,000	56,880	11	29	6	12	—	24	73	120
Birmingham CB	100,000	120,110	6	5	1	24	—	10	100	115
Coventry CB	19,801	36,150	12	24	2	2	4	9	82	168
2*Solihull CB	—	9,120	—	—	—	—	—	—	—	—
WORCESTERSHIRE	35,542	42,080	26	15	2	7	4	12	25	17
Warley CB	7,808	17,160	1	13	1	1	—	1	—	28
Worcester CB	4,500	7,210	2	3	—	1	1	1	10	18

2*Solihull - a new County Borough which in 1967/8 was a part of Warwickshire.

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups financially assisted by LEA		Total current expenditure £		Estimated expenditure per head of population in Youth Service age range £		Increase in expenditure per head from 1967-8 to 1967-8	
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8
	12	13	14	15	16	17	18	19	20	21
	2	—	40	15	11,804	28,219	1.48	1.94	.46	5
	1	—	7	14	16,242	54,705	.68	1.65	.97	94
	—	—	525	20	61,483	194,234	1.08	2.83	1.75	110
	—	—	3	17	2,293	6,984	.55	1.15	.60	67
	—	—	6	98	1,137	31,990	.23	1.88	1.65	554
	—	—	7	79	30,987	68,201	1.23	2.16	.93	40
	1	—	12	27	4,524	81,020	.50	3.00	2.50	380
	—	1	7	23	2,120	30,760	.30	1.49	1.19	297
	4	8	8	23	10,987	63,863	.95	2.18	1.23	84
	1	6	28	40	20,437	143,046	.50	2.51	2.01	302
	9	8	29	89	48,227	113,890	.48	.95	.47	58
	1	4	81	52	9,833	41,117	.50	1.14	.64	82
	—	—	—	—	—	35,784	—	3.82	*	*
	—	1	136	143	18,316	38,967	.58	.95	.37	31
	—	—	5	35	1,459	17,006	.18	.99	.81	340
	2	1	10	11	5,516	5,046	.123	.70	—	—54

LEA Youth Work Activity
in 1967/8 and 1967/8

Eastern Area

Eastern Area	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA			
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	Full-time		Part-time	
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8
1	2	3	4	5	6	7	8	9	10	11
BEDFORDSHIRE	25,600	26,590	21	9	2	4	1	7	83	70
3* Luton CB	—	15,190	—	10	—	1	—	4	—	80
CAMBS AND ISLE OF ELY	18,560	32,920	54	23	2	4	4	29	70	231
ESSEX	107,000	108,380	130	99	19	20	30	82	538	600
Southend CB	10,600	17,110	1	7	1	2	1	4	—	73
HERTFORDSHIRE	43,500	81,190	—	1	2	23	—	4	—	—
HUNTINGDON AND PETERBOROUGH	9,640	18,250	7	13	4	6	—	12	8	10
SUFFOLK (EAST)	14,156	24,080	11	12	3	8	5	12	5	70
Ipswich CB	9,500	12,800	9	10	1	2	—	1	9	9
SUFFOLK (WEST)	7,900	15,230	9	8	4	4	—	—	13	39
NORFOLK	24,500	41,300	16	21	7½	7	—	17	48	125
Great Yarmouth CB	4,000	5,710	1	2	1	2	2	2	—	3
Norwich CB	9,266	13,750	7	10	1	2	—	4	63	83

3*A 'new' County Borough — a part of Bedfordshire in 1967/8.

Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA	Number of youth groups assisted financially by LEA		Total current expenditure		Estimated expenditure per head of population in Youth Service age range		Increase in expenditure per head from 1967-8 to 1967-8		
	£		£		£		%		
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	
12	13	14	15	16	17	18	19	20	21
—	—	17	354	20,971	47,230	.85	1.78	.93	67
—	1	—	102	—	45,876	—	3.02	*	*
—	2	13	98	17,484	81,010	.85	2.46	1.51	107
8	2	88	480	250,538	374,771	2.36	3.48	1.11	18
—	—	10	153	6,193	36,156	.57	2.11	1.54	196
—	37	72	171	12,415	152,472	.22	1.67	1.45	507
—	—	48	135	13,081	57,166	1.35	3.13	1.78	86
2	2	6	60	15,740	60,899	1.10	2.53	1.43	84
—	—	15	22	7,112	30,281	.75	2.36	1.61	152
—	—	26	16	3,332	28,254	.42	1.85	1.43	252
—	1	152	60	19,509	116,653	.80	2.82	2.02	182
—	—	13	11	3,689	6,199	.93	1.08	.15	-7
—	2	12	23	11,538	37,299	1.25	2.71	1.46	73

ILEA and Outer-London Area

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA					
							Full-time		Part-time			
	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	
1	2	3	4	5	6	7	8	9	10	11		
INNER LONDON AREA		308,320	35	31						12		
OUTER LONDON		448,330	188	67			99			1,137		
Barking		20,810	12	2			6			82		
Barnet		33,870	14	4			5			176		
Bexley		21,460	7	2			6			41		
Brent		26,960	11	4			6			35		
Bromley		32,080	4	3			6			29		
Croydon		34,100	6	3			3			24		
Ealing		29,130	6	4			4					
Enfield		26,960	6	3			7			69		
Haringey		123,870	7	3			2			84		
Harrow		21,120	3	2			2			10		
Havering		26,800	15	2			4			31		
Hillingdon		24,770	9	4			7			52		
Hounslow		20,980	4	3			3			47		
Kingston upon Thames		14,820	8	3			4			45		
Merton		17,680	4	3			1			20		
Newham		28,440	11	2			5			67		
Redbridge		26,080	10	3			4			108		
Richmond upon Thames		16,600	5	3			5			25		
Sutton		16,200	5	2			5			40		
Waltham Forest		24,200	12	2			14			143		
4*GREATER LONDON	427,000	756,850	34	193	48	88	8	99	215	1,148		

4*For details of changes, please see General Notes B(1). Comparisons are not valid, because the 1987/8 figures refer to what was shown in the Albemarle Report as the Metropolitan Division, whereas the 1987/8 figures refer to Greater London - i.e. ILEA and the Outer London Boroughs.

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure		Estimated expenditure per head of population in Youth Service age range		Increase in expenditure per head from 1987-8 to 1987-8	
					£		£		£	
	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8	1987-8
	12	13	14	15	16	17	18	19	20	21
		150		3,274		1,144,784		3.71		
		40		1,369		941,822		1.18		
		2		90		47,496		2.32		
		2		28		53,168		1.57		
				20		36,988		1.71		
		7		54		45,020		1.67		
		3		61		32,001		1.00		
		7		103		33,734		.89		
		1		219		42,580		1.46		
		1		44		52,930		1.87		
		2		63		55,110		2.31		
		2		15		20,555		.87		
		1				70,560		2.47		
				160		46,685		1.88		
				86		48,905		2.33		
		1		16		31,420		2.12		
		2		134		24,274		1.37		
		7		95		85,585		3.01		
				47		44,930		1.72		
		1		23		22,946		1.38		
				56		40,645		2.51		
		1		63		106,577		4.40		
	149	180	1,205	4,643	448,580	2,086,616	1.05	2.76	1.71	110

South-Eastern Area

LEA Youth Work Activity

in 1967/8 and 1968/8

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA			
							Full-time		Part-time	
	1967-8	1968-8	1967-8	1968-8	1967-8	1968-8	1967-8	1968-8	1967-8	1968-8
1	2	3	4	5	6	7	8	8	10	11
KENT	116,820	128,100	29	28	—	3	21	28	48	172
Canterbury CB	2,660	3,800	—	1	—	—	—	2	—	1
SURREY	101,500	99,170	—	19	20	15	18	10	108	162
SUSSEX EAST	21,200	35,810	4	21	2	12	14	30	23	80
Brighton CB	11,000	16,820	2	11	2	6	—	9	—	9
Eastbourne CB	3,000	5,070	2	4	1	1	—	2	3	12
Hastings CB	3,878	6,700	—	—	—	1	—	1	—	8
SUSSEX WEST	26,368	41,890	1	19	10	13	—	14	1	61

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure £		Estimated expenditure per head of population in Youth Service age range £		Increase in expenditure per head from 1967-8 to 1968-8	
									Apparent	
	1967-8	1968-8	1967-8	1968-8	1967-8	1968-8	1967-8	1968-8	£	%
	12	13	14	15	16	17	18	19	20	21
	4	5	79	144	56,985	137,701	.50	1.07	.57	71
	—	—	1	6	568	5,958	.20	1.57	1.37	528
	3	4	69	20	52,340	150,816	.50	1.52	1.02	143
	5	4	98	150	37,485	159,157	1.75	4.44	2.69	103
	4	7	36	20	8,130	40,805	.75	2.43	1.68	169
	1	1	8	2	3,516	10,835	1.15	2.14	.98	48
	—	—	15	50	647	6,984	.15	1.04	.89	455
	4	3	93	184	14,068	126,449	.22	3.04	3.82	105

LEA Youth Work Activity

In 1957/8 and 1967/8

Southern Area

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA			
	1957-8	1967-8	1957-8	1967-8	1957-8	1967-8	Full-time		Part-time	
							1957-8	1967-8	1957-8	1967-8
1	2	3	4	5	6	7	8	9	10	11
BERKSHIRE	18,070	45,130	—	16	4	9	1	11	—	27
Reading CB	7,601	14,910	2	5	1	2	3	5	3	19
BUCKINGHAMSHIRE	33,900	55,770	2	22	2†	4	9	26	45	170
DORSET	21,000	32,080	—	16	1	5	—	14	—	41
HAMPSHIRE	41,517	90,390	12	20	7	8	3	4	23	182
Bournemouth CB	5,900	13,270	9	10	1	4	—	9	12	34
Portsmouth CB	22,000	23,080	8	14	1	5	4	5	21	60
Southampton CB	16,924	24,000	14	21	1	3	1	1	33	71
ISLE OF WIGHT	4,600	9,100	14	9	2	1	2	4	16	11
OXFORDSHIRE	11,000	25,360	—	11	5	8	—	3	9	28
Oxford CB	8,600	15,180	—	—	2	3	—	2	—	4

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure £		Estimated expenditure per head of population in Youth Service age range £		Increase in expenditure per head from 1957-8 to 1967-8	
	1957-8	1967-8	1957-8	1967-8	1957-8	1967-8	1957-8	1967-8	1957-8	1967-8
	12	13	14	15	16	17	18	19	20	21
	—	1	23	87	9,375	53,877	.60	1.20	.70	92
	2	1	37	67	13,568	26,204	1.78	1.76	-.02	-21
	—	—	64	130	23,042	123,086	.66	2.21	1.53	160
	5	4	65	86	8,285	60,824	.35	1.90	1.55	334
	—	1	54	129	18,832	103,635	.40	1.15	.76	130
	3	5	20	12	6,068	48,156	1.03	3.63	2.60	182
	1	1	60	40	10,935	41,329	.60	1.79	1.29	186
	—	3	8	257	15,032	38,288	.88	1.60	.72	45
	—	—	7	15	10,323	16,789	2.30	1.84	-.46	-36
	—	—	5	50	9,230	38,471	.83	1.52	.69	47
	3	3	17	46	6,393	21,261	.75	1.40	.65	49

LEA Youth Work Activity

South-Western Area

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA				
	1967-8	1967-8	1967-8	1967-8	Full-time		Part-time		1967-8	1967-8	1967-8
					1967-8	1967-8	1967-8	1967-8			
1	2	3	4	5	6	7	8	9	10	11	1967-8
DEVON	10,600	51,110	—	4	5	7	—	4	—	5	5
1* Torbay CB	—	—	—	—	—	—	—	—	—	—	—
Exeter CB	5,520	10,960	—	7	1	1	—	4	—	16	—
Plymouth CB	14,240	23,480	—	3	1	2	—	3	—	9	—
GLOUCESTERSHIRE	38,262	54,560	11	34	9	16	5	33	14	13	13
Bristol CB	34,000	49,410	14	18	3	5	9	18	17	48	48
Gloucester CB	5,378	7,750	5	2	1	3	1	2	13	38	38
SOMERSET	36,100	57,860	—	1	8	11	—	26	—	3	3
Bath CB	6,170	8,590	—	—	1	3	—	4	—	—	—
WILTSHIRE	24,000	47,250	9	26	11	16	7	4	48	146	146
CORNWALL AND ISLES OF SCILLY	20,000	32,470	—	1	6	10	1	6	6	5	5

* Torbay C.B. was created after April 1968 - no figures are yet available.

in 1967/8 and 1967/8

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure		Estimated expenditure per head of population in Youth Service age range		Increase in expenditure per head from 1967-8 to 1967-8	
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8
12	12	13	14	15	16	17	18	19	20	21
1	2	33	67	9,210	44,313	.88	.87	-.01	—	—
—	—	—	—	—	—	—	—	—	—	—
1	1	17	9	2,271	20,644	.40	1.88	1.48	278	278
—	4	48	79	5,289	21,031	.38	.89	.51	87	87
6	6	147	230	37,175	166,378	.98	2.87	1.89	134	134
10	14	48	67	39,442	166,061	1.15	3.16	2.01	120	120
—	—	15	110	5,583	22,428	1.05	2.89	1.84	120	120
5	12	97	180	22,289	105,463	.63	1.82	1.19	131	131
3	4	7	18	6,981	23,940	1.13	2.79	1.16	98	98
—	75	74	244	21,225	115,208	.88	2.44	1.66	122	122
2	1	81	300	10,511	30,611	.53	.43	-.10	-35	-35

Wales

LEA Youth Work Activity in 1957/8 and 1967/8

	Estimated population in Youth Service age range		Centres fully maintained by LEA		Number of Youth Officers/organisers employed by LEA		Number of Youth Leaders employed by LEA			
	1957-8		1967-8		1967-8		Full-time		Part-time	
	1957-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8
1	2	3	4	5	6	7	8	9	10	11
ANGLESEY	2,800	5,870	16	30	1	2	1	1	11	27
BRECONSHIRE	4,000	5,760	13	15	1	1	1	2	76	29
CAERNARVONSHIRE	4,000	12,150	38	55	2	3	2	2	38	60
CARDIGANSHIRE	2,000	5,800	1	4	†	—	—	1	2	4
CARMARTHENSHIRE	13,332	16,200	16	1	1	1	2	2	26	46
DENBIGHSHIRE	14,100	19,140	—	1	1	3	—	5	—	80
FLINTSHIRE	9,200	16,600	18	30	—	1	1	—	25	36
GLAMORGAN	59,165	80,360	108	108	2	7	—	17	555	534
Cardiff CB	17,739	29,570	5	12	—	3	1	7	5	5
Merthyr Tydfil CB	3,800	6,420	6	10	—	1	—	1	40	69
Swansea	12,500	18,380	22	17	†	2	—	3	21	142
MERIONETH	3,000	3,690	—	4	2	3	—	—	—	7
MONMOUTHSHIRE	—	37,900	49	58	1	4	1	2	268	56
Newport CB	6,000	12,220	3	20	1	2	—	—	16	20
MONTGOMERYSHIRE	2,860	4,170	—	9	—	2	—	—	—	10
PEMBROKESHIRE	5,851	11,470	5	11	1	2	1	9	2	4
RADNORSHIRE	1,400	1,480	—	2	—	1	—	1	—	3

	Number of full-time Youth Leaders employed by voluntary bodies whose salary is aided by LEA		Number of youth groups assisted financially by LEA		Total current expenditure		Estimated expenditure per head of population in Youth Service age range		Increase in expenditure per head from 1957-8 to 1967-8	
	1967-8		1967-8		1967-8		1967-8		1967-8	
	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8	1967-8
	12	13	14	15	16	17	18	19	20	21
	—	—	1	11	3,966	36,792	1.40	6.27	4.87	258
	2	—	10	36	9,676	31,845	2.43	5.50	3.07	81
	3	1	59	180	10,611	22,622	2.65	1.86	-79	-44
	2	2	6	19	3,283	9,474	1.66	1.63	-0.2	-21
	3	3	5	31	19,486	25,902	1.45	1.60	.15	-12
	4	—	82	85	11,780	41,410	.83	2.16	1.33	108
	—	—	42	75	17,844	34,817	1.93	2.10	.17	-13
	22	19	166	89	122,529	345,035	2.08	4.29	2.21	65
	3	2	72	165	17,593	73,325	.98	2.48	1.50	104
	1	1	7	17	1,920	7,910	.50	1.23	.73	97
	2	1	14	146	9,367	41,338	.75	2.25	1.50	14
	—	1	23	25	4,516	4,169	1.50	1.16	-34	-38
	2	—	52	58	37,882	170,663	—	4.51	*	*
	1	1	13	37	2,849	14,312	.35	1.17	.82	226
	1	—	35	38	1,723	12,227	.58	2.93	2.35	304
	1	—	26	203	4,916	33,730	.88	2.94	2.06	167
	—	—	5	11	1,170	5,839	.83	3.94	3.11	280

Wales

Appendix 3 YOUTH SERVICE INVOLVEMENT OF YOUNG PEOPLE IN ENGLAND AND WALES

Sources

1. The sources used in compiling this Section are set out below. A code letter follows each title to enable subsequent tables to be identified. All figures are rounded off.

2. *The Fairbairn Committee (F)* asked the Department to write to all Local Education Authorities, requesting figures for voluntary and statutory Youth Service membership and for participation in various educational activities. To make the exercise a feasible one the questions were framed generally. Most but not all authorities responded. Some interpolation and approximation were necessary to consolidate the replies. Figures are for the end of 1966. The coverage was, of course, very large, indirectly yielding figures concerning most of the population between 11 and 20. It is considered that individual figures are suspect but that the trends revealed can be accepted. There was little difference between the trends shown by county and county borough replies.

3. *The Milson Committee (M)*, with the help of five voluntary organisations, made a survey of young people actually attending youth clubs (irrespective of membership) on a particular day. 279 clubs with part-time and voluntary leaders were involved. Here again, a number of estimates and approximations were made. Figures are for early 1968.

4. *The Youth Service Association (Y)*, at the invitation of the Milson Committee, also surveyed attendance at clubs on a particular day. 80 clubs with full-time leaders were concerned. Compared to the Milson Committee exercise it involved rather fewer young people who were still in full-time education and fewer under the age of 14.

5. *'Leisure and Planning' (G)*. A survey produced by the Government Social Survey under the title 'Leisure and Planning' will be published shortly. The joint sponsors are the Department of Education and Science, the Ministry of Housing and Local Government and the Inner London Education Authority. The sample on which the figures were based was mainly urban, with particular emphasis on new towns.

Notes on Tables 1 and 2 and Charts 1 and 2 (pages 168-169).

- A. There is little difference between county and county borough figures.
- B. The figures deal with memberships, not numbers of young people affected. Multiple membership, therefore, is not allowed for.

Youth Service Membership

Table 1 (F)

Serial	Age/Age Range	Percentage of Related Population
(a)	(b)	(c)
1	11-13	33
2	14-20 Male	36
	Female	25
	All	29
5	14	46
6	15	
	} (1)	
7	18-20	14
8	20	9

(1) Peak ages for membership

Membership related to population

Chart 1 (F)

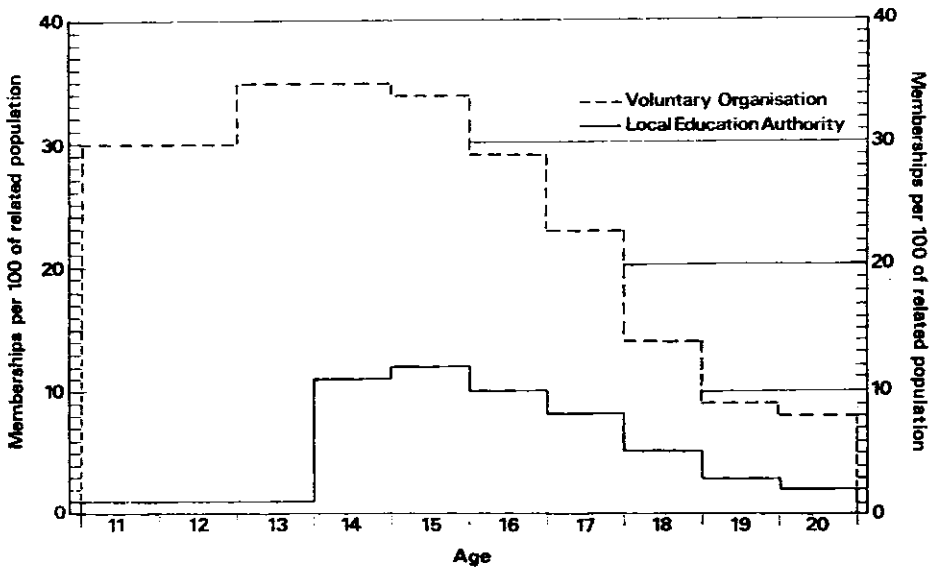
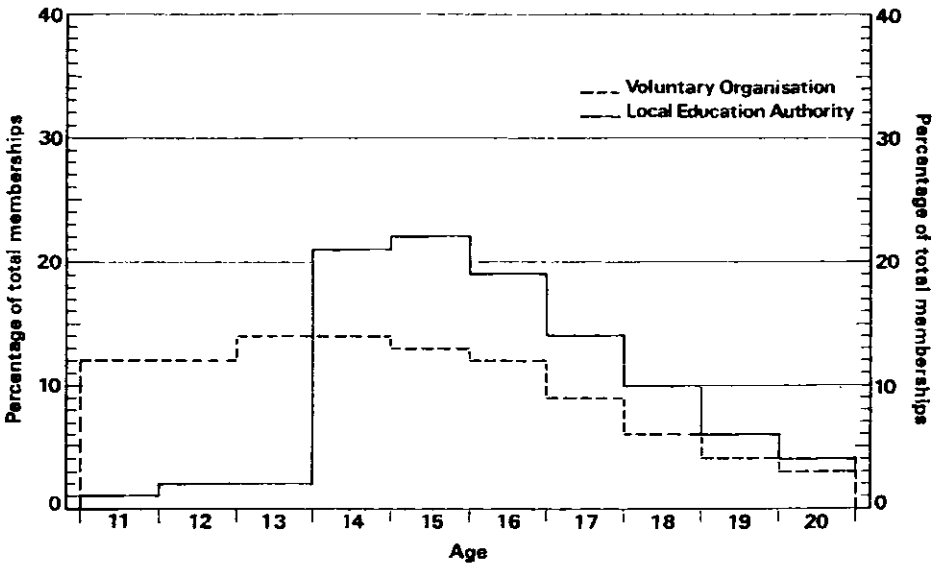


Table 2 (F)

Serial	Age-Range	Percentage of Total Memberships		
		Voluntary	LEA	
(a)	(b)	(c)	(d)	
1	11-13	38	4	
2	14-17	48	76	
3	18-20	13	20	
		100	100	
4	14-20	75	25	100

Total memberships analysed by age

Chart 2 (F)



Youth Club Membership

(%)

Serial	Age: 15-18	Age: 19-22	Sex
(a)	(b)	(c)	(d)
1	27	14	Male
2	21	12	Female

Table 3 (G)

Attendance at Clubs

By Age

Serial	Age	Percentage of Males	Percentage of Females
(a)	(b)	(c)	(d)
1	Less than 14	5	4
2	14	12	21
3	15	17	26
4	16	16	24
5	17	19	15
6	18	14	6
7	19	9	3
8	20	5	1
9	21	2	1
10	Over 21	2	1
		100	100

Table 4 (Y)

Serial	Age	Percentage of Males	Percentage of Females
(a)	(b)	(c)	(d)
1	Under 14	18	15
2	14-15	24	43
3	16-17	33	30
4	18-19	19	8
5	Over 20	6	4
		100	100

Table 5 (M)

Serial	Occupation	Percentage of Males	Percentage of Females
(a)	(b)	(c)	(d)
1	Manual Work	49	14
2	Clerical White Collar	6	20
3	Sales Assistants	5	12
4	Professional and Semi-Professional	3	2
5	Pupils at Secondary Modern Schools	21	30
6	Pupils at Grammar Schools	5	10
7	Pupils at Comprehensive Schools	6	8
8	Other Education or Unemployed	5	5

Table 7 (M)

Serial	MALE Occupations	Aged 16-17		Aged 18-19	
		<i>II</i>	P	<i>II</i>	P
(a)	(b)	(c)	(d)	(e)	(f)
1	Manual	48	47	54	60
2	Agricultural	4	4	4	5
3	Clerical	5	5	9	10
4	Sales and Services	7	5	8	6
5	Professional	5	2	11	6
6	Full-time Education	28	36	12	11
7	Non-Employed	2	2	2	3
8	Miscellaneous	1	-	1	-
	FEMALE Occupations				
9	Manual	19	16	18	24
10	Agricultural	1	1	1	5
11	Clerical	26	16	34	18
12	Sales and Services	18	11	15	16
13	Professional	3	4	7	16
14	Full-time Education	28	52	10	18
15	Non-Employed	4	1	14	2
16	Miscellaneous	1	-	1	-

Notes: *II* = percentage of age-range in the population as a whole

P = percentage of age-range among those attending

Points Emerging

6. While emphasising that these figures must be treated cautiously, and certainly not quoted in isolation, the following can be seen :

(a) Membership

- (i) The overall figure of one third of the 14–20 age-group being involved in the Youth Service, estimated by the Albemarle Committee, is now optimistic.
- (ii) A higher proportion of boys than girls belong to youth organisations.
- (iii) Voluntary organisations have considerable membership below 14, LEA organisations very little.
- (iv) Voluntary organisations attract a slightly higher proportion of young people above 18, but both agencies attract few in this group.
- (v) In the age-range 14–20, there are three times more voluntary members than LEA ones.
- (vi) The main involvement is between 13 and 16, and then falls away rapidly (see (iv) above).
- (vii) There is little difference between county and county borough membership figures.

(b) Attendance at Clubs

- (i) Of club members, young girls and adolescent boys are the most regular attenders.
- (ii) Peak attendance seems to be at about 17 for boys and 15 for girls.
- (iii) Except for those in full-time education (whose interest is proportionately doubled) the occupations of those attending are proportionate to those in the age-group as a whole.

7. Among the major conclusions to be drawn are :

- (a) The proportion of young people who are attracted by the Youth Service is some 29 per cent, compared to the Albemarle estimate of 'one in three'.
- (b) The proportion of membership falls away markedly by the ages of 19 and 20.
- (c) The voluntary organisations (many of whom are grant-aided) attract a higher proportion and are playing a numerically dominant role at all ages, not only below 14.
- (d) Club attendance by those in full-time education is disproportionately large and the appeal is mainly to those of 14 and 15.
- (e) A smaller proportion of girls are involved than boys and they lose their interest more quickly.

Appendix 4 Use of School Premises and Equipment by the Community

1. The use of school premises out of school hours has been accepted in varying degrees by LEAs over a number of years and a growing number regard schools as places for the service of the community. Extended day activities and the stepping up of existing out-of-school activities such as clubs and societies are leading to the increasing use of school premises by pupils outside normal school hours. Some areas support play centres, providing for supervised play in the evenings and holidays, indoor or outdoor, normally in primary school premises and conducted by teachers or voluntary helpers. Most evening institutes are held in school premises and often make very full use of school space and equipment.

2. The Youth Service makes a good deal of use of school premises. Organisations need a range of facilities which are available in many schools, such as halls, practical accommodation, gymnasias and outdoor playing fields, which would be expensive to provide separately. Many local education authorities make special provision in all their new secondary schools to facilitate dual use. Such additional provision must, like youth clubs in separate buildings, find a place in the Youth Service building programme. In addition a great variety of voluntary bodies makes some use of school premises. They are used, for example, for Sunday schools, temporary church services, scouts and guides, women's organisations, old scholars' associations, a variety of physical and cultural activities, meetings of cycling clubs and the Youth Hostels Association, and classes provided by the responsible bodies for adult education.

3. In general, there is no statutory difficulty about making premises of county schools available. Voluntary school premises are under the control of managers or governors, with certain important rights reserved through the local education authorities. Many of them are also subject to the terms of a trust deed.

4. A circular letter, issued in February 1955, the provisions of which are now incorporated in the Department's Building Code, encouraged the use of schools for evening institutes and the Department now allows an increase in the net cost limits for schools for this purpose. These additions are intended to produce larger common room space, a principal's study and office, additional storage and provision for light snacks. The National Institute for Adult Education published in 1963 a survey of accommodation used for adult education and advocated, inter alia, a continuation of the policy of making additions to new schools to facilitate evening use. In Administrative Memorandum 6/63, the Department encouraged LEAs to put accommodation at the disposal of adult education organisations without charge, and many of them now do so. The Albermarle Report recommended that in the planning of new and renovated secondary school buildings, the needs of the Youth Service should be allowed for. Circular 11/63 urged authorities to consider how far facilities for sport and physical recreation in schools could be shared by other users, or expanded to meet their needs. It pointed out that better value for money in a wider range may sometimes be obtained if combined provision can be made in an integrated scheme for school and community use.

There is no building programme specifically for adult education. Building Bulletins Number 25 (Sixth Form and Staff), Number 26 (Physical Education) and Number 28 (Playing Fields) all show the possibility of dual use and joint planning of school facilities. Regional Sports Councils encourage the dual use of facilities wherever possible in their respective areas.

5. Some examples of projects for multiple use are :

- (a) A primary school, built with LEA funds, linked with community facilities, financed by private local sources.
- (b) A community college including a school (School Building Programme), youth facilities (Youth Service Building Programme), a large indoor heated swimming pool (provided from private funds) and a public library.
- (c) A joint LEA/national voluntary organisation project for a youth centre in a comprehensive school.
- (d) A rural school brought up to standard and a community centre added, both with mixed private and public money.
- (e) When an LEA was replacing a school, a local memorial fund added a reading room.

6. The following factors tend to put a brake on extension of joint activities :

- (a) Most schools were not designed with dual use in mind. Many are short of storage space and others are ill-equipped to cater for an adult public. Funds for modification of premises are short. Fire and police regulations sometimes make it difficult to open school halls for public performances.
- (b) In planning new schools LEAs may be deterred from attempting to plan for joint use because of the complications that plans and estimates have to be agreed by two or more sets of bodies and given priority in two separate building programmes, and that local authority architects' branches may be fully loaded and unwilling to deal with unaccustomed additions.
- (c) Joint use can produce day-to-day difficulties. Teachers may still tend to regard the schools as theirs and resent the intrusion of other bodies. The more equipment classrooms contain, the greater the risk of damage and the more complicated the process of safeguarding property. In consequence other users may be restricted in rooms they may use or times they may use them. Quite apart from the risk of damage, caretakers may resent the extra duties and work, even if they qualify for overtime pay. Cleaning-up in time for next day's school may be a difficult practical problem. Many LEAs naturally think of the premises as belonging to the school, in spite of the fact that the school may be using them for only 5½ hours a day and 200 days a year.
- (d) Governors may think more of the school's than the wider public's interests and LEAs may feel that they should not interfere.
- (e) Hiring charges may be pitched too high, sometimes perhaps as a deliberate deterrent.
- (f) The furniture of the school may be unsuitable.
- (g) Youth workers may find the restrictions imposed by the school irksome and prefer complete independence even in smaller and less attractive premises.
- (h) Playing fields are particularly difficult because grass pitches are spoilt by excessive wear, especially in bad weather. The best hope for the future is the increasing provision of floodlit hard porous surfaces.

(i) In some areas the public do not seem to be aware of how easy it is to obtain the use of school premises.

7. As far as existing schools are concerned there are obvious limitations – the restricted capacity of grass playing fields, the need for special facilities for some type of adult and youth activity, and so on. Moreover, the good secondary school usually has its own widely varied out-of-school activities which occupy substantial parts of the school premises out of school hours. Nevertheless, there are numerous examples of schools which show how much can be done by enterprising heads and enlightened LEAs although, generally, the possibility of making wider use of school premises and playing fields is far from being fully exploited.

8. The problems for new schools are different. First of all, resources in terms of capital investment are severely restricted. Second, there is a lack of close relations between county LEAs and county district authorities and often between the education committee and other committees of the same authority. This is reflected in the dual responsibility which exists for sport and recreation at Government department level. Moreover, the necessary consultation and additional design complexities may, unless undertaken at a sufficiently early stage, involve delays that are not tolerable in the present situation of the school building programme. Fuller exploitation of the opportunities for joint use in new schools, especially in new housing areas, could be encouraged, given the necessary resources, by development studies. The Architects and Building Branch of the Department is already co-operating with the consultants for the Layland Chorley New Town plan. The first step consists of planning and design studies and ultimately this may lead to a development project covering such aspects as sport, arts, libraries, youth work and possibly some health service provision.

9. Progress ultimately depends on a more general acceptance of a closer integration between the school and the community. In the long run this should lead to overall economy in capital expenditure and in the use of land, and should be to the advantage of schools as well as others. There are signs that opinion is moving in this direction. The fact that, in the broad sense, it is uneconomical to plan educational buildings for one use only when it is known in advance that combined use is desirable does not, of course, mean that this can always be done, given the present patterns of responsibility for capital allocation and the present limitation on resources.