

Second Report on Training of Part Time Youth Leaders and Assistants

Report of the Review Committee of the Youth Service Development Council

December 1965

**This Material is Copyrighted**

Permission has been sought and granted to the Wales Youth Agency to provide this material on CD for educational purposes only. No unauthorised use or reproduction of this material is permitted.

**Crown copyright is reproduced with the permission of the  
Controller of Her Majesty's Stationery Office**



DEPARTMENT OF EDUCATION AND SCIENCE

# **A Second Report on the Training of Part-time Youth Leaders and Assistants**

REPORT OF  
THE REVIEW COMMITTEE OF THE  
YOUTH SERVICE DEVELOPMENT  
COUNCIL

December, 1965

LONDON  
HER MAJESTY'S STATIONERY OFFICE

1966

PRICE 1s. 9d. NET

**MEMBERS OF THE REVIEW COMMITTEE**

The Countess of Albemarle (Chairman)  
Councillor A. L. Blake  
Mr. A. N. Fairbairn  
Mr. B. J. Griffiths  
Professor N. Haycocks  
Miss M. J. Tash

**MEMBERS OF THE DEPARTMENTAL WORKING PARTY**

Mr. R. Howlett (Chairman)  
Mr. G. F. Cockerill  
Mr. A. Gann  
Mr. C. J. Gill, H.M.I.  
Mr. J. H. Goldsmith, H.M.I.  
Mr. I. E. Hughes, H.M.I.  
Mr. R. D. Salter Davies, H.M.I.  
Mr. E. J. Sidebottom, H.M.I.  
Mr. J. A. Simpson, H.M.I.

**SECRETARIAT**

Miss M. S. Hardwick  
Mr. F. Ceberg.

The estimated cost of the preparation of this Report is £520 14s. 10d. of which £369 14s. 10d. represents the estimated cost of printing and publishing the Report.

## **FOREWORD**

We were appointed by the Youth Service Development Council in December, 1964, with the following terms of reference:

“ To re-examine the objectives of the Albemarle Report in the light of five years' experience and to make recommendations for future development.”

A working party composed of representatives of the Department and H.M. Inspectorate was set up at the same time to help us in our task.

We decided not to take formal written evidence, but we made known in “ Youth Service ” our willingness to receive papers on subjects relevant to our study from youth service organisations, youth leaders and others working in the field. We also invited local education authorities and national voluntary youth organisations in England and Wales to provide specific information on particular aspects of development.

CONTENTS

	<i>Paragraphs</i>
INTRODUCTION ... ..	1-2
THE BESSEY REPORT OF 1962 ... ..	3
ORGANISATION OF TRAINING ... ..	4-9
THE TRAINING TEAM ... ..	10-13
STAFF TRAINING ... ..	14-20
THE COMMON ELEMENT ... ..	21-37
Methods of training	
Different emphases within the common element	
Particular factors in training adults	
THE LENGTH OF THE COURSE ... ..	38-40
ASSESSMENT AND CERTIFICATION ... ..	41-43
STUDENTS ... ..	44-48
RELEASE FOR TRAINING ... ..	49
DEVELOPMENT OF TRAINING ... ..	50-61
Advanced courses	
Information centre	
CONCLUSION ... ..	62-64
<i>Appendix</i> Statistical and other information provided by local education authorities.	

## INTRODUCTION

1. With such a wide field to cover in our review there was clearly need to establish priorities and we have so far concentrated on the training of youth leaders, both full-time and part-time. In this connection we have met people directly concerned with training for professional youth leadership, for teaching and other social work. We have heard oral evidence on part-time youth leadership training from representatives of eleven national voluntary youth organisations, and we have received a number of suggestions from others working in the field. The National Association of Youth Service Officers made available to us the results of a survey which they had undertaken of basic part-time training courses organised in 1963, and H.M. Inspectors provided us with their opinion of the quality of part-time training in a sample of local authority areas in England and Wales. We also received statistical and other information from 134 out of the 148 local education authorities in England and Wales at the time in reply to an enquiry of our own. We are grateful to all those who have helped us in these ways.

2. In this, our first report, we are leading solely with the training of part-time youth leaders. In our study we have tried to assess the present situation from an examination of the evidence which we have received. We recognise that these are early days for comprehensive assessment and that many training agencies are studying to improve the quality of training in their areas. Nevertheless, we believe that there are lessons to be learned from the experience of recent years and we offer suggestions which we hope will be of value to all those who are seeking to ensure that the training provided for part-time leaders is of maximum benefit.

### THE BESSEY REPORT OF 1962

3. The Albemarle Committee recommended that local education authorities and voluntary organisations should, in close co-operation, organise schemes of training for part-time leaders, both paid and voluntary. The next step was the establishment in 1961 of a working party under the chairmanship of Mr. G. S. Bessey. Their report (the Training of Part-time Youth Leaders and Assistants), published in 1962, indicated the intrinsic nature of the youth leader's task and the minimum professional skill with which he should be equipped to discharge it successfully. It found a common element in the training of part-time leaders of youth groups of all kinds, and urged that this common element should form the content of local basic training courses, organised jointly by the local education authority and the voluntary bodies, through one training agency: the training agency might sometimes serve the areas of two or more local education authorities. The Report was concerned mainly with this basic training but also looked forward to the establishment of a progressive range of courses at higher levels.

### ORGANISATION OF TRAINING

4. There has been an impressive response to the Bessey Report. Information available to us, though not quite complete, shows that by the end of 1963 some kind of joint training agency had been set up in the areas of 110 out of the 146 local education authorities in England and Wales at that time. Fifty-five areas (51 in England and four in Wales) are each served by a

single agency, and there are 19 combined schemes in which 55 local education authorities, and voluntary bodies in their areas, are participating. In most of the remaining 36 areas, the local education authority took no specific action because, in their own view, the existing arrangements for co-operation in the provision of training were satisfactory. In Wales, the influence of the Welsh Joint Education Committee has brought about a considerable degree of regional planning: as a result of two conferences convened by the Committee in 1963, the country is now grouped for part-time leader training in eight training agencies. Some of the joint agencies in both England and Wales were already in being at the time of the Bessey Report to provide machinery for consultation between statutory and voluntary bodies in arranging joint courses. Further statistical details about training agencies, and the courses they provide, are given in the appendix to this report.

5. Paragraph 46 of the Bessey Report emphasised that the arrangements for the organisation and administration of training in each area "should provide for full consultation between the statutory and voluntary partners in the service." There have undoubtedly been sincere efforts on the part of local education authorities and voluntary organisations to realise partnership in action. In some areas partnership works admirably and the local education authority, the churches, and all the voluntary organisations co-operate fully in the planning and provision of courses: in a few cases, representatives of universities and training colleges are also closely involved. Elsewhere partnership exists to a lesser degree. There are instances where representatives of the voluntary interests are solely those concerned with clubs, the unformed groups being left outside, and others where the training body is composed entirely of officers of the local education authority.

6. Although reports which we have received indicate increasing co-operation between statutory and voluntary partners, it seems to us that there are a number of circumstances which have so far hindered full co-operation in the planning of courses and participation in them, and which may continue to do so. Our impression is that those we list below are significant.

- (i) The need for speed in setting up training facilities which has meant that some courses started before the requirements and implications could be studied fully by all concerned.
- (ii) The variety of interpretations of the common element in training.
- (iii) The apparent assumption by some local education authorities that responsibility for the planning of a course is wholly theirs.
- (iv) The apparent belief of some officials (both voluntary and statutory) that, because the training is financed by the local education authority, it is the statutory authority which is finally responsible, even when a joint agency has been established.
- (v) The fear which still seems to exist in the minds of some people that the statutory authority might gradually "take over" the youth service.
- (vi) The difficulty which some voluntary organisations have in reconciling their wish to co-operate in more general training with their need to teach the special principles and structure of their organisation.



7. We do not want to over-emphasise such problems. They are by no means universal and sincere attempts are being made to overcome them. But we would stress the need to recognise certain attitudes in groups, and in individuals, which can militate against full partnership. Rivalries (real or imaginary), inadequacy of communication within and between voluntary organisations themselves, and between voluntary organisations and statutory bodies, can all influence the opportunities for training and the quality of provision. The following comments of H.M. Inspectors in their assessment of training show that such attitudes still exist and must be reckoned with: ". . . the personality and ideas of the youth officer tend to predominate", or "little contribution is made by the voluntary organisations", or again ". . . the uniformed organisations are still interested but hesitant spectators since they have not thought that general discussion of youth work is relevant to their needs."

8. Understanding people's attitudes is the first step. Ways of resolving the problems will vary according to local circumstances, but one method which we should like to encourage is that local Standing Conferences of Voluntary Youth Organisations, where they exist, should be involved through their representatives in the planning and execution of joint local training courses in the general context of partnership between voluntary and statutory parts of the youth service. The machinery should be such as to work quickly and conveniently. We have noted the effect of such partnership in relation to the building programme and we think that similar opportunities for joint effort and negotiation exist in the provision of part-time training.

9. Another problem affecting the organisation and administration of local training is the rarity of full-time training officer appointments and the consequent difficulty of youth officers in reconciling their increased responsibilities for training with their administrative and pastoral duties. Where no full-time training post exists, it is still desirable that there shall be one person with overall responsibility for the work of the training agency. In addition, there is clearly need to increase staffing ratios and for a review by employers (both local education authorities and the headquarters of voluntary organisations) of the functions of officers. We have expanded on this in relation to the training team in the paragraphs following.

#### THE TRAINING TEAM

10. The Bessey Report (Paragraph 46) stressed the need for adequate professional staff to undertake responsibility for training and for the training programme to be under the guidance of one officer charged with this responsibility. Local training teams may include youth service officers of the education authority, full-time and part-time officers of voluntary organisations and experienced professional leaders. A feature in the development of part-time training which we particularly welcome is the interest which has been aroused among other educational bodies, and the recognition of such training as an educational function. Specialists from some university departments and institutes of education, from colleges of education and establishments of further education, and from the field of social work, are contributing to training, either as members of training teams or as lecturers or consultants. We specially hope that help of this kind can be extended.

11. In considering the composition of training teams, we have had regard to recent experience in the field which has pointed to the different aspects of training which require different skills or different degrees of skills. It would be wrong for us to define precise functions or to seek to impose a set pattern for training bodies as this would fossilise development. We would instead urge that when local agencies are considering the staffing of training courses they should bear in mind the various functions within training, some of which are listed below. While each function does not necessarily call for a separate person to undertake it, we suggest that a further study of what is involved might be helpful in making appointments.

- (i) *Organisation and administration*—the assessment (with committees etc.) of the needs in the area, the enlistment of those concerned with training, liaison, and responsibility for the administrative, including financial, aspects of training courses.
- (ii) *Direction of studies* i.e. responsibility for the total course in which group tutors (see (iii) below) operate. This includes co-ordination and the day-to-day training of the training team, the allocation of responsibility for individual and group training (including the supervision of students' practical work), the drawing in of lecturers or instructors at the point where their contribution is relevant, and—in consultation with staff and students—the evaluation of the course itself.
- (iii) *Group tuition*, involving responsibility for small groups in training and work with individuals. This function pre-supposes a shift of emphasis away from the lecture/discussion method and towards more group and individual work, both theoretical and practical. We have elaborated on this in the section on "Methods of Training". Group tutors would need to have, or to learn, skills in group techniques. Suitable persons might be drawn from colleges of education, university departments of education, existing youth service organising staff and leaders in both statutory and voluntary groups, and other fields of social work.

The director of studies and the group tutors are the people who give continuity and coherence to the course as a whole in both its theoretical and practical aspects.

- (iv) *Provision of practical work* involving experienced youth leaders who are responsible with group tutors for allocating practical work and for training students within their centres, and for assessing practical work. These leaders are also sometimes responsible for the on-going training in their centres of part-time leaders who have completed training courses.

12. Our purposes in dividing training in this way are, first, to show that administrative work, tutorial work and help in practical work require different skills and, frequently, different people; second, to demonstrate the need for adequate time to be devoted to each of these various functions. Where each function is carried out by a different person, there is an obvious need for constant consultation so that the part each plays is understood by the rest.

13. It was in studying these functions that we recognised a major problem—a shortage of people who are equipped to take on these training responsibilities, and the difficulties in finding people who are able to help them to

become equipped. We have already indicated where some suitable people can be found and we believe that there are numerous others in the field who could and do contribute to the training of part-time leaders, but who are fearful of appearing incompetent when trying new methods. These people need support in practical experiment and help in theorising on their practice, as indicated in the following section.

#### STAFF TRAINING

14. Paragraph 44 of the Bessey Report called attention to the need to offer training to those who will in turn train part-time youth leaders. The Department took the initiative in calling a national conference in February, 1963, and a circular summarising the conclusions reached invited authorities to consider the establishment of regional courses for the training of training officers. After further discussion between the Department and representatives of academic interests, a paper about the provision and content of staff training courses was sent to local education authorities, national voluntary youth organisations, Regional Advisory Councils for Further Education and institutes of education: the substance of it was also reproduced in an article in the journal "Youth Service".

15. Since 1963, courses of training for youth service training officers have been organised by ten agencies, mainly institutes of education and extra-mural departments of universities. Six of these bodies are likely to run courses in 1965-66 and another institute of education will be doing so. Again we welcome the co-operation of these bodies: the development of these courses in two years is most creditable to their hard work and to their willingness to give service. As experience is gained, these courses are showing increasing understanding of the trainer's function and problems.

16. The Department organises each year a short course on non-vocational further education for workers in Adult Education and the Youth Service. In 1964 and 1965 the members of the Youth Service section of the course studied the problems of the training of part-time youth workers. The study was undertaken in unstructured discussion groups and the youth officers taking part were able to gain incidental experience of this method.

17. We do not underestimate the value or the extent of the work which is already going on in this field. But, as we have already indicated, it is necessary to increase the number of trainers and the sources from which they are drawn. As we see it, further opportunities are needed to help training personnel develop their own techniques and to prepare them for situations in which they may find themselves in the youth service, and to which they may be unaccustomed in their normal spheres.

18. We suggest two possible developments. First, that those involved, or about to be involved, in training youth leaders should get together locally more often with the purpose of sharing and studying their problems and experience, and identifying the points at which they require outside help. Second, we recommend that the Department of Education and Science should take the initiative, where circumstances are favourable, in stimulating regional training courses to meet the requirements in further training for the groups meeting locally. We have referred above to the proposal in the Department's

Circular 10/63 for consultation between training agencies with a view to arranging regional courses for training personnel. Although this has had some effect, we feel that an extension of training opportunities on the scale needed is likely to be achieved only as the result of further positive action by the Department. We therefore strongly urge that, where it is known that suitable tutors exist, the Department should take the initiative in bringing together local education authorities, voluntary organisations and universities to plan and establish an effective scheme of staff training.

19. One example of the kind of structure for co-operative training which we are advocating, which involves the coming together of officers of local education authorities and voluntary organisations in a number of areas, is the course at Bangor organised by the Collegiate Faculty of Education, University College of North Wales, and the Welsh Joint Education Committee in 1963, 1964 and 1965.

20. Another development which we welcome is the project on group methods of adult work, with special reference to the training of youth workers, which is to be undertaken by the University of Sussex and financed by the Department of Education and Science. We also hope that the proposal for a residential training course for youth service officers in 1966 will be implemented. One of its aims is to help youth officers increase their understanding of, and skill in, modern training methods, including in-service training for themselves and their staff teams.

#### THE COMMON ELEMENT

21. The factor which has brought about co-operation and developments in training is "the common element" referred to in paragraphs 31 to 34 of the Bessey Report. But, paradoxically, the variations in interpretation of these words would seem, as we mentioned earlier, to have been a hindrance to both co-operation and development in many instances. We think it might be useful to indicate our understanding of the intention in the report.

22. The assumption underlying the common element was that the people to be trained were all "leaders" working with "young people" within "contemporary society". This led to the suggestion that the function of a leader, the behaviour and attitudes of young people, and society itself should be studied. From the evidence which we have received, it appears that undue emphasis may have been given in training courses to the last two of these factors, young people and society, by lectures from people knowledgeable in these fields. The Bessey Working Party expected that the emphasis in training would be on the leaders' need to study and understand their own function and purpose equally with young people and the society in which they both live. This intention has apparently not been completely understood. It is possible that this lack of emphasis on skill, awareness and situation, and the over-emphasis on information from experts, have created many of the early difficulties in present day training.

23. Some of the questions now being asked and which we recommend for further study are "What do we mean by skill, as distinct from technique and personality in leadership?" "How do leaders acquire skill in helping young people in their relationships, in developing new interests, in coping

with their problems?" "How do leaders acquire skill in working with adults—both volunteers and officials?" We suggest that these are requirements of everyone working with young people, but agreement on this led us to consider further three important factors—the methods of training, the need for different emphases in training within "the common element", and particular factors to be taken account of in training adults. We expand on these in the following sections.

### *Methods of training*

24. We suggest that skill in the areas mentioned above is acquired through the experience of working with people, together with training geared to helping leaders understand the situations in which they work (and the people in those situations), to identify the decisions and actions they take, and to become increasingly conscious of their own personal resources and how to use them. Such training can conveniently be provided in small study or tutorial groups—of not more than ten students—in which tutors and leaders-in-training (i) can discuss the leaders' recorded observations of young people's (and their own and other adults') behaviour, individually and in groups, (ii) can learn how to understand and interpret the behaviour, (iii) can consider the action which they took or might have taken in this situation and (iv) can be helped to use all this knowledge in future situations. We recognise that this method requires a high staffing ratio, but evidence has shown that it is effective.

25. We should like to make three points clear in recommending this form of training. First, that it is based on the leaders' needs, is dependent on their participation throughout and emphasises the importance of relating theory and practice. Second, that such training includes understanding, not only of relationships within youth groups, but also of aspects of behaviour and of the ways in which activities and interests can be used in helping group members. Third, participation by the leaders will inevitably lead to the need for factual information, which will then bring in lecturers with expert knowledge. The opportunity will emerge, therefore, for an infinite variety of training methods based on group participation, including the use of projects, films, tape recordings, role-play, and records of group situations. We hope that training agencies will aim to build up in time a library of studies of youth work situations. The Youth Service Information Centre is prepared to act as an exchange for teaching aids as we indicate in paragraphs 59 and 60.

26. We recognise that this kind of training which we advocate has already been introduced in some areas where there is effective use of a variety of methods. Illustrations are given in the following comments of H.M. Inspectors. "The main difference between the present programme and its forerunners is the rejection of the lecture/discussion/report pattern. There are now very few lectures: practical work and demonstrations more often than not in small tutorial groups of six to eight leaders predominate. Most of the theoretical work is done in the small informal tutorial groups." H.M. Inspector adds that a course of training for trainers provided by a university extra-mural department "is now paying dividends: the tutors I saw were unobtrusive and all worked from their groups' own experience."

In a county borough in Wales "there is a well-balanced mixture of method—lectures, discussions, group-tutorials, role-playing. In addition the course tutor has spent many hours in individual tutorial work with students who have special difficulties. There have been demonstrations . . . main stress is on group discussions."

27. There are also encouraging signs in other areas of new thinking about methods of training and the proper relationship between theory and practice. "Discussion sessions, augmented by tutorials, provide an opportunity for relating precept and practice. Careful briefing of lecturers is said to ensure the relevance of basic theory to the students' experience."

28. Such developments are admirable and we hope that they will be extended as more agencies undertake a critical appraisal of progress in the last two or three years and the quality of the training which they now provide. As we have already implied, the over-emphasis on theoretical lectures in some areas stems, we believe, from some lack of understanding of what the common element in training is. We hope that our efforts to clarify this will have the effect of encouraging much wider use of the variety of methods which we have outlined.

#### *Different emphases within the common element*

29. We believe that training based on the participation of students might well show that it is unwise to include too wide a range of leadership within one group. Small groups will mean a division of some kind. While a common element, as briefly described earlier, relates to all youth work, we think it would be a mistake to assume that every part of the basic training suitable for workers in clubs and organisations within the conventional youth service age range (14 to 20) will be equally suitable for those who work with junior clubs and organisations with an under-14 membership.

30. The needs and outlook of "juniors" are in many respects different from those of adolescents and young adults. It may well be that some training courses have been only partially successful because they ignored the differences between the junior age range and the youth service age range proper. We would hope that, where practicable, local training teams might consider experimenting in separating into groups, for some aspects of a course, leaders working with particular age ranges.

31. We recommend that training agencies should examine the individual needs of leaders-in-training and the situations in which they are working, should experiment with groupings accordingly and evaluate the effectiveness of the experiments. It is obvious that this calls for the full participation of everyone concerned with training. Such development of joint basic training courses should in no way conflict with supplementary courses planned by individual organisations to help their leaders understand the principles, structure or particular ethos of the organisation in which they are working. We recommend, however, better communication within the training agencies about such courses so that there is an overall pattern of training: a good example was brought to our notice. A county authority called a conference of every voluntary youth organisation to consider all training courses available in the area. This was done to avoid duplication of effort and the local education authority published a brochure giving a summary of their

own courses and those provided by the voluntary bodies over a period of twelve months. This seems to us to be excellent practice which we should like to see repeated elsewhere.

### *Particular factors in training adults*

32. Directors of studies and group tutors will need to recognise at an early stage the immense variations as between individual students in training. Not only will these students differ widely in experience, interests, ability and probably age, but they will come to the course with different expectations and degrees of confidence. A common expectation of many mature students is that they are going to be told how to do youth work, and it may be some time before they can recognise their need as practitioners of this work to be able to forge their own answers to fresh problems each day. Few students can initially accept this if simply told it. As one training agency has said, "They think in terms of subjects, of their methods of presentation and whether or not they could be directly applied to the group with which they work; they appear to expect a 'blue print' and to fail to appreciate fully the value of the intangible qualities of the work in which they are engaged." Clearly, if the tutor relies on a "jug and mug" method of transferring expertise (with himself as the jug), he must fail to provide for such infinitely varied needs. The alternative, however, may well disappoint many adult students and the tutor has to be prepared for some complaint and even hostility. He needs to be frank nevertheless in admitting his inability to provide all the answers to the practitioner's problems. He should be able to provide information—well timed and relevant—or refer to suitable sources if this is what is needed; but usually this is only one part of the student's difficulties, for he is trying to grapple with situations for which there can be no blue print. Another reason for encouraging adult students to contribute from their knowledge and experience is that their combined experience is valuable, and they have much relevant knowledge if it could only be made accessible to them.

33. It is important, especially in the early stages of a course, to establish a good basis for the students' "social learning", through the encouragement of good working relationships during training, through constant awareness of individual difficulties and through the building up of the feeling that each has something to contribute towards the work of the group. How else, for example, could help have been given to the recruit to part-time leadership who after training reflected "I had very little experience of youth work other than the upbringing of two small daughters; had I been out of circulation too long? Was I too old? Was I too 'square'?" Some students are known to fear what they see as a competitiveness in training. Others again are apprehensive about demands for written work and serious study, and hope that a quick means of acquiring the essential "techniques of youth work" might be found.

34. We express our views in the next section on the length of basic courses designed to help leaders in their understanding, their decision-making and their constructive use of relationships. The leader's progress towards these objectives is often hindered by his previous thinking and his prejudices, and time is needed for re-examination. The processes of coming to terms with

training, of working through learning experiences, and of drawing on relevant theoretical material take longer than is sometimes assumed. We believe there are no short cuts to many of these processes.

35. We have referred to the value of organising training so that students can participate in a group setting. There are additional advantages for the mature student in that some support can be provided, with good working relationships, during the uncertain initial period of training, and he can be helped in discussion of common problems towards a greater awareness of where he stands and how he relates to others. We have also dwelt on the importance of using theoretical material from the human sciences to illuminate those practical situations known to and methodically observed by the students. This can be done in group sessions or in personal tutorials. Another method of group training which has been used effectively in some courses in industry and adult education is that of working from case studies based on real situations but not within the immediate experience of members of the group. It is claimed that the merit of this method is that no single member of the group is "on the hot seat", and nine out of ten members of the group cannot opt out on the grounds that the point of discussion is of concern to only one. Trainers could compile case study material for their own use, and might also share it with others and offer it to the Youth Service Information Centre for this purpose. Other methods recommended by tutors of adults include the preparation and presentation by students and by the tutor of papers which contribute towards the group's work, and the participation in surveys thought out as individual or group projects. We have mentioned here and in paragraphs 24 to 27 some approaches to training which might be useful in some circumstances. But we are especially concerned that tutors should consider various methods and should take account as fully as possible of the experience which students already have as well as their apprehensions and individual difficulties.

36. As it becomes increasingly accepted by youth leaders and assistants that training cannot be made complete through a particular course, the need will be felt for further help from tutors to ex-students at work in the youth service. Such supervision is a method of training in itself whose usefulness has been tested in the field of social work. We should like to see it introduced generally, but this is perhaps not practicable at the present time. We have, however, referred to it again in our paragraph 53 in our suggestions for the development of training. Its purpose might be to give support to those who are carrying new responsibilities and gaining experience in strange surroundings, and to help the youth worker to extend and deepen his learning and understanding. His own recordings can serve as a basis for methodical supervision by the tutor, whose function in this context is to help the trainee to think consistently, and with discipline, about his practice. The need for this form of supervision reinforces what we have to say about ensuring adequate manpower for training teams.

37. It also highlights the question of the tutor's own training. We refer elsewhere to the contribution in this direction which could be made by the proposed residential course for youth service officers in 1966. In addition, a regular feature of trainers' work should be their methodical study of problems encountered and of experience gained in the course of their tutorial



work. We have tried to indicate in general terms some of the complexities of this work, but we are no more able to offer to them a prescription for all situations than they are to the part-time leaders they are trying to help. Team seminars might provide a useful focus for the study by trainers of the day-to-day issues into which they may wish to gain greater insight: such as the progress being made by students on their courses, the kind of case material which might be compiled for particular purposes, the effectiveness of the methods they are using as tutors, ways in which they can help students to relate theory and practice, etc. From time to time people who could contribute from special experience or knowledge might be invited to join the seminars. Trainer and trainee learn from one another as they work together, and much is shared between them. The demands on the tutor as he helps individual students to progress in their learning are nevertheless great. He should take every opportunity of improving his own working practice.

#### THE LENGTH OF THE COURSE

38. In summarising possible components of the common element in training, the Bessey Report recommended a minimum time for this part of the course of 30-36 hours, exclusive of practical work, project work and private study: these last three might lead to a total course length of 60-72 hours. The arrangement thought to be most suitable was a course consisting of one evening a week, extending over two terms, with the addition of two or three residential weekends. Our survey showed wide variations in the length of so-called basic courses and the demands made of students. Some details are given in the appendix and we need only say here that the number of hours varied from less than 10 to more than 150.

39. Because of the different emphases which we see in training within "the common element", we think that the minimum course length recommended in the Bessey Report ought now to be reviewed. We find some difficulty in specifying an appropriate number of hours in all cases. But having regard to the longer time necessary for training which is based on discussion and study groups, and the varying degrees of adult absorption, we have reached the conclusion that the minimum time for a really effective course is 90 hours, incorporating theoretical sessions, practical work and project work. We consider that, wherever local circumstances permit, this period should include an element of residential training.

40. Common element training of a shorter period will undoubtedly improve the competence of leaders, and may be particularly valuable in the training of instructors in specialist skills which we have outlined in paragraph 50. But for courses in general youth leadership leading to the award of a certificate (to which we refer below), we think that the minimum length of training should be the 90 hours which we have already mentioned.

#### ASSESSMENT AND CERTIFICATION

41. There is evidence that the variations in methods of assessment of a student's work are causing some concern, and are likely to pose problems in the placement of students. It has been brought to our notice that certificates awarded on the completion of courses are often regarded as a qualification

for part-time paid leadership posts. The experience of some agencies is that students are not content to have a certificate relating solely to attendance: they are seeking some measure of assessment which takes into account both theoretical and practical work. It has also been suggested to us that a national scheme of training and assessment should now be introduced because there is danger that a multiplicity of local courses may have no status value.

42. We recognise that some confusion does exist in relation to assessment and qualification. We understand, too, the human desire for some form of award on completion of training which extends over a substantial period, and, with the movement of people to different areas, we can see particular advantage in their having some evidence of training undertaken. We have also considered whether the introduction of a national certificate might now be opportune. But training is still in the early stages, and we have decided that the view expressed in the Bessey Report that this would be premature still holds good.

43. Our conclusion is that a certificate of the joint training agency should be awarded only in respect of the completion, to the satisfaction of the agency, of a course lasting at least 90 hours. It should show the length of the training undertaken and an outline of the content of the course.

#### STUDENTS

44. Many more part-time workers are now being trained. Details of student enrolments in basic courses are given in the appendix. It is encouraging to note that in each of the last two years recruitment to courses has included about one thousand people who were not previously associated with a youth group. We believe that this number could be increased, especially if more married women could be encouraged to contribute to the youth service, and if some training could be arranged so as to fit in with their domestic responsibilities.

45. Evidence which we have received shows that the range of age, occupations and educational backgrounds of students is very diverse. We welcome such diversity in that it gives variety and vitality to the service, although we recognise that it may have contributed to the problem of devising a training syllabus suitable for all. We would expect, however, that such difficulties would lessen as tutorial group methods are more widely used. It has been suggested to us that students of differing ages should be separated, but while recognising that a wide age range calls for great skill on the part of the tutor, we still believe that the exchange of experience and views between older and younger members can be very fertile and of value to a group. This is linked with what we said earlier about particular factors to be taken account of in training adults.

46. Notwithstanding the progress already made, there is still need for a very substantial increase in the number of part-time workers in the service, particularly women. Our discussion with representatives of the national voluntary organisations revealed that most of them have difficulty in recruiting sufficient leaders. A controlled, national recruitment campaign might be helpful in supplementing local effort, and we suggest that the Youth Service Development Council should discuss the possibility of mounting one with the local authority associations, the National Association of

Youth Service Officers and the Standing Conference of National Voluntary Youth Organisations. We know that at least one of the national organisations is making plans for a sustained recruitment drive and there would clearly have to be some co-ordination of effort. In our reference to a "controlled" campaign we recognise the need to ensure that adequate training facilities exist, and that care is taken in the placement of volunteers in clubs and other groups with the minimum delay after their initial training period is completed. In such a campaign, publicity for training courses and encouragement to people to give of their time and talents in part-time youth work would be very important. This is equally true for the normal work of local training agencies and we recommend that information should be simple, but adequate, and attractively presented in a way which will add to the status of the service: local agencies might enlist the help of schools or Departments of Art.

47. The need for greatly increased numbers should not, we feel, mean that all candidates for training are automatically accepted. We know that quite a number of basic training schemes are catering for young people below the age of 21, although we have no indication of the number of such students. In one particular area, we understand that the presence of a vigorous group of 18 and 19 year olds was a very real factor in helping the older members to greater understanding of the young people with whom they would eventually work. But while we do not underestimate the potentialities for leadership of young people in these age groups, we would support the view of the Bessey Report that the early twenties should be the normal lowest age range for entry to basic training courses.

48. Our general feeling is that some form of selection will become increasingly important in future when a greater proportion of volunteers for training will not have been previously involved in youth work. We have two reasons for saying this. First, the need to ensure that recruits are of the right calibre and, second, that the students themselves should be helped to assess their own suitability for youth work; opportunities to discuss this are needed. We think that the method of selection is best left to the discretion of training agencies, but we would regard as appropriate a requirement that candidates for basic training should have undertaken a short "tasting" course as recommended in the Bessey Report, or have had some experience of work with young people, normally those within the youth service age range.

#### RELEASE FOR TRAINING

49. In January, 1963, on the recommendation of the Youth Service Development Council, the Chairman (Sir Edward Boyle) wrote to a number of employers' associations asking for their co-operation in bringing to the notice of their member organisations the hope expressed in paragraph 48 of the Bessey Report that more employers would be willing to consider granting their employees a week's paid leave per year to undertake residential training for youth leadership. All the associations concerned readily responded to this request for their co-operation and, as a result of the publicity given, a number of employing bodies have asked for further copies of the Bessey Report. We suggest that this action at national level might

now be followed up by approaches by training agencies to employers through local Chambers of Commerce and other local branches of employers' associations.

#### DEVELOPMENT OF TRAINING

50. As we see it, there is now need to develop as quickly as possible a more comprehensive structure of area training generally in which basic courses are part of the ground floor. But they are only part. Basic courses must continue to develop, but the need for additional training emerges naturally as part-time leaders become increasingly aware of their purpose in youth work and the greater skill and understanding which they require to enable them to fulfil it. One aspect of this is to provide wider training for specialists which might include some knowledge of group relationships, the aims and purpose of youth work, as well as opportunities to improve their own competence and teaching methods in the activity. Evidence shows that the emphasis given to general basic training in most areas during the last two years has resulted in fewer specialist courses being provided for activity leaders.

51. There are also new training demands resulting from the wider conception of the youth service and the introduction of new methods of approach to young people. There are, for example, units of work other than the youth club or organisation, and there is an increase in the number of part-time detached workers. There is also growing recognition that those working with young people in commercial enterprise, and others who are helping the young in a variety of ways—yet are unaware that they are doing “youth work”—might be given opportunities to increase their skills. While these people might be drawn together locally to participate in special courses, the nature of their work indicates that their greater need is for personal help and support from representatives of training agencies.

52. In all these developments the continuing need is for all courses, whether arranged by authorities or voluntary organisations or jointly, to be seen as part of the comprehensive plan for the area of the particular training agency.

53. We have suggested that the development of training should allow not only for growth upwards in the form of advanced courses, to which we refer in paragraphs 57 and 58, but also for an extension at ground floor level. It seems to us that there are four main elements to be included in such extension. The first three are:

- (i) for newly trained leaders and for those working in unusual situations, there should be on-going supervision of the kind which we have described in paragraph 36 ;
- (ii) it is important to provide training in activity skills, not only for the specialists mentioned above, but also to equip other leaders with skills over a wider area than that covered in the basic course ;
- (iii) opportunities for regular refresher training are desirable in both general and specialist fields. The latter can often be provided jointly for the Youth Service and Adult Education ; in physical recreation, wider use might be made of the services of the Central Council of Physical Recreation and other sports bodies.

54. The fourth element is less easy to define. We have in mind the value which a number of leaders might gain from a closer understanding of developments, and of methods used, in other areas of education and social work.

- (i) In the further education field (of which the youth service is part), discussion with the liberal studies and non-vocational staff in colleges of further education and art, adult education centres and evening institutes, as well as with student bodies and organisations, would help leaders to keep abreast of changing methods and also in touch with the facilities available. Apart from the intrinsic value of these contacts, a tangible result might be to stimulate interest in specialist training, leading in turn to a widening of the range of activities in youth groups.
- (ii) The schools face some of the same problems as the youth service, and youth leaders might also gain from a study of the methods which they use. For instance, the tutorial method which is being more widely adopted in the upper forms of secondary schools, and the primary teachers' methods of organising group work and of keeping individual records, are all relevant to the youth service. Also, it is important for youth leaders to know about the opportunities in schools for social training and recreation which are now increasingly a recognised part of secondary education, particularly with the growing number of youth tutor/youth leader appointments. Communication with teachers can be a valuable feature in part-time leadership training. Finally, it should not be overlooked that the schools normally have a fairly comprehensive knowledge of their pupils, and are in a specially favourable position to know about the problems of individual young people who are, or may become, members of youth organisations.
- (iii) The services of other agencies and people professionally concerned with the young might also be more widely enlisted: personnel officers in industry, social case workers and personal counsellors may be able to make a special contribution by assisting in training which aims at fostering growing awareness of the total needs of young people and the role of the youth leader in trying to meet them.

55. Clearly there will be a limit to the number and range of courses which individual joint training agencies can provide in any one year or which leaders can be expected to attend. But the kind of additional training which we have outlined above is generally less demanding of time than the normal basic course: much of it can be provided in residential weekend meetings, in short courses or in single sessions. Some might even be given incidentally as more people from educational establishments and the field of social work are brought in to help as tutors in basic courses.

56. Many part-time leaders are now realising their need for continuing support and training of the kind we have suggested. We recommend that training agencies which are not already providing this should study the possibilities of extending their training facilities along these lines, and should seek the co-operation of other bodies concerned in introducing a variety of courses.

### *Advanced courses*

57. Under this heading we are thinking of higher level training as part of a programme which provides for a progressive range of courses. We believe that many leaders will wish to study in greater depth subjects to which they have been introduced in basic courses, and suitable fields for further study are likely to emerge as directors of studies and group tutors become aware of the interests and needs of students during initial training. Advanced training might take the form of further reading, seminars and tutorials, and much of it will be based on the student's own experience and investigation, the results of which can be shared with others in the tutorial group to encourage better working practice.

58. At the advanced level of training co-operation between neighbouring local education authorities and with other bodies operating in the field is particularly desirable.

### *Information centre*

59. Paragraph 49 of the Bessey Report referred to the need for an intelligence unit to serve the new youth service, and emphasised the part which such a unit could play in gathering information about how training courses are run and about their long-term success. This need has been partially met by the establishment of the Information Centre at Leicester, and we recognise the value of its work in the short time it has been in existence. The centre was asked to undertake, as part of its work, the accumulation of teaching material for use in the training of youth leaders, and we have referred in paragraphs 25 and 35 to its function as an exchange for teaching aids. If the centre is to fulfil this function, it needs to build up a library of case studies of youth work situations presented either in writing, or by visual and audio-visual aids, as well as information about training methods which appear to be successful.

60. Some concern has been expressed by those engaged in training about the contribution which the centre is able to make within its present scope. We suggest that this may not have been fully explored, and we would urge training agencies to send in material which they have prepared, together with appropriate comments and wherever possible their own assessment of its value, so that the centre can take copies for use by others and act as an exchange mart. The success of the centre in fulfilling this function depends largely on the readiness of training agencies to contribute in this way. As more information and material is made available to it, the centre can identify possible areas of research in training methods and pass details on to the Department.

61. It is clear to us that if training agencies respond to this exhortation as we hope they will, the facilities and staff at the centre will need to be increased. We ask the Department to recognise this and to take appropriate action.

### **CONCLUSION**

62. Although we recognise and have indicated the need for action at all levels, it has become increasingly clear to us in our review that part-time training is only likely to be fully effective if proper account is taken on the

one hand of the part which youth work plays in the whole community and, on the other, of the part which the whole community plays in the personal and social education of young people. We also wish to encourage a more effective degree of association between educational services and institutions of all kinds and those concerned with the training of part-time leaders who sometimes feel themselves isolated from the main course of educational development.

63. We realise that the suggestions which we have made, incomplete as they are, call for substantial co-operation, study and action. We would like to make clear, however, that they stem mainly from ideas and experience in the field. Our aim has been to foster the fresh thinking which the Bessey Report undoubtedly stimulated, and to encourage variety and vitality in training. We have deliberately avoided precise definitions which might stifle experiment and result in over-standardisation: we would regard it as particularly unfortunate if this should happen while training generally is still in the early stages of development.

64. 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. Inevitably a training structure which is geared to individual needs and situations will make much greater demands in terms of organisation and staffing. Equally inevitably, it should be recognised that courses alone are but one aspect of an on-going training process. The Bessey Report identified the common element in training: although our study has shown this to be the uniting force, we have also found that the implementation of the report's recommendations has led to greater understanding that only through diversity of training can the varying needs of people be adequately met.

## APPENDIX

### *Part-time training courses : statistical and other information provided by local education authorities*

#### *Introduction*

1. This is a summary of the replies received from 134 out of 148 local education authorities to an enquiry made in March, 1965, about training for part-time youth leaders. It covers the areas of 118 authorities in England (including the Inner London Education Authority but not the Outer London Boroughs) and 16 authorities in Wales. In the areas of 23 of the English authorities and four of the Welsh ones, no basic training courses were organised in 1964-65; for one county borough area details were incorporated in the county return. Two areas ran advanced courses only.

#### *Enrolments in basic training courses*

2. A. *The total number of students enrolled in basic training courses in the sessions 1963-64 and 1964-65.*

B. *The number not associated previously with a youth group who enrolled in such courses in the sessions 1963-64 and 1964-65.*

	<i>Session 1963-64</i>		<i>Session 1964-65</i>	
	<i>A</i>	<i>B</i>	<i>A</i>	<i>B</i>
<b>ENGLAND</b>				
Counties ... ..	3,222	589	2,563	484
County Boroughs ... ..	1,624	393	1,627	481
<b>WALES</b>				
Counties ... ..	211	17	86	7
County Boroughs ... ..	115	25	92	24
<b>TOTAL</b> ... ..	<b>5,172</b>	<b>1,024</b>	<b>4,368</b>	<b>996</b>

3. Total enrolments to courses in 1964-65 fell by 804 and amount to 84 per cent of the total for 1963-64. The number of students not previously associated with a youth group who enrolled in courses in 1963-64 was 20 per cent of the total enrolments; the comparable figure for 1964-65 was 23 per cent, although the actual number was slightly less than in 1963-64.

4. The following breakdown shows that in the majority of areas enrolments did not exceed 50 students in either session:

#### *Session 1963-64*

<i>Enrolments</i>	<b>ENGLAND</b>			<b>WALES</b>		
	<i>Counties</i>	<i>County Boroughs</i>	<i>Total</i>	<i>Counties</i>	<i>County Boroughs</i>	<i>Total</i>
10 and under ... ..	-	6	6	6	1	7
11-20 ... ..	1	11	12	2	1	3
21-30 ... ..	4	10	14	1	-	1
31-40 ... ..	5	15	20	2	1	3
41-50 ... ..	7	2	9	1	-	1
51-100 ... ..	11	10	21	-	1	1
101-150 ... ..	4	-	4	-	-	-
151-200 ... ..	3	-	3	-	-	-
201-250 ... ..	1	-	1	-	-	-
251-400 ... ..	-	-	-	-	-	-
451-500 ... ..	1	-	1	-	-	-
	<b>37</b>	<b>54</b>	<b>91</b>	<b>12</b>	<b>4</b>	<b>16</b>



Session 1964-65

Enrolments	ENGLAND			WALES		
	Counties	County		Counties	County	
		Boroughs	Total		Boroughs	Total
10 and under ...	...	12	12	8	-	8
11-20 ...	2	12	14	-	2	2
21-30 ...	4	13	17	1	-	1
31-40 ...	8	8	16	-	-	-
41-50 ...	6	5	11	-	-	-
51-100 ...	10	6	16	-	1	1
101-150 ...	4	1	5	-	-	-
151-200 ...	2	-	2	-	-	-
201-250 ...	-	-	-	-	-	-
251-400 ...	1	-	1	-	-	-
451-500 ...	-	-	-	-	-	-
	37	57	94	9	3	12

5. Recruitment in individual areas varied so widely in the two years that it is impossible to draw any general conclusions. Four of the areas with enrolments of upwards of 100 in 1963 either maintained or increased this level of recruitment in 1964-65. But in the remaining five areas numbers dropped to less than half; one county which had 492 enrolments in 1963 had only 134 in 1964. Conversely, in four areas enrolments in 1964-65 increased substantially to exceed 100.

*Length of basic courses*

6. In summarising possible components of the common element in training, the Bessey Working Party recommended a minimum time for this part of the course of 30-36 hours, exclusive of practical work, project work and private study. They thought that the last three might lead to a total course length of 60-72 hours. The table on the following page shows for the areas of 95 authorities the total length of basic courses organised in 1964-65 as divided between theoretical sessions and practical work. For courses where the total length was shown to be less than 60 hours, the time devoted to theoretical sessions generally greatly exceeded the time spent on practical work. The difference was less marked in courses lasting from 60 to 100 hours but, even in these, practical work generally amounted to less than half the total. In the longest courses, the balance between theory and practice was about even or, in some cases, practice outweighed theory.

Total Length of Course in Hours	Number of Areas	Theoretical Sessions (Hours)	Number of Areas	Practical Work (Hours)	Number of Areas
10 and under ...	1	—	—	6	1
11-30 ... ..	5	20 and over 10-19 Under 10	1 2 2	20 and over 10-19 Under 10	1 — 4
31-40 ... ..	12	20 and over 10-19 Under 10	11 1 —	20 and over 10-19 Under 10	4 3 5
41-60 ... ..	22	30 and over 20-29 10-19 Under 10	19 3 — —	30 and over 20-29 10-19 Under 10	1 6 8 7
61-80 ... ..	15	50 and over 40-49 30-39 20-29 10-19	6 4 4 — 1	50 and over 40-49 30-39 20-29 10-19	— 1 6 3 5
81-100 ... ..	18	70 and over 60-69 50-59 40-49 30-39 20-29	1 5 6 3 2 1	70 and over 60-69 50-59 40-49 30-39 20-29	— 4 — 7 6 1
101-150 ... ..	18	90 and over 80-89 70-79 60-69 50-59 40-49 30-39 Under 30	5 — 2 3 3 4 1 —	90 and over 80-89 70-79 60-69 50-59 40-49 30-39 Under 30	1 1 4 2 3 1 3 3
Over 150 ... ..	4	140 and over 100-139 80-99 60-79 Under 60	1 — 1 1 1	140 and over 100-139 80-99 60-79 Under 60	— 2 2 — —

*Note:* In the replies for the remaining 11 areas which organised basic courses in 1964/65, the relevant details were omitted.

#### *Content of basic courses*

7. Authorities were asked to indicate briefly the content of the basic courses, both theoretical and practical, and the methods used in the theoretical sessions, e.g. lectures, discussion in tutorial groups, role-playing, demonstrations, etc. The replies showed that in the majority of areas the preference was for lectures and discussion in tutorial groups. In 40 out of 94 areas in England and 6 out of 12 in Wales, no other method was apparently used for theoretical training. 47 areas in England and 6 in Wales combined this method with other forms of training, e.g. role-playing or demonstrations. Of the remaining areas in England, 2 supplemented lecture and discussion by in-service training, 1 provided training in the form of monthly tutorials on a group basis to discuss practical problems, and 4 areas provided a combination of methods including written work or selected reading. The replies from a few areas stated that, as a result of experience gained, courses for the session 1965-66 would consist of fewer lectures.

8. In just over two-thirds of the areas practical work was said to consist of visits of observation to clubs, schools or remand homes, work in youth centres (including the students' own clubs) and attachments to youth groups. Periods varied from 2 or 3 evening visits to as much as 1 evening per week for 6 months. Some areas provided practical work during a residential weekend: this comprised training in arts and crafts, activity courses or project work. No indication was given of any direct relationship between practical work and the theoretical content of the course: nor of the extent to which practical work was supervised by course tutors.

*Other forms of training*

9. Details were requested of other forms of training provided as an alternative or supplement to the kind of basic training advocated in the Bessey Report. Less than one-third of the areas providing training had any form of advanced course as a follow up to basic training. Advanced courses were shown to vary from monthly discussions with experienced leaders to a 60-hour course of lectures and practical work spread over 3 months. Some areas provided advanced training for the King George VI National Certificate in Youth Leadership. One advanced course mentioned was a study in depth of youth welfare and group dynamics spread over 12 weeks plus 3 residential weekends. In another area an advanced course in social group work was held during a residential weekend. Supplementary courses were provided in a number of areas: these were usually activity courses or training in specialist skills. Two areas included a residential weekend course in "Personal Counselling".

© *Crown copyright 1966*

Printed and published by

**HER MAJESTY'S STATIONERY OFFICE**

To be purchased from

**49 High Holborn, London w.c.1**

**423 Oxford Street, London w.1**

**13A Castle Street, Edinburgh 2**

**109 St. Mary Street, Cardiff**

**Brazennose Street, Manchester 2**

**50 Fairfax Street, Bristol 1**

**35 Smallbrook, Ringway, Birmingham 5**

**80 Chichester Street, Belfast 1**

**or through any bookseller**

*Printed in England*