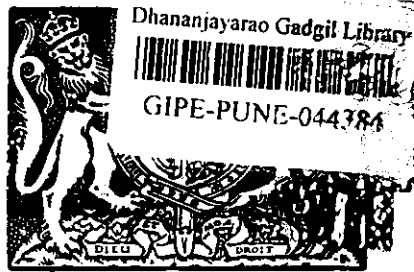


REPORT OF THE
COMMITTEE ON THE
JUVENILE EMPLOYMENT
SERVICE



MINISTRY OF LABOUR AND NATIONAL SERVICE

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SERVICE

LONDON : HIS MAJESTY'S STATIONERY OFFICE

1945

ONE SHILLING NET

MINISTRY OF LABOUR AND NATIONAL SERVICE

**REPORT OF THE COMMITTEE ON THE JUVENILE
EMPLOYMENT SERVICE**

CONSTITUTION OF THE COMMITTEE

Sir GODFREY H. INCE, K.B.E., C.B. Ministry of Labour and National Service
(*Chairman*).

Alderman Sir JAMES AITKEN, J.P. Association of Education Committees.

Mr. W. F. ARBUCKLE. Scottish Education Department.

Brig.-Gen. A. C. BAYLAY, C.B.E., D.S.O. British Employers' Confederation.

Mr. H. B. WALLIS, C.B. (succeeded by Mr. F. Bray). Ministry of Education.

Mr. G. CHESTER, C.B.E. Trades Union Congress.

BAILIE W. ELGER, D.L., J.P. Scottish Trades Union Congress.

Mr. J. B. FRIZELL, B.L., A.L.A.A. Association of Counties of Cities in
Scotland.

Miss F. HANCOCK, O.B.E. Trades Union Congress.

SIR PETER D. INNES, C.B.E., M.A., D.Sc. Association of Municipal
Corporations.

Mr. HERBERT KAY, C.B.E. British Employers' Confederation.

Dr. D. M. McINTOSH, M.A., B.Sc., B.Ed., Ph.D. Association of County
Councils in Scotland.

Mr. GEOFFREY MARCHAND. British Employers' Confederation.

Mr. CHARLES ROBERTSON, M.A. (succeeded by Mr. I. J. Hayward, J.P.—
deputy, Mrs. L. L'Estrange Malone). London County Council.

Mr. W. TAYLOR. Ministry of Labour and National Service.

Mr. W. J. WILLIAMS, M.A. Federation of Education Committees (Wales and
Monmouthshire).

Mr. E. W. WOODHEAD, M.A. County Councils Association.

Dr. A. E. MORGAN, *Secretary*
(succeeded by Mr. H. M. D. Parker)

Mr. R. J. T. CARD, *Assistant Secretary*.

To the Right Honourable GEORGE A. ISAACS, M.P.,
Minister of Labour and National Service.

SIR,

INTRODUCTION

1. We have the honour to present to you our Report. We were appointed in January, 1945, by the then Minister of Labour and National Service with the following terms of reference :—

To consider the measures necessary to establish a comprehensive Juvenile Employment Service on the basis of the Memorandum circulated with the Minister of Labour's/Secretary of State's letter of 20th/24th October, 1944, and to make suggestions for a practicable scheme.

2. The letters referred to in the terms of reference were addressed to bodies representative of Education Authorities in England, Scotland and Wales ; and are reproduced in Appendix I. The Memorandum which stands part of our terms of reference is as follows :—

“ Memorandum setting out proposals on the Reconstitution of the Juvenile Employment Service (as circulated with the Minister of Labour's/Secretary of State's letter of 20th/24th October, 1944, addressed to Associations of Local Authorities).

(1) As a starting point for a reconstituted Juvenile Employment Service it is suggested that the Government might fix and announce a date by which Education Authorities would decide whether they wish to exercise powers, or to continue to exercise powers, under Section 81 of the Unemployment Insurance Act, 1935. The fixing of such a date and the requirement placed on Education Authorities to declare their intention would require legislation.

(2) It is also suggested that Education Authorities in Scotland should be given the same opportunities for exercising powers, and within the same time limit, as those available to Authorities in England and Wales. This, too, would require to be covered by legislation.

(3) From the appointed date each Education Authority who exercises powers would be required to do so for the whole of its area.

(4) The new service would be administered as a joint service by the Minister of Labour and National Service, the Minister of Education and the Secretary of State for Scotland, but the Minister of Labour and National Service would continue to be the Minister responsible to Parliament and the cost of the service would be borne as at present on the vote of the Ministry of Labour and National Service.

(5) Centrally, the Service would be administered by a Juvenile Employment Executive staffed from all three Departments and advised by a Central Joint Council appointed by the three Ministers jointly but with responsibility in the first instance to the Minister of Labour and National Service. The Council would include representatives of educational and industrial interests together with some persons of special knowledge and of independent standing. The function of the Council would be to advise nationally on questions affecting juvenile employment and vocational guidance and to review the progress of the new service generally.

(6) Locally, the machinery for operating the Juvenile Employment Service would be on lines similar to those existing at present.

(7) The Local Service, however provided, would be under the general direction of the Central Juvenile Employment Executive, and the Executive would have the right and duty to ensure that an adequate and satisfactory service is maintained in accordance with national policy. It would be responsible for:

- (a) approval on behalf of the Minister of Labour and National Service of schemes submitted by Local Education Authorities, and
- (b) inspection of the Service.

(8) It is thought that the public undertaking given to Education Authorities in 1927 that they would not be required to conform to national requirements may need to be reconsidered in the light of the new conception now suggested.

(9) It is suggested that, when County Colleges come into being, Juvenile Employment Bureaux might be accommodated there and, in areas where the Minister of Labour and National Service is responsible for the Service, the Ministry's Juvenile Employment Offices should be accommodated there wherever possible."

3. This Memorandum, therefore, forms the basis on which we have proceeded to an examination of the whole question of the reconstitution of the Juvenile Employment Service. But we have not regarded it as necessarily binding upon us either in our discussions or in our conclusions. We have treated it as having been put forward primarily as a basis for discussion, and, if we have largely accepted its proposals in making our recommendations, this is because we have satisfied ourselves that in all the circumstances it offers the best prospect of securing a comprehensive national service for the future.

4. The first meeting of the Committee was held on 30th January, 1945, and eleven have been held in all. We have received information from your Department on various aspects of the Service, and we have reviewed its working and what we consider to be the principles on which it should operate. No evidence has been taken from outside bodies or persons; but we have had the opportunity, for which we are grateful, of considering the unpublished First Report of the Committee on the Recruitment and Training of Juveniles for Industry made to your Joint Consultative Committee consisting of Representatives of the British Employers' Confederation and the Trades Union Congress.

5. A problem of immediate urgency was the maintenance of the Service in the areas of Part III Education Authorities which would lose their status on 1st April, 1945 under the operation of the Education Act 1944. The Committee submitted an Interim Report to the Minister on this matter on 27th February 1945. This is attached in Appendix II. The recommendations were accepted and an interim arrangement has been in operation in the areas of those Authorities since 1st April 1945.

6. We now submit this final Report. It is divided into sections under the following headings:—

- I. Present Arrangements.
- II. Difficulties and Defects of Existing System.
- III. Functions of a Juvenile Employment Service and the Principles on which it should be based.
- IV. Machinery of Administration.
- V. Advisory Machinery.

- VI. Selection and Training of Staff.
- VII. Research and Experiment.
- VIII. Finance.
- IX. Miscellaneous Questions.
- X. Matters requiring Legislation.
- XI. Summary of Recommendations.

I. PRESENT ARRANGEMENTS

Historical

7. In 1909 the State realised that a natural corollary to expenditure on education was a system to help boys and girls to choose the right career and to get the jobs where they could find scope for their capacity and most satisfaction. Accordingly the Board of Trade included special Juveniles Departments in a number of the Labour Exchanges which were set up under the Labour Exchanges Act, 1909. This service was eventually incorporated in the Ministry of Labour when that Department was created in 1917, and since then a widespread juvenile advisory service has grown up.

8. Before 1909 a few Local Education Authorities had set up bureaux to help boys and girls in choosing employment, and in 1910 the Education (Choice of Employment) Act formally empowered Local Education Authorities in England to give this service to juveniles under seventeen years of age (subsequently raised to eighteen years by the Education Act, 1918). The Board of Education was responsible for supervising the administration of schemes under this Act and giving grant aid.

9. Thus by two Acts of Parliament passed in successive years the central responsibility was divided, the Board of Trade being made responsible for the work in Exchanges and the Board of Education where it was carried out by Local Education Authorities. Inevitably difficulties arose and in 1911 the Board of Trade and the Board of Education made an arrangement by which they delimited their field of interest :—

(a) The Education Authorities who chose to exercise the powers given them by the Act of 1910 would confine themselves to interviewing, advising, registering and selecting juvenile applicants, and

(b) The Labour Exchanges would do everything else : that is, register vacancies, place juveniles with employers and oversee their progress during the early years of employment.

10. This distinction proved difficult to maintain in practice, and the will to co-operate was not always present. The uneasy partnership was further disturbed by the Unemployment Insurance Act, 1920. This placed on the Ministry of Labour, which by this time had taken over from the Board of Trade, responsibilities in regard to the unemployment of juveniles in all areas, while the Board of Education were responsible for their employment in those areas where Education Authorities were exercising powers.

11. Late in 1920 the Government therefore referred the whole question for independent examination by Lord Chelmsford. His recommendations were in brief :—

(a) that Education Authorities should be urged to take up their powers under the Education (Choice of Employment) Act, 1910 ;

(b) that an Education Authority exercising powers should be obliged to undertake the administration of Unemployment Insurance ;

(c) that if an Education Authority decided not to exercise powers the work should fall to the Ministry of Labour.

He did not resolve the question of central responsibility. It was left to the Board of Education to control the whole work, including the administration of Unemployment Insurance, in areas where Education Authorities were operating, and to the Ministry of Labour in areas where it undertook the work.

12. Seeing that the Minister of Labour necessarily remained responsible to Parliament for all Unemployment Insurance, such an arrangement was bound to cause difficulties. The question was faced again in 1925 when a Committee under the chairmanship of Mr. (later Sir) Dougal O. Malcolm was appointed to seek a solution.

13. The Malcolm Committee reported in November, 1926, and the main purport of the Report was :—

(a) to abolish the dual central control by making the Minister of Labour solely responsible for the Choice of Employment services, including the administration of Unemployment Insurance, whether the work was done by a local Education Authority or by the Ministry ;

(b) to retain the dual system locally by permitting Education Authorities to exercise powers as before.

Effect was given to this suggested change in central control by the Ministry of Labour (Transfer of Powers) Order of 25th July, 1927 (see Appendix IV).

14. The Board of Education were relieved of all supervisory and grant-aiding duties and the Ministry of Labour were made responsible for the central administration of the whole system and for the payment of all grants for this service to Education Authorities who were doing the work.

15. Another survey of the whole problem was made in 1933-34 by the National Advisory Councils for Juvenile Employment (England and Wales, and Scotland), and their Joint Report confirmed in substance the findings of the Malcolm Committee. There has been no further change in the administrative structure.

16. It remains to note that the statutory power of Education Authorities to operate the service was transferred from the Education Act to the Unemployment Insurance Act, and that the final statement of the position is that in the Unemployment Insurance Act, 1935 which states in Section 81 that :—

“(1) An Education Authority in England shall have power, in accordance with a scheme to be approved by the Minister, to make arrangements for giving to persons under the age of eighteen years assistance with respect to the choice of suitable employment by means of the collection and communication of information and the furnishing of advice, and to undertake such additional duties as are specified in the scheme, being duties in connection with—

(a) *the attendance at authorised courses of persons under the age of eighteen years ; or

(b) the administration of benefit claimed by persons under that age ; or

(c) the administration of increase of benefit claimed in respect of dependent children between the ages of fourteen and sixteen years.”

* This provision will be repealed when County Colleges, in Scotland, Junior Colleges, are in existence.

17. Regulations made under this Act empower the Minister of Labour and National Service to pay grants to Education Authorities to the extent of 75 per-cent. of approved expenditure on choice of employment work and the administration of benefit. The Act itself empowers the Minister to repay in full out of the Unemployment Fund amounts paid in unemployment benefit.

18. So far this account is applicable only to England and Wales: for Scotland the story is simpler. The Education (Scotland) Act, 1908, Section 3, empowered Education Authorities to incur expenditure

“ . . . (5) in maintaining, or combining with other bodies to maintain, any agency for collecting and distributing information as to employment open to children on leaving school.”

This service attracts grants from the Secretary of State for Scotland through the Scottish Education Department. The only Education Authority who makes use of the power is the Edinburgh Authority. There a joint office is staffed by the Authority and the Ministry of Labour and National Service. Scottish Education Authorities have never been given the power which is possessed by Education Authorities in England and Wales to undertake the whole work.

19. The present position is therefore that no Education Authority is obliged to exercise choice of employment powers, but any in England and Wales may submit for the Minister's approval a scheme to exercise them. To assist Authorities in formulating schemes the Ministry of Labour have provided a Model which is annexed as Appendix III.

20. Until 31st March, 1945, a Local Education Authority might be one for a county, a county borough, a non-county borough or an urban district. The latter two were known as Part III Authorities. Any of these was competent to exercise powers, but in the case of a Part III Authority the powers were granted to the County Authority for the area and were delegated by it to the Part III Authority. The administrative relations between the Ministry, the County Authority and the Part III Authority varied according to the particular arrangement made in each individual case.

21. At 31st March, 1945, the position with regard to the exercise of powers in England and Wales was as follows:—

	Total number.	Number operating the service.
Counties	63	9
County Boroughs	83	50
Boroughs with Education Powers (Part III)	152	40
Urban Districts with Education Powers (Part III)	17	5
	<hr/> 315 <hr/>	<hr/> 104 <hr/>

The Administrative Arrangements

22. This is not the place for a full account of the working of the Service but, in order to estimate what it is doing and what it ought to do, we feel that it is necessary to set down briefly the main features of the machinery of administration.

THE LOCAL OFFICE

23. The focus of the Service locally is an office under a Juvenile Employment Officer. Where the Ministry of Labour and National Service are responsible locally the office may be housed in the Employment Exchange or in independent quarters. Similarly under an Education Authority it may be in the town hall, in the education office where that is separately housed, or in separate premises of its own. Where it is under an Education Authority it is called a Juvenile Employment Bureau. The Juvenile Employment Officer is generally engaged whole-time on the work, but he or she is responsible to the Manager of the Employment Exchange or the chief education officer, as the case may be. Where the Education Authority exercises powers it is usual for the chief education officer to be the official correspondent with the Ministry of Labour and National Service.

LOCAL COMMITTEES

24. An essential part of the local service is the *ad hoc* Committee which advises the officials. In a Ministry of Labour and National Service area it is known as an Advisory Committee for Juvenile Employment or more briefly a Juvenile Advisory Committee; in an Education Authority area it is called a Juvenile Employment Committee.

(1) *Juvenile Advisory Committees.* The functions of a Juvenile Advisory Committee are to advise the Minister and his officers and to assist in certain executive functions, such as giving advice to boys and girls and making contact with parents if a visit to the home is desirable. But their main function is of a more general character in respect of the policy of the local administration, and to that end it is held important that there should be a variety of experience, outlook and interest represented on the Committee. Although it is not an immutable design, the following pattern suggests the kind of Committee which the Ministry have favoured:—

- 1 Chairman
- 4 to 6 representatives of the Local Education Authority
- *2 teachers
- 6 employers
- 6 workpeople
- 4 other persons interested in the welfare of boys and girls, one of whom should be a woman.

This constitution is intended to indicate the proportions in which representation should normally be accorded to the various interests. The total number of members may however be varied to suit the type of area concerned. The representatives of employers and workpeople must be equal in number and together they should constitute not less than one-third of the total membership.

The Committee is appointed by the Minister and is responsible to him, but in making the appointments he is always guided by local opinion. This principle is recognised most conspicuously in the case of the representatives of the Education Authority who are invited to nominate members. In the case of teachers, employers and workpeople it is the usual practice to consult recognised organisations. The same course is followed where possible in selecting other persons specially interested in juvenile matters. The number of Committees existing at present is 275.

* It is laid down that where there are secondary schools (in the sense of the term before the passing of the Education Act, 1944) in the area of the Committee, one or two teachers representing these schools should be added to the membership. A due proportion of women should be secured for the Committee as a whole.

In addition 11 Branch Committees have been set up for smaller and remoter areas, and the system has been extended still further by the establishment of 177 Juvenile Advisory Panels in areas too small or remote to need a Branch Committee.

(2) *Juvenile Employment Committees.* A Juvenile Employment Committee is appointed by, and is responsible to, the local Education Committee for the conduct of the Service. The constitutional relation to that Committee varies. In some cases the Juvenile Employment Committee is a body dealing solely with choice of employment questions; in others it may be a committee charged with this and other duties. This has given rise to a difficulty. The Minister requires that the work shall be carried out with the advice of a Committee representative of the various interests and points of view embodied in the constitution cited above, but certain Local Authorities are precluded from setting up administrative committees not composed mainly of elected members of the Authority. The difficulty has been overcome by establishing Advisory Sub-Committees of the approved composition which report to the Juvenile Employment Committee. In practice it appears that members of Juvenile Employment Committees engage in executive functions less than members of Juvenile Advisory Committees. For instance, we believe that they rarely interview boys and girls.

SECONDARY SCHOOL LEAVERS

25. The system so far described applies to all juveniles and serves them from whatever type of school they come. It must be remembered, however, that no juvenile, parent or employer is under any obligation to make use of the Service; and, moreover, the Service can work effectively only if it is successful in securing the co-operation of the school. For reasons of this character, the Service has in practice, except in a number of large towns, been limited on the whole to leavers from elementary* schools and the secondary schools have mainly disregarded it, unless after they have made their own efforts to place their boys and girls there are some still without employment.

26. This attitude became more obviously unsatisfactory as the problem of finding work for leavers from secondary schools was intensified by the extension of secondary education and the growing competition in the field of employment; and thus a new development arose in the establishment of a number of Secondary Schools Employment Committees. These are Committees concerned with the vocational guidance and placing of secondary school leavers.

27. These Committees conform to no set pattern, but in general they consist of representatives of secondary schools, usually with the head of a school as chairman, and in some cases they include other members representing industry, commerce and the professions. Perhaps the best known are the London Secondary Schools Headmasters' Committee and the London Secondary Schools Headmistresses' Committee. The only other one which has weathered the storm of war is the Glasgow Careers Council.

28. It must not be thought that the local Committees have been wholly inoperative or ineffective in serving secondary school leavers. In some areas where the Education Authority exercises powers, the Authority has arranged for the secondary schools, particularly those under its own management, to co-operate with the Local Bureau. Nevertheless it remains true

* The term is used here with the connotation understood before the passing of the Education Act, 1944.

on the whole that the Service has been regarded as existing primarily for elementary school leavers and that secondary school pupils have not had the full benefit of the assistance which the Service is designed to provide. It is thought that this situation will rectify itself naturally when the changes in the system of secondary education introduced by the new Education Act are effected. The position of secondary school leavers is further discussed in paragraph 45.

NATIONAL AND REGIONAL ADVISORY COUNCILS

29. In order to assist him in the general administration of the Service, the Minister of Labour in 1928 set up National Advisory Councils for England and Wales, and for Scotland. These Councils considered matters of national policy on reference to them by the Minister; and they published a number of Reports. Neither of these Committees has met since the outbreak of war.

30. The London Regional Advisory Council for Juvenile Employment was established in 1934 as a consultative body to survey and examine problems of juvenile employment and unemployment in and around London. It is representative of Education Authorities, Juvenile Advisory Committees, employers, workpeople and teachers in and around London, and it includes a number of other persons with special experience and interest in young people. It has continued during the War to carry on its work actively and has compiled a number of Reports on matters of routine or on special problems.

II. DIFFICULTIES AND DEFECTS OF EXISTING SYSTEM

31. The summary we have given of the origin and development of the present system is sufficient indication of some of the difficulties that have beset its administration; and so long as the system continues on the lines of a loosely defined diarchy there are bound to be difficulties. But not all the defects of the Service are necessarily the result of this diarchic system. There are others of a more fundamental kind to which we must draw attention.

LIMITED USE OF THE SERVICE

32. A basic weakness of the system and the prime cause for its not being as effective as it might be is the fact that in peace-time it has been far from comprehensive. No boy or girl has had to use the Service in seeking employment and many employers failed to take advantage of it. Heads of schools, private employment agencies and the advertisement columns are responsible for much placing, and many firms prefer to make their contacts by these and other means.

33. As a result the Service does not have full knowledge of the vacancies available nor is it able to draw on the full range of juvenile labour in filling vacancies; and thus it is limited in the extent to which it can give good vocational guidance or prevent mistaken choices of employment.

UNCERTAINTY IN ADMINISTRATION

34. Another weakness inherent in the system is the uncertainty which is bound to prevail so long as it is open to an Education Authority to take over the work at any time and to surrender its powers at three months' notice. In such conditions there is always a doubt whether the good work of years may not be superseded; and obviously this uncertainty cannot make for long-term thinking and the sense of continuity which are essential for the best results.

LACK OF CO-OPERATION WITH THE SCHOOL

35. The basis of vocational guidance is co-operation between the Juvenile Employment officer and the school, which holds the fullest body of knowledge about the child. In an area where the Education Authority exercises powers it is in a position to insist, although it may not always do so, that the school shall co-operate with the Juvenile Employment Officer, by giving him all the information about the child that he needs and by facilitating contacts with boys and girls about to leave school. The Ministry of Labour on the other hand must depend on the goodwill of the school service to give it the same facilities and although generally there is satisfactory co-operation there have been cases of areas where the Ministry have been refused information about children and access to the schools.

NO POWER TO ENSURE COMMON MINIMUM STANDARD

36. Following the Order of 1927, under which the Board of Education's powers of approving arrangements made under Section 107 of the Education Act, 1921, and the schemes of Local Education Authorities under Section 6 of the Unemployment Insurance Act, 1923, were transferred to the Ministry of Labour, an undertaking was given by the Ministry in November, 1927, to "leave local Education Authorities as far as possible to conduct and develop their Choice of Employment work on individual lines and in a manner consistent with their general educational policy", and to refrain from "asking Authorities to observe the codified instructions . . . applicable to Employment Exchanges or . . . assimilating by other means the practice of Authorities to that of the Ministry. . . ." This undertaking was contained in a circular, issued to all Local Education Authorities concerned, which is reproduced in Appendix IV. The inevitable result of this has been wide disparity of practice and of quality in the work.

ADMINISTRATIVE RELATIONS OF MINISTRY OF LABOUR AND EDUCATION AUTHORITIES

37. The undertaking given by the Minister in 1927 seems to be a clear reflection of a fear among Education Authorities that the Ministry of Labour would ride them with too tight a rein if it were given unlimited control. Their thinking was doubtless affected by their experience in educational matters in which the Board of Education left them considerable freedom to mould and work their own schemes. Although the Board controlled education in a general way and exercised weighty influence through His Majesty's Inspectorate it was not itself concerned in carrying out educational functions as the Ministry of Labour were concerned in doing the work in certain areas.

38. The same feeling touched the financial arrangements. In its purely educational work the Authority naturally had a freedom of expenditure and therefore an ability to experiment which the Ministry of Labour, paying as it did a grant of 75 per cent. of all approved expenditure on the Service, were perhaps not so ready to give. The Ministry necessarily had in mind what it was itself spending on similar services and it was apt to scrutinize critically proposals made by an Education Authority for the management of its service that had an appearance of extravagance.

39. The reverse side of the financial difficulty was shown where an Education Authority was too parsimonious, whether in the matter of salaries or of premises. In such a case it was extremely difficult for the Ministry, in view of its self-denying ordinance of 1927, to secure the improvements it considered necessary. In fact its only remedies would have been to withhold grant or to abrogate the powers exercised by the Authority. It is true that no open

quarrel ever arose, but in more instances than one relations were strained, and in one case abrogation was threatened and was on the eve of being carried out when the Authority agreed to modify its practice.

LOCALIZATION

40. If vocational guidance is to be made real in good placing it is axiomatic that there shall be as wide a field of opportunity as possible. This implies the overstepping of such artificial barriers as local authority boundaries. Not infrequently difficulty has arisen over the placing of juveniles in jobs in an area administered by an Education Authority if they happened to live outside that area. Where urban areas are under the Education Authority and the Ministry is left with the rural remnants, clearly the administration of the Ministry is severely handicapped.

41. A great deal has been done to break down the prejudice which may militate against the young incomer, but the difficulty is there. Where there is in the area a shortage of juvenile labour this difficulty is not likely to arise, and indeed in these circumstances an Education Authority may be willing to organise a clearing-house system to enable neighbouring juveniles to find employment within its borders. If, however, there is a superfluity of juvenile labour in the area experience shows that it is difficult for a boy or girl living outside to find employment solely on merit.

III. FUNCTIONS OF A JUVENILE EMPLOYMENT SERVICE AND THE PRINCIPLES ON WHICH IT SHOULD BE BASED

42. A Juvenile Employment Service must play its part in helping the boy and girl in their passage from school to the world of adult independence. Formal schooling is of importance for the adolescent, and this was recognised by the Education Act, 1902, by the Fisher Act of 1918 and more definitely by the Education Act, 1944. Recreation is a scarcely less important medium of development as has been recognised for long. The State has set its seal on this doctrine by the great part it has played in recent years in encouraging and helping the Youth Service. But the pivot of the life of almost every boy and girl who has left school is the job. It may not be their work that holds their main attention or interest; but the job as a job is of paramount importance. It looms largest; it is the economic basis of self-respect; it marks the passage from pupilage to adult independence; it is the gateway to the future. The main hopes and ambitions, therefore, that youth has, are related to the job and we conceive that the chief function of a Juvenile Employment Service is to enable every boy and girl to play the best part possible as a worker and so to help them to develop their potentialities through work to the utmost. If it is successful it will make a contribution of incalculable importance in the life of every worker, and the results will overflow into the whole personality of the worker as a citizen. The prime necessity is to enable the boy and girl to undertake employment which as nearly as possible matches their capabilities. No boy is likely to be happy if the work is beyond his capacity or on the other hand if it fails to stretch his powers.

Vocational Guidance

43. The first function, therefore, of a Juvenile Employment Service is to give vocational guidance. For this purpose the Service must be founded on a knowledge of the juvenile and on a knowledge of industry, commerce

and the professions. It must therefore be both an educational and an industrial service. On the educational side account must be taken of what is already known about the juvenile, of the contribution which has already been made to his development by the school, and of the continued contribution which the educational system still has to make. On the industrial side there must be a knowledge of industry, commerce and the professions and their requirements, including knowledge of trends of industry generally and of each industry in particular both on a national and a local basis, and of occupations within industry, and those offering the opportunities of continuity of employment.

44. We have indicated that in our view the basic weakness of the present system is that, as the use of the system is voluntary, it is not universal in its application. We believe it is essential in the best interests of the juvenile that every pupil should be given vocational guidance before taking employment. For this purpose we recommend

that vocational guidance should be given before leaving school and that every school (including private schools) should be required by statute to register with the Service, in such manner as may be prescribed, every school-leaver or every person attaining the age of 17 if still at school and that the Service should be empowered to require the attendance for interview of any person so registered within a period of one year from the date of registration. (See paragraphs 79 to 85.)

45. In making this recommendation we have in mind the fundamental change in the educational system brought about by the Education Act, 1944, and we would wish to make it clear that in our view there should in future be one common Service for leavers from all types of Secondary School although the problems presented by leavers from different types of school may in some respects differ.

46. We contemplate that the registration of school-leavers by the school authorities would in practice be effected by transferring to the Service the school record card or an abstract based on it.

47. The above recommendation contains the only element of compulsion we are prepared to introduce. We have given much thought to this question and have rejected any other forms of compulsion (see paragraphs 87 to 97).

The Essentials of Vocational Guidance

INFORMATION ABOUT THE JUVENILE

48. We first considered the information necessary to enable the Juvenile Employment Officer to give vocational guidance.

49. *School Record.* A first essential is that a proper record of the child should be kept throughout the school life and that there should be a recognised process for passing on the relevant information when the child leaves school. Vocational guidance leads naturally on from educational guidance. Choice of the kind of secondary school to be attended, and of the course within the school, may affect the ultimate choice of a vocation; and the educational guidance given at that point is thus the beginning of the process of vocational guidance.

50. Two questions arise—what is the maximum of information which the school may reasonably be expected to supply, and what is the minimum which the Juvenile Employment Officer needs and is likely to be able to interpret? We have studied a number of school record forms and we have

considered whether the record card supplied to the Juvenile Employment Service should be the whole school record or whether it should be an abstract based on it. Some of us have had doubts on the desirability of submitting the whole record. It is also felt that not all Education Authorities will be willing to do this. It has also been suggested that the card should be sufficiently simple to be shown appropriately to parents, children and employers: that this procedure would strengthen the hands of the Juvenile Employment Officer as providing visible evidence for convincing parents and children that the vocational advice given was sound. On the other hand, the fear was expressed that if a record including information of an unfavourable character passed to the Juvenile Employment Service it might result in the juvenile being stigmatised for life; but we have had to set against this argument the fact that unless a Juvenile Employment Officer has all the necessary information about a child, favourable and unfavourable, he cannot give the best guidance, and advise wisely on placing. It seems to us **and we so recommend**

that the balance of advantage lies in having one record and passing it from the school to the Juvenile Employment Service. It should, however, be permissible for an Authority to adopt a system of sending forward an excerpt or digest of the School Record so long as it embodied the minima that we propose.

51. In coming to this conclusion we contemplate that the record should not be available for public scrutiny but should be regarded as a highly confidential document.

52. It is clear that the completion of record cards is essentially a matter for the teachers; and the work can only be effectively carried out if the teachers are skilled in methods of assessment of intelligence and aptitude and in estimating the qualities and character generally of boys and girls. Hence the teachers occupy a unique and well defined position in the field of vocational guidance—one which calls for considerable effort and efficiency on their part and a real interest in the future welfare of the school-leaver. We have no doubt that they will be willing to play their part and to give every assistance to the Juvenile Employment Service. Only by the whole-hearted co-operation of both teachers and juvenile employment officers can the Service become fully effective.

53. *Other Sources of Information.* The School Record will be the formal and most important means of conveying to the Juvenile Employment Service what the Education Service knows about the child; but verbal information given by a teacher may be an extremely valuable supplement. Naturally the parents are a source of information about the child that may be very helpful, so long as the officer is alive to the danger of parental prejudices. In some cases a social agency may be able to help the Juvenile Employment Officer to appreciate the home circumstances which are relevant to an assessment of the child.

54. After taking all these points into consideration **we recommend that the information about the child passed to the Juvenile Employment Officer should cover the following data :—**

- (1) *Physical Qualities*—(a) general health
- (b) physique
- (c) disabilities, if any

Any statement supplied by the school should be amplified at the individual interview when regard should also be paid to such qualities as appearance, bearing, cleanliness, etc. Where disabilities are recorded a medical report should be supplied.

(2) *Intelligence.* The assessment may be by Intelligence Quotient or, where specially trained staff is not available, by a general estimate under one of five heads, (a) poor, (b) below average, (c) average, (d) above average, (e) outstanding.

(3) *Educational Attainment.* The information recorded should be :—

(a) Type of course followed—

stating also—

(i) good subjects

(ii) average subjects

(iii) poor subjects.

All subjects including manual/domestic training should be classified in this way.

(b) Certificates gained.

(4) *Any Special Aptitudes.*

(5) *Interests* as shown by intellectual, practical, aesthetic, social and physical activities.

(6) *Qualities of Disposition*, e.g. degree of self-reliance, friendliness, application, conscientiousness, initiative, or reliability.

(7) *Voluntary Organisation(s) of which a member.*

(8) *Any Special Home Circumstances.*

(9) *Any Special Features of School Attendance.*

55. Although we regard this as a minimum we should not wish to see discouragement of any Education Authority who wanted to make a more elaborate record. For instance, some Authorities may be in a position to develop more exact methods of assessment and recording than those we suggest.

56. It will be essential in future for teachers to understand that they will be expected to give an estimate of every child at the end of his school career on the lines set out in paragraph 54 ; and we consider that it is of the first importance that the teaching staff responsible for making the records and the juvenile employment staff using the records should be fully instructed in their preparation, use and purpose.

57. The problems of vocational guidance for school leavers who have been receiving special educational treatment owing to mental or physical handicap need to be specially considered in the light of the Disabled Persons (Employment) Act, 1943.

INFORMATION ABOUT INDUSTRY, COMMERCE AND THE PROFESSIONS

58. A first essential is adequate information about the general character of industry, commerce and the professions both locally and on a wide, national basis. This involves a knowledge of the nature of the work and conditions in different industries and also in particular firms. This knowledge is a prerequisite of all effective vocational guidance.

59. With this general background of industrial knowledge, the next essential is to have information on the requirements of industry and the opportunities for employment offered both locally and on a national basis. This involves a knowledge of industrial trends, of which industries are expanding and which contracting, and of new industries.

60. The Service must also have detailed information about the various occupations within industry, commerce and the professions; the methods of training for those occupations; and the opportunities they offer for employment, and particularly for continuity of employment.

61. To complete the information necessary to give full vocational guidance an extensive knowledge of the individual qualities required for various kinds of employment is needed. This involves an intensive study of jobs. We gather that there has been comparatively little systematic enquiry into job analysis on a large scale and we consider that research should be carried out in this field. We are informed that the Ministry have now undertaken this work as part of their wider duties. We understand also that for many years it has been the practice at Juvenile Employment Offices to maintain Surveys of Local Occupations in which juveniles are employed. These Surveys are designed to provide a record for the use of the Service in guiding and placing. It is clear that something of the kind should be maintained locally. The method adopted may vary in different districts according to the nature and form of industry in the district and it should be left to local discretion to develop these Surveys on lines most suitable to their localities in the light of experience.

62. A central source of information is obviously necessary for the collection and dissemination of information about industry in general and industrial trends. We understand that the Ministry of Labour and National Service are taking steps to obtain comprehensive information of this nature for other purposes and that this information will be available to the Juvenile Employment Service. We consider that this will be of the greatest assistance to the Service.

63. While recognising the value of the information which the Ministry of Labour and National Service are in a special position of authority to give, we think that a responsibility lies also on industry itself to maintain as much and as accurate information as possible on trends and future demands. We are informed that the Committee referred to in paragraph 4 has advised the Minister that he should encourage each major industry to follow the existing practice of a few in setting up a National Joint Council or similar appropriate body for the purpose of dealing with the recruitment and training of young persons for its industry. Where this is done we should hope that the Joint Council would pay particular attention to the regulation of the inflow of juveniles and would give the Juvenile Employment Service such information as would help it in its work of guidance and placing.

64. The bulk of placing will be local, but there will be those boys and girls who should move from home in pursuit of their career. This will be specially true in the case of higher posts and where local conditions of employment are poor. It will, therefore, be necessary that through the central administration every local office of the Service should be supplied with information to enable it to advise on prospects outside its own locality. The clearing-house system should be maintained at the highest possible level of efficiency. We understand that at the present time the Appointments Department is collecting material relevant to careers in higher posts; and we consider that this material should be available to the Juvenile Employment Service.

65. *Industrial Training.* One of the items of information necessary about every firm is the extent to which it gives its young employees the training which they need at this stage of industrial life.

66. In the interests both of juveniles seeking a career and of industry needing to maintain its complement of adult skill by promotion of the young, attention must be given to recruiting the right boys and girls and to training them by the best means possible. Training depends largely on industry itself, and it implies co-operation with the education service and systematisation of training under its own control. These are not matters the responsibility for which rests on the Juvenile Employment Service, but the Service is vitally interested in them. It cannot do its work of placing satisfactorily unless it knows the nature and extent of training facilities. Any local Survey should, therefore, record information on these matters. This again involves co-operation with industry, for it is only where the Service is in close touch with employers and trade unions that it can make the right assessment of training facilities in any industry or firm.

67. We have been informed of the steps which the Minister of Labour and National Service has taken to bring before industry the necessity for examining the composite question of recruitment and training of juveniles for industry and of the recommendations which have been made by a Joint Committee consisting of representatives of the British Employers' Confederation and the Trades Union Congress. These recommendations we welcome in the hope that they will lead to a better regularisation of these matters.

The Technique of Vocational Guidance

PREPARATORY

68. The first stage is the preparation of the child's mind for the change from school to work and he should be helped to think seriously on the question of his career. We consider that dissemination of information about industry and professions should be part of the normal teaching of a school ; but it should be regarded as general knowledge and as an element in training for citizenship educationally valuable to any boy or girl. It should not normally at this stage be linked specifically to the idea of choosing a career. This instruction is made more vital where it becomes a general practice for children to be taken to see industrial plants, firms, exhibitions, and if films are used as an aid.

SCHOOL TALKS

69. Against this general background of information children should be led to consider the question of a career. This has been done in the past by School Talks and we approve the method so long as care is taken at this stage to keep the child's mind open. There is real danger of a child's enthusiasm being unduly aroused for a particular kind of work by a persuasive speaker himself enthusiastic for a particular calling. What is wanted in the first instance is to arouse a general interest in the question of a career and to lead the child to examine his own capabilities and desires ; and also, so far as it is possible at this stage, to give him a broad and balanced picture of the different kinds of career and employment that lie open to him. It is necessary therefore to keep the talk on general lines rather than to deal with specific careers in detail.

70. No account of careers should be limited to local opportunities, especially where these are restricted by the nature of the industry in the immediate vicinity. For instance we wish a town child to have the chance of hearing about

rural careers and inland boys to know of the opportunities at sea. A child in a predominantly rural and commercial area should be given information about industry, and similarly boys and girls in industrial areas should learn about opportunities available in rural or commercial areas.

71. We should wish to see the fullest encouragement given to parents to attend School Talks and the fullest opportunity given to children to ask questions. It must always be remembered that this is the children's occasion, and care must be taken not to quell them or to stifle their questions by turning it into a meeting of and for grown-ups.

72. We realise that the School Talk calls for expertness and experience. For that reason we think it should normally be given by a Juvenile Employment Officer who is trained to this difficult but important work. We think it unlikely that many who are not specially trained for this will have the skill in address and also the wide knowledge of employments and careers that alone will fit them to undertake the task.

73. We would make one reservation. Although we think it rare that the industrial, commercial or professional expert will be able to give the balanced School Talk we envisage, there is a place where his services will be most useful. It may be that a group of boys or girls have already reached the stage when their minds are nearly made up or when at least they have distinct leanings in a particular direction. At that point it will be of the greatest value if they can meet someone who is in that calling. An address on the details of the career is likely in such cases to be most helpful, and even more valuable would be an opportunity for the children to ask questions. Another most valuable service that the expert from industry and commerce can give is to address parents and discuss with them the nature and opportunities of different careers.

74. We think that the best place for the School Talk is in the familiar surroundings of the child's own school. We recognise, however, that for the time being there may be a large number of schools in some areas with few leavers in each. In such cases it may be imperative to group children from several schools; but we consider that this should be avoided if possible. We wish to see discouraged the practice of bringing large numbers of children together in some hall in a town and turning what ought to be a quiet, intimate talk into a public assembly. We think that in conditions of that kind it will be difficult, if not impossible, to make the right impact on the child and to ensure that he takes away the right impression.

75. We appreciate that owing to the unsuitability of some school premises it is impracticable to make arrangements in the school for the School Talk. In certain cases this has led to the practice of holding the talks at the Juvenile Employment Office. In general we think that this is undesirable and that it should be regarded as an alternative to be followed only if it is quite clear that no suitable school premises are available.

76. We have considered at what stage in the school life the School Talk can best be given and we are of the opinion that for children leaving school at fourteen or fifteen formal discussion of careers should fall in the penultimate term of school life. We have in mind, however, that the general information to which we have referred in paragraph 68 will have been given earlier as part of the normal curriculum. In the case of boys and girls who are following a course beyond the statutory leaving age we consider that the initiation should be in the penultimate year of the school life. We do not wish to suggest that if boys or girls of their own initiative are anxious

to discuss their careers anything should be done to damp their ardour, but rather that they should be given the fullest opportunity and help and that the teaching staff should be encouraged to seek the help of the Service at any time in the later stages of the child's school career.

77. Films, industrial visits, exhibitions and literature will be valuable at this period as well as in the earlier stages. They will now have a more marked vocational purpose and therefore care should be taken that nothing is used that is tendentious or so narrow that it warps the child's outlook. Firms and industries are producing an increasing amount of literature designed to attract juvenile labour. This may properly be used by the Service and put in the hands of parents and children; but if the Service is to distribute literature of this kind it is imperative that it should first have the opportunity to scrutinise it carefully so as to ensure its having the qualities prescribed. We are informed that industries and firms are tending increasingly to consult the Ministry of Labour when preparing pamphlets and films of this nature. We commend this practice as being useful to industry and suggest that the Ministry of Labour should encourage it as being helpful to the Service.

78. Although literature and films prepared by private interests may be valuable we consider that the Service which occupies a position of accepted impartiality should itself undertake the preparation and publication of these means of information. They may originate with the Ministry or with Education Authorities but it is important that all published material of this sort should conform to central policy. While literature should be couched in terms likely to be understood by children it is likely that it would command a much wider reading public, including many parents, and it should be of sufficient substance to satisfy all types of enquiring reader.

We recommend that the Ministry of Labour in association with the Education Departments should prepare and distribute pamphlets about careers which would give boys and girls adequate preliminary information.

THE SCHOOL-LEAVER'S INTERVIEW

79. All that we have described so far is by way of preparation for the most important event in the process of vocational guidance. The School-leaver's Interview is the focal point; and we consider that the most careful attention should be given to its significance, to the opportunity which it presents and therefore to the way in which it is conducted. The Service has been holding School-leavers' Interviews for many years and a considerable body of experience has been built up.

80. This interview is the culmination of a process of accumulating all available information about the child, and in the light of that information the juvenile is given advice by the guidance officer as to careers which appear to be suitable for him to follow. The interview should, therefore, be intimate. In addition to the guidance officer, a teacher and the parent should normally be present; but there may be cases where it is desirable that the child should be seen by the guidance officer alone.

81. We understand that in some areas it is the practice for one or more members of the Juvenile Advisory Committee to take part in the interview. We consider, however, that the governing policy should be based on the fact that vocational guidance is work for an expert, that the Juvenile Employment Officer should be the expert, and that the interview should be conducted by him unaccompanied by any except the parent and the teacher.

82. We feel it necessary to condemn the perfunctory methods which are sometimes used. It cannot be regarded as reasonable or economical after a child has been educated in school at considerable public expense for nine or ten years to devote only a few minutes to an interview which may determine the child's whole life. Without attempting to lay down any hard and fast rule we consider that the interview is of such fundamental importance to the child that it should be long enough to enable the interviewer to supplement by observation and discussion the information he already has and to make an assessment of substantial worth before giving his advice.

83. What we have said above clearly rules out in our view the practice of interviewing the child by a number of persons interested in one or other of the various aspects of a child's life. We have had accounts of interviews where six or nine persons have taken part. We fully recognise that there are other matters than a child's career to be discussed with him before he leaves school ; for example, he should be encouraged to continue his education and to take part in organised recreation. But we feel strongly that too many matters should not be dealt with on this occasion and **we recommend**

that in the approval and administration of schemes special regard should be paid to the arrangements made for the conduct of the school-leaver's interview.

84. The arguments which we put forward for holding the School Talk in the child's own school apply in regard to the School-leaver's Interview, perhaps with even greater force. In many places the school premises may be quite inadequate ; local judgment must therefore dictate the best compromise. We would suggest that the essentials are quietness and an atmosphere of intimacy, and that these should be the guiding considerations in deciding where the interview is to be held.

85. A further question is when the School-leaver's Interview should take place. We have suggested that the School Talks should take place for younger school-leavers in the penultimate term. Obviously the interview cannot precede the School Talk and should not follow it too soon. A little time is necessary for the first stimulus to have effect, for some enquiries by the child, for discussion at home. There is, on the other hand, the danger that if the interview is delayed too long the child will have made up his mind and when he comes to the interview all arrangements have been made for him to start work as soon as he leaves school. We feel unable to be more precise than to say that while the interview must follow the School Talk local circumstances must dictate the precise time when it is held, but the governing consideration clearly is that the child should have the benefit of individual advice before committing himself to any job.

Placing in Employment

86. Having performed the first and fundamental duty of giving vocational guidance to the boy or girl, the Juvenile Employment Service's next step is to place the juvenile in employment.

87. For this purpose the Service must have at its disposal, in addition to the knowledge of the juvenile and the wishes of the parents, the fullest information about opportunities for employment both locally and nationally if it is to provide an efficient placing service. We have already referred to the industrial information which must be available to the Service to enable it to give adequate vocational guidance. For efficient placing the Service needs in addition detailed knowledge of particular vacancies that are available and the opportunities they present for a permanent career.

88. In placing juveniles in employment there are three main purposes to be achieved—

(1) to fit them into the right jobs according to their qualifications, aptitudes and interests ;

(2) to divert them from jobs harmful to their health or character or those leading to no suitable career ; and

(3) to ensure so far as possible that the limited supply of juveniles is distributed in accord with national needs.

89. We are satisfied that under a voluntary system these purposes cannot be fully achieved and we have, therefore, given most careful consideration to the desirability of instituting some measure of control. We approached this question with a desire to avoid compulsion for juveniles in respect of their choice of employment.

90. The most complete method of control would be to oblige all employers to engage and seek to engage juveniles for employment only through the Juvenile Employment Service and all juveniles to seek employment only through the Juvenile Employment Service. It would be understood in practice that juveniles having been given advice would then have a free choice of employment. They would not, however, be submitted by the Service to employment which was decided authoritatively to be unsuitable ; but they would not be prevented from taking it if they insisted. There would be no question of compelling juveniles to take any particular employment, nor would they be kept unemployed. If, however, they refused a wide choice of suitable employments, there was no other employment in view and immediately available and there was no good cause for refusal, then they would be disqualified from the receipt of Unemployment Insurance benefit.

91. We rejected this method of control because we doubted its practicability and considered that evasion would be widespread and enforcement extremely difficult if not impossible. Moreover we doubted whether such a measure of control would be acceptable to public opinion.

92. We then considered a milder restriction which would forbid actual engagement otherwise than through the Juvenile Employment Service, but would leave employers and juveniles free to seek to engage, or to seek employment by other means. We rejected this for the reason that it would make the Juvenile Employment Service mainly an organisation for registering engagements and would thus involve the Service in an enormous amount of work to little purpose. Also it would not achieve the purposes set out above.

93. We also considered whether it would serve a useful purpose to oblige employers to notify vacancies without making it compulsory to engage through the Service. Notification of vacancies would have the advantage of extending the information of the Service regarding potential employment and enable it to submit boys and girls to a greater variety of jobs than at present. We were, however, advised that a regulation on these lines could not be enforced and that it would place a great burden on the Service without achieving the purposes desired.

94. We considered further a suggestion that employers might be required merely to notify the engagement of any juvenile. But this would provide information only after the event and, except in cases where the engagement

was illegal, the Service could do little except note that the engagement had taken place. In any case when County Colleges are established the Education Authority will have this information.

95. The problem of preventing juveniles from entering unsuitable employment relates in the main to employment of two kinds ; (a) employment which is harmful to health or character, (b) employment which offers bad conditions or leads to no career. We should hope that the tendency to take employment of either kind would be reduced if all juveniles were ensured vocational guidance as we propose. We are, however, not satisfied that this is a sufficient safeguard in respect of employments of the former category. We recognise that there are employments which fall indisputably into this category. Already Parliament has forbidden the employment of juveniles in certain processes by the Factories Act and of children below school-leaving age in certain occupations by other enactments. We consider that this is the proper method of dealing with this problem and **we recommend**

that the appropriate authority should review regularly such employments with a view to their prohibition by Parliament as employments unfit for juveniles.

96. We are informed by the Ministry of Labour and National Service that if the Education Act, 1944, is fully operative in say ten years' time the number of boys and girls under eighteen years of age available for employment will be approximately half the present number. This estimate takes into consideration the past fall of the birth-rate and the raising of the statutory school-leaving age, but it does not allow for any increased tendency there may be for juveniles to remain in full-time educational courses after the statutory age. It is clear that for some years to come there will be a shortage of juveniles and it is very desirable in the national interest that those industries of greatest importance to the nation should not go short.

97. We have therefore given careful consideration to the question of ensuring that the limited supply of juveniles is distributed to accord with national needs. The only really sure and effective method of achieving this is by the use of compulsory powers of direction. We are, however, quite certain that this would be wrong and wholly unacceptable to public opinion.

98. Certain staple industries have of late years had difficulty in recruiting as many juveniles as they have wanted. A responsibility lies on such industries to do all possible to make conditions as good as may be, having regard to the nature of the work, and to reduce the fear of insecurity by engagement on as long terms of tenure as possible. There appears to be an unwarranted prejudice against employment in some industries and we feel that this might be removed by judicious dissemination of accurate information. While it is the duty of the Juvenile Employment Service to regard first the interest of boys and girls we believe that it also has a duty to industry as a whole and that it should present to juveniles and parents the advantages as well as the disadvantages of unfashionable occupations, some of which no longer deserve to be discredited by shortcomings of the past.

99. Having regard to all the considerations set out above, we have come to the conclusion and **so recommend**

that it is not desirable to institute any system of compulsory control of engagements for juveniles.

100. We recognise that the effect of this recommendation is that juveniles will be free to take any job they like irrespective of its suitability. But we

have already recommended a system whereby all juveniles will obtain vocational guidance (see paragraph 44) and we regard this as far more necessary and important than the exercise of any control with regard to placing. Moreover, we believe that the system of universal vocational guidance will lead to a wide extension of the use of the Juvenile Employment Service for placing, thus largely overcoming the main defect of a Service recourse to which is voluntary.

101. One of the difficulties met with in the placing of juveniles is the proneness of some employers to use private contacts in seeking juvenile labour. Some make a practice of applying direct to the schools and too often the head of the school is willing to co-operate. We feel that teachers fail to realise that by acting as placing agencies they may be limiting the field of choice both for the child and for the employer, and that they are depriving their pupils of the benefits of the wider experience in vocational guidance and placing which the Juvenile Employment Officer possesses. Again there are still employers who base their choice of juveniles on the ground that they are children of their own employees. We appreciate the value to an employer of knowing the family background of his young employees, and we recognise that in some cases there may be a predisposition for a boy to be successful in his parent's occupation. But on the whole we think that a boy's career should be determined rather by a careful estimate of his own aptitudes and interests than by the accident of his father's occupation. These practices were condemned in clear terms by the Malcolm Committee more than twenty years ago.*

102. An increasing number of firms are treating the problem of recruiting juveniles as an important part of management and are committing it to specially qualified officers. This is a development which we hope will be widely extended since it is in the interests of firms to ensure that the recruitment of juveniles is not left in the hands of unskilled and often irresponsible persons. We think that the appointment and co-operation of these officers with Juvenile Employment Officers is most desirable.

103. The placing of juveniles is not an easy matter. The placing officer is always faced with a large number of boys and girls of no very marked aptitude and on the other hand with a number of vacancies in jobs which are not particularly desirable. In many cases the right job is not apparent and the most that can be said is that the child is suited to one of a broad category of occupations, such as outdoor manual work, heavy mechanical work, light mechanical work, clerical work. Often the placing officer will be content to follow the predilection of the child, and if this is strong it is probably right to do so. But if he is to place wisely he should take other matters of a practical kind into consideration. He will give due weight to the known conditions in which juveniles work in this or that firm, and the general attitude which it takes to its young employees. He will pay special regard to the opportunity which a firm gives for training and to the opportunities provided for a progressive career. In all these matters he will act in the light of his available information.

104. One particularly awkward bugbear is the blind-alley occupation. Every placing officer knows that things being as they are he must, however much he dislikes it, place boys and girls in jobs which of their nature are dead-ends. But this need not be the end of his efforts. In the first place the Juvenile Employment Officer can encourage employers to improve conditions so as to reduce some of the more flagrant evils of dead-end occupations

* Malcolm Report, First part, paragraphs 40 and 42.

and endeavour to persuade them to encourage juveniles in such work to attend day continuation classes, where they are available, so as to fit themselves for better posts later on. If the employer must buy only so much of the young worker's time and service as he needs for so long as he needs, he ought to be prepared at least to see that the young person's future is reasonably safe-guarded. For we feel that what is particularly bad in the blind-alley job is not merely that it is temporary but that it is too often demoralizing. It provides no steady discipline for the juvenile, it does not engage his full interest and he becomes slack. If, however, the juvenile is properly looked after and can be kept alert and attentive to the future and if the Juvenile Employment Officer is ready at the appropriate time to help him on to a more progressive job, a great deal has been achieved.

105. There are, on the other hand, a certain number of occupations which recruit only adults; and we think it is essential to join up employments of the two types, so that a boy can emerge from a non-progressive occupation to progressive work on reaching maturity. If by this and other means blind-alley employment can be shortened and made to lead to something more permanent and satisfying one of its worst evils will have been removed.

RE-PLACING IN EMPLOYMENT

106. However efficient the Service may be there will always be a number of boys and girls whose first choice of work does not turn out to be in the right direction. In fact the bulk of placings of all juveniles are not first placings. There will often be a need for two, three or more placings before some juveniles settle down. It should, therefore, be the duty of the Service to keep in touch with juveniles and re-place them in more suitable employment when this becomes necessary.

107. Vocational guidance given at about the age of fourteen cannot be more than tentative in many cases and inevitably, and rightly, the first job is experimental or in some cases designedly temporary. We consider that all steps possible should be taken to persuade juveniles to notify the Service in good time before they give up a job and likewise to impress upon employers the importance of informing the Service before they actually discharge young employees.

108. Whenever a juvenile seeks help in getting a new job the Juvenile Employment Officer should first ask himself why the first placing was not satisfactory. It is an occasion for undertaking vocational guidance afresh and if necessary recommending a new direction. If the job was wrong the Juvenile Employment Officer must study whether its unsuitability was on the side of the employer or of the juvenile, or whether it sprang from a combination of causes. Whatever the cause of the juvenile's leaving or losing the job it is only by a careful examination of all the circumstances that the Juvenile Employment Officer will be able to help him to a new and better start.

Supervision

109. Apart from the question of re-placing in employment, the task of following up and keeping in touch with juveniles after they have taken their first employment appears to us to be a necessary function of the Service.

110. It is not suggested that the Service alone is responsible for keeping a supervisory eye on young workers. Parents, employers, trade unions, teachers, youth leaders and clergy are all in various ways and degrees concerned in

this duty. But we think the Juvenile Employment Officer has a special function to perform. It is his duty to pass the juvenile on to the adult service in due time and he must be satisfied that he has done all he can to help him to progress towards a stable career. If he finds that the juvenile is in non-progressive or demoralizing work he will be clearly justified in trying to get him into a more satisfactory occupation. This means that he should be in as close touch as possible with the young workers in his locality. There are mainly five ways in which this can be done :—

- (i) at the Juvenile Employment Office,
- (ii) at Open Evenings,
- (iii) through employers and trade unions,
- (iv) through other agencies,
- (v) at the home.

111. We consider it necessary to maintain supervision throughout the period of adolescence. We do not suggest that juveniles should be harassed by excessive attention ; nor do we think that a repetition of interviews at short intervals would be practicable. We appreciate also that there are many who are so well looked after by parents or employers that they constitute no problem for the Juvenile Employment Officer. But nevertheless we think that normally there should be a periodic follow-up and invitation to interview at about the age of fifteen and a half when the last opportunity may arise for a juvenile to enter on a skilled occupation, and again shortly before the age of eighteen when the juvenile will pass to the adult service. This contact is of great importance if he has been in a non-progressive occupation and has to decide on a new career. These suggestions relate to the situation as it is to-day : when the school-leaving age is raised the programme will have to be reconsidered. Arrangements for follow-up will also be affected by the establishment of County Colleges.

AT THE JUVENILE EMPLOYMENT OFFICE

112. Juveniles will have need to call at the Employment Office for various reasons : it may be that they want a change of job, or come on matters of insurance, or in response to a general invitation by the Juvenile Employment Officer to visit him whenever they have any difficulty, or merely to report how they are faring. We endorse the view expressed by the Ministry of Labour and National Service that young people should be encouraged to look to the Juvenile Employment Office for friendly advice on any difficulties with which they are faced. Even if their difficulties cannot be solved by the Juvenile Employment Officer he should be in a position to tell them from whom they can get advice.

THE OPEN EVENING

113. It has been the practice for many years in most areas to fix certain evenings when juveniles can come to the Juvenile Employment Office to discuss any problem, and it has been usual to issue personal invitations by letter to individuals to attend. Experience shows that much useful work has been done in this way and we should wish to see it extended. The weakness is that, owing to the fact that attendance is voluntary, those who stand most in need of advice may be the likeliest to ignore the invitation. But we think that with perseverance and a judicious use of publicity a larger proportion of juveniles will attend. Probably the best means of encouraging attendance is to make contact with someone who is in a position to explain

to a juvenile the value of attending, such as an employer, a parent, a youth service leader, a trade union official, or a teacher. Boys and girls should be encouraged to bring their parents or a friend with them if they wish.

114. But Open Evenings are of little use unless the juvenile himself feels at the end that he has got something out of it in advice, encouragement or information. We quote and support a statement by the Ministry of Labour: "The test whether the interview has been successful or not is whether the juvenile feels at the end that it was worth his while coming. If he goes away with a sense of being glad that he sacrificed some of his leisure time to discuss his work and other problems the interviewers have succeeded."

115. It has been traditional, chiefly in Juvenile Advisory Committee areas, for members of the Committee to take an active share in Open Evenings; but we gather that this has not been the general practice of Juvenile Employment Committees. Where, however, the Juvenile Employment Committee operates through Advisory Sub-Committees, a considerable amount of supervisory work has been done by sub-committee members.

116. We have suggested that vocational guidance at School-leavers' Interviews is work for the experienced officer and we have deprecated the practice of Committee members undertaking it. On the other hand supervisory work and counselling young workers in their difficulties seem to us to fall into a rather different category. They need experience, knowledge of industry and the ability to understand boys and girls and to get on the right footing with them. Given these qualifications members of Committees should be able to play a most valuable part in Open Evenings, and there is ample testimony that they have done so and are doing so. We would wish, however, to emphasise that it must not be expected that every member of a Committee necessarily has the qualifications and we should hope that in making arrangements for supervisory work Committees would make careful selection of those of their members who might serve at Open Evenings, while realising that the rest have other kinds of contribution to make.

117. We have expressed our view that the School-leaver's Interview must be intimate if it is to achieve its object and therefore that it must be conducted in privacy and with the smallest practicable number of adults present. Precisely the same principles hold in regard to the Open Evening interview. We have studied the guidance given by the Ministry on this matter; we think that it is on the right lines and hope that it will be generally followed.

EMPLOYERS AND TRADE UNIONS

118. We have already expressed our view that the responsibility for watching over the industrial life of every juvenile rests primarily upon the employer. For that reason it is essential that the Juvenile Employment Officer in all his supervisory work should maintain the closest possible relation with him. Where an employer does not take his responsibilities seriously this may be difficult. Where on the other hand, as is increasingly the case, an employer is interested in the welfare of his juvenile workers, or where there is a special officer in a firm charged with the supervision of juveniles, the task of the Juvenile Employment Officer will be easier and his opportunities of co-operation the greater. Trade Unions are also important agencies in the welfare of juveniles and the supervisory work of the Juvenile Employment Officer will be most effective where he is in close touch with their officials in matters concerning juveniles.

119. We should hope to see a growing practice among employers of referring any misfits to the Juvenile Employment Office. It is to the benefit neither of the employer nor of the juvenile for employment to continue where it is unsuitable, and we can see great advantage in a mutual understanding that the employer should keep in closest contact with the Service in regard to cases of this kind.

120. Again there are boys and girls who will in due time need to be transferred from non-progressive jobs to employment of a more permanent character. We consider that an obligation rests upon employers to see that the Service is fully informed about each such juvenile.

121. We should like to see joint bodies representative of the employers and workpeople set up in firms that employ any considerable number of juveniles, especially where there are apprentices, and charged with the supervision of their welfare and progress. These bodies might receive reports upon juveniles and arrange for the Juvenile Employment Officer to be informed of any case which seemed to call for his attention. An arrangement of this sort would relieve the Juvenile Employment Officer to a considerable degree and might well produce results which he could never hope to achieve.

122. We strongly support, therefore, the tendency now developing for industries to set up joint bodies, with a national and local organisation, responsible for setting standards for the conditions of service and training of juveniles and for seeing that the agreed standards are maintained in practice. As industry itself takes more effective action to ensure the proper recruitment and training of juveniles and to make the conditions of service sufficiently attractive to them, the less will it be necessary for the Juvenile Employment Officer to concern himself with such matters.

OTHER AGENCIES

123. We understand that in some areas officers from the Service have been sent to talk about matters of employment with boys and girls in their clubs and youth centres. Sometimes there have been group discussions and in a few cases an Officer is available at a centre to give private advice. Although there is insufficient evidence available on which to express a judgment, we think that this is a method which should be pursued. At the same time we appreciate that too wide an extension of the method would lay too heavy a burden on the Service.

124. There are a number of officers in the Ministry of Labour whose daily work brings them into contact with industry and with juvenile workers. We are glad to know that the Ministry encourage the Juvenile Employment Officer to keep in touch with Factory and Wages Inspectors, Welfare Officers and Labour Supply Officers, all of whom may be able to advise him or to use their good offices in making contact with juveniles at their work or to help him in his approach to employers.

125. We reiterate in this connection the necessity for the Juvenile Employment Officer to keep in touch with the Youth Service and the heads of institutes or colleges of further education that juveniles are attending. In the case of those boys and girls whose problem is often more of a social kind, or where there are personal maladjustments calling for the help of a trusted friend youth leaders and teachers can be particularly helpful.

126. We look forward to the time when all juveniles will attend County Colleges. It will then be comparatively easy to make contact with them by arrangements with the school authorities. This development should enlarge the opportunity for industrial supervision and be particularly valuable in

that the Juvenile Employment Officer will be able to keep in touch through the Colleges with all boys and girls, many of whom would not respond to invitations to attend at the Juvenile Employment Office. The position will be further strengthened by the fact that Education Authorities will have information about all changes of employment of juveniles.* In this connection we strongly support the suggestion made in the memorandum accompanying our terms of reference that the Juvenile Employment Service should be closely associated with the County Colleges and we assume that the whole machinery of supervision will be reviewed when the County Colleges are in operation.

THE HOME

127. There are cases where in order to follow up satisfactorily it has been most helpful to visit the juvenile or the parents in the home. In contradistinction to the policy of Education Authorities, officers of the Ministry of Labour have been prohibited, in areas administered by the Department, from paying domiciliary visits and members of the Juvenile Advisory Committee or other specially selected persons have undertaken the work. We understand that the Ministry have recently removed this ban on its officers; we think this is right as we can conceive cases where a Juvenile Employment Officer might suitably make a visit to the home. At the same time we agree with the policy of the Ministry that home visits should not be made except where they seem to be clearly necessary.

RURAL AREAS

128. We understand that in the past there has been little supervisory work outside urban areas. We welcome the new policy of the Ministry that this work should be extended more widely and carried into rural parts. Because there are only a few boys and girls in a village it does not follow that there are not among them some who need help in the early years of employment and advice about their careers. It is obvious that methods will have to be different and we think good may come from the development in country districts of Juvenile Advisory Panels to which we made reference in paragraph 24 (1). This is work in which the village schoolmaster or schoolmistress may play a part, for they will often be in a good position to put those who need it in touch with the Juvenile Employment Officer for the area.

129. In general the system of supervision will not need to be so highly organised and the technique will be less formal. We do not conceive it to be the function of the Panel to place in employment or to give vocational guidance; it would be responsible rather to discover if boys and girls needed advice and then to put them into touch with the appropriate Juvenile Employment Office.

Transference for Training

130. A special problem is the boy or girl with a very clearly marked aptitude for a particular vocation for which training is not available near home. In the case of the professions for which a course of full-time education is necessary after the boy or girl has left school it has for long been recognised that those who show promise should receive financial help by way of scholarships to take the necessary training.

131. Should not boys and girls with talent for skilled crafts be given similar opportunities? The recognised method of training this kind of talent is apprenticeship, or its equivalent. The essential difference between this and training for the professions is that it is carried on during employment, for which a wage is paid.

* Education Act, 1944, Section 45, and Education (Scotland) Act, 1945, Section 30.

132. The principle of granting financial assistance to juveniles transferred away from home is not wholly new, but it would be a new principle to grant financial assistance on transfer away from home purely on the basis of the selection of a career. From 1928 to 1939 some 75,000 juveniles were moved from certain scheduled areas under the Juvenile Transference Scheme to prevent them remaining out of employment. During the war Temporary Maintenance Allowances have been paid to boys over sixteen years of age leaving home to take up work in certain war industries until such time as they earn enough to maintain themselves. Recently the Ministry of Labour have undertaken to pay maintenance allowances to boys who are obliged to live away from home if they are to train as apprentices in the building industry under the Emergency Scheme. There is also a limited scheme under which juveniles evacuated during the war who have started a career in the reception area may receive grants from the Ministry of Labour to enable them to maintain themselves and continue their training.

133. We do not make any recommendation with regard to assisting generally boys and girls who obtain employment away from their home areas, either by their own choice or by necessity. This seems to us to be a matter of general employment policy and we are confirmed in this view by the reference in the White Paper on Employment Policy (Cmd. 6527) to the mobility of labour as a factor in preventing unemployment and to the necessity of considering special measures with regard to juveniles in that connection. But in our view the special provision for those juveniles for whom no suitable training is available within distance of daily travel from and to their homes comes within our purview as it is a question of developing potential talent rather than of reducing unemployment.

134. We consider that steps should be taken to give financial assistance in cases of this kind and **we accordingly recommend**

that a scheme of training grants should be instituted to enable suitable boys and girls to take a course of training for a skilled occupation away from home where no suitable facilities are available within daily travelling distance of their homes.

135. Any such scheme will have to contain adequate safeguards against abuse. We have given some consideration to the details of the scheme we have in mind and attach a draft scheme as Appendix V to our Report.

Unemployment

136. We have already referred to the difficulties which have arisen in the past over the administration of measures for dealing with unemployment. Local Education Authorities who were anxious to exercise choice of employment powers were apt to regard matters relating to unemployment as outside their interest, and would have preferred to divide the work and leave all questions of unemployment to the Ministry of Labour. This matter was considered by Lord Chelmsford, who recommended unequivocally that the Juvenile Employment Service, by whomsoever administered, must deal with the juvenile in respect of both employment and unemployment matters. The Malcolm Committee saw no reason to alter this arrangement.

137. We are clear that the problems of employment and unemployment are so inextricable that they cannot be separated. Accordingly, the Service must be responsible for handling the problems of the individual juvenile if he falls out of work just as much as for safeguarding his interest when he is in work.

138. There is no need to enlarge on the details of administration. We gather that there is general concurrence among Education Authorities, whatever

differences of opinion there may be on the question of control by the Ministry of Labour, that in matters of unemployment insurance it is proper and necessary that Authorities exercising powers should be subject to explicit instructions.

Common Standard

139. The Service must reach and maintain a common minimum standard throughout the country. This should not in any way prejudice the development of the Service in different ways in different areas above the minimum standard. But it raises important questions of organisation and machinery which we deal with in the following chapter.

IV. MACHINERY OF ADMINISTRATION

140. We have already referred to the long-standing division of opinion as to whether the local machinery for operating the Service should be in the hands of the Ministry of Labour or of the Education Authorities, and of the difficulties arising from the present dual system. We have no doubt that this dual system can never be wholly satisfactory and we feel no hesitation in expressing our unanimous view that the only really satisfactory system can be one in which the work is done in all areas throughout the country by one organisation. Our unanimity disappears, however, when the question arises whether that local organisation should be the Ministry of Labour or the Education Authorities ; and we think it right at this point briefly to summarize the arguments that may be adduced on either side.

141. These have been stated as follows :—

(1) In favour of the Education Authorities :—

(i) Choice of employment work is in many of its aspects an educational service and Education Authorities should have the responsibility for this service, affecting as it does young people up to the age of 18.

(ii) Education Authorities must in future give a considerable amount of pre-vocational guidance in determining the kind of secondary course which children will follow. They are in possession of information bearing upon the capacities, aptitudes, interests and temperamental traits shown by children throughout their school careers. Their teaching staffs are, moreover, in possession of personal knowledge of the children and are skilled in interpretation of the pupils' school records. Schools are increasingly coming into contact with parents at various points in the children's school life. They are therefore in a better position to ascertain desires in regard to occupations and, if necessary, to assist in guiding that choice. It is logical, therefore, that they should carry on guidance at the point of school-leaving.

(iii) The adolescent is primarily a learner. His education is incomplete when he enters upon employment and must therefore be continued. This is a matter for the Education Authority to whom the responsibility for his continued training and progress should be assigned.

(iv) Education Authorities are freer in their budgeting for local needs than a Central Department can ever be.

(v) There is a strong case in logic for placing the responsibility for all the requirements of youth on one Authority. Education, employment, recreation, and health are all interconnected parts of one process, namely, preparation for life, and they cannot be separated into water-tight compartments.

(vi) The County Colleges will in future be the main point of contact with young people in employment and might well become valuable out-posts of the Juvenile Employment Service. They will afford a regular means of giving advice in regard to training facilities and for re-placing in more suitable occupations if this should arise. The Colleges will be under the administration of the Education Authorities and there are strong grounds both in regard to efficiency and economy for the location of choice of employment and educational services at the Colleges.

(vii) Education Authorities will, moreover, be able to contribute to the health, general welfare and after-care of young persons through their Medical Service, their Youth Service Department and its intimate contacts with Youth Organisations, and their Child Guidance Service. There is also a growing tendency towards the appointment of specially qualified persons to school staffs to deal with welfare matters whose services might be made available to the County Colleges in any special cases of difficulty.

(2) In favour of the Ministry of Labour—

(i) The adolescent is in work and being in work he is subject to industrial conditions,

(ii) While it is true that the juvenile is still largely a learner, it is unwise to separate the first three or four years of his industrial life from the remaining 30 or 40 years, and to treat them in isolation. The industrial authority should not take over too soon, but equally the educational authority should not hold on too long.

(iii) There must be some common minimum standard which the Service everywhere should reach and maintain. The boy or the girl in Penzance should have a similar quality of service to that available to the boy or girl in Birmingham or Inverness. This can be better provided by a Service wholly under the control of one Department.

(iv) Many of the conditions which most materially affect the employment of young people and adults alike arise nationally and are nationally determined. Education Authorities are not national, and in few cases have they direct access to the national bodies (employers' associations and trade unions) which increasingly in modern society determine working conditions and industrial policy irrespective of locality.

(v) Similarly with the opportunities of employment: they do not conform to the boundaries of Local Authority areas, and the machinery for placing young people in employment ought not to be so confined. The Government's policy of full employment involves the free and natural movement of labour of all ages to where it can make the best contribution in its own and the national interest, and this implies flexible and comprehensive placing arrangements which jump all boundaries.

(vi) A comprehensive Juvenile Employment Service must be much wider than the conception of choice of employment. The use of the term "choice of employment" is apt to imply only the job of advising school-leavers about the kind of work to go into. Some educationists, for example, appear to think that a Juvenile Employment Service is merely a matter of having careers masters in the schools. Actually, a Juvenile Employment Service must see the growing adolescent through every aspect of his work environment; it must be in a position to exercise effective supervision over him at work; it must re-advise and re-place him if necessary; it must take an active interest in the arrangements made within industry for his training and progress; it must have really adequate knowledge about occupations and their requirements; and it must know,

not merely on paper but in fact, what goes on in industrial establishments and other places of employment. It requires, in short, the full resources of an industrial authority with its factory and wages inspectorate, its welfare, labour supply and specialist training services, and its industrial relations experience. No purely educational service, however good, can have this range of contacts, give this range of protection and provide an employment service of comparable efficiency.

142. Had we been able to agree upon whether the local machinery for operating the Service should be that of the Ministry of Labour or the Education Authorities we should have felt justified in departing from our terms of reference and making recommendations on this basis. In the absence of agreement on this point we obviously cannot depart from our terms of reference and we have accordingly considered the question of the machinery of administration on the basis of a continuance of the existing system whereby the work is done in some areas by the Ministry of Labour and in others by the Education Authorities, and proceeded on the basis of the proposal made in the Memorandum defining our terms of reference which states :—

“ 1. As a starting point for a reconstituted Juvenile Employment Service it is suggested that the Government might fix and announce a date by which Education Authorities would decide whether they wish to exercise powers, or to continue to exercise powers, under Section 81 of the Unemployment Insurance Act, 1935.

2. It is also suggested that Education Authorities in Scotland should be given the same opportunities for exercising powers, and within the same time limit, as those available to Authorities in England and Wales. This, too, would require to be covered by legislation.

6. Locally, the machinery for operating the Juvenile Employment Service would be on lines similar to those existing at present.”

143. It is clear from the description we have given of its scope and functions that the Service is both educational and industrial: it starts in the schools and moves progressively over into the world of employment where industrial considerations predominate. We have, therefore, addressed ourselves to the problem of devising the best machinery within the dual system for combining the educational and industrial elements of the Service.

144. On this basis we start from the point, on which we are agreed, that the central administration must be responsible to the Minister of Labour and National Service. An employment service must be related to the world of employment which it serves and must respond to the needs of that world. These needs are in turn dependent upon national considerations and an employment service must therefore operate as a national service if it is to fulfil its proper function in the national economy.

145. With this in mind we are clear that the disabilities of the dual system can be removed only if the central administration is given authority to issue instructions both to the Local Offices of the Ministry of Labour and to the Education Authorities operating the Service. A properly integrated national Service, with the executive functions that an employment service must necessarily have, can be established in no other way; nor can a common minimum standard of efficiency in executive matters be maintained otherwise. This implies, and we so recommend

that the restrictions imposed by the undertaking given to Education Authorities in 1927 (see paragraph 36) should be revoked.

Central Administration

146. We welcome the proposal made in our terms of reference that the central administration will be under a Central Juvenile Employment Executive, to be staffed by officers of the Ministry of Labour and National Service, the Ministry of Education and the Scottish Education Department. This Joint Executive will be part of the Ministry of Labour and National Service and the Minister of Labour and National Service will be responsible to Parliament for it. We realise that a Joint Executive of this nature will be an experiment but it is a development which we think may have very valuable results.

FUNCTIONS

147. We consider that the duty of the Central Executive should embrace all matters pertaining to the Service, but there are certain items which we would mention, without necessarily implying that the list is exclusive, as being of special importance :—

- (i) the examination and determination of all questions of policy ;
- (ii) the dissemination of information on national policy ;
- (iii) the dissemination of information obtained nationally about industrial conditions ;
- (iv) the issue of memoranda and model schemes of work for general guidance and of instructions regarding minimum requirements ;
- (v) the examination and approval of schemes or of proposed revisions of schemes submitted by Education Authorities ;
- (vi) the examination and approval of estimates of expenditure and of claims for grant ;
- (vii) appropriate action upon questions not resolved regionally and referred to it by the Regional Controller or by an Education Authority ;
- (viii) appropriate action on matters referred to it by Regional Controllers as having national significance ;
- (ix) consultation and negotiations at the national level with other Government Departments and industrial organisations ;
- (x) the determination of standards of grading, recruitment and training of staff ;
- (xi) the determination of standards of accommodation and equipment ;
- (xii) inspection of the Service ;
- (xiii) the promotion and encouragement of research ;
- (xiv) providing the Secretariat for the Advisory Councils. (See paragraphs 170 to 180.)

148. Through the exercise of these functions the Central Executive will control the Service as a whole and ensure a common minimum standard of efficiency. We think that in Education Authority areas control of staff and finance should be through the annual estimates of expenditure and claims for grant submitted for approval to the Central Executive by the Education Authorities and ordinarily discussion on any points arising should be between the Central Executive and the Education Authority.

149. The approval by the Central Executive of schemes of Education Authorities will have to be done with much care so that as far as foresight allows the local administration is so organised as to preclude weakness and to avoid difficulties. It is nevertheless necessary to face the contingency of an Education Authority being judged by the Central Executive to be failing seriously in its management of the Juvenile Employment Service in its area.

150. In such an eventuality we think that the Education Authority concerned should be given a formal notification of the Minister's requirements before any further steps are taken. If after this intimation the Education Authority concerned were unwilling to comply with the requirements of the Minister, he would exercise his right to hold back all or part of the grants otherwise due to the Authority.

151. If after all efforts had been exhausted the Authority remained recalcitrant and the Central Executive were still of the opinion that the Service was not being conducted efficiently, we recommend

that it should be open to the Minister and he should have power

(a) in the case of the Service being operated by the Education Authority itself, to give six months' notice to terminate its choice of employment powers ;

(b) in the case of the Service being operated by agents of the Education Authority, to require the Education Authority itself to operate the Service and, failing the agreement of the Education Authority to do this, to give six months' notice to terminate its powers for the whole of its area.

Regional Administration

152. The Ministry of Labour and National Service is a decentralised organisation operating through 11 Regional Offices and about 1,300 Local Offices. Under this decentralised organisation Regional Controllers are responsible to Headquarters for all branches of the Ministry's work in the 11 regions into which the country is divided for administrative purposes. Headquarters are responsible under the Minister for the determination of policy and for ensuring that this policy is carried out ; while Regional Controllers are responsible for the application of that policy and for the proper performance of the work. An important function of Regional Controllers is to keep Headquarters informed of problems arising in their Regions which may affect the shaping of future policy.

153. Where the local administration of the Juvenile Employment Service is in the hands of the Ministry, it is controlled through the Regional Offices in the same way as are other branches of the Ministry's work. This organisation has the advantage that—

(a) it facilitates the correlation of the work and the clearance of day-to-day problems throughout a wide area ;

(b) it ensures that intimate local knowledge of industrial conditions and requirements is readily available and fully used at the regional level ;

(c) it provides the Central Administration with a chain of responsible officers upon which to rely for both the execution of the policy and the transmission of responsible advice or information ; and

(d) it ensures that the work of the Ministry is dealt with as a co-ordinated whole and that, for example, the experience gained anywhere in the Ministry's Employment Service is made available in the day-to-day administration of juvenile work.

154. Where the local administration of the Service is in the hands of the Education Authorities, they normally deal direct with the Headquarters of the Ministry. It has been suggested that this system should not be disturbed. This suggestion would seem to us to perpetuate some of the difficulties of the past and to conflict with our main purpose, which is to devise the best way of unifying the Service into one integrated national service. To supervise the administration of the local offices of the Ministry through the Regional Controllers and to place the work of Education Authorities directly under the Central Executive would appear to be quite illogical and not in the best interests of the Service.

155. In the application of the policy laid down by the Central Executive, the Regional Controllers should be subject to the Executive for:—

(i) dissemination of information about regional and national industrial trends and requirements ;

(ii) guidance to, and the general development of, the Service upon a regional basis ; this would not involve strict conformity to a uniform pattern provided minimum requirements were observed in an Education Authority area ;

(iii) day-to-day advice and handling of local problems, referring as necessary to the Central Executive ;

(iv) vacancy work through clearing house machinery and the control of the operation of any special schemes introduced, e.g. training and maintenance grants schemes, transference ;

(v) issue of Headquarters' instructions to Education Authorities on unemployment insurance work and of any Regional Office instructions authorising regional or local modification of the general instructions ;

(vi) inspection of the unemployment insurance work ;

(vii) examination of other items of work in company with the Headquarters Inspectorate ;

(viii) arranging for the knowledge and services of specialist officers from other branches of the Ministry, e.g. Factory Inspectors, Welfare Officers, Labour Supply Inspectors, Disablement Rehabilitation Officers and Training Officers, to be made available to Education Authorities when they are needed.

156. If on any matter agreement between the Regional Controller and the Education Authority cannot be reached the Education Authority should have the same right as the Regional Controller of direct reference to the Central Executive.

157. Fears have been expressed that Regional Controllers would be inclined to exercise too detailed and too rigid control in connection with the work carried out by Education Authorities ; but we think that our recommendations are calculated to remove any grounds of difficulty. In view of its importance we deal with inspection specially (see paragraphs 166 to 168).

Local Administration

158. As we have already stated, we are making our recommendation with regard to local administration on the basis of a continuance of the present dual system. In order to do away with the uncertainty and instability of the present system, the Memorandum set out in paragraph 2 suggests that a date should be fixed by which Education Authorities should decide whether they wish to exercise choice of employment powers, or to continue to exercise such powers ; it also suggests that Education Authorities in Scotland should be given the same opportunities for exercising powers, and within the same time limit, as those available to Authorities in England and Wales.

DATE OF EXERCISE OF OPTION BY EDUCATION AUTHORITIES

159. We have not found it easy to decide how long a time should be given to Education Authorities including those in Scotland to make their option. While we recognise that they must have sufficient time to consider the matter carefully in the various Committees whose opinion it would be necessary to

take, we feel that it is imperative to stabilise the situation at the earliest date possible. In any case legislation will be necessary and this is bound to take time. After careful deliberation **we recommend**

that the right of Education Authorities including those in Scotland to make a proposal to exercise powers, or to continue to exercise powers, should lapse six months after the Royal Assent has been given to the necessary legislation.

160. We appreciate that an Education Authority undertaking the work for the first time will have to acquire premises and appoint staff and **we accordingly recommend**

that the date by which they must put a scheme into operation should be not later than six months after the submission of their proposal ; and if by that date they have not put a scheme into operation the proposal should lapse, unless the Minister of Labour and National Service agrees for good cause to extend the period.

This recommendation is made on the understanding that the Central Executive would give urgent consideration to a proposal as soon as it was submitted.

161. We think that if an Education Authority wished to cede its powers it should be open to the Authority to do so by giving not less than six months' notice to the Minister to that effect and that he should in that case arrange for the Service to be managed by the Ministry in the area concerned from the date of expiry of the notice.

POWERS TO BE EXERCISED FOR THE WHOLE EDUCATION AUTHORITY AREA

162. In the past County Education Authorities in England and Wales have been permitted to seek powers for part of their areas, either administering these themselves or delegating them to one or more Part III Authorities. We agree that this is not in the best interests of the Service. It produces a patchwork and an unnecessary division of the Service into small areas which may have little or no relevance to the distribution of industry, and creates serious administrative difficulties by leaving to the Ministry the straggling fringe around a small urban centre. **We approve the proposal**

that any Education Authority administering the Juvenile Employment Service must do so for the whole of its area.

DELEGATION OF POWERS BY EDUCATION AUTHORITIES

163. It has been permissible in the past for County Education Authorities in England and Wales to delegate powers to any Part III Authority in its area. This, as we have explained in paragraph 5, will no longer be possible owing to the disappearance of Part III Authorities. Under the new arrangements a degree of delegation of educational functions will be effected by County Authorities and we appreciate that the arguments in favour of delegating educational powers are relevant to the delegation of choice of employment powers. The strongest reason in our view is that local interest and experience are valuable and should be utilised to the utmost. We have been advised, however, that delegation of choice of employment powers by a County Education Authority to a Divisional Executive for Education would not be possible without legislation.

164. We do not propose that powers to that end should be sought from Parliament as we think that all that is necessary can be effected without them. We consider that the desirable local interest can be harnessed to the work by the County Education Authority, where it sees fit, appointing the Divisional Executive or some approved *ad hoc* body, as its agent to administer the Service. This is particularly desirable in cases where Authorities are

delegating to those Divisional Executives powers in respect of County Colleges. **We accordingly recommend**

that the Minister of Labour and National Service, subject to satisfactory arrangements being made, should be prepared to accept proposals on these lines. It should, however, be made clear that the County Education Authority would remain responsible to the Minister. The County Education Authority would also retain responsibility for the appointment of staff and the selection of premises.

165. We consider that in such cases the Administrative Department should deal with the County Education Authority in regard to finance and the formulation of policy, but that in respect of day-to-day work it might deal directly with the local agency.

Inspection of Choice of Employment Work

166. The necessity for maintaining an efficient Service calls for considerable guidance and help from a competent inspectorate. Detailed examination must obviously be part of an inspector's duty, but the primary functions of the inspectorate should be to provide information for the Central Juvenile Employment Executive and to assist in raising the standard of the Service generally. To achieve these ends we think inspectors should

- (a) have a wide knowledge of the Service ;
- (b) be in close touch with the development of policy at Headquarters ;
- (c) help officers in the field to broaden their knowledge and outlook ;
- (d) be one of the most important means of spreading ideas, and
- (e) where there are good, but unformulated ideas, help to crystallise them ;
- (f) as directed by the Central Juvenile Employment Executive, survey and carry out research into various aspects of juveniles work, and
- (g) co-operate in courses of instruction.

To meet these requirements we recommend

that there should be a staff of specially selected inspectors at Headquarters with whom, when inspecting choice of employment work, there would be associated officers from Regional Offices with particular knowledge of juveniles work.

167. We consider that it would be an advantage to secure the co-operation of His Majesty's Inspectors for Education with this inspectorate for the Juvenile Employment Service and we suggest that the Departments concerned should work out arrangements to this end. The broad scheme of inspection as we see it would be :—

- (i) The routine type of inspection of unemployment insurance and premises. These would be carried out by Regional Offices.
- (ii) The full inspection, arrangements for which would be made by the Central Juvenile Employment Executive with the Education Authorities. The inspection team would come from the Central Inspectorate and a Regional Officer would be included ; and in appropriate cases, under the arrangements worked out between the Departments, one of His Majesty's Inspectors for Education would, if available, be associated with it.

168. Apart from the arrangements for inspection outlined above the Regional Office will maintain contact on day-to-day matters. We would hope that apart from formal inspection the Headquarters' Inspectors would

maintain contact with officers of the local Service by informal visits as frequently as possible and be available for consultation on any matters of difficulty and on questions of local administration.

V. ADVISORY MACHINERY

National Advisory Machinery

169. Since 1928 the Minister of Labour has been advised on matters of national policy by Councils, one for England and Wales and one for Scotland. We have referred to these in paragraph 29 and we set out their constitutions in Appendix VI.

170. We think that a central advisory body to the Minister is essential. We have given careful consideration to the existing arrangements and think that they should be modified to the extent of having a National Advisory Council with separate Advisory Committees for Scotland and Wales responsible to the National Council. **We accordingly recommend**

that the existing Councils should be disbanded and that a National Advisory Council on Juvenile Employment should be appointed by the Minister together with Advisory Committees for Scotland and Wales.

NATIONAL ADVISORY COUNCIL

171. *Constitution.* We recommend

that the National Advisory Council should be constituted as follows :—

(a) Chairman	1
(b) Representatives of :—	
County Councils Association	1
Association of Education Committees	1
Association of Municipal Corporations	1
London County Council	1
Association of County Councils in Scotland	1
Association of Counties of Cities in Scotland	1
Welsh Federation of Education Committees	1
(c) Representatives of Teachers in :—	
England	3
Scotland	1
Wales	1
(d) Representatives of Employers in :—	
England	4
Scotland	2
Wales	1
(e) Representatives of Workpeople in :—	
England	4
Scotland	2
Wales	1
(f) Juvenile Advisory Committees in :—*	
England	2
Scotland	1
(g) Independent :—	
England	2
Scotland (Chairman of Scottish Committee)	1
Wales (Chairman of Welsh Committee)	1

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* If the change in nomenclature proposed in paragraph 182 is adopted this will read " Juvenile Employment Committees in areas administered by the Ministry ".

172. It will be seen that we recommend that the Chairman of the Scottish and Welsh Committees should be members of the National Council.

173. The intention of limiting representation of local Committees to those in Ministry of Labour areas is that we consider that in other areas the Service is represented adequately through those appointed in category (b).

174. We recommend

that the Minister should select the Chairman and members appointed in categories (f) and (g) and that in respect of the rest he should seek nominations from the appropriate bodies.

175. *Functions.* We recommend

that the duties and powers of the National Advisory Council should be :—

“ To consider, upon remit by the Minister or otherwise, all matters affecting the organisation, procedure and development of the Juvenile Employment Service, and from time to time to make such recommendations and reports to the Minister as they think fit in order to promote the efficiency of the Service.”

We consider that these terms of reference will enable the Council to deal with all questions affecting juvenile employment and will give the Council the necessary authority to initiate consideration themselves.

SCOTTISH ADVISORY COMMITTEE

176. We recommend

that the Scottish Advisory Committee should be constituted as follows :—

(a) Chairman	1
(b) Education Authorities :—	
(i) the representatives on the National Advisory Council	2
(ii) additional	2
(c) Teachers :—	
(i) the representative on the National Advisory Council	1
(ii) additional	1
(d) Employers :—	
(i) the representatives on the National Advisory Council	2
(ii) additional	2
(e) Workpeople :—	
(i) the representatives on the National Advisory Council	2
(ii) additional	2
(f) Juvenile Advisory Committees :—*	
(i) the representative on the National Advisory Council	1
(ii) additional	1
(g) Independent	2
Total	19

* If the change in nomenclature proposed in paragraph 182 is adopted this will read “ Juvenile Employment Committees in areas administered by the Ministry ”.

WELSH ADVISORY COMMITTEE

177. We recommend

that the Welsh Advisory Committee should be constituted as follows :—

(a) Chairman	1
(b) Education Authorities :—	
(i) the representative on the National Advisory Council	1
(ii) additional	2
(c) Teachers :—	
(i) the representative on the National Advisory Council	1
(ii) additional	1
(d) Employers :—	
(i) the representative on the National Advisory Council	1
(ii) additional	2
(e) Workpeople :—	
(i) the representative on the National Advisory Council	1
(ii) additional	2
(f) Juvenile Advisory Committees*	1
(g) Independent	1
Total	14

178. We recommend

that as in the case of the National Advisory Council the Minister should select the Chairman and the members appointed in categories (f) and (g) and that in respect of the remainder he should seek nominations from the appropriate bodies.

179. *Functions.* We recommend

that the duties and powers of the Scottish and Welsh Advisory Committees should be :—

“ To consider, upon remit by the National Advisory Council or otherwise, all matters affecting the organisation, procedure and development of the Juvenile Employment Service in Scotland/Wales, and from time to time to make such recommendation and reports to the National Advisory Council as they may think fit to promote the efficiency of the Service in Scotland/Wales.”

180. *Term of Office.* We recommend

that the National Advisory Council and the Scottish and Welsh Advisory Committees should be appointed for terms of three years and that, while members should be eligible for reappointment, careful consideration should be given on every occasion of reappointment of the Council and Committees to the introduction of new personnel.

We should deplore any tendency for reappointment of individuals to be regarded as a matter of course; and we think that it would normally be desirable to make some changes in order to refresh the Council and Committees with new personalities and new outlooks.

* If the change in nomenclature proposed in paragraph 182 is adopted this will read “ Juvenile Employment Committees in areas administered by the Ministry ”.

Local Advisory Machinery

181. We have referred in paragraph 24 to the Juvenile Advisory Committees and Juvenile Employment Committees which operate locally, and we have described the lines on which they are normally constituted. We are of the opinion that they fill an essential role in the Service and, although we have some suggestions to make about their functions, we consider and so recommend

that they should be retained as part of the machinery of the Service.

182. We see no reason why they should any longer be named differently and we recommend

that whether appointed by the Minister or by the Education Authority they should be called Juvenile Employment Committees.

183. In both cases the Committee should be advisory, either to the Minister or to the Education Authority. We think that their functions should in general be limited to giving advice on matters of administration but, if any of their members are specially qualified to assist the Juvenile Employment Officer in such matters as interviewing at Open Evenings and visiting, the Committee should encourage them to do so.

184. The success of the work locally depends to a considerable extent on the quality of the Committee. As the work is concerned solely with boys and girls we think that the Committee should have on it a considerable element of young men and women. It is important that employers' and workers' representatives should be adequately represented as they can give very valuable advice on industrial matters and we think that the model on which Juvenile Advisory Committees are normally constituted is satisfactory and that the pattern should be followed generally in the constitution of all Committees. We approve the present arrangements by which the Minister in appointing his Committee does so for a term. We recommend

that reappointment of Committees by the Ministry or by Local Education Authorities should not be regarded as a matter of course, but that every time a Committee is reappointed the membership should be carefully reviewed.

VI. SELECTION AND TRAINING OF STAFF IN JUVENILE EMPLOYMENT OFFICES

185. In considering the Selection and Training of Staff we have had in mind the desirability of securing broadly comparable standards throughout the Service. The establishment of similar procedures and the observance of common standards designed to secure efficient staff are complicated by the differences of practice in the National and Local Government Services. On the one hand, where the Ministry do the work conditions of service of staff normally conform to those ruling in other branches of the Ministry's service, subject to such general rules as apply to the Civil Service. On the other hand, where Education Authorities undertake the work they have full powers and discretion in these matters apart from conditions laid down, for example, in the Local Government Act, 1933, and in the Education Act, 1944, in regard to certain named officers and classes.

Recruitment and Selection

PRACTICE IN THE MINISTRY OF LABOUR AND NATIONAL SERVICE

186. Recruitment to the basic clerical grade is by open competition for which candidates are normally of at least School Certificate standard. The age of entry is 17. These open competitions have been suspended during the

war. They will be resumed shortly and at the same time reconstruction examinations will be held for which the educational qualifications required of candidates will be of the same order but for which the age of entry is to be raised to 30 ; from clerks so recruited promotion is made to senior grades, by whom the advisory work in juveniles departments of Local Offices is undertaken.

187. Recruitment to the managerial grades is largely by promotion, but there is also direct recruitment to the Third Class Officer grade by open competition for which candidates are normally of University standard, and for which the ages of entry are from 21 to 23. During the reconstruction period there will be special examinations for this grade also, and the age of entry will be raised to 30.

188. Among the officers so appointed for the general work of the Ministry it is the aim to secure for the Juvenile Employment Service suitably qualified officers who have shown an interest in the work, have a good knowledge of industrial conditions and requirements as they affect the employment of juveniles, and have preferably some experience of youth work through voluntary organisations.

189. At the most important offices there are Third Class Officers in charge, and at other offices Employment Officers are allocated. The present salary scales applicable to the outstationed staff of the Ministry are shown in Appendix VII.

PRACTICE WITHIN THE LOCAL GOVERNMENT SERVICE

190. No uniform practice is observed by Local Government bodies although a number follow the competitive examination procedure in greater or less degree in the recruitment of clerical staff. So far as is known this method is followed in only one instance in the recruitment of staff for entry to a higher grade. Otherwise higher posts not directly filled by promotion are advertised and usually specially relevant qualifications are required of candidates. The final selection is made after personal interview from candidates whose qualifications appear most suitable.

FUTURE CONSIDERATIONS APPROPRIATE TO BOTH BRANCHES OF THE SERVICE

191. *Educational qualifications.* We presume that there will be no change in the method of recruitment by open competition for the clerical class in the Ministry of Labour Service, and we hope that as far as possible the same method may be followed in the recruitment of clerks to Local Authority Service. Where this is not possible we suggest that the educational standard required of candidates should be about the same as that required of Civil Service candidates, e.g., the possession of School Certificate or its equivalent. For senior officers the practice in the Ministry of Labour would continue, namely the recruitment partly by promotion from lower grades and partly by open competition, and we suggest that for Local Authority Service the attainment of a good educational standard should be expected, although other qualifications arising from experience, particularly that gained in industry, may prove to be of greater importance.

192. *Other qualifications required.* In our view the qualifications to be looked for in candidates for senior posts are :—

- (a) knowledge of industrial requirements of jobs and of industry generally ;
- (b) interest, experience and knowledge of social service, particularly in relation to youth ;

(c) experience and training in public speaking, particularly to young people ;

(d) knowledge and experience of all other matters involved in an adequate vocational guidance service.

Evidence of some of these qualifications may be provided by written records, but in any case we consider that properly to assess personal qualities and interests an interview of the candidate is necessary. In this interview a senior member of the Service might usefully take part.

193. *Remuneration.* While remuneration may be held to be outside the scope of selection and training of staff, it appears to us necessary to mention it because, obviously, standards of remuneration will have a bearing on the quality of staff which it is possible to recruit. At present in the Ministry of Labour the scales of salary are determined in consultation with the Treasury and with the staff associations represented on the Departmental Whitley Council. The rates of remuneration in Local Government Services vary from one area to another, but there is a growing tendency towards greater uniformity within certain regions, through the machinery of the Joint Industrial Councils. As regards the future, it does not seem desirable or possible to make any recommendation about scales of salary for clerical employees ; clearly these must depend, in the case of the Ministry of Labour, on the salaries settled for clerks in other Branches of the Ministry's work, and in the case of the Local Authorities, upon the clerical scales paid in the Local Authority's offices as a whole. As regards officers in charge of Juvenile Employment Offices or the senior assistants of such officers, the position in the Ministry of Labour is again determined by the scales of salary and gradings fixed for the Ministry's staff as a whole. As regards the same type of staff in the service of Local Authorities, however, the position is different. The Service is a specialised one and Local Authorities are not necessarily bound by the scales which they pay in other branches of Local Government administration, though clearly these would have some bearing. It is important that the salaries paid should be sufficient to attract a good type of officer, and some standardisation of salary scales as between those of different Local Authorities might be helpful to this end.

194. *Other Conditions of Service.* If Officers are to become fully competent and to make, and be encouraged to make, the fullest contribution they can to the Service, we suggest that :—

(a) where the Service is administered by the Ministry, movement of staff to other branches of work should not be too frequent. Three years might be looked upon as the minimum period of service for a suitable officer in the advisory grade, subject always to exceptions, e.g., where promotion was involved and transfer was an unavoidable consequence ;

(b) where the Service is operated by Education Authorities, staff should be given the widest possible opportunities for promotion and for broadening their experience within the general field provided by Local Government Service. The aim should be to reduce the possibility of the development of a feeling of frustration and a narrow outlook which are sometimes the consequence of over-long retention on one job.

Training

195. While pre-entry education and practical training of appropriate kinds are of the greatest value and must necessarily be sought in older candidates and for specialised work, it is considered that vocational training in the broad

sense should be the responsibility of the Service itself. In the interests of efficiency and economy this work should be guided and co-ordinated throughout the Service by the Central Juvenile Employment Executive.

196. We think that training should be a combined service, and that however courses are arranged they should be open to the staff both of the Ministry and of the Education Authorities. The National Advisory Council should keep under review the nature, content and length of courses of training.

197. On initial entry there should be a fairly long period of background training appropriate to the duties upon which officers are to be engaged. A large part of this course should consist of live training at specially selected Offices under the personal supervision of experienced officers with the right qualities. In conjunction with practice and instruction on the job, lectures should be given on the history, development and aims of the Service, the functions of the Ministry, of Local Government and National Government, the industrial basis of the work and indeed on all matters with which an efficient officer must be familiar.

198. Subsequent to completion of basic training, attendance should be arranged at intervals at short intensive courses at which more specialised instruction should be given. Subjects to be covered would include interviewing technique, vocational guidance technique, vacancy work, public speaking, committee work, industrial organisation and processes. Suitable facilities might be made available at educational institutions, etc., and the services of specially qualified lecturers utilised. Visits of an instructional nature to industrial establishments would be essential and where possible they should also be paid to Training Centres, Technical and other Colleges, Youth Clubs. We consider it most important that officers should acquire a sound knowledge of industry.

199. Group meetings for the purpose of discussion of matters relating to the work of the Service and for the interchange of knowledge and experience should be a feature of what in effect would be continuous training.

200. We consider that on promotion to a senior grade in the Juvenile Employment Service, officers should attend intensive courses on the general duties of the new grade and supplementary courses on special subjects.

201. We think that encouragement should be given by all possible means to private study of related subjects and that in the official training arrangements there should be provision for an advisory service in this connection and for an adequate library service.

202. While we are concerned primarily with the training of the staff of the Juvenile Employment Service itself, we realise that teachers, youth leaders and industrial and social welfare workers will all in practice have many contacts with the Service and we feel that their courses of training might therefore with advantage include material which will enable them to appreciate the work of vocational guidance. We contemplate that this is a matter upon which the Central Juvenile Employment Executive should approach the appropriate training authorities with a view to securing the inclusion in their curricula of courses in the principles and practice of choice of employment work.

INTERIM SHORT TERM PROGRAMME

203. It seems to us that any modifications necessary in the immediate post-war period in regard to the qualifications to be required and the selection of new entrants whose careers have been interrupted by war might well follow as closely as may be possible those recommended for the Civil Service in the Government White Paper, Cmd. 6567, on "Recruitment to Established Posts in the Civil Service during the Reconstruction Period".

204. Until a fully developed scheme of the nature outlined above can be introduced the aim should be to develop the training of suitable staff already in the Service in accordance with the suggestions made, and similarly to provide for the training of new entrants. We understand these are the objectives of the Ministry at present in regard to its own staff.

VII. RESEARCH AND EXPERIMENT

205. We have included in the duties of the Central Juvenile Employment Executive those of promoting and encouraging research and experiment and we indicate below certain broad fields in which we think it might produce valuable results.

Fields of Enquiry

206. *Vocational Guidance.* The need of as accurate an assessment of the child as possible is fundamental to right guidance. The time-honoured methods of judgment by personal impression, reinforced by the traditional type of examination, have much to commend them, but there is evidence enough now to show that more scientific methods of assessment are valuable. The Malcolm Committee* expressed reserved approval of such methods and like them we think that results of real value have been obtained. We consider that research and experiment in the subject deserve every encouragement. The results of objective tests during school life will be of the greatest value in helping to a judgment of capacities and aptitudes in relation to placing in employment.

207. Research is proceeding, and will doubtless increase, into the cognate problem of educational guidance. Skill in this field will become more necessary as the new system of secondary education develops involving for every child the problem of guidance into a type of school which implies a measure of vocational selection. Teachers are in a special position to co-operate in any project of research which involves observation and testing of children at school.

208. *Job Analysis.* We have already expressed our opinion that there is need for studying job analysis as the second basic factor in sound guidance and placing. As we have indicated in paragraph 61 the Ministry of Labour are carrying out enquiries into this problem, but there are certain aspects of the problem of particular significance to juvenile employment and we assume that the Central Executive will be in a position to get all the benefits from the results obtained, and when necessary to suggest aspects of the problem in which they are especially interested.

209. *Supervision.* We have expressed our strong belief in the importance of the supervisory work of the Service. This has been carried on for years with recognisably valuable results by methods developed in the light of experience. We think that here also may be a field where a systematic study of methods and appraisal of results might reveal interesting information and lead to improvements in procedure.

210. *Use and Training of Juvenile Labour.* We have drawn attention to the necessity for industry to pay careful regard not only to its methods of recruitment of juvenile labour but also to the way in which it utilises and trains it. This is a field in which there is wide scope for enquiry and in which the Central Executive may be able to do much useful and valuable work.

* Malcolm Report, First Part, paragraph 52.

Organisation

211. There seem to us to be three main ways in which research and experiment may be conducted :—

- (i) by the Ministry ;
- (ii) by Education Authorities ;
- (iii) by independent agencies.

212. *By the Ministry.* We think that, in addition to the research undertaken by other Departments of the Ministry, the Central Executive might itself in some instances undertake the work and in this connection use might be made of the Headquarters Inspectorate (see paragraph 166 (f)). If necessary specially selected persons should be appointed to carry out particular investigations.

213. *By Education Authorities.* Some Education Authorities exercising powers have conducted investigations in the past. We have been given the opportunity of studying the results of the considerable piece of work which has been carried out in Birmingham, and we know that there have been other local investigations on less ambitious lines. We think that such investigations should be encouraged.

214. *By Independent Agencies.* We should expect that the Universities learned bodies and independent investigators would all make contributions to this work. We think that the Central Executive should be willing to consider schemes of research submitted to it and to give advice. Where they were satisfied that the project was worthy of encouragement they should be willing to co-operate. This might take the form of facilitating investigations which depended on the co-operation of the Juvenile Employment Service or by giving some measure of financial aid in appropriate cases.

VIII. FINANCE

215. We have already stated that where the Service is carried out by a local Education Authority the Ministry repay to the Authority the full cost of benefit paid under the Unemployment Insurance Act and 75 per cent. of all other approved expenditure on the Service. It has been suggested that in view of the fact that the Ministry are prepared to bear the whole cost, as must necessarily be the case where the Service is operated by the Ministry itself, 100 per cent. grant should be paid to Authorities exercising powers. We feel, however, that the salutary principle that local control must carry with it financial responsibility must be maintained and therefore we cannot recommend that grant should be paid at the rate of 100 per cent.

216. It has also been represented to us that there are Education Authorities who feel that they ought and would wish to undertake the Service but that owing to poverty they are precluded from doing so. We have given consideration to this point, but we feel that any Authority competent to undertake this responsibility should be able to bear 25 per cent. of the cost of the Service. We think also that it would be undesirable to have different rates. Once such a principle was admitted it would doubtless give rise to an embarrassing number of applications for preferential treatment. We take the view that the total contribution towards the whole expenditure on the Service should not exceed 75 per cent. in so far as it was administered by Local Education Authorities, and consequently if some Authorities were paid more than 75 per cent. the rate for the more affluent ones would be less than 75 per cent. We

are, further, of opinion that the question of any departure from the present system would properly form part of an investigation of the wider question of local Government finance and

we accordingly recommend no change in the rate of grant now paid.

217. Our attention has been drawn to certain points of friction in respect of estimates and claims for grant and it has been represented to us that the examination of such estimates and claims has been too detailed. We appreciate that while the Ministry are working under the possibility of an Authority ceding its powers it must keep in view the fact that it has a 75 per cent. interest in all invested capital and that a 75 per cent. interest in expenditure must necessarily involve a fairly tight financial control. With the greater stability which we look forward to in a reconstituted Service we think that a relaxation might be made in the existing detailed control.

218. A real point of difficulty arises where there is an amalgamation of the Service with other services of the Education Authorities. There is a growing and welcome tendency on the part of Authorities to link the Employment Service closely with the Youth Service and other forms of further education. The same officers may be engaged in the various services which may be administered from one office but grant-aided at different rates. It has been urged on us that in such cases an accurate division of expenditure is extremely difficult. We appreciate this and **recommend**

that whilst there must be a reasonable apportionment between different Services, too much insistence should not be placed on a detailed analysis of the estimates of the different Services.

219. In practice it will be for the Central Executive to examine the estimates of the Education Authorities and after discussion with the Authority if necessary, to approve them. When once the estimates have been approved by the Central Executive we think and so **recommend**

that, except in respect of new services or unforeseen expenditure not provided for in the estimates, the expenditure of Education Authorities should not be subject to detailed inspection and control so long as the estimates are not exceeded.

IX. MISCELLANEOUS QUESTIONS

Premises

220. A very important factor in the success of the Service will be the nature of the premises in which the work is conducted.

221. The Malcolm Committee stated emphatically that "in no circumstances should juveniles be dealt with in the Adult Departments of the Exchange". We agree with this in principle, but we realise that in some small offices the traffic of juveniles is so slight that it would be impossible to have a separate department. In every area where there is the number to justify it there should certainly be a separate office, or part of the office, for the work of the Service. We understand that this is the present practice of the Ministry of Labour.

222. Young people should regard the Service not as a piece of official machinery but rather as a place where they can get friendly advice and help, and moreover as peculiarly theirs. The growth of that feeling will depend to a small extent on the nature and setting of the place where the Service is sited; and for that reason alone we think that there are considerable

advantages in housing the office so as to secure its recognition as a separate entity.

223. A question which has often been debated is whether boys and girls should be strictly segregated in the office. We think this depends to some extent on local conditions and standards of conduct.

224. If recourse to the Service is to be encouraged the question of accessibility is of real importance. We hope therefore that in extensive areas thought will be given to the desirability of having branch offices. This policy has been begun and we think that it is a point that should be kept constantly in mind, especially where population is shifting.

225. In our view the success of the Service depends largely on the extent to which juveniles feel that it is valuable to them and that it is conducted by people who are their friends. The personality and address of the officer are no doubt the largest factors in producing this effect, but the physical setting is also a considerable influence. For that reason we think that the nature of the building, its internal arrangements, decoration and furniture are matters calling for careful and imaginative treatment. For instance a high, broad and solid counter between the officer and the juvenile is inevitably a psychological barrier, and we are glad to know that it is the policy of the Ministry to abolish them. There are certain kinds of business which are not of a private character, although the natural shyness and diffidence of many adolescents must not be ignored; but there is a large part of the work which demands privacy. We think that every office should have sufficient accommodation for interviews in a separate room, and that in so far as business is conducted in a larger office it should be done at separate tables widely enough spaced to give a reasonable sense of privacy.

226. In the Memorandum (paragraph 2 (9)) accompanying our terms of reference a suggestion is made that when County Colleges come into being Juvenile Employment Offices might be accommodated in the same building, whether the Local Education Authority or the Ministry of Labour and National Service were administering the Service locally. We consider that such an arrangement would have obvious advantages, wherever it is possible to do this while complying with adequate standards for premises; we **recommend**

that in appropriate cases the office of the Juvenile Employment Service, whether operated by the Education Authority or by the Ministry, should be accommodated in a County College.

Publicity

227. Except for the provision of compulsory vocational guidance we have expressed our view that the voluntary character of the Service should be maintained. We hold, however, the strong opinion that it is highly desirable for all concerned that the Service should be used more and that the more the Service is used the better will the interests both of juveniles and of industry be promoted (see paragraphs 43 to 47).

228. We believe that many of our recommendations tend in this direction but nevertheless careful attention needs to be given to persuading all parties concerned to use the Service fully. As parents, employers and all concerned with juveniles, and the juveniles themselves, come to appreciate more what the Service can do its popularity and usefulness will grow. It was, we believe, finding increasing favour before the war, and with the improvements which we recommend we think that growth would be hastened. But we

consider that the matter should not be left to the efflux of time. **We recommend**

that careful consideration should be given to the most effective ways of bringing the Service to the notice of the public.

229. We are aware that for many years the Ministry of Labour and Education Authorities have undertaken a considerable amount of publicity on a national and a local basis. They have issued posters, leaflets, handbills and some films and we do not wish to underestimate their value. But we think the scale of publicity should be increased and the most careful attention should be paid to its quality and attractiveness. We recognise how effective much of the general publicity of the Ministry of Labour has been in recent years and we assume that all the skill and experience that the Ministry has at its disposal will be available to the Central Executive. We think that in general the main lines of publicity should be determined by the Central Executive so as to ensure that it conforms with national policy but that within this general pattern considerable discretion should be given to the local organisation in order to make as much use as possible of local colour.

X. MATTERS REQUIRING LEGISLATION

230. We understand that the undernoted measures which we recommend cannot be made effective unless legislation is passed :—

(i) Provisions under which each school-leaver shall receive vocational guidance (see paragraph 44).

(ii) The payment of training grants under the scheme which we suggest (see paragraph 134 and Appendix V).

(iii) Provision for Education Authorities in Scotland to have the same powers to operate the Service as Education Authorities in England and Wales (see paragraph 2 (2)).

(iv) The placing of requirements upon Education Authorities, who propose to exercise or to continue to exercise powers, that they should do so for the whole of their areas, notify their intentions and bring schemes into operation by certain fixed dates (see paragraphs 158 to 162).

(v) Provision by which the Minister of Labour and National Service may in certain circumstances terminate powers exercised by Education Authorities (see paragraph 151).

We accordingly recommend

that the necessary powers should be sought from Parliament at an early date.

XI. SUMMARY OF RECOMMENDATIONS

1. Vocational Guidance for all School-leavers.

(Paragraph 44.) Vocational guidance should be given before leaving school and every school (including private schools) should be required by statute to register with the Service, in such manner as may be prescribed, every school-leaver or every person attaining the age of 17 if still at school and the Service should be empowered to require the attendance for interview of any person so registered within a period of one year from the date of registration.

2. Supply of Information about Juveniles to the Service—The School Record.

(Paragraphs 50, 54.) The balance of advantage lies in having one record and passing it from the school to the Employment Service. It should however

be permissible for an Authority to adopt a system of sending forward an excerpt or digest of the school record so long as it embodies the minima proposed.

3. *Careers Information.*

(*Paragraph 78.*) The Ministry of Labour in association with the Education Departments should prepare and distribute pamphlets about careers which will give boys and girls adequate preliminary information.

4. *Special Schemes for the Interviewing of School-leavers.*

(*Paragraph 83.*) Too many matters should not be dealt with on the occasion of the interview for the purpose of giving vocational guidance ; in the approval and administration of schemes special regard should be paid to the arrangements made for the conduct of the school-leaver's interview.

5. *Preventing Juveniles from entering employment which is harmful to health or character.*

(*Paragraph 95.*) The appropriate authority should review regularly such employments with a view to their prohibition by Parliament as employments unfit for juveniles.

6. *Compulsory Control of Engagements.*

(*Paragraph 99.*) It is not desirable to institute any system of compulsory control of engagements for juveniles.

7. *Transference for Training.*

(*Paragraph 134.*) A scheme of training grants should be instituted to enable suitable boys and girls to take a course of training for a skilled occupation away from home where no suitable facilities are available within daily travelling distance of their homes.

8. *Revocation of Undertaking given to Education Authorities by the Ministry of Labour following the Ministry of Labour (Transfer of Powers) Order, 1927.*

(*Paragraph 145.*) The restrictions imposed by the undertaking given to Education Authorities in 1927 should be revoked.

9. *Control of Administration.*

(*Paragraph 151.*) Where the service is not being conducted efficiently by an Education Authority, the Minister of Labour and National Service should have power

(a) where the Education Authority itself operates the Service, to give six months' notice to terminate its choice of employment powers ;

(b) where agents of the Education Authority operate the Service, to require the Authority itself to operate the Service and, failing the agreement of the Authority to do this, to give six months' notice to terminate its choice of employment powers.

10. *Proposals by Education Authorities to exercise Powers.*

(*Paragraph 159.*) (a) The right of Education Authorities including those in Scotland to make a proposal to exercise powers or to continue to exercise powers should lapse six months after the Royal Assent has been given to necessary new legislation.

(*Paragraph 160.*) (b) The date by which an Education Authority must put a scheme into operation should be not later than six months after the submission of their proposal ; and if by that date they have not put a scheme into operation the proposal should lapse unless the Minister of Labour and National Service agrees for good cause to extend the period.

(*Paragraph 162.*) (c) Any Education Authority administering the Juvenile Employment Service must do so for the whole of its area.

11. *Delegation of Powers by Education Authorities.*

(*Paragraph 164.*) The Minister of Labour and National Service subject to satisfactory arrangements being made should be prepared to accept proposals for delegation by County Authorities on the lines laid down. It should, however, be clear that the County Education Authority would remain ultimately responsible to the Minister. The County Education Authority would also retain responsibility for the appointment of staff and the selection of premises.

12. *Inspection of Choice of Employment Work.*

(*Paragraph 166.*) There should be a staff of specially selected inspectors at Headquarters with whom, when inspecting choice of employment work, there would be associated officers from Regional Offices of the Ministry, with particular knowledge of juvenile work.

13. *National Advisory Councils and Committees.*

(*Paragraph 170.*) (a) The existing National Advisory Councils for England and Wales and for Scotland should be disbanded and a National Advisory Council on Juvenile Employment should be appointed by the Minister together with Advisory Committees for Scotland and Wales.

(*Paragraphs 171, 174.*) (b) The Constitution and the methods of selecting members for the National Advisory Council are detailed.

(*Paragraph 172.*) (c) The Chairmen of the Scottish and Welsh Committees should be members of the National Advisory Council.

(*Paragraph 175.*) (d) The duties and powers of the National Advisory Council should be "To consider upon remit by the Minister or otherwise all matters affecting the organisation, procedure and development of the Juvenile Employment Service and from time to time to make such recommendations and reports to the Minister as they think fit in order to promote the efficiency of the Service."

(*Paragraph 176.*) (e) The Constitution of the Scottish Advisory Committee should be as detailed.

(*Paragraph 177.*) (f) The Constitution of the Welsh Advisory Committee should be as detailed.

(*Paragraph 178.*) (g) The methods of selecting members of the Committees should be as detailed.

(*Paragraph 179.*) (h) The duties and powers of the Scottish and Welsh Committees should be "To consider upon remit by the National Advisory Council or otherwise all matters affecting the organisation, procedure and development of the Juvenile Employment Service in Scotland/Wales and from time to time to make such recommendations and reports to the National Advisory Council as they may think fit to promote the efficiency of the Service in Scotland/Wales."

(*Paragraph 180.*) (i) The Council and Committees should be appointed for terms of three years. Members should be eligible for re-appointment but careful consideration should be given on every occasion of re-appointment of the Council and Committees to the introduction of new personnel.

14. *Local Committees.*

(*Paragraph 181.*) (a) Local Committees should be retained as part of the machinery of the Service.

(*Paragraph 182.*) (b) Whether appointed by the Minister or by the Local Education Authority Local Committees should be called Juvenile Employment Committees.

(Paragraph 184.) (c) The re-appointment of Local Committees by the Ministry or by the Education Authorities should not be regarded as a matter of course but every time a Committee is re-appointed the suitability of the membership should be carefully reviewed.

15. Finance.

(Paragraph 216.) (a) There should be no change in the rate of grant now paid to Education Authorities by the Ministry of Labour and National Service.

(Paragraph 218.) (b) Where the Employment Service is closely linked with other services of the Education Authority the Ministry should not place too much insistence upon a detailed analysis of the estimated cost of the Service.

(Paragraph 219.) (c) The expenditure of Education Authorities upon the Service should not be subject to detailed inspection and control so long as the estimates are not exceeded.

16. Premises

(Paragraph 226.) Wherever possible, while complying with adequate standards for premises, the suggested plan for accommodating Juvenile Employment Offices in County Colleges should be pursued.

17. Publicity

(Paragraph 228.) Careful consideration should be given to bringing the Service effectively to the notice of the public.

18. Matters requiring Legislation

(Paragraph 230.) The necessary powers should be sought from Parliament at an early date.

In conclusion we desire to express our thanks to our Secretary, Dr. A. E. Morgan, and our Assistant Secretary, Mr. R. J. T. Card, who by their special knowledge and unfailing helpfulness have greatly lightened our task. The demands we have made upon them in the course of our deliberations have been many and onerous, and we are much indebted to them for the valuable help we have received.

We have the honour to be, Sir,

Your obedient Servants,

(Signed) GODFREY H. INCE (*Chairman*).

JAMES AITKEN.

W. F. ARBUCKLE.

A. C. BAYLAY.

F. BRAY.

GEO. CHESTER.

WM. ELGER.

JAS. B. FRIZELL.

FLORENCE HANCOCK.

P. D. INNES.

H. KAY.

L. L'ESTRANGE MALONE.

DOUGLAS M. MCINTOSH.

GEOFFREY MARCHAND.

W. TAYLOR.

W. J. WILLIAMS.

E. W. WOODHEAD.

A. E. MORGAN—*Secretary*.

R. J. T. CARD—*Asst. Secretary*.

18th September, 1945.

Reservation by BAILIE WM. ELGER

While I have signed the Report I find it necessary to make a reservation in respect of the position in Scotland.

I agree that the Juvenile Employment Service is both educational and industrial, and that it is for the Committee to address itself to the problem of devising the best machinery for combining these two elements. As stated in paragraph 140 the Committee are unanimous in their view that the only really satisfactory system is one in which the work is done in all areas by one organisation and I should like to see this come about. As, however, the dual system has been working in one form or another in England and Wales for 35 years, I appreciate the difficulty in discarding it, although I am not convinced that it is anything but a compromise.

As regards Scotland, however, the position is different. The work is done by one organisation throughout Scotland and I see no reason why the dual system with the difficulties and defects which in my view are inherent in it should be imparted into Scotland. I must therefore record my view that there should be no disturbance of the present position in Scotland.

(Signed) WM. ELGER.

APPENDIX I

Letter addressed by the Minister of Labour and National Service to the following bodies representative of Education Authorities in England and Wales :—

The County Councils Association : The Association of Education Committees : The London County Council : The Association of Municipal Corporations : The Federation of Education Committees (Wales and Monmouthshire).

20th October, 1944.

As the Minister responsible to Parliament for the provision of a Juvenile Employment Service throughout the country I have, in consultation with the Minister of Education and the Secretary of State for Scotland, been considering the best means of building up a more comprehensive and co-ordinated juvenile employment system for advising and assisting young people in their choice of employment and for supervising their welfare and progress in the early years of their industrial life.

It has become obvious to me that the existing system by which the service is administered in some parts of the country directly by my officers and in other parts by Local Education Authorities, under powers given in Section 81 of the Unemployment Insurance Act, 1935, lacks that degree of co-ordination which a national and comprehensive service ought to have. It seems clear that, if this vitally important service is to occupy its proper place within the framework of the Government's general policy for the maintenance of full employment and industrial efficiency and if it is to be properly linked with the Government's new educational policy, the existing arrangements must be looked at afresh and in the national interest certain changes must be made. The changes which suggest themselves to me would almost certainly involve new legislation and I should like to have an opportunity of discussing the position with representatives of Education Authorities and other interested parties at an early date in the hope that such discussion might provide the basis for some new arrangement that would be generally acceptable to all concerned.

I am therefore writing to you to suggest that a few representatives of your Association/Federation should be invited to meet me on Tuesday, 7th November, 1944, the meeting to take place at 8, St. James's Square, S.W.1, at 3 o'clock in the afternoon.

Representatives from the County Councils Association/Association of Municipal Corporations/Association of Education Committees/London County Council/Federation of Education Committees (Wales and Monmouthshire) and equivalent bodies in Scotland are also being invited so that I am afraid it will be necessary to restrict the numbers attending. I suggest therefore and hope you will be able to agree, that if four or five members of your Association/Federation are invited the interests of your Association/Federation might be sufficiently represented.

When deciding to whom the invitation should be sent, you will doubtless have regard to any need there may be for avoiding an overlap of representation between your Association/Federation and others, and you may also wish to take account of the changed position of Part III Authorities under the Education Act.

As the meeting will be of interest to Authorities who do not at present exercise powers under Section 81 of the Unemployment Insurance Act as well as those who do, it would probably also be desirable to ensure that there will be adequate representation of both groups of Authorities.

Five copies of a brief note of some of the more important points which I would propose to put forward for consideration are attached for the private information of representatives who come to the meeting. I should be grateful if you could let me know the names of the representatives of your Association/Federation who will be present at as early a date as you conveniently can.

Yours sincerely,

(Signed) ERNEST BEVIN.

Letter addressed by the Secretary of State for Scotland to the following bodies representative of Education Authorities in Scotland :—

The Association of Counties of Cities in Scotland : The Association of County Councils in Scotland.

Mr. Bevin, as the Minister responsible to Parliament for the provision of a Juvenile Employment Service throughout the country, has recently been considering in consultation with the Minister of Education and myself the best means of building up a more

comprehensive and co-ordinated juvenile employment system for advising and assisting young people in their choice of employment and for supervising their welfare and progress in the early years of their industrial life.

Certain changes and improvements are proposed in the existing system in order to secure that the Juvenile Employment Service will play its due part in the Government's general policy for the maintenance of full employment and industrial efficiency and will also be in accord with current educational developments. These changes would almost certainly involve new legislation, and Mr. Bevin accordingly wishes to have an opportunity of discussing the position at an early date with representatives of Educational Authorities and other interested parties in the hope that such discussion may provide the basis for some new arrangement that would be generally acceptable to all.

Except in Edinburgh, where a special arrangement between the Education Authority and the Ministry of Labour has existed for many years, the Juvenile Employment Service in Scotland has, as you are aware, been administered directly by the Ministry of Labour. The powers available to Education Authorities in England and Wales under Section 81 of the Unemployment Insurance Act, 1935, have never been extended to Scotland, and one of the proposals is by new legislation to give Scottish Education Authorities an opportunity, if they wish to avail themselves of it, to come into the general national plan.

Mr. Bevin has asked me to be present at a meeting, to which he has invited representatives from authorities in England and Wales, at 8, St. James's Square, London, S.W.1, on 7th November, 1944, at 3 p.m., and he has also asked me to arrange for representatives of Scottish interests to be present. I should accordingly be glad if you will kindly arrange for two representatives of your Association to attend. A similar invitation is being sent to the Association of County Councils/Counties of Cities in Scotland.

Two copies of a brief note of some of the more important points with which Mr. Bevin proposes to deal at the meeting are attached for the private information of your representatives. A point which is not mentioned in the note, but which I should be glad if your representatives would consider, is whether there should be a separate Advisory Council for Scotland reporting to the Central Joint Council.

I should be grateful if you would let me know as soon as you conveniently can the names of the representatives of your Council who will attend the meeting.

Yours sincerely,

(Signed) THOMAS JOHNSTON.

APPENDIX II

INTERIM REPORT

To the Rt. Hon. ERNEST BEVIN, M.P., Minister of Labour and National Service.

SIR,

1. We have the honour to present to you an Interim Report. Our Terms of Reference are

"To consider the measures necessary to establish a comprehensive Juvenile Employment Service on the basis of the Memorandum circulated with the Minister of Labour/Secretary of State's letter of 20/24th October, 1944, and to make suggestions for a practicable scheme."

2. Early in our deliberations it has become clear to us that it is essential to make provision immediately for the maintenance of the Service from 1st April, 1945, in those areas in England and Wales where it is now administered by Part III Education Authorities.

3. We have been advised that at present 45 Local Education Authorities exercising choice of employment powers are Councils of Non-County Boroughs and Urban Districts (Part III Authorities) to whom these powers have been delegated by their County Councils under Section 81(3) of the Unemployment Insurance Act, 1935. We have also been advised that none of these Part III Authorities will be competent to continue to exercise powers after 31st March, 1945, because under the Education Act, 1944, they will then cease to be Education Authorities. Consequently the County Education Authority will from that date be unable to exercise the power of delegation provided in Section 81(3) of the Unemployment Insurance Act, 1935, and the position will then be that either the County Authority must itself undertake the choice of employment work hitherto performed by the Part III Authorities or allow the work to revert to the Ministry of Labour and National Service.

4. We are advised that it would in fact be competent for the County Authority itself to undertake the work and to take over the staff, premises and Committees at present engaged on the work. The substance of the legal advice given to us is as follows. As from 1st April, 1945, when Part II of the Education Act, 1944, comes into operation, the words "the Education Act, 1944," must be substituted for the present words "the Education Act, 1921," which occur in Section 83(1) of the Unemployment Insurance Act, 1935. Section 83 (1) will therefore then read "The powers and duties of Education Authorities in England under this part of the Act shall be exercised and performed as part of their powers and duties under the Education Act, 1944." This means that as from 1st April, 1945, when Part II of the Education Act, 1944, comes into operation, that Act must be taken to include provisions enabling Local Education Authorities, as defined by Section 6 of the Act, to exercise choice of employment powers in accordance with schemes approved by the Minister of Labour and National Service. If the Minister of Labour and National Service requires any scheme approved by him to include a provision that the Local Education Authority concerned shall appoint a Juvenile Employment Committee constituted in the manner provided for by the scheme (and all existing schemes do in fact contain such a provision), the appointment of such a Committee so constituted will in effect become one of the requirements of the Education Act, 1944. Consequently any County Education Authority at present delegating choice of employment powers to a Part III Authority in its area will be able, should it so desire, to appoint the existing Juvenile Employment Committee as a Committee of the County Authority. Similarly, we are advised that officers at present engaged upon, and premises used for, choice of employment work by Part III Authorities are transferable to County Councils under Section 6(3) and (4) of the Education Act, 1944.

5. We consider, therefore, that, as an interim measure and without prejudice to future policy, the most convenient and suitable way in which to ensure the maintenance of the Service for the time being and to safeguard the vocational interests of young people in the areas in question is for the appropriate County Authorities themselves to take over the choice of employment work from those Part III Authorities in their areas to whom they have hitherto delegated powers and for this purpose to take over also the staff, premises and Juvenile Employment Committees.

6. We understand that there may be some hesitancy on the part of some County Authorities affected to adopt this course. We are informed that the Authorities concerned have already been advised of the position as described above but we are anxious to secure that young people should receive the same measure of assistance as in the past and that there should be no break in the continuity of the Service provided. Accordingly we recommend that you should make a special approach to all County Authorities concerned with a request that they should themselves continue as from 1st April, 1945, the choice of employment work at present performed by Part III Authorities in their areas.

We have the honour to be, Sir,

Your obedient Servants,

(Signed) G. H. INCE,
Chairman,

On behalf of the Committee.

27th February, 1945.

APPENDIX III

PROPOSAL FOR THE EXERCISE OF POWERS UNDER SECTION 81 OF THE UNEMPLOYMENT INSURANCE ACT, 1935, AND SECTION 42 (2) OF THE UNEMPLOYMENT ASSISTANCE ACT, 1934, BY AN EDUCATION AUTHORITY.

The Local Education Authority for _____ hereinafter referred to as "the Authority," propose to exercise the powers conferred upon them by Section 81 of the Unemployment Insurance Act, 1935, and Section 42 (2) of the Unemployment Assistance Act, 1934, in the manner shown in this document.

* (The Local Education Authority for _____ have by resolution of _____ authorised the Council of the Borough/Urban District of _____ to exercise within the Borough/Urban District on behalf of the County Council all the powers of that Council under Section 81 of the Unemployment Insurance Act, 1935, and Section 42 (2) of the Unemployment

* This paragraph should be substituted for the first paragraph if a local Education Authority for Elementary Education only have been authorised by the County Education Authority to exercise the powers of the County within the area of the Borough or Urban District.

Assistance Act, 1934, and to receive the repayments and payments for which provision is made under Section 81 (2) of the Unemployment Insurance Act, 1935. The Local Education Authority for the Borough/Urban District (hereinafter referred to as "the Authority") propose to exercise the powers above mentioned in the manner shown in this document.)

Part I sets out arrangements which the Authority propose to make for giving to juveniles, i.e., boys and girls under the age of eighteen, assistance with respect to the choice of suitable employment, and Part II specifies the duties which the Authority propose to undertake in connection with the administration of Unemployment Insurance and Assistance in relation to juveniles under the age of eighteen.

The Authority undertake to give to the Ministry of Labour not less than three months' notice if they intend to discontinue the exercise of these powers.

PART I.

CHOICE OF EMPLOYMENT.

(1)—(a) The Education Committee of the Authority will appoint a special sub-Committee to be known as the Juvenile Employment Committee and to be constituted as follows* :—

(The Choice of Employment Scheme of the Authority will be administered by the Committee, with the aid of Local Sub-Committees to be constituted as follows†) :—

1. Members of the Education Committee.
2. Representatives of Teachers.
3. Representatives of employers and workers in the area of the Authority.
4. Others possessing special knowledge of social and industrial questions relating to juveniles.

(b) The Regional Controller of the Ministry of Labour and the Manager of the Employment Exchange in the area will be invited to attend the meetings of the Juvenile Employment Committee, and will receive the papers of the Committee but will not be members thereof. The Regional Controller and the Manager may each send a representative.

(c) Meetings of the Juvenile Employment Committee will be held at regular intervals and not less often than four times a year.

(2) It will be the duty of the Juvenile Employment Committee, subject to any directions given by the Authority :—

(a) to maintain an office, or offices in such premises as may be proposed by the Authority and approved by the Ministry from time to time ;

(b) to arrange that any boys and girls under eighteen years of age shall receive either directly or through their parents information and advice with regard to the choice of suitable employment ;

(c) to find employment, so far as possible, for juveniles in their area seeking employment ;

(d) to make arrangements for satisfying the local demands for juvenile labour ;

(e) to make arrangements for keeping in view the careers of boys and girls up to the age of eighteen, either directly or through after-care Committees or voluntary organisations for promoting the welfare of boys and girls ;

(f) to take every opportunity that may be offered for encouraging boys and girls to continue their education after leaving the day school ;

(g) to study the state and conditions of employment, both local and national, so far as these affect the prospects of boys and girls in their area, to furnish the Ministry of Labour with statistical and other information, as required, and to carry out at the request of the Ministry of Labour, or otherwise, general or particular inquiries into questions relating to juvenile employment.

* In the case of an Authority whose constitutional rules prevent the appointment of a Sub-Committee of such composition, the words " which will be assisted by Local Sub-Committees to be constituted as follows :—" should be substituted for the words " and to be constituted as follows :—".

† In the special circumstances of certain Authorities, this alternative scheme may be found more suitable.

(3) The methods by which the Authority and their Committee will carry out the duties enumerated in paras. (1) and (2) of the Proposal are shown in the Appendix.*

(4) In the case of young persons who are registered at the Bureau at the time when they became eighteen, such records as are required for industrial purposes will be transferred to the Employment Exchange, and the juveniles notified. Similar information will be made available to the Employment Exchange, in respect of other young persons, formerly registered at the Bureau, who have attained the age of eighteen, when this is desirable.

(5) The Juvenile Employment Committee will, subject to the approval of the Ministry of Labour so far as concerns the public expenditure involved, have the assistance of such officers as the Education Committee may appoint for the administration of the services of the Bureau.

(6) The work of the Bureau will be open to inspection by accredited officers of the Ministry.

(7) Before the end of each financial year the Authority will submit to the Ministry of Labour, on a form to be prescribed by the Ministry, their estimates in respect of expenditure on "choice of employment" service including expenditure on administration of Unemployment Insurance and Assistance during the coming financial year. If in the course of the year the Authority find it necessary to incur expenditure beyond the estimate they will submit a supplementary estimate to the Ministry for approval. The Authority will obtain the prior approval of the Ministry before transferring the Bureau to new premises.

PART II

UNEMPLOYMENT INSURANCE AND ASSISTANCE

(1) The Authority undertake to ensure that all the provisions of the Unemployment Insurance Acts, and the regulations made thereunder, in connection with the administration of Unemployment Benefit, so far as they concern young persons under the age of 18, are observed and that such directions as may be issued by the Minister are punctually and accurately carried out, and further to perform such duties under Part II of the Unemployment Act, 1934 (so far as they concern young persons under the age of 18), as are prescribed or may be prescribed subsequently from time to time.

In particular, they undertake :—

- (i) to issue and exchange Unemployment Books relating to juveniles ;
- (ii) to take claims for benefit from juvenile claimants and to carry out in all respects the prescribed procedure in order to obtain all the evidence necessary for the purpose of determining their fulfilment of the statutory conditions, and freedom from disqualification, for the receipt of benefit ;
- (iii) to compute each week and to pay the benefit due to claimants, including dependants' benefit, and to keep such records and accounts of payments, and to render such accounts, as the Minister may direct ;
- (iv) to investigate all doubtful claims to benefit and a proportion of straightforward claims, such investigation to include the verification of statements made by claimants by personal visits where necessary ;
- (v) to co-operate with schools and the Claims and Records Office, Kew, regarding the credit of contributions in respect of continued whole-time education ;
- (vi) to supply such information to Employment Exchanges, in respect of unemployed children aged 14 and 15, dependent on insured persons in receipt of benefit, as may be necessary for the purpose of determining the fulfilment of the statutory conditions (as adapted) and the absence of disqualifications ;
- (vii) to arrange for the issue of requirements of attendance of juveniles at Authorised Courses on behalf of the Minister ;
- (viii) to assist the Minister in regard to the establishment of Boards of Assessors and to refer to such Boards cases in which their report on the advisability of requiring persons to attend Authorised Courses of Instruction is desired ;
- (ix) to take such action as may be prescribed in cases of non-compliance by employers, with regard to the notification of discharges of juveniles ;

* Not reproduced.

(x) to take such action as may be prescribed, with regard to securing compliance with the provisions of the Unemployment Insurance Acts, and the Regulations made thereunder, on the part of a juvenile insured contributor or his employer and, in any case where non-compliance is suspected, to take full particulars and to present a report immediately to the District Inspector of the Ministry of Health or other officer specified by the Minister ;

(xi) to report cases of suspected fraud or misrepresentation, in connection with Unemployment Benefit or Unemployment Assistance, and to render all necessary help both with a view to ascertaining the facts and to the institution of legal proceedings by the Minister or by Officers authorised by him, or by the Unemployment Assistance Board, as the case may be ;

(xii) to furnish such statistical and other returns and reports as to Unemployment Insurance or Assistance as may from time to time be required by the Minister ;

(xiii) to register and take applications for Unemployment Assistance by young persons between 16 and 18, and to provide the Unemployment Assistance Board with proof of unemployment and any other information they may require with regard to the loss of previous employment, or refusal to accept employment, by young persons making such applications themselves, or in respect of whom assistance is being paid to heads of the families ;

(xiv) to pay Unemployment Assistance to certain young persons aged 16 and 17 and to keep such records and accounts of payments and to render such accounts as may be directed ;

(xv) to issue, collect and transmit to the Unemployment Assistance Board as directed the earnings cards of such young persons.

The Authority undertake, further :—

(2) to make arrangements for the Juvenile Employment Bureau(x) to be open for the purposes of Unemployment Insurance and Assistance on such days and during such hours as may be necessary to enable claimants for benefit or assistance to attend on the days and during the hours directed by the Minister from time to time ;

(3) to provide adequate staff, accommodation and equipment for the performance of their duties, in connection with the administration of Unemployment Insurance and Assistance ;

(4) to afford facilities to officers of the Ministry, duly authorised for this purpose, to conduct such inspection as the Minister may direct of the Authority's proceedings, in regard to the administration of Unemployment Insurance and Assistance, and of all documents, accounts, vouchers and records relating thereto ;

(5) to carry out the necessary procedure under Section 54 of the Unemployment Insurance Act, 1935, in connection with applications for payment made by Poor Law Authorities and the Unemployment Assistance Board ;

(6) to make arrangements for franking Health Insurance Cards of juveniles during periods of unemployment in accordance with the prescribed procedure ;

(7) to submit estimates of administrative expenditure and claims for grant in such form as the Minister may prescribe.

APPENDIX IV

C.E. Circular No. 1.
(Two Appendices)

To all Local Education Authorities concerned.

MINISTRY OF LABOUR—(TRANSFER OF POWERS) ORDER, 1927

1. Local Education Authorities will be aware that an Order, which is reproduced in Appendix I, was made by His Majesty in Council on the 25th July, 1927, providing for the transfer to the Ministry, as from the 19th September, 1927, of the Board of Education's powers of approving arrangements made under Section 107 of the Education Act, 1921, and the schemes of Local Education Authorities under Section 6 of the Unemployment Insurance Act, 1923.

2. The Ministry now desire to acquaint Authorities with certain of the principles which it is proposed to follow in regard to the administration of their Choice of Employment service.

3. The Ministry accept the third recommendation of the Committee on Education and Industry (England and Wales), which is as follows :—

“ The Ministry should leave Local Education Authorities as far as possible to conduct and develop their Choice of Employment work on individual lines and in a manner consistent with their general educational policy.”

There is consequently no intention of asking Authorities to observe the codified instructions on the subject applicable to Employment Exchanges or of assimilating by other means the practice of Authorities to that of the Ministry in areas where the Ministry are directly responsible for this service.

4. The Ministry hope that Authorities will communicate freely with them on any difficulties which may be encountered or in regard to any data which may be required in connection with their Choice of Employment work. The knowledge which the Ministry possess as a result of their acquaintance with industrial questions on a national scale, and of their continuous contact with organised industry, will be placed freely at the Authorities' disposal. Conversely the Ministry feel that they can gain great help from the experience and information possessed by the Authorities themselves.

5. It is not intended to review Authorities' schemes already approved jointly by the Board and the Ministry, and these schemes will continue to be operative after the first part of the Order takes effect. The transfer of powers from the Board to the Ministry, however, necessitates a few verbal alterations (specified in Appendix II) and these alterations should be incorporated by Authorities in their schemes. Correspondence with regard to Schemes should be addressed to the Ministry of Labour.

6. Communications to Authorities relating to their administration of Choice of Employment or to matters of general policy will issue from the Headquarters of the Ministry. It will, of course, be open to Authorities, however, to correspond with the Ministry's Divisional Controllers, and in appropriate cases Employment Exchange Managers, on questions of mutual interest, and it is anticipated that Authorities will find it advantageous to follow this practice.

7. The Choice of Employment work of Authorities will be inspected by duly authorised officers of the Ministry from time to time. Reports of inspections will be dealt with by the Ministry at Headquarters, from which consequent correspondence will be issued.

8. The Ministry are in consultation with representatives of the Authorities' Associations on the question of grant, and a further communication will be sent on this subject in due course.

H. J. WILSON.

Ministry of Labour,
Montagu House, Whitehall, London, S.W.1.
November, 1927.

Appendix I

Statutory Rules and Orders, 1927, No. 677

Labour, Ministry of.

The Ministry of Labour (Transfer of Powers) Order, 1927.

At the Court at Buckingham Palace, the 25th day of July, 1927.

Present, The King's Most Excellent Majesty in Council.

Whereas by the New Ministries and Secretaries Act, 1916, (1) provision is made, amongst other things, for the transfer to the Minister of Labour of such powers and duties of any Government Department relating to labour or industry, whether conferred by statute or otherwise, as His Majesty may, by Order in Council, transfer to him :

And whereas it is further provided by the said Act that, where any powers and duties are transferred by virtue of the said Act, the transfer is to take effect as from a date to be

fixed by Order of His Majesty in Council and that different dates may be fixed for different powers and duties :

Now, therefore, His Majesty is pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, as follows :—

1. From and after the eighteenth day of September, nineteen hundred and twenty-seven, there shall be transferred to the Minister of Labour the powers and duties of the Board of Education hereinafter specified, that is to say :—

(a) the power of approving arrangements made under Section one hundred and seven of the Education Act, 1921, (2) by local education authorities for giving to boys and girls under the age of eighteen years assistance with respect to the choice of suitable employment ; and

(b) the power of approving schemes made by local education authorities under Section six of the Unemployment Insurance Act, 1923, (3) regulating the exercise of their powers and duties under the said Section one hundred and seven of the Education Act, 1921, as extended by the said Section six of the first mentioned Act.

2. From and after the thirty-first day of March, nineteen hundred and twenty-eight, there shall be transferred to the Minister of Labour the powers and duties of the Board of Education under Section one hundred and eighteen of the Education Act, 1921, so far as they relate to grants to local education authorities in respect of the exercise of their powers and duties under the said Section one hundred and seven of that Act as extended as aforesaid.

3. This Order may be cited as the Ministry of Labour (Transfer of Powers) Order 1927.

M. P. A. HANKEY.

Appendix II

Alterations in Schemes approved under Section 6 of the Unemployment Insurance Act, 1923, necessitated by the Ministry of Labour (Transfer of Powers) Order, 1927.

Note.—References are to the Model Scheme issued by the Board of Education with Circular 1322 on 13th February, 1924.

Para. 5.—For " subject to the approval of the Board of Education " read " subject to the approval of the Ministry of Labour."

Para. 6.—For " approved by the Board of Education from time to time " read " approved by the Ministry of Labour from time to time."

Schedule, para. 1.—For " sent to the Board of Education " read " sent to the Ministry of Labour and the Board of Education."

Schedule, para. 2.—Delete " to the Board of Education and one copy."

APPENDIX V

SCHEME OF TRAINING AND MAINTENANCE GRANTS FOR JUVENILES

Scope.

The scope of the scheme should be limited to juveniles who mean to train for a skilled occupation in which there are good prospects but for whom there is no opportunity of such training in their home area—that is to say, the boy or girl who has the opportunity and the capacity to take up an apprenticeship or learnership away from home but cannot do so because the initial wages in the trades are fixed on the assumption that the apprentice or learner is living with, and maintained by, parents or relatives. To be eligible for assistance, the juvenile would have to be :—

(a) training for some form of skilled occupation ;

(b) training away from home ;

(c) unable to find the necessary facilities for training in his or her home area.

Rate of Grant.

The assistance should take the form of a variable amount sufficient to bring the income of the juvenile up to a given sum.

Contributions from other Sources.

As the scheme would be of advantage to Industry inasmuch as it would assist employers to obtain in a shrinking juvenile labour market the young labour they need, the employer should make some contribution to the cost. This might be done by making the award of a State Grant conditional upon some minimum contribution from the employer; if, for example, the total amount of maintenance allowance necessary for a given class of juvenile were £1, the State might bear 15s. of that amount on condition that the employer bore the remaining 5s.

Machinery for selecting Juveniles and making Awards.

Juvenile Employment Officers would recommend suitable applicants for the grant of an award in respect of specified vacancies; it would equally be open to juveniles or their parents to apply for assistance in respect of any suitable openings which they may have found on their own initiative. But no award would be made except on the recommendation of a Juvenile Employment Officer and all applications should be submitted to a Panel of the Juvenile Advisory or Juvenile Employment Committee who would in all cases interview the applicant and make a recommendation.

Continuance of Assistance.

The continuance of a grant should in all cases be subject to satisfactory progress on the part of the juvenile and this would involve obtaining periodical reports from employers for consideration by the Recommending Body—that is to say, a Panel of the Juvenile Advisory or Juvenile Employment Committee. It would be open to the Panel to review all the circumstances of the case on each report and to suggest such modifications in the amount or conditions of the grant as they might think desirable in the light of any change of circumstances.

APPENDIX VI

**Constitution of the National Advisory Council for Juvenile Employment
(England and Wales) appointed in 1928.**

	No.
Independent Chairman	1
Representatives of Education Authorities	9
Representatives of Employers	5
Representatives of Workpeople	5
Representatives of Teachers	4
Representatives of Juvenile Advisory Committees	4
Representative of the Ministry of Labour	1
	29
	—

**Constitution of the National Advisory Council for Juvenile Employment
(Scotland) appointed in 1928.**

	No.
Independent Chairman	1
Representatives of Education Authorities	4
Representatives of Employers	3
Representatives of Workpeople	3
Representatives of Teachers	2
Representatives of Juvenile Advisory Committees	5
Independent member	1
	19
	—

APPENDIX VII

Ministry of Labour.

Scales of salary of staff in the Regional organisation.

Employment Clerk (basic clerical)—	£75—£280 (men).	£75—£240 (women).
Employment Officer (advisory and supervisory)—	£260—£400 (men).	£225—£340 (women).
Third Class Officer (managerial)—	£220—£552 (men).	£220—£445 (women).
Second Class Officer (managerial)—	£571—£700 (men).	£445—£580 (women).
First Class Officer (managerial)—	£750—£882 (men).	£615—£730 (women).
Assistant Regional Controller—	£850—£1,000 (men).	£680—£882 (women).
Regional Controller—	£1,100—£1,450 (men).	

These salaries exclude War Bonus, which is, for all grades, £60 per annum for men and £48 for women.

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