

Post War Youth Service
in Wales



MINISTRY OF EDUCATION
(WELSH DEPARTMENT)

POST WAR YOUTH SERVICE IN WALES

A Report of the Welsh Youth Committee

GWASANAETH IEUENCTID YNG NGHYMURU WEDI'R RHYFEL

Adroddiad Gan Bwyllgor Ieuenctid Cymru

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PREFATORY NOTE

In March, 1943, the Welsh Youth Committee received from the Youth Advisory Council a draft of a report which was subsequently published under the title "The Youth Service after the War". As this report was concerned with the Youth Service in England only, the Welsh Youth Committee thought it would be well to consider separately the question of the post-war Youth Service in Wales. Accordingly, on the 19th March, 1943, they appointed a Sub-Committee with the following terms of reference:—

"To consider what should be the position of the Youth Service after the war."

The Sub-Committee were instructed to proceed on the following major assumptions:—

(a) That the school leaving age will be raised to 15 without exemption ;

(b) That the period from 15 to 18 will be treated in some degree as an educational period in the sense that adolescents will be regarded as remaining the concern of the education service ;

(c) Arising out of (b), that a system of compulsory part-time education during working hours will be established for all young people after they have ceased full-time schooling up to the age of 18.

In due course the Sub-Committee presented a report which has now been adopted by the Committee.

It will be understood that in publishing this report the Ministry of Education must not be regarded as committed to acceptance of its conclusions and recommendations. The Ministry believe, however, that the findings of the Council will be of interest not only to those engaged in the day to day work of the Youth Service in Wales, but also to a wider public.

W. P. Wheldon

February, 1945.

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POST WAR YOUTH SERVICE IN WALES.

I. The Youth Service

Definition and Purpose

1. In considering the post-war period, it is of primary importance to view the Education Service as an essential unity concerned with the whole period of growth from childhood to maturity ; that is to say a service which will not only make provision for the period of compulsory attendance at schools and similar institutions, but also for facilities and opportunities for the voluntary cultivation in leisure time of individual interests and skills.

2. Thus considered, education falls into two natural sections :—

(a) The section concerned with compulsory education of all types, full-time and part-time, up to the age of 18.

(b) The section concerned with voluntary activity in leisure hours.

Today the Youth Service is concerned with the provision of facilities for social and physical training for young people between the ages of 14 and 20 who have ceased full-time education. In the post-war period it should concern itself with providing facilities for all age groups from the time when leisure occupation outside the home is normally sought until the growing person reaches adult maturity. Developed on these lines the service might perhaps more aptly be termed "Leisure Service" than "Youth Service".

This part of educational development becomes increasingly important as the time given to compulsory education decreases in later adolescence, and it should continue beyond the years of statutory compulsion, in order to enable further training to be voluntarily undertaken, in preparation for the responsibilities of adult citizenship.

3. In this Report, therefore, the Youth Service is interpreted to mean the provision and development of facilities and opportunities for the voluntary cultivation by children and young people in their leisure hours of all types of interests and abilities.

4. The purpose of the service remains as stated in the Memorandum issued by the Welsh Department of the Board of Education in March, 1940, as a commentary on Circular 1486—

"The essence of the problem is to provide young people of both sexes . . . with the opportunity of employing their leisure time in a healthy, useful and congenial manner, and to make that provision part of the normal educational service of the community".

5. While we are of the opinion that a discussion of the general aims of education is outside our province, we consider it part of our function to suggest machinery to deal with this particular problem. Before we can do so we must consider those features of modern society which have a direct influence on the development of the Youth Service in Wales.

II. The Social Setting

6. The Welsh Youth Committee is concerned with Wales, a country whose physical features have had an immense influence upon its people. The difference in environment between the rural and urban areas is very marked in Wales. The rural areas are sparsely populated, a fact which bears directly on the resources of local Authorities ; and although the effects of the mechanisation which is characteristic of the times are beginning to be felt even in the most rural areas, there will always remain specifically rural problems which demand special methods for their solution.

7. Although in the rural areas the Welsh language is predominant, it must not be forgotten that over one half of the total Welsh-speaking population of Wales

lives in urban Glamorgan. The question of language must influence the whole education system, including the leisure service. But it is more than a question of mere language; it concerns the traditions and culture of a people, and the Welsh language should find its natural place in the activities of our young people.

8. The traditional independence of outlook of the Welsh people, which has produced such features as a strong denominationalism, will inevitably reflect itself in activities voluntarily undertaken in leisure hours; and we shall probably find developing a multiplicity of small groups with special interests. Such variety is healthy and to be encouraged. At the same time, the ideals of co-operation and community must be fostered, since unlimited public funds cannot be made available to support small groups engaged in specialised activities.

9. Man's inventive genius has produced influences on our life which cannot be ignored. Mechanised mass production in work, and mass entertainments on the most lavish scale, tend to retard positive individual development. If the individual personality is to remain the centre of gravity, and if we are to develop a real democracy in which individuals participate with enlightened understanding, we must seek to counteract the effects of this mechanisation which is producing a social isolation of individuals and families and undermining the sense of community. The State of tomorrow will depend on the young people of today, and it is the essence of our task to ensure the provision of opportunities which will enable them freely to develop their individual potentialities and so to realise the social and political significance of their daily work and activities that they will appreciate their responsibilities to society.

The skilled technique and equipment of the twentieth century should be used to the full in the education system, both formal and informal.

10. It is difficult to make a statement on the question of religion. Our democratic community accepts the ideals of christian civilization, and all young people, like adults, need the spiritual dynamic of a religious faith. But when we regard the Youth Service as an administrative department developing a service of facilities as a civic responsibility, we should not confuse its functions with those of the churches.

11. We assume general agreement on certain desirable reforms in other social spheres which bear directly on the Youth Service; for example, the need for family allowances, shortened hours of work for all young people under 18 and increased annual holidays with pay for young workers.

III. The Leisure Needs of Young People

12. In addition to their compulsory education, young people have the right to expect opportunities and facilities for voluntary leisure activity related to their basic needs as developing citizens in our modern social setting. The satisfaction of these needs is the very *raison d'être* of a Youth Service, which should include:—

(i) Youth Centres and clubs, recreational and practical centres, special societies with a particular bias, junior organisations with specific programmes, hobbies groups, organisations interested in particular physical activities, eisteddfodau, festivals and competitive functions, etc., etc.

(ii) Opportunities for acquiring communal experience and training as a preparation for full citizenship—*e.g.*, young people's residential colleges, training camps providing short periods of training of a liberal type with a definite bias towards community co-operation, training courses in aeronautics and seamanship.

(iii) Opportunities and facilities for holiday experience of the richest and most varied types, including foreign travel, camping of all types, expeditions with a specific bias (such as natural science, mountain climbing, etc.).

(iv) Opportunities and guidance to enable young people to acquire a personal philosophy of life, in the hope that they will come to accept the "Christian" qualities as basic principles in deed and thought.

IV. Machinery

A. An Examination of Existing Machinery

13. Hitherto the responsibility for developing the Youth Service has been shared by statutory authorities and voluntary agencies. The statutory authorities concerned are the Ministry of Education (but with certain responsibilities resting with the Ministry of Labour, the Ministry of Agriculture and the three Service Departments) and the Local Education Authorities. The voluntary agencies are primarily the National Juvenile Organisations. Certain services are also received from such organisations, aided from public funds, as the Central Council of Physical Recreation.

14. *The Ministry of Education.*—The Ministry of Education is the central co-ordinating body. Its function as stated in Circular 1516 is "to focus and lead the efforts of all engaged in Youth Welfare; to supplement the resources of existing national organisations without impairing their independence; and to ensure through co-operation that the ground is covered in a way never so far attained".

For this purpose it makes the following grants:—

(a) Direct grants for training and administrative and development purposes to national voluntary organisations under Articles 1(b) and (c) of the Social and Physical Training Grant Regulations, 1939 as amended by Amendment No. 1, 1940 and Amendment No. 2, 1944.

(b) Direct grants to local youth units under Article 1(a) of the same Grant Regulations, on the recommendations of Local Education Authorities or their Youth Committees.

(c) Fifty per cent. grants to Local Education Authorities in respect of their expenditure on the Youth Service.

The Ministry gives further assistance by organising training courses and through the services of its inspectorate.

It is desirable that the Ministry of Education should issue annually a comprehensive statement of its expenditure in the form of direct grants under Article 1(c).

Local Education Authorities are at present quite uninformed about the extent of expenditure from such grants on youth work in their areas. We therefore consider that all National Voluntary Organisations in receipt of grant under Article 1(c) of the Regulations should each year issue for the information of the statutory authorities an explanatory statement showing the manner in which this grant has been allocated.

15. *Local Education Authorities.*—Local Education Authorities are the executive bodies of the Youth Service. Of them Circular 1516 says:—"They are to take the initiative in their local areas; provide the machinery for local co-operation; encourage existing organisations to extend their work; and fill the gaps not covered by such organisations." They have done this by taking the administrative lead locally, either by assisting voluntary agencies with financial grants (under Section 86 of the Education Act, 1921, as amended by the Physical Training and Recreation Act, 1937, Section 6) and by supplying services of many kinds; or by directly conducting informal youth activities of their own. They have also formed Youth Committees and appointed Youth Officers, and exercised general direction of youth activities in their areas.

The Youth Service has inevitably developed unevenly. Some Local Education Authorities, for various reasons, have not been as progressive as others, and the Ministry of Education's Circulars have been diversely interpreted.

16. The intervention of statutory authorities in the field of youth work has obvious advantages. They have the financial resources needed for the work; their permanency and stability ensure continuity of policy and guarantee security and a professional status for salaried workers in the service. Furthermore, they embody the democratic principle of control by publicly elected bodies of public money expended on the Youth Service.

17. The attempts of the Local Education Authorities to provide adequate leisure facilities have been mainly directed towards assisting the work of voluntary agencies. But some authorities—in addition to making financial grants and offering such services as qualified instructors, free use of school premises, training schools and courses, competitive functions, library facilities, etc.—have experimented with their own youth centres and institutes with paid leadership.

It is sometimes assumed that Local Education Authorities are establishing new precedents under new powers when they open these youth centres. It is insufficiently realised that they were given these powers under the 1918 and 1921 Education Acts and that some of them used these powers before 1939.

In a country where "government by consent" prevails, the use of "state" institutions to implement an education principle democratically decided upon is normal and natural. As long as the principle that all leisure activity is voluntarily undertaken is maintained (and there is little reason to suppose that anyone wishes otherwise) the membership of any youth society, whether administered by a statutory body or a voluntary agency, can be considered as embodying the desired principle of "free association for common activities". We see no reason why Youth work undertaken directly by statutory authorities should not develop the desired features of variety, freedom, self-government and easy relations between members and leaders.

18. *Voluntary Youth Organisations.*—The lack of facilities for leisure activities in the period between the wars gave the small number of voluntary organisations then operating an opportunity to alleviate the position and also brought into existence a number of new movements. This has always been the main function of voluntary effort—to fill a social need, pioneering as it does so, and so slowly awaken the public conscience to its national responsibility. The Youth Service still needs and will need, this service from voluntary organisations.

By today we have eighteen voluntary organisations admitted to membership of the Standing Conference of National Voluntary Youth Organisations and the number is likely to increase. Most of these receive direct grants from the Ministry of Education. They carried on youth activities for many years on exceedingly limited resources when no grants were available from official sources, and it is surprising that they accomplished so much. And when the Ministry of Education encouraged them to develop their activities, and gave them generous grants in aid, they showed the same enthusiasm and enterprise then as they had shown in their period of penury. The nation owes them a debt of gratitude.

19. The work of all these organisations suffered at the outbreak of war; but the assistance they received in pursuance of the policy announced in Circular 1486 eased their financial position and diverted their attention in ever-increasing measure to the problem of the boys and girls of the 14–20 age groups who were no longer in attendance at school. We do not believe that this concentration has been in the best interest either of the Youth Service or of the Voluntary Organisations themselves, and we would suggest that these organisations should be encouraged to widen their sphere of activities to include all ages within the concept of "Leisure Service" where a spirit of pioneering and idealism is greatly needed.

We feel that it is through this pioneering and idealism that the Voluntary Organisations can render service in the cause of youth and not through developing facilities which the Local Education Authorities are more fitted to provide. A division of responsibility on these lines between the statutory and voluntary bodies would relieve voluntary organisations of many financial anxieties and give them greater freedom of action in the special spheres and age groups in which they are particularly interested. We express our belief in a national Youth Service based on such a conception of partnership between the Ministry of Education, the Local Education Authorities and the Voluntary Organisations.

B. Future Machinery

20. In offering our recommendations for developing the Youth Service in the post-war period, we take as our guiding principle the right of every young person to access to leisure facilities of the widest and most comprehensive kind, with complete and unfettered freedom of choice and expression. The provision of these facilities should have the character of a civic right. They should not be tainted with the stigma of pauperism as were the special areas grants which did so much to threaten the social structure of urban South Wales.

From now onwards until the time when the principle of complete provision is fully implemented will be a period of gradual transition probably extending over some years, during which we think it to be desirable, and, indeed, inevitable, that the existing machinery, with certain modifications, should continue to be used. The period of transition should not, however, be unduly prolonged and development over the whole country should be even and adequate. To ensure this, and having regard to the varying resources of Local Education Authorities (and ignoring the possibility of regrouping or regionalisation on a wider scale) we consider that the rate of grant now paid on the expenditure of Local Education Authorities on the Youth Service should be increased.

21. Here we would call attention to the similarity of the present position of the Youth Service to that of elementary education in the middle of the last century. Grants in aid of voluntary organisations having first been made in 1833 were then progressively increased until 1870 when the State decided to adopt a dual system of voluntary schools and Board Schools. This policy was confirmed by the Balfour Act of 1902. The result has been satisfactory neither to the State schools nor to the schools of the voluntary authorities.

We see reason to fear a corresponding development in the Youth Service of a new dualism in grant aided effort. The present policy of increasing State aid to voluntary organisations may not continue indefinitely, and no indication has been given of how far the State is prepared to go. Under present conditions every church and every chapel, every unit of a voluntary organisation, and even any group of individuals can establish its recreational club, and seek State aid; every denomination or sect can establish its organisation, and so any number of entirely new "national" youth organisations can be set up and ask for grant aid under Article 1(c) of the Grant Regulations.

Further, there is nothing to prevent twenty different voluntary agencies in the same area from seeking to establish units needing and asking for grants for identical facilities; and even then there would be no guarantee that the needs of all young people in the area would be met.

We are encouraged to believe however, that the main defects of the "dual system" in formal education can be avoided in our national leisure service because now the Ministry of Education has a store of experience, well founded methods of procedure and trained staffs to help to solve the problems.

22. It appears to us that the need of young people for facilities and opportunities for the right use of leisure can be met progressively and on an adequate scale by the statutory authorities. This implies that Local Education Authorities should develop Youth Community Centres wherever there is need, being

careful to organise them so that suitable provision is made for the various age ranges and for both sexes in the whole age group from say 9 to 20. Within these centres young people should be offered facilities for a wide range of interests, either in groups of their own choice or as individuals.

At the same time the Local Education Authorities should accelerate the development of schemes which secure in each district facilities for all young people, whether in unattached groups, or as members of an organisation. There should thus be progressively extended provision for camps, swimming baths, playing fields, training courses, services of instructors, libraries, co-operation in eisteddfodau, festivals, sports, etc., etc. In these facilities all youths within the area would be free to participate, and the State would no longer be faced with the demands of a multiplicity of organisations all seeking state aid for what is common to all.

The provision by Local Education Authorities of expensive facilities of this kind would relieve voluntary organisations of a heavy financial obligation—thus enabling them to concentrate on the specific contributions which they, as distinct from the Local Education Authorities, bring to youth work. These contributions can often be made within the framework of the Local Education Authority Youth Centre, thus enabling the voluntary organisations to benefit by the resources of the public authority. Indeed, units of many organisations such as the Urdd, Girl Guides, Boy Scouts etc., already function successfully within the framework of educational institutions.

The provision of centres and facilities sufficient to meet all requirements would take several years. During the transition period the policy of direct assistance to voluntary youth groups for their work would have to be continued. But we consider that as the scale of indirect aid through the provision of facilities is increased, so the scale of direct grant aid should decrease.

23. The same balance should be maintained between the direct grant aid to the headquarters of national voluntary organisations and the provision of indirect aid. In many directions the provision of facilities and services to all voluntary bodies on equal terms could be of far greater permanent value than fluctuating grant aid which must depend on a variety of economic considerations. The assurance of a right to a wide range of opportunities would go far towards ensuring stability and continuity to voluntary organisations.

These facilities and services should include such things as the provision of training courses of all kinds, including courses for leaders on conditions similar to those applicable to courses for intending teachers; establishing national camps; opportunities for international contacts through travel, and bursaries to encourage individual initiative in this respect. The Ministry would make possible holidays in different parts of the Commonwealth as well as other countries, enabling boys and girls belonging to unattached groups as well as organised units to have the same access to these facilities.

At the same time direct grants necessary for the direction and development of the specific contribution of each national voluntary organisation should not be decreased without the assurance of a compensatory value in the form of indirect assistance, and grants should still be available to voluntary agencies whether for headquarters or local purposes which, in the opinion of the Ministry, are engaged in worthwhile activities of a characteristic or experimental nature which may prove of value to the National Youth Service.

24. We appreciate the importance of the part to be played in the Youth Service by the national voluntary organisations. These are the organisations which carried most of the work during the years when no State aid was available. They are thus in a very different category from those which are now being formed, sometimes, possibly, because of the knowledge that grant aid is available. We consider that in order to prevent the growth of a multiplicity of new

organisations dependent on State grants, direct grant aid should be given to new organisations only after the closest consideration by the Ministry of Education and the Welsh Youth Committee.

25. "*Closed Clubs*".—We consider it desirable that Local Education Authorities should exercise special care before supporting applications for grant aid from clubs whose membership is confined to those professing particular religious creeds.

26. *Training*.—We have regarded the question of the training of leaders as being outside the scope of this report as it has been the subject of investigation by a special committee.

27. *Unity under the Ministry of Education*.—Since we regard the Education Service as a unity, we consider that all which concerns education should be under one Ministry of Education. We feel it to be in every way wrong to separate education into component parts labelled "agriculture" etc. For example it is not, in our view, sound to segregate "Young Farmers" and treat them as though they were a different order of society from others of their age. It would appear to be more logical to include farming as an interest among others for which facilities should be provided on the same basis as for any other interest.

V. Summary of Principal Recommendations

1. That in the post-war period the function of the Youth Service should be the provision of facilities and opportunities for leisure activity for all young people as an integral part of the National Education Service. (Section 1-4.)

2. That the National Youth Service should be based on a conception of partnership between the Ministry of Education, the Local Education Authorities and the Voluntary Organisations. (Section 19 and 22.)

3. That the provision of facilities and opportunities be part of the statutory functions of the Education Authorities, viz., the Ministry of Education and the Local Education Authorities. (Section 22, 23.)

4. That during the transition period between present arrangements and complete provision of leisure facilities, the present system of direct financial assistance to national voluntary organisations and their local units, and other independent local units be continued. (Section 22, 23.)

5. That during the transition period both the Ministry of Education and the Local Education Authorities progressively increase the provision of facilities for young people, both within and outside organised groups, and indirect assistance to youth organisations, at the same time adjusting their direct financial assistance on a gradually decreasing scale as the indirect assistance increases. (Section 22, 23.)

6. That even then direct financial assistance should be available to voluntary organisations whether for headquarters or local purposes which have approved distinct and specific contributions to make to youth work. (Section 23, paragraph 3.)

7. That direct grants such as are now given under Article 1(c) of the Social and Physical Training Grant Regulations should be given to new organisations only after the closest consideration by the Ministry of Education and the Welsh Youth Committee. (Section 24.)

8. That Local Education Authorities should exercise special care before supporting applications for grant-aid from clubs whose membership is confined to those professing particular religious creeds. (Section 25.)

9. That Government grant to Local Education Authorities for expenditure on the Youth Service be increased from the existing rate. (Section 20.)

10. That all "educational" youth activities be under the administrative supervision of one ministry, namely, the Ministry of Education. (Section 27.)

RHAGARWEINIAD

Ym mis Mawrth 1943 derbyniodd Pwyllgor Ieuenctid Cymru oddiwrth yr *Youth Advisory Council* ddrafft o adroddiad a gyhoeddwyd wedi hynny o dan yr enw "Y Gwasanaeth Ieuenctid wedi'r Rhyfel." Gan fod yr adroddiad hwn yn ymwneuthur â'r Gwasanaeth Ieuenctid yn Lloegr yn unig, barnodd Pwyllgor Ieuenctid Cymru yn dda ystyried ar wahan Wasanaeth Ieuenctid yng Nghymru wedi'r rhyfel. Felly, ar y 19 o fis Mawrth, 1943, penodwyd ganddynt Is-bwyllgor, a therfynau maes ei ymchwiliad fel a ganlyn :—

" I ystyried beth ddylai safle'r Gwasanaeth Ieuenctid fod ar ôl y rhyfel."

Gofynwyd i'r Is-bwyllgor yn ei ymchwiliad gymryd yn ganiataol y prif ystyriaethau a ganlyn :—

(a) Y codir yr oedran gadael ysgol i 15 yn ddieithriad.

(b) Yr ystyrier y cyfnod o 15 i 18 i raddau yn gyfnod addysgol, yn yr ystyr fod yr adolecent yn parhau i fod yn wrthrych gofal y gwasanaeth addysgol.

(c) Yn codi o (b) y sefydlir cyfundrefn o addysg ran-amser yn ystod oriau gwaith, ar gyfer yr ieuenctid oll, wedi iddynt orffen ag addysg lawn-amser, hyd at 18 oed.

Cyflwynodd yr Is-bwyllgor adroddiad sydd yn awr wedi'i fabwysiadu gan y Pwyllgor.

Fe ddeallir nad yw'r Weinyddiaeth Addysg, wrth gyhoeddi'r adroddiad hwn, yn ei hymrwymo'i hun i dderbyn ei gasgliadau a'i argymhellion. Ond y mae'r Weinyddiaeth yn tybied y bydd casgliadau'r Cyngor o ddiddordeb, nid yn unig i'r rheini sydd a fynnont â'r Gwasanaeth Ieuenctid yng Nghymru, yn eu gwaith dydd-bwy-ddydd, ond hefyd i gylch ehangach o'r cyhoedd.

Li P Wheldon

Chwefror, 1945

GWASANAETH IEUENCTID YNG NGHYMRU WEDI'R RHYFEL

I. Y Gwasanaeth Ieuencid

Diffiniad ac Amcan

1. Wrth ystyried y cyfnod wedi'r rhyfel mae'n oll-bwysig edrych ar y Gwasanaeth Addysg fel undod cynhenid sydd a fynno â holl gyfnod tyfiant, o blentyndod hyd llawn dwf. Gwasanaeth yw felly sydd i wneud darpariaeth nid yn unig ar gyfer y cyfnod hwnnw pryd y mae'n orfodol i'r plentyn fyned i'r ysgol a sefydliadau cyffelyb, ond hefyd ar gyfer rhoi moddion a chyfleusterau iddo ddatblygo o'i wirfodd, yn ei oriau hamdden, ei ddiddordebau a'i fedr ef ei hun.

2. O edrych arni felly mae addysg yn ymrannu'n ddwy:—

(a) Y rhan honno sydd a fynno ag addysg orfodol o bob math, llawn-amser a rhan-amser, hyd at 18 oed.

(b) Y rhan honno sydd a fynno â gweithgaredd gwirfoddol yn ystod oriau hamdden.

Gwaith y Gwasanaeth Ieuencid heddiw yw gwneud darpariaeth ar gyfer hyfforddiant cymdeithasol a chorfforol i'r ieuencid hynny rhwng y 14 a'r 20 oed, nad ydynt mwyach yn derbyn addysg llawn-amser. Yn y cyfnod wedi'r rhyfel dylai fod yn gwneud darpariaeth ar gyfer rhai o bob oedran, o'r pryd pan eir yn gyffredin tu allan i'r cartref am foddion i lanw oriau hamdden, hyd pan gyrhaedder oedran gŵr. O'i ddatblygu felly byddai Gwasanaeth Hamdden yn enw mwy priodol iddo na Gwasanaeth Ieuencid.

Daw'r rhan hon o'r datblygiad ym maes addysg yn bwysicach fel y bo'r adoesent yn mynd yn hŷn, ac amser addysg orfodol yn lleihau, a dylai barhau tu hwnt i gyfnod gorfodaeth statudol, fel ag i roi cyfle i'r ieuencid ymgymryd o'u gwirfodd â derbyn hyfforddiant pellach fel paratoad ar gyfer cyfrifoldeb dinasyddiaeth llawn.

3. Yn yr Adroddiad hwn, felly, deallir wrth Wasanaeth Ieuencid ddarpariaeth a datblygiad moddion a chyfleusterau i blant a phobl ieuainc feithrin o'u gwirfodd yn eu horiau hamdden ddiddordebau a doniau o bob math.

4. Erys amcan y gwasanaeth fel y mynegwyd ef yn y Memorandwm gyhoeddwyd gan Adran Gymreig y Bwrdd Addysg ym mis Mawrth 1940, f^d esboniad ar Gylchlythyr 1486,—

“Hanfod y broblem yw trefnu i bobl ieuainc o'r ddau ryw . . . moddion i dreulio'u horiau hamdden mewn modd sydd yn iachus, . . . g. ddefnyddiol ac yn gydnaws, ac i wneud y moddion hwnnw'n rhan o wasanaeth addysgol y gymdeithas.”

5. Er nad yw'n perthyn inni ymdrin ag amcanion cyffredinol addysg, yr ydym er hynny o'r farn ei bod yn ddyletswydd arnom awgrymu sut orau i ddelio â'r broblem arbennig hon. Cyn gwneud hynny rhaid inni fwrw golwg ar yr agweddau hynny ar gymdeithas heddiw sy'n dylanwadu'n uniongyrchol ar ddatblygiad y Gwasanaeth Ieuencid yng Nghymru.

II. Y Cefndir Cymdeithasol

6. Y mae a fynno Pwyllgor Ieuencid Cymru â Chymru, gwlad y bu gan ei nodweddion daearyddol ddylanwad trwm ar ei phobl. Mae'r rhagor rhwng

yr ardaloedd gwledig â'r ardaloedd trefol yn amlwg iawn yng Nghymru. Prin iawn yw'r boblogaeth yn yr ardaloedd gwledig, ac y mae i hyn ddylanwad uniongyrchol ar adnoddau'r Awdurdodau lleol; ac er bod dylanwad y peiriant, sydd yn nodweddiadol o'r oes bresennol, wedi treiddio i'r ardaloedd mwyaf gwledig, fe erys, serch hynny, broblemau cynhenid wledig yn galw am foddion arbennig i'w dadrys.

7. Er bod yr iaith Gymraeg yn ffynnu yn yr ardaloedd gwledig, ni ddylid anghofio bod hanner y rhan honno o boblogaeth Cymru sy'n siarad Cymraeg yn trigo ym Morgannwg drefol. Ni ddichon pwnc yr iaith lai na dylanwadu ar yr holl gyfundrefn addysg, gan gynnwys y Gwasanaeth Hamdden. Ond mae'n fwy na phwnc iaith yn unig; mae a fynno â thraddodiadau a diwylliant cenedl, a dylai'r iaith Gymraeg gael ei phriod le yng ngweithgareddau'n hieuencid.

8. Y mae'r Cymry yn draddodiadol annibynnol eu barn; dyma a esgorodd ar y fath nodweddion â'r enwadaeth gref a ffynnodd yn eu plith, ac yr ydym yn dra sicr o weled adlewyrchiad ohono yng ngweithgareddau gwirfoddol oriau hamdden; yr ydym yn debyg felly o weled cynnydd mewn grwpiau bychain a phob un â'i ddi-ddordeb arbennig ei hun. Peth iachus yw amrywiaeth fel hwn ac yn haeddu cefnogaeth; er hynny rhaid meithrin delfrydau cydweithrediad a chymdeithas, gan na ellir gwario arian y cyhoedd yn ddiderfyn ar gynorthwyo grwpiau bychain wrth eu gweithgareddau arbennig.

9. Mae athrylith dyn wedi esgor ar ddarganfyddiadau a ddylanwadodd ar ein bywyd mewn modd na ellir ei anwybyddu. Ym myd diwydiant mae'r peiriant sy'n pentyrru ei gynyrch nwyddau, a'r difyrion a bentyrrir mor afradlon o hael o flaen y lluoedd, yn rhwystr i ddatblygiad pendant yr unigolyn. Os ydym am i'r person unigol gadw'i le a'i bwys, ac os ydym am ddatblygu gwir ddemocratiaeth, lle cymer yr unigolyn ei ran yn ddeallus, rhaid gwrthsefyll effeithiau'r peirianyddu hwn sydd yn gwahanu unigolion a theuluoedd, ac yn myned dan seiliau'r ymdeimlad o unoliaeth yn ein cymdeithas. Bydd y Wladwriaeth yfory yn dibynnu ar ieuenctid heddiw, a hanfod y gorchwyl sydd o'n blaen yw sicrhau cyfleusterau iddynt ddatblygu yn ddirwysr eu doniau unigol, ac i ganfod arwyddocad cymdeithasol a pholiteicaidd eu gorchwylion beunyddiol, i'r fath raddau fel ag i ddeall natur eu cyfrifoldeb i'w cymdeithas.

Dylid gwneud pob defnydd yn y gyfundrefn addysg, o dechneg medrus ac adnoddau'r ugeinfed ganrif, yn ei gweddau ffurfiol ac anffurfiol.

Cl. 10. Anodd gwneud datganiad ar bwnc crefydd. Y mae'n cymdeithas democrataidd ni yn derbyn delfrydau gwareiddiad Gristnogol, a rhaid i ieuenctid, fel oedolion, wrth y symbyliad ysbrydol sy'n deillio oddiwrth ffydd grefyddol. Ond wrth edrych ar y Gwasanaeth Ieuenctid fel adran weinyddol, sy'n trefnu ei darpariaethau fel dyletswydd gymdeithasol, ni ddylid cymysgu ei swyddogaeth â swyddogaeth yr Eglwysi.

11. Cymerwn yn ganiataol fod pawb yn cytuno ar yr angen am welliannau mewn cylchoedd cymdeithasol eraill sydd yn delio â'r Gwasanaeth Ieuenctid; e.e. yr angen am ddogneau teuluaidd, am gwtogi oriau gwaith pobl ieuaic dan 18, ac am helaethach gwyliau cyfflog blynyddol i weithwyr ieuaic.

III. Anghenion Hamdden Pobl Ieuaic

12. Yn ychwanegol et eu haddysg orfodol mae gan bobl ieuaic yr hawl i ddisgwyl y bydd cyfleusterau a moddion iddynt yn eu horiau hamdden, i ymarfer â gweithgareddau gwirfoddol a fydd yn dal perthynas â'u hanghenion

sylfaenol fel dinasyddion yn tyfu yn y gymdeithas sydd ohoni heddiw. Llanw'r anghenion hyn yw amcan bodolaeth y Gwasanaeth Ieuencid, a dylai'r cyfryw wasanaeth gynnwys :—

(i) Canolfannau a chlybiau Ieuencid, canolfannau adloniant ac ymarfer, cymdeithasau ag iddynt ogwydd arbennig, sefydliadau ieuaf a chanddynt raglenni pendant, grwpiau hobi, sefdliadau a'u diddordeb mewn ymarferion corff arbennig, eisteddfodau, cymanfaoedd a chyfarfodydd cystadlu, etc., etc.

(ii) Cyfle i ennill profiad ac hyfforddiant mewn cymdeithas, fel paratoad ar gyfer dinasyddiaeth lawn—e.e., Colegau preswyl i ieuencid, gwersylloedd hyfforddi yn cynnig ysbeidiau byr o hyfforddiant o natur ryddfrydol, a gogydd bendant at ddysgu cydweithredu mewn cymdeithas, cyrsiau hyfforddi mewn awywrriaeth a morwriaeth.

(iii) Cyfleusterau a moddion i dreulio'r gwyliau mwyaf amrywiol a chyfoethog eu natur, gan gynnwys teithio i wledydd tramor, gwersyllu o bob math, ymdeithiau ag amcanion arbennig iddynt (megis gwyddoniaeth anianyddol, dringo mynyddoedd etc.).

(iv) Cyfleusterau ac arweiniad i bobl ieuainc, fel ag i'w rhoi ar ben y ffordd i fagu athroniaeth bywyd bersonol, yn y gobaith y dânt i dderbyn y rhinweddau "Cristnogol" fel sylfaen gweithred a meddwl.

IV. Peirianwaith

A. Arolwg ar y Peirianwaith Presennol

13. Hyd yn hyn rhannwyd y gwaith o ddatblygu'r Gwasanaeth Ieuencid rhwng yr awdurdodau statudol â'r cyrff gwirfoddol. Yr awdurdodau statudol yw'r Weinyddiaeth Addysg (ond bod cyfrifoldeb mewn rhai materion yr gorwedd ar y Weinyddiaeth Lafur, y Weinyddiaeth Amaethyddiaeth, a'r tair Adran Wasanaeth) a'r Awdurdodau Addysg Lleol. Y cyrff gwirfoddol yw'r Sefydliadau Ieuencid Cenedlaethol, yn bennaf. Ceir peth gwasanaeth hefyd oddiwrth sefydliadau fel y Cyngor Canolog a'r gyfer Adloniant Corfforol, gyda chymorth oddiwrth y drysorfa gyhoeddus.

14. *Y Weinyddiaeth Addysg.*—Y Weinyddiaeth Addysg yw'r corff canolog cyd-drefniadol. Ei swydd, fel y'i mynegir yng Nghylchlythyr 1516 yw "canolbyntio ac arwain ymdrechion pawb sydd yn ymwneuthur â Buddiannau Ieuencid; ychwanegu at adnoddau'r sefydliadau Cenedlaethol presennol, heb ymyrryd â'u hannibyniaeth; a sicrhau cydweithrediad, fel ag i fyned dros y maes mewn modd nas gwnaed hyd yma.

I'r amcan hwn mae'n gwneud grantiau fel a ganlyn :—

(a) Grantiau uniongyrchol, at amcanion hyfforddi, a gweinyddu a datblygu, i sefydliadau gwirfoddol cenedlaethol o dan Erthyglau 1(b) a (c) y Rheolau Grant at Hyfforddiant Cymdeithasol a Chorfforol, 1939, fel y'u newidiwyd gan Gwelliant Rhif 1, 1940 a Gwelliant Rhif 2, 1944.

(b) Grantiau Uniongyrchol i unedau ieuencid lleol, a dan Erthygl 1(a) o'r un Rheolau Grant, ar gymhelliad Awdurdodau Addysg Lleol neu eu Pwyllgorau Ieuencid.

(c) Grantiau i Awdurdodau Addysg Lleol o hanner eu treuliau ar Wasanaeth Ieuencid.

Rhydd y Weinyddiaeth gymorth ychwanegol trwy drefnu cyrsiau hyfforddi a thrwy wasanaeth ei harolygwyr.

Byddai'n ddymunol i'r Weinyddiaeth Addysg gyhoeddi'n flynyddol adroddiad llawn o'r hyn a gyfrannodd mewn grantiau uniongyrchol o dan Erthygl 1(c).

Nid oes gan yr Awdurdodau Addysg Lleol ar hyn o bryd syniad o gwbl am faint y swm a dreuliyd mewn grantiau felly ar waith ieuencid yn eu hardaloedd. Yr ydym o'r farn felly y dylai pob Sefydliad Ieuencid Cenedlaethol, sydd yn derbyn grant o dan erthygl 1(c) o'r Rheolau, roi gwybodaeth bob blwyddyn i'r awdurdodau statudol am y ffordd y dosrannwyd y grant hwn.

15. *Awdurdodau Addysg Lleol*.—Yr Awdurdodau Addysg Lleol yw cyrff gwaith y Gwasanaeth Ieuencid. Dywed Cylchlythyr 1516 amdanynt " Y maent i fod ar y blaen yn eu hardaloedd eu hun ; i drefnu'r peirianwaith sydd i sicrhau cydweithrediad lleol ; i roi cefnogaeth i'r sefydliadau eisoes ar waith i ddatblygu'r gwaith hwnnw ; ac i lanw'r bylchau nas llenwir gan y sefydliadau hyn. Gwnaethant hyn drwy arwain yn y weinyddiaeth leol, naill ai trwy gynorthwyo cyrff gwirfoddol â grantiau o arian (o dan Adran 86 o Fesur Addysg, 1921, fel y'i newidiwyd gan Adran 6 o'r Mesur Hyfforddiant ac Adloniant Corff, 1937) a thrwy drefnu gwasanaethau o lawer math ; neu drwy eu hunain drefnu gwaith ieuencid anffurfiol. Maent hefyd wedi sefydlu Pwyllgorau Ieuencid, a phenodi Swyddogion Ieuencid, ac wedi roi cyfarwyddyd cyffredinol i'r gwaith ieuencid yn eu hardaloedd.

Anwastad fu datblygiad y Gwasanaeth Ieuencid, ac ni ellid osgoi hynny. Ni bu rhai Awdurdodau Addysg Lleol, am wahanol resymau, mor weithgar â'i gilydd, ac esboniwyd cylchlythyrau'r Weinyddiaeth Addysg mewn amrywiol dulliau.

16. Mae i ddyfodiad yr awdurdodau statudol i faes gwaith ieuencid fanteision amlwg. Mae ganddynt hwy'r adnoddau ariannol sydd yn eisiau ar gyfer y gwaith ; rhydd eu swydd barhaol a'u sefydlogrwydd sicrwydd parhad mewn polisi, a diogelwch a status galwedigaethol i'r gweithwyr cyflog yn y gwasanaeth. Maent hwy hefyd yn ymgorfforiad o'r egwyddor werinlywodraethol sy'n rhoi'r rheolaeth ar arian y cyhoedd a werir ar y Gwasanaeth Ieuencid i gyrff a etholwyd gan y cyhoedd.

17. Wrth geisio sicrhau moddion digonol ar gyfer oriau hamdden cyfeiriodd yr Awdurdodau Addysg Lleol eu hymdrechion yn bennaf at gynorthwyo gwaith y cyrff gwirfoddol. Ond mae rhai Awdurdodau—yn ogystal â gwneud grantiau o arian, a chynnig manteision megys gwasanaeth hyfforddwy'r cymwys, defnydd rhad o ysgolion, ysgolion a chyrisiau hyfforddi, cyfarfodydd cystadlu, rhoi benthyg llyfrau, etc.—wedi gwneud arbrofion ar sefydlu eu canolfannau a'u sefydliadau ieuencid eu hunain, a thalu'r arweinwyr.

Tybir weithiau fod Awdurdodau Addysg Lleol, wrth agor y canolfannau ieuencid hyn, yn sefydlu cynreolau newyddion, o dan awdurdod newydd. Ni sylweddolir yn ddigon clir eu bod wedi derbyn yr awdurdod hwn yn y Mesurau Addysg 1918 a 1921, a bod rhai ohonynt wedi gwneud defnydd ohonynt cyn 1939.

Mewn gwlad lle ffynna'r egwyddor o "lywodraethu trwy gytundeb", peth hollol normal a naturiol yw gwneud defnydd o sefydliadau "gwladwriaethol" i ddwyn i weithrediad egwyddor addysgol, a benderfynwyd arni mewn dull democrataidd, Cyhyd ag y glyner at yr egwyddor mai gwirfoddol yw unrhyw weithgareddau yr ymgymerer â hwynt mewn oriau hamdden (ac nid oes lle i gredu bod neb yn dymuno'n amgen) gellir edrych ar aelodaeth o unrhyw gymdeithas ieuencid, pa un ai o dan weinyddiaeth corff statudol, neu gorff gwirfoddol, fel ymgorfforiad o'r egwyddor o "gydgynnull rhydd er mwyn cydweithgarwch." Ni welwn lai na ddylai gwaith ieuencid o dan nawdd uniongyrchol yr awdurdod statudol ddatblygu'r nodweddion hynny yr ydym yn eu dymuno, sef amrywiaeth, rhyddid, humanlywodraeth a chyd-ddealltwriaeth yn ffynnu rhwng yr aelodau â'r arweinwyr.

18. Rhoddodd y prinder moddion i dreulio oriau hamdden, yn y cyfnod rhwng y ddau rhyfel, gyfle i'r mudiadau gwirfoddol a oedd mewn bod ar y.

pryd wella peth ar bethau, a daeth hefyd â nifer o fudiadau newydd i fod. Dyma a fu swyddogaeth ymdrech wirfoddolerioed, sef llanw angen cymdeithasol, a braenaru'r tir wrth wneuthur hynny, ac o dipyn i beth dwyn y werin i ymwybod â'i dyletswydd cenedlaethol. Y mae ar y Gwasanaeth Ieuentid angen heddiw am y gwasanaeth hwn ar law'r mudiadau gwirfoddol, a bydd arno'r un angen yn y dyddiau sydd i ddyfod.

Erbyn heddiw derbyniwyd deunaw o fudiadau gwirfoddol yn aelodau o Gynhadledd Sefydlog y Mudiadau Ieuentid Gwirfoddol Cenedlaethol. Mae'r mwyafrif o'i mudiadau hyn yn derbyn grantiau uniongyrchol oddiwrth y Weinyddiaeth Addysg. Buont yn gweithio dros fuddiannau ieuentid am flynyddoedd lawer, a hynny ar adnoddau prin, pan nad oedd grantiau i'w cael o ffynonellau swyddogol, a syn yw iddynt gyflawni cymaint. A phan gawsant anogaeth oddiwrth y Bwrdd Addysg i ddatblygu eu gwaith, ac iddo'i cynorthwyo â grantiau hael, amlygwyd ganddynt yr un brwdfrydedd a'r un anturiaeth ag a welwyd yn nyddiau eu cyni. Yr ydym mewn dyled drom iddynt.

19. Bu cychwyn y rhyfel yn llestair ar waith yr holl fudiadau hyn, ond daeth y polisi a gyhoeddwyd yng Nghylchlythyr 1486 â chymorth iddynt. Esmwythhaodd ar eu baich ariannol, a throi eu sylw fwyfwy at broblem y bechgyn a'r merched o'r 14 i'r 20 oed, a oedd wedi gadael ysgol. Nid ydym o'r farn fod y canolbwyntio hwn wedi hyrwyddo buddiannau gorau'r Gwasanaeth Ieuentid na'r Mudiadau Gwirfoddol eu hunain, ac awgrymwn annog y mudiadau hyn i helaethu terfynau eu gweithgarwch, ac ystyried Gwasanaeth Hamdden fel syniad sy'n cynnwys pob oedran o fewn ei derfynau, gan fod angen mawr yma am waith arloesi ac am ddelfrydiaeth.

Teimlwn mai trwy'r gwaith arloesi a'r ddelfrydiaeth hon y gall y mudiadau gwirfoddol wasanaethu achos ieuentid orau, ac nid trwy ddatblygu darpariaethau y mae'r Awdurdodau Addysg Lleol mewn gwell ffordd i'w paratoi. Byddai rhannu cyfrifoldeb fel hyn rhwng y cyrff statudol a'r mudiadau gwirfoddol yn rhyddhau'r mudiadau gwirfoddol o lawer o'u gofalon ariannol, a hwyluso'r ffordd iddynt yn eu gwaith gyda'r cylchoedd a'r oedrannau, y mae eu diddordeb fwyaf arbennig ynddynt. Mynegwn felly ein cred mewn Gwasanaeth Ieuentid cenedlaethol wedi ei sylfaenu ar syniad fel hwn o bartneriaeth rhwng y Weinyddiaeth Addysg, yr Awdurdodau Addysg Lleol a'r Mudiadau Gwirfoddol.

B. Peirianwaith y Dyfodol

20. Wrth gyflwyno ein hawgrymiadau ar gyfer datblygu'r Gwasanaeth Ieuentid yn y cyfnod wedi'r rhyfel, cymerwn fel egwyddor sylfaenol yr hawl sydd gan bob mab a merch ieuanc i gyfleusterau o bob rhyw fath i dreulio oriau hamdden, ynghyd a rhyddid dewisiad a mynegiant llawn a dilyfethair. Dylai'r cyfryw ddarpariaethau ddwyn arnynt lun a delw hawlfraint ddinesig, ac ni ddylid eu difwyno â nod tloedi, fel yn achos y grantiau Ardaloedd Arbennig, a fu'n gymaint cyfrwng i rwygo patrwm y gymdeithas yn ardaloedd trefol De Cymru.

O hyn ymlaen hyd pan welom ddwyn i ben yr egwyddor o ddarpariaeth lwyr, ceir gweled cyfnod o drawsewid graddol, a hynny dros rai blynyddoedd. Yn y cyfnod hwn barnwn mai buddiol, onid angenrheidiol, fydd gwneud defnydd o'r peirianwaith sydd wrth law eisoes, gyda rhai cyfnewidiadau. Ni ddylai cyfnod y trawsnewid, er hynny, fod yn faith, a dylid datblygu'r gwaith yn wastad ac yn ddigonol dros yr holl wlad. Er mwyn sicrhau hyn, a chadw mewn golwg fod adnoddau Awdurdodau Addysg Lleol yn amrywio (ac anwybyddu'r posibilrwydd o drefnu grwpiau o Awdurdodau ar raddfa ehangach) yr ydym o'r farn y dylid chwaneu at y grant a delir ar dreuliau Awdurdodau Addysg Lleol ar y Gwasanaeth Ieuentid.

21. Yma dymunem alw sylw at y tebygrwydd rhwng safle bresennol y Gwasanaeth Ieuentid â safle addysg elfennol yng nghanol y ganrif olaf. Gwnaed grantiau i gynorthwyo mudiadau gwirfoddol gyntaf yn 1833, ac fe'u cynyddwyd yn raddol hyd 1870, pan benderfynodd y Wladwriaeth fabwysiadu cyfundrefn ddeuol o ysgolion gwirfoddol ac Ysgolion Bwrdd. Cadarnhawyd y polisi hwn gan Fesur Balfour yn 1902. Ni bu'r canlyniad yn foddhaol naill ai i ysgolion y Wladwriaeth nac i'r ysgolion gwirfoddol.

Gwelwn reswm dros ofni datblygiad cyffelyb yn y Gwasanaeth Ieuentid o ddeuoliaeth newydd yn yr ymdrechion sy'n derbyn grantiau i'w cynorthwyo. Mae'n bosibl nad eir ymlaen yn ddiderfyn â'r polisi presennol o dalu grantiau'n gynyddol i fudiadau gwirfoddol, ac ni chafwyd arwydd pa mor bell y mae'r Wladwriaeth am fynd. Fel y mae ar hyn o bryd gall unrhyw Eglwys neu gapel, unrhyw uned o fudiad gwirfoddol, a hyd yn oed unrhyw gasgliad o unigolion, sefydlu clwb adloniant, a gofyn am gynhorthwy oddiwrth y wladwriaeth ; gall pob enwad a phob sect sefydlu ei fudiad, ac felly gellir sefydlu unrhyw nifer o fudiadau ieuentid " cenedlaethol " newydd, a gofyn am gynhorthwy o dan Erthygl 1(c) o'r Rheolau Grant.

Ymhellach nid oes dim o rwystro ugain o fudiadau gwirfoddol yn yr un ardal rhag sefydlu unedau, a gofyn am grantiau i ddarparu'r un cyfleusterau'n union ; a hyd yn oed wedi hynny nid oes gennym un sicrwydd y byddid wedi cyfarfod â holl anghenion ieuentid yr ardal.

Ond y mae lle i gredu y gellir osgoi, yn ein gwasanaeth hamdden cenedlaethol, y prif ddiffygion sydd yn y " gyfundrefn ddeuol " yn ein haddysg ffurfiol, gan fod y Weinyddiaeth Addysg yn awr yn berchen ar brofiad helaeth, dulliau profiadol o weithredu, a staff, wedi eu hyfforddi, wrth law i gynorthwyo i ddadrys y broblem.

22. Ymddengys inni y gall yr awdurdodau statudol gyfarfod, mewn modd cynyddol a digonol, â'r angen am ddarparu ar gyfer pobl ieuainc foddion a chyfleusterau i iawn ddefnyddio'u horiau hamdden. Golyga hyn y dylai Awdurdodau Addysg Lleol ddatblygu Canolfannau Ieuentid lle bynnag y bo angen, a'u trefnu'n ofalus, fel ag i ddarparu'n briodol ar gyfer y gwahanol oedranau a'r ddau rhyw, o'r 9 oed, dyweder, hyd yr 20. Yn y canolfannau hyn dylid cynnig i bobl ieuainc y moddion i ymarfer â dewisiad eang o ddiddordebau, naill ai mewn grwpiau o'u dewisiad hwy eu hunain, neu'n unigolion.

Ar yr un pryd, dylai'r Awdurdodau Addysg Lleol frysio i ddatblygu y cynlluniau a fydd yn sicrhau ym mhob ardal gyfleusterau i bawb o'r ieuentid, naill mewn grwpiau annibynnol, neu'n aelodau o fudiad. Dylid bod darpariaeth gynyddol felly ar gyfer gwersylloedd, badonau nofio, caeau chwarae, cyrsiau hyfforddi, gwasanaeth hyfforddwyr, llygrgelloedd, cydweithredu mewn Eisteddfodau, cymanfaoedd, mabolgampau, etc., etc. Bydd holl ieuentid yr ardal yn rhydd i fanteisio ar y cyfleusterau hyn, ac ni cheid mwyach ofynion oddiwrth lu o fudiadau am gynhorthwy'r wladwriaeth ar gyfer yr hyn sydd yn gyffredin i bawb.

Wrth fod yr Awdurdodau Addysg Lleol yn ymgymryd â darpariaethau costus o'r math hwn, byddid yn ysganhau baich ariannol trwm y mudiadau gwirfoddol, a'u galluogu i ganolbwyntio ar eu cyfraniad arbennig hwy at waith ieuentid. Gellir yn aml wneud y cyfraniad hwn o fewn fframwaith Canolfan Ieuentid yr Awdurdodau Addysg Lleol, a thrwy hynny alluogu'r mudiadau gwirfoddol i elwa ar adnoddau'r awdurdod cyhoeddus. Yn wir ceir unedau o lawer mudiad fel yr Urdd, y *Girl Guides*, a'r Scowtiaid yn gweithio'n llyyddiannus o fewn fframwaith sefydliadau addysgol.

Fe gymer lawer blwyddyn i baratoi canolfannau a chyfleusterau i gyfarfod a phob gofyniad, ac yn y cyfamser rhaid myned ymlaen â'r polisi o roi cynhorthwy grantiau uniongyrchol i fudiadau ieuencid gwirfoddol. Ond yr ydym o'r farn y dylai graddfa'r cynhorthwy uniongyrchol hwn leihau fel y cynyddo'r cynhorthwy anuniongyrchol, trwy gyfrwng darpariaethau'r awdurdodau addysg lleol.

23. Dylid cadw'r un berthynas rhwng y cynhorthwy grant uniongyrchol a gyfrennir i Brif Swyddfeydd y mudiadau gwirfoddol cenedlaethol, â'r cynhorthwy anuniongyrchol a roddir. Mewn llawer cyfeiriad byddai rhoi chyfleusterau a gwasanaethau i bob mudiad gwirfoddol ar yr un telerau yn fwy mantais barhaol na chynhorthwy grant cyfnewidiol, sydd yn rhaid iddo ddibynnu ar amryw ystyriaethau economegol. Byddai'r sicrwydd fod ganddynt hawl i gyflenwad eang o gyfleusterau yn cyfrannu'n helaeth at sefydlogrwydd a pharhad y mudiadau gwirfoddol.

Ymhlith y cyfryw ddarpariaethau dylid cynnwys cyrsiau hyfforddi o bob math, gan gynnwys cyrsiau i arweinwyr, ar amodau tebyg i amodau cyrsiau i ddarpar-athrawon; sefydlu gwersylloedd cenedlaethol, cyfle i gyfarfod â chenedloedd eraill trwy deithiau i wledydd tramor, a chynhorthwy ariannol i gefnogi unigolion i fynd ar y cyfryw deithiau.

24. Yr ydym yn ymwybodol o'r rhan fydd gan y mudiadau gwirfoddol cenedlaethol yn y Gwasanaeth Ieuencid. Dyma'r mudiadau a fu'n cynnal y rhan fwyaf o'r baich yn y blynyddoedd pan nad oedd cynhorthwy i'w gael oddiw'rth y Wladwriaeth. Maent mewn dosbarth gwahanol felly i'r mudiadau hynny a ffurfir y dyddiau hyn, weithiau, efallai, am y gwyddys fod cynhorthwy grant i'w gael.

Rhag amlhau o fudiadau newydd, bob un yn dibynnu ar grantiau oddiw'rth y Wladwriaeth, yr ym o'r farn na ddylid cyfrannu grant uniongyrchol i fudiadau newydd, ond ar ôl ystyriaeth fanwl a'r ran y Weinyddiaeth Addysg a Phwyllgor Ieuencid Cymru.

25. "*Clybiau Caedig*".—Da fyddai i Awdurdodau Addysg Lleol fod yn bur ofalus cyn ategu ceisiadau am gynhorthwy grant oddiw'rth glybiau sy'n cyfyngu eu haelodau i'r rheini sy'n arddel credoau crefyddol arbennig.

26. *Hyfforddi*.—Gan i bwnc hyfforddi Arweinwyr fod yn destun ymchwiliad pwyllgor arbennig, barnwyd iddo fod tu allan i faes yr adroddiad hwn.

27. *Unoliaeth o dan y Weinyddiaeth Addysg*.—Gan ein bod yn ystyried y Gwasanaeth Addysg yn undod, credwn y dylai pob dim sydd a fynno ag addysg, fod o dan un Weinyddiaeth Addysg. Camgymeriad ym mhob ystyr, yn ein barn ni, yw torri addysg yn rhannau a'u galw'n "*amaethyddiaeth*" etc. Er enghraifft nid da neilltuo "*Ffermwyr Ieuainc*" a'u trin fel petaent yn perthyn i ryw ddosbarth gwahanol mewn cymdeithas i'r rhelyw o'u cyfoedion. Ymddengys mai doethach fyddai ystyried ffarmio fel un diddordeb ymhlith eraill, a darparu chyfleusterau ar ei gyfer, yn yr un modd yn union ag ar gyfer y lleill.

V. Crynodeb o'r Prif Argymhellion

1. Yn y cyfnod wedi'r rhyfel dylai swyddogaeth y Gwasanaeth Ieuencid fod i ddarparu moddion a chyfleusterau i bobl ieuainc yn gyffredinol i dreulio'u horiau hamdden, fel rhan anhepgor o'r Gwasanaeth Addysgol Cenedlaethol.

2. Dylid sylfaenu'r Gwasanaeth Ieuencid Cenedlaethol ar y syniad o bartneriaeth rhwng y Weinyddiaeth Addysg yr Awdurdodau Addysg Lleol â'r Mudiadau Gwirfoddol.

3. Dylai ddarparu'r moddion a'r cyfleusterau hyn fod yn rhan o swyddogaeth statudol yr Awdurdodau Addysg, hynny yw, y Weinyddiaeth Addysg a'r Awdurdodau Addysg Lleol.

4. Yng nghyfnod y trawsnewid o'r trefniadau presennol i'r ddarpariaeth gyflawn ar gyfer oriau hamdden, dylid dal ymlaen at y polisi presennol o roi cynhorthwy ariannol uniongyrchol i fudiadau gwirfoddol cenedlaethol, a'u hunedau lleol, ac i unedau annibynnol lleol eraill.

5. Yng nghyfnod y trawsnewid dylai'r Weinyddiaeth Addysg a'r Awdurdodau Addysg Lleol chwanegu'n gynyddol at eu darpariaeth ar gyfer ieuenctid tu mewn i fudiadau sefydledig a thu allan iddynt, ac at y cynhorthwy anuniongyrchol i fudiadau ieuenctid, a chwtogi eu cynhorthwy ariannol uniongyrchol fel bo'r cynhorthwy anuniongyrchol yn cynyddu.

6. Hyd yn oed y pryd hwnnw dylid bod cynhorthwy ariannol uniongyrchol wrth law i fudiadau gwirfoddol, pa un ai i'r Brif Swyddfa neu at bwrpas amcanion lleol, sydd ganddynt gyfraniadau cymeradwy arbennig a phendant i'w gwneud at wasanaeth ieuenctid.

7. Na ddylid talu grantiau fel ag a roddir heddiw, o dan Adran 1(c) o'r Rheolau Grant ar gyfer Hyfforddiant Cymdeithasol a Chorfforol, i fudiadau newydd, ond ar ôl ystyriaeth fanwl ar ran y Weinyddiaeth Addysg a Phwyllgor Ieuenctid Cymru.

8. Y dylai'r Awdurdodau Addysg Lleol fod yn bur ofalus cyn cymeradwyo cais am grant oddiwrth glybiau sy'n cyfyngu ei aelodau i'r rheini sy'n arddel credoau crefyddol arbennig.

9. Y dylid chwanegu at y grant a roir gan y Llywodraeth i Awdurdodau Addysg Lleol at eu treuliau ar y Gwasanaeth Ieuenctid.

10. Y dylai pob gweithgarwch " addysgol " ieuenctid fod dan arolygiaeth un weinyddiaeth, sef y Weinyddiaeth Addysg.

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