

UNDER EIGHT ACTIVITY

An in-depth investigation into many aspects of Under Eight Activity with particular reference to a possible future involvement by The Scout Association.

Compiled and Written by

ANDREW J. WELLBELOVED

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CONTENTS

	<u>Page</u>
The History of the Research	1
The Object of this Report	3
Chapter One	
What Scouting is doing in the United Kingdom	5
Chapter Two	
What is happening in Scouting Overseas	16
Chapter Three	
What is happening in other United Kingdom Youth Organisations	30
Chapter Four	
Some Questions Answered	52
The Aims of The Scout Association	52
The Law and Promise	53
Finance and Related Matters	55
Leadership	58
Legal Aspects	62
The Present Cub Scout Age	63
Extract from Advance Party Report on the Minimum Age Limit	63
Age Ranges of any New Section	67
Mixed or Single Sexed	69
Chapter Five	
The Needs of a Five to Eight year old	72
Chapter Six	
On Reflection	76
Conclusions	82
Appendix One	
A Teacher's view of Under Eight Development	85
Appendix Two	
Questionnaire Analysis	90

The History of the Research

The topic of under eight activity is by no means a new one. It is certainly not a creation of the 1970's nor, indeed, is it one of The Scout Association's own creation. Far from it - the entire subject has been raised time and time again right back to the early 1960's and beyond. The debate amongst the 'grass roots' in some areas has been long standing and extensive.

In the early days and, indeed, until very recently, the whole subject has been termed 'pre cub'. This term has become increasingly embarrassing and misleading in some respects. Thus the phrase 'under eight' has become the current term used to describe this area of interest and it will be the phrase most commonly used throughout this report.

This term has itself produced some difficulties when used in an international context, because in some Scout Associations boys do not begin Cub Scouts at the same age as those in this country. Therefore the term 'under eight' is not a very accurate description of activity taking place for children below the Cub Scout age and, for this reason, on occasions the term 'pre cub' has been retained.

The 'under eight' discussion, as already indicated, has been going on for a number of year. It probably received its first large airing at about the time the Northern Ireland Scout Council became very aware of 'under eight' developments in their area, largely as a result of what was happening in the Boys' Brigade at the time (approximately 1964/65). The matter has been repeatedly raised at meetings of the National Cub Scout Board and at various other national and local committee meetings for many years.

More recently the debate has again been warming up. This has perhaps been stimulated by developments in Scotland, Canada and further developments in Northern Ireland, culminating in the official recognition of an 'under eight' section there in January 1975. Today more people than ever before are aware of what is happening at both home and abroad, particularly in the Canadian 'under eight' scheme which has been given tremendous publicity. It was not, therefore, surprising when at a meeting of the National Cub Scout Board in 1974 the whole subject was raised once again. The discussion which followed resulted in a recommendation being sent to :

The Object of this Report

This is not a definitive document. It is not a 'be all' and 'end all' report of under eight activity. It is not the whole story.

As I embarked on my research I quickly become convinced that an eighteen week period was totally inadequate to cover the whole and immense field of under eight activity. It has not, therefore, been possible to instigate widespread enquiries into a great number of relevant and related areas of interest. This report is an attempt to draw together as much information as was possible during the eighteen week period. I have tried to use the report to relate the situations and experiences of other organisations who have an interest in the under eight area; not only in the United Kingdom but, as Scouting is a world wide movement across the world, I have also made efforts to collect as many facts and details from the investigations of others as a way of compensating for any gaps in my own research.

Obviously because of the shortage of time I have not been able to include everything that I would have liked to have seen in the report. Nevertheless, with the co-operation of many people I have done as much as was possible in the time allotted. During my investigation I have been able to visit many places and speak to many people and from these contacts I was able to assess what I thought were the greatest areas of concern and it is on these that I have concentrated. There are, therefore, likely to be areas which some people would have liked to have seen covered and to which I was able to give only a little or no attention at all. I apologise for any failings in this direction, but hope that those who will criticise will appreciate the difficulties of the task in the time available. I think I can honestly say that I believe many more months could usefully be spent in further study into under eight activity.

Once I had been given the period of employment and a budget of some description I set about my task and I feel that I must state at this early stage that I have found the subject most interesting and very much wider than I had anticipated. The basic objective of the task I was set is outlined below. I believe that in virtually every category at least some coverage has been given to each area. This list of objectives was drawn up in consultation with the Executive Commissioner (Training) and the Chairperson of the Under Eight Working Party (formerly the Pre Cub Working Party). We felt that these were the most important areas and, accordingly, it was

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Read not to contradict and confute,
nor to believe or take for granted,
nor to find, talk and discourse,
but to weigh and consider.

FRANCIS BACON

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CONTENTS

	<u>Page</u>
The History of the Research	1
The Object of this Report	3
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the Programme and Training sub Committee suggesting that a working party be established to examine the possibility of Scout provision for children under eight years of age. The Recommendation was duly debated and accepted and in due course the Under Eight Working Party (formerly known as Pre Cub Working Party) was formed. Subsequent to its formation I was employed by The Scout Association for a period of eighteen weeks to work full time on a parallel course to that of the Working Party and, eventually, to produce a report which would be considered by them.

As I have already indicated the 'under eight' question has been simmering for a number of years. It is now very near to boiling point and it is in The Scout Association's own interest to take a decision as soon as possible.

Even the Advance Party Report saw the need to give some consideration to the topic during their investigations and it is perhaps interesting to note that the Advance Party Report did not state that it was categorically against an 'under eight' section but that it did not see a need for one in the immediate future. The Advance Party Report is now nearly a decade old and many feel it is quite clearly time to examine the topic again. Since the publication of the Advance Party Report there have been tremendous changes, both home and abroad, which have now put the debate into a completely different arena. It is no longer easy to deter 'under eight' development by quoting the Advance Party Report or by waving the 'no insurance' stick because many of today's leaders have neither seen, read or been told about the Advance Party Report and insurance cover is obtainable with relative ease from a variety of sources (some people at present do not even consider insurance to be necessary for their 'under eight' group anyway). People can look around to other parts of the United Kingdom and abroad and see development in the 'under eight' area which they have been conditioned to ignore or believe impossible and suddenly today it all seems so possible and so easy. Just as Baden-Powell once suggested the 'im' has been kicked out of impossible, so today in a number of Scout Associations across the world 'under eight' Scout activity is taking place.

Gilwell Park
October 1975

ANDREW WELLBELOVED.

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to these that I turned my attention in the first instance.

- 1) What is the nationwide demand for some form of under eight Scout activity and, is any demand that might exist, justified ?
- 2) What are the consequences for The Scout Association ?
 - financial
 - leadership
 - training
 - image
 - Promise and Law
 - legal aspects
 - social aspects
- 3) What has/is happening in The Scout Association ?
- 4) What is happening in Scouting abroad ?
- 5) What is happening in other U.K. youth organisations ?

CHAPTER ONE

WHAT SCOUTING IS DOING IN THE UNITED KINGDOM

In various parts of the United Kingdom the mention of an 'under eight' section will not bring any surprise as in some areas under eight sections have existed for a number of years (some for at least 15). In some areas the occurrence of an under eight section is an isolated incident, but in others it is a widespread phenomena. However, with the exception of Northern Ireland, these are all unofficial organisations which are not recognised as part of The Scout Association. There are, for instance, in England two groups calling themselves Adventurers, who feed into cub packs and operate in the Dulwich and West Peckham areas of London. There are Mini Cubs in Lancashire, Tweenies in Southwark, Pre Scout training in Brighton. No doubt other such instances of unofficial under eight Scout sections can be found in various parts of the country. Indeed, many of those that do exist are operating unknown to the county involved. In Scotland the situation is somewhat more complex. In Glasgow alone there are over a dozen under eight groups which operate under a variety of differing names - Panthers, Beavers, Chimps, Sparks, Mini Cubs, etc. - while in other parts of Scotland there are in existence several other under eight groups who feed Cub Packs. In Coatbridge there are the Acorns (a Cub OR nearly so). There are also several Mini Cub groups and in Dundee an organisation called the Tenderpads is the forerunner. In Glasgow a very recent development is the establishment of an advisory body for under eight pre Cub work which has, it is argued, implied some form of official recognition of those units feeding Cub Packs. In one area of the United Kingdom official recognition is not only implied it is active; I refer, of course, to Northern Ireland where an under eight section known as Beavers received official recognition in January of this year. There had, however, been an unofficial movement in Northern Ireland for many years past. The history and development of the Beavers can be read in the following chapters.

Scotland

In Scotland as I have already said, many under eight groups already exist. These work under a variety of names with a variety of programmes and uniforms. In recent months in the Glasgow area an attempt has been made to co-ordinate activities of these under eight groups and a Beaver Advisory Committee has been established. Once a group is affiliated to it and has paid its registration fee (£3 for 1975/76) it is able to take advantage of the block insurance policy which provides leader indemnity

cover. Also available to registered groups is access to information and advice from Glasgow Scouting sources. It was stressed in the policy statement that the establishment of the Beaver Advisory Committee in no way implies any formal approval by the "Area" of the actions taken by leaders involved. It would, however, appear that Glasgow is moving towards the position which existed in Northern Ireland a few years ago in respect of their under eight members (see page 11). Perhaps action of the type taken was wise, particularly in the insurance provision, but does it not make the situation more difficult if the idea of an under eight section is rejected than would have been the case before its establishment. It could, of course, be argued that the under eight groups in Glasgow have existed for many years anyway without any assistance and will continue to do so even if the Scout Association does not form an official under eight section. Perhaps, however, it will encourage new groups to form which would not have otherwise come into existence and thus exaggerate the problem.

In Coatbridge on the outskirts of Glasgow, exists an under eight group called Acorns (A Cub OR Nearly So). This organisation has a very capable male leader who was not directly involved with work in any of the other sections before he took up the job, although he was a member of the Group Committee. He was just one parent of many who asked the Group Scout Leader why his son could not join the Cub Scouts before eight when he could already join another organisation down the road. Having received the standard answer which is always given on such occasions, the man went away but, unlike other parents who would have given up or sent their child to the other organisation, which he was old enough to join, he returned several more times asking why nothing was available in Scouting for his son's age group as he wanted his son to join a Scout type organisation. Eventually he was told "if you want something for your son's age group - you run it". This has probably been said many times to many people, but on this occasion the man concerned did not shy away from the challenge, he grasped at it with both hands and, today, runs a very exciting group. He has the use of the Scout Headquarters and the good fortune to work alongside a group which gives him unqualified moral support. He has a completely free hand and receives no physical help or interference from the various section Scouters in the group. There are several young female assistants who help regularly but his experience is that Venture Scouts are not suited to the particular type of task involved. The membership is all male and no uniform is worn by anyone involved. The evening programme consists mainly of games with a little simple 'achievement' work, but there is no formal test structure

whatsoever. No law or promise or any type of ceremony is used.

The impression given by the leader of the Acorn group and by the Scouters of the group as a whole is that they want recognition by Headquarters, but that they would rather be affiliated than a full member of the Association as they would like support to be available, but they did not want Headquarters dictating policy and laying down strict guidelines.

Across Scotland, in the county of Dundee, is yet another under eight organisation. This is an extremely well administered organisation and operates under the name Tenderpads. There are, in fact, two Tenderpad groups in Dundee who meet in two different parts of the city, one being more prosperous an area than the other. The term used to describe the meeting together of the boys is a Den. It is a single sex organisation (male) and the members wear a simple uniform which consists of school grey shorts, Cub Scout jersey with the Tenderpad insignia of a Wolf Cub print positioned centrally on the chest; socks of plain grey and headgear of a woollen ski cap design coloured green and yellow. The leaders all wear Cub Scout leaders' uniform with a lemon coloured neckerchief.

The Tenderpad organisation in contrast to the Acorns have both a law, promise and a formal statement of its aim. In addition there are certain ceremonies etc. The promise (or oath as it is called in Dundee) is as follows:- "I will try to do my best to love and serve God and keep the Tenderpad law". The law is also very simple and consists of two parts: "A Tenderpad cares for all living things" and "A Tenderpad tries to be helpful". The aim of the movement, as written in one of the early guide books, is: "To give to the boys an awareness of nature and prepare them for entry into the Cub Scout section on their eighth birthday. The Den may not consist of more than 24 boys and the Den leader must be at least 35 years of age and is known as Rakasha. The assistant must also be 35 but other helpers may be only 14. The age of 35 was chosen because it was found by personal experience to be the best age for caring for the younger boys and also it was found that Scouters who gave up Scouting for family reasons when younger often feel that they would like to rejoin the movement but find the Cub Scout section has changed too much in their absence, yet they feel that they can still contribute something, particularly in this new younger section.

The boys in the Den are divided into groups called Tribes, each of

which is called by the name of an animal and each will usually have one of the younger leaders to look after it (in the case of the Tenderpads the young helpers were older Scouts). The Jungle Book forms the basis for many of the activities and the boys are told jungle stories and perform jungle plays regularly. Each month a different nature theme is adopted and the Den leader will tell the boys about it, where it lives, what it eats, etc., and then the boys will perhaps make a model of it, draw pictures of it or tell stories about it, etc. (One week it might be the elephant, the next tomato plants and so on).

In the Tenderpads there are no formal tests as such, but rather achievements when the boys' knowledge and ability can be noted. The achievements might be - able to tie one's own shoe laces and tie; be able to tell the time; know the green cross code; recognise the value of coins of the realm; be able to write one's own name, address and telephone number. After each achievement is completed it is marked on a board or a ribbon and put on show. The record of achievements goes with the boy into the Cub Pack. During the meeting there is usually a chat period when the boys can tell everyone their news. This appears to be a very important aspect in the boys' development as they always have plenty of interesting things to say. The Tenderpad leaders have found that everything they do takes longer than it would have done in a Cub Scout Pack and they, therefore, get through less than originally anticipated. It is interesting to note the difference of development between boys in the same Den, but who attend different schools. A child of 7-7½ from one school can tell the time as it is taught at school, but a child who attends a different school might not have been taught this and so the job falls to the Den leaders.

Apart from the games, stories, sing songs and achievements, the Tenderpad programme has several ceremonies and yells which are performed, some each week and some on special occasions. There is, for instance, an opening ceremony and a closing ceremony which is performed every week. A winners and losers yell performed after most games, and on special occasions, there is an acceptance ceremony and a going up ceremony to which parents are usually invited. In the few weeks before a boy is due to go up into the Cub Scouts, the Pack Akelas visit the Tenderpad Den and teach the boys the basis of Cub Scouting, thus creating a smooth changeover for the boys when they attain eight year's of age.

The Tenderpad organisation was certainly run extremely well and I

have never seen so much enthusiasm from young boys as I saw during my visit. I cannot, in all honesty, say that I believe that all the conditions, ceremonies and programmes are the right ones for such young children, but it was certainly a very good example of one type of under eight organisation. Some of what exists I would totally reject, some I could tolerate and some was brilliant, but nevertheless, the Tenderpads did a great deal to convince me just what a child between the ages of 6 and 8 is capable of. I was personally very surprised at the standard and consistency of the abilities of the young people in the Tenderpad Dens. Admittedly I saw them at a specially laid on event, but there was no way that some of the things the boys did or told me about could have been especially prepared and rehearsed. The spontaneity and enthusiasm of the boys was overwhelming.

The Tenderpads I saw were from both Dens and they met especially for me on a Saturday. Despite the long journey across Dundee and the irregular time and day of the meeting, the turn out of boys was very high indeed. Perhaps one of the most amazing things about the meeting was that the boys came from two entirely different social backgrounds and, although I spoke to every child present and played in their games and joined in their sing-song, I did not know this until I was told afterwards. They interacted so quickly and so naturally, it did not seem to make any difference to their behaviour or reactions that some of the children were somewhat better off than the others. They could not care less and accepted each other splendidly. I did, in fact, get the opportunity during my visit to see at first hand the two areas from which the children were drawn and there really was a marked difference. There can be no doubt that this socialisation through the under eight organisation between the two groups with different social backgrounds could be of the greatest significance. If at this early stage Scouting could help to break down the all too clear social barriers which still exist in our society, it will have achieved something magnificent. What a tremendous thing it would be if an under eight section could in any way contribute to the changing of attitudes and prejudices which we are told are so often formed in early childhood.

Northern Ireland

Moving from Scotland to another part of the United Kingdom reveals an even more interesting situation. I refer, of course, to Northern Ireland where an under eight organisation is now an official fourth section of the Movement.

Under eight groups known nowadays as Beavers have existed in Northern Ireland for over ten years in an unofficial capacity. In the early days the groups had a variety of names, but eventually they all accepted the name in most common usage which happened to be Beavers. Therefore, throughout this section on the under eights in Northern Ireland I shall refer to under eight organisations as Beavers where appropriate.

The evolvement of Beavers in Northern Ireland seems to lie closely to what was happening in the other big youth organisation in Northern Ireland. This being the Boys' Brigade who already had some unofficial groups of very young boys attached to their established groups (for more details of the Boys' Brigade in Northern Ireland see page 30). The development of under eight groups in Northern Ireland seemed to have been both spontaneous and somewhat parallel to what was happening in the Boys' Brigade. It was noticed that in the early sixties that the number of Cub Scouts in Northern Ireland was falling and one of the reasons blamed for this was the operation in some areas of a pre-Boys' Brigade units. This naturally attracted the younger boy who did not want to move later into another organisation such as Cub Scouts when he could simply move on up in a familiar organisation. If nothing had been done it could have radically affected the Cub Packs in some areas. In response to this, therefore, several groups began to operate some form of under eight Scout Training to counter the actions of the local Boys' Brigade. The Boys' Brigade was obviously not the sole reason for this development, but it was quite likely the catalyst. Altogether one can list five of the probable reasons for the establishment of an under eight section in Northern Ireland.

1. To provide something for boys below eight years of age and to stop early entry into Cub Packs.
2. To answer the repeated requests from clergy and parents for a reduction of the Cub Scout entry age.
3. To establish an alternative organisation in areas where the Boys' Brigade catered for this age group.
4. To create a sort of nursery for the Cub Pack and to kindle the enthusiasm.
5. To reduce the Cub Pack waiting lists.

These unofficial under eight groups grew rapidly in number and by the autumn of 1965, shortly after the pre-Boys' Brigade units had become affiliated to

the Boys' Brigade organisation for an experimental period, the Northern Ireland Scout Authorities decided that it was time for them to find out exactly what was happening in their Scout groups. It was made clear that this would in no way imply any official recognition of the under eight groups but it was obvious that the Scout authorities needed to know what was happening in case any assistance or control became necessary. It was thus decided that one of the Northern Ireland Cub Commissioners should undertake an investigation. Several meetings were subsequently held and a large degree of agreement reached on such things as age limits, uniform and programme. The name Beavers was adopted by all but one of the under eight groups (it is just coincidence that the Canadians have also called their new under eight section Beavers).

The steady growth of the Northern Ireland Beavers led to a discussion at a meeting of the National Cub Scout Board. This meeting was interested in the under eight development, but was very non committal. In the late spring and early summer of 1968 there were several other meetings to discuss the under eight developments and amongst these was a meeting of the Belfast District Commissioners and, subsequently, a meeting of the Chief Commissioner and his assistants with the County Commissioners. There again was a polite meeting. However, it was made clear that the Commissioners would not put any obstacles in the way of development of the under eight work and, in addition, they did offer limited financial help providing a governing body was established. The Beavers, therefore, though not an official part of the Northern Ireland Scout Movement did achieve some form of associated status. By the September of 1968 the governing body called The Beaver Association was set up by a conference held for the under eight leaders. The Beaver Association had an elected executive committee which had representatives from both leaders of Beaver groups and The Scout Association. The Committee became responsible for the general organisation of the Beaver Association and the production of literature etc. as well as the advising of Scout groups and Church authorities who were anxious to start up new Beaver Groups. Two year's later the first training conference was organised and over one hundred leaders attended making it a very successful event. Since then the training conference has become an annual event.

One of the early problems to overcome was the provision of adequate insurance cover. Initially an approach was made to The Scout Association's Insurance Brokers, but the quote received was relatively high and so cover was negotiated from another company. The cost of the insurance is collected

from the Beaver groups from the £1.25 they pay in annual subscription and registration fee (it is still £1.25 today for all groups with no more than 25 members).

The growth of the Beavers has been astonishing. In 1966 there were approximately 9 Beaver groups with about 300 boy members and 20 leaders. Today there are over 100 groups with an estimated 2,500 boy members and about 200 leaders. There are probably also 10 or 12 other groups who have not yet registered with the Association. To put these figures in perspective it might be useful to note that in Northern Ireland there are approximately 520 Cub Packs with about 4,500 boy members.

The handbook for the Northern Ireland Beavers states that the most encouraging feature about the development of Beavers has been the increasing number of adults who have voluntarily come forward to act as leaders and who have had no previous connection with youth work. In this, the Beavers have certainly opened up a surprising number of new sources for potential leaders, many of whom would not have been prepared to commit themselves to a Cub Scout programme. Many of these new leaders have already achieved remarkable results inside a very short space of time and there is no doubt that the success of Beavers to date has been largely due to their efforts.

The relationship of the Beavers Association and the Northern Ireland Scout Council moved from one of friendly dependence to one of mutual respect and independence. In Northern Ireland Scouting circles as a whole there appeared to be a growing feeling that the Beavers were something that was needed. This feeling increased as it became evident that the fears and worries which a lot of people held did not materialise. After some time this feeling became so evident that The Scout Commissioners and Beaver Leaders' Annual Conference of 1973 passed an official resolution requesting that Beavers be adopted as an official section of the Northern Ireland Movement. In the meantime, the picture was changing rapidly. In 1972/73 the Canadians started their 'pre Cub' experiment. There were further developments in Scotland and other countries began to investigate what was happening. In addition there was renewed interest at national level culminating in the establishment of a working party to study the whole issue. Eventually, therefore, at the beginning of 1975 the Chief Commissioner in Northern Ireland announced that The Scout Council had agreed to incorporate Beavers into the group and district structure of the Association throughout Northern

Ireland. Then, just a couple of months ago, a Commissioner of Development was appointed.

The object of the Beaver Association was to provide something for young boys so that they could take part in suitable activities appropriate to their age and development prior to entry into the Scout Movement and to encourage membership of the Cub Scout section upon attaining their eighth birthday. The boys should have attained, or be within three months of 6 years of age before being accepted into Beavers. It was decided that a very simple uniform should be used and that it should not involve too much expense. The only really significant item was to be the scarf. The uniform for leaders would have to be complimentary, but entirely different from that of the Cub Scout leaders.

From the outset it was made very clear that Beavers must not use any of the Cub Scout programme material. There is no progressive training scheme as it is considered impracticable and unnecessary for this age group. It was strongly suggested that there should be a common membership badge and that before receiving it the boys should do a few simple activities such as telling the time; tying shoe laces and regular attendance for a few weeks. These were only suggestions and the individual leader has to decide as there is no fixed programme for all the groups to follow. It was, however, suggested that they use the letters from the word Beaver around which to construct a programme. The following was suggested:-

- B - building e.g. physical and mental skills such as handicraft and painting, etc.
- E - energy release e.g. ball games, etc.
- A - adventure e.g. outdoor meetings, exploring and visits, etc.
- V - variety e.g. singing, play acting, stories and talks by visitors, etc.
- E - entertaining e.g. music making, poetry.
- R - religion e.g. simple prayers, Bible stories, etc.
- S - story telling e.g. short and interesting stories read or preferably told.

The times of the meetings vary from place to place. Some meet late afternoons or very early evening, whilst others meet on Saturday. The

length of meetings also varies, but are usually about one hour or sometimes perhaps a little longer.

A Beaver Representative Council has now been set up. It has no executive powers, but it can, however, make recommendations to the Executive Committee.

The Northern Ireland experience is that Beavers eliminate the under age Cub problem and puts an end to waiting lists. It is maintained that the pressure of the first school years seems to have prevented the transfer of waiting lists to the lower age group. It would appear that two years in an under eight section is quite long enough otherwise one tends to get forced into a structured training programme. At the age of 6 a boy has attended school for about one year and is then considered ready to socialise. It seems to be the opinion that any under eight group is best suited to a single sex organisation as this is the limit of The Scout Association's field of experience. Children of this young age mix in most schools today and, according to Northern Ireland experience, they seem to relate better to their own sex during out of school activities.

Due to pressure from well meaning clergy and parents, some inexperienced leaders have accepted boys below the age of six. However, as boys of this age can be poles apart it is considered necessary to keep the age range narrow. If a boy is accepted early he is likely to become bored by 7½ and is either sent up to the Cubs early or leaves. It is, therefore, the experience of Northern Ireland Scouters that the maximum for any under eight Scout section is two years. A child of six is ready for a new experience, but he is not yet able to cope with the Cub programme. Beavers help a child to socialise, he can meet a new adult who is different from those at home and different from those at school. He is able to learn from the Beaver experience, but he must be given that opportunity. There is no doubt that Beavers have regulated the flow into the Cub Packs with reasonable effect in Northern Ireland.

One of the fundamental parts of the Cub Scout investiture ceremony is the presentation of the group scarf by the Group Scout Leader. It is, therefore, considered that as the boys only want a scarf as identification with Scouting that a common colour be used so that the Cub Scout investiture ceremony is not detracted from in any way.

England and Wales

In England and Wales there are undoubtedly a few under eight Scout groups operating, but unlike some of the other regions of the United Kingdom there does not seem to have been any form of regional or area organisation or support nor, indeed, any form of co-ordination. Consequently, because these under eight groups are relatively small in number and are totally unco-ordinated, it has proved virtually impossible to obtain much, if any, information about their activities. Where, in fact, they do exist there are few people who feel able to state freely that they are operating an unofficial under eight group and to furnish The Scout Association with any details. There is, for instance, a group operating in Dulwich, a group in West Peckham and a group in the Brighton area. I have also received sparse reports about under eight activity in Lancashire and in Coventry and, even in Colwyn Bay I understand there is an active under eight group. Although information is very limited, it seems a fair assumption to accept that other groups probably exist, although they are obviously not as prevalent as those in some of the other regions of the United Kingdom. The groups in West Peckham and Dulwich are organised by the same man who happens to be a lecturer at a technical college with some existing involvement in Scouting. These groups have the name Adventurers and they wear a simple uniform consisting of maroon and gold jumper. The man concerned found that on new estates these under eight groups were much needed and that those boys who went on to the Cubs settled in much more easily. It would appear from experience that a ratio of 1 leader to 5 children worked best. Insurance was a problem and, initially, cost £11 per annum. Of the other groups listed above, information is so sparse as to make any report very inaccurate. These have, therefore, been omitted from this report in order that it can remain as accurate as possible.

CHAPTER TWO

WHAT IS HAPPENING IN SCOUTING OVERSEAS

In an international context I shall use the term pre Cub more frequently than previously. This is because not all Associations start Cub Scouts at eight years of age and so the term 'under eight' could be misleading.

It is evident that an increasing number of countries are finding themselves in a similar position to that of the United Kingdom Scout Association and in various parts of the world, research and experiments are being undertaken in pre Cub work. Some of the developments I have been able to follow fairly closely whilst other investigations continue in isolation and in a manner which is not general knowledge. This report, therefore, concerns itself only with countries with whom personal contact has been made or those countries who have been able to make available sufficient information for us to draw constructive conclusions of value. There is, for example, a South African Scout Association sponsored university research project into pre Cub work, but to date we have no details of any significant relevance, although a contact has been made and it is hoped a liaison between the United Kingdom Association and South Africa will profit in the near future. There are also reported to be investigations currently going on in Italy and Australia, but in these cases also I have received no information. In India and Nicaragua Cubs already start at six years of age, but again I have no detailed information. Many countries have always started Cub Scouts at a different age to that in the United Kingdom, but in 1970 Korea felt that the time was right to lower its Cub starting age to seven. I understand also that in the Irish Republic there are a few experimental pre Cub groups operating under the auspices of The Scout Association of Ireland (one of the two Irish Scout Associations). These groups have less than 100 boy members and the only uniform they wear is a scarf. In New Zealand and France experiments are now being currently tried and a report of these follows later.

However, in two countries to our knowledge pre Cub work is now firmly established. I refer to Belgium and, of course, Canada. Belgium has been operating an unofficial section for about fifteen years (officially recognised this year) and Canada has been operating seriously in the field, at first for an experimental period, since 1972. It is, perhaps, the Canadian scheme which is the most familiar to a great many people. Canada is also the country which has practised their own Beaver motto of 'Sharing to the letter' and has shared just about every piece of information available with

The United Kingdom Scout Association. There can be no doubt it is a grand scheme and considerable attention will be given to it later. Unlike some of the other under eight programmes in existence, the Canadians have monitored developments to a very high degree and, although the structure of Their Scout Association is somewhat different in Canada, there are no doubt several facts available from which other Scout Associations could benefit.

It may surprise some people that the World Bureau does not, in fact, have any detailed information available of any pre Cub groups, experiments or investigations which are currently taking place across the world. This is not, however, an indictment of the World Bureau as they can only collate information that they receive and if the individual Associations do not inform them of developments they cannot really be expected to know about them. However, from my own investigations I have established that there is a fair amount of international interest in the area of pre Cub work and I now understand that the World Bureau is making attempts to collect information from countries as it becomes available. There can be little doubt of the international awareness that pre Cub Scouting has created, because it has been on the agenda of several international Scouting meetings held this year. For example, it was one of the major topics of discussion at the European Cub Scout Leaders' Gathering in Dublin in July of this year (1975). It was one of the subjects which formed a separate discussion group at the World Conference in Copenhagen this year (1975) and it was one of the subjects discussed at the International Cub Scout Leaders' Camp in Holland in August of this year (1975). Scouting throughout the world is becoming aware, people are interested, they want information, they need to know what other countries are doing, they want to maintain the worldwide Scouting link and it is through the World Bureau that this can be done the most effectively. The United Kingdom Association is as interested to know what is happening in other Associations as one often assumes people are in what the United Kingdom does. I, therefore, strongly urge that the link with the World Bureau which already exists is strengthened still further. International co-operation is essential to all Scout Associations if "Scouting" is to remain the common aim. The United Kingdom Scout Association must, therefore, make available to the World Bureau all the relevant information concerning "pre Cubs" at its disposal. Other countries might then respond and everyone can benefit. The United Kingdom Scout Association, after all, has nothing to lose by increased co-operation with others.

New Zealand.

In 1973, as the result of a recommendation from their Training and Programme Committee, the Development Committee of the New Zealand Scout Association resolved that a sub-committee be set up comprising of the National Cub Commissioner and the Area Cub Leaders from Auckland, Waispu, and Atago to prepare a paper for consideration by the Development Committee in connection with the possibility of introducing an experimental programme for six and seven year old boys. I feel that the resulting report could be of immense value to interested parties in this country and I have accordingly elaborated in a fair amount of detail the facts collected and the recommendations made by the sub-Committee.

The sub Committee discussed a great deal before concluding their report and, amongst the things they examined, were the following:-

Changes in the structure of family life.

The pattern of family holidays.

The changing approach to education (particularly junior education.)

Leisure provisions (particularly that provided by other agencies serving young people).

Pressures within and on the community.

The influence of the Churches.

Extensive work on the needs and interests of 6 and 7 year olds.

Why 7 year olds should not be taken into the present Cub programme.

The social responsibilities that the present Cub programme must accept.

The sub-Committee felt that Scouting, to keep alive, required innovation on every front. The old methods, the old facilities and the old modes of organisation are no longer adequate. They must be replaced by new ones that will meet not only today's, but tomorrow's problems. The suggestion of a six to seven year old section was created to meet the growing demands of boys too young for Cub Scouts but greatly desiring such a programme. It was thought that boys want to be involved in an organised programme with others of their own age.

The sub-Committee considered that the leaders would need a great love for young boys, a desire to give them a positive group experience and a

willingness to commit themselves to regular meetings. The Leaders would also need to use imagination and have creative ability. The spontaneity of boys and the flexible programme would allow for open and free expression. The suggested programme would be a vibrant, exciting and fun programme for young boys. Providing objectives are met the sub Committee felt that it would be disastrous to have a heavily patterned or structured programme.

The sub Committee considered that the proposed programme would still fulfil the aims and principles stated in rule 1 of the New Zealand Scout Association's Policy, Organisation and Rules if interpreted in a manner suited to the suggested age level.

In the opinion of the sub Committee, trial groups should be established in high density housing areas, perhaps where there is a low socio-economic grouping and where there is a lack of community spirit and club recreational facilities. A programme for the six and seven year old would provide positive activity for children of new citizens, of solo parents, of communes, or where both parents are working. Certainly the one hour a week would not be worthless, the boys would have something to look forward to each week and with a good programme there would be a subtle change in attitudes and values. Parents too, would appreciate the hour long programme once a week. It is expected that the six and seven year old section would emphasize group experience and could lead naturally into the Cub programme. But the sub Committee stated quite clearly that it did not wish membership of the six to seven year old section to be a pre-requisite to eventual membership of the Cub section. The report then continued by suggesting that the six to seven year old section be sponsored by The Scout Association at National level as a much needed social service to the community.

With reference to the leadership problem, the sub Committee saw little need to worry, particularly in view of the Canadian experience which is that leaders come from a different group to those already recruited e.g. young married mothers assisted after school by high school students, etc.

Having decided on the desirability of a Pre Cub section, the New Zealand Development Committee Sub-Committee went on to suggest a programme structure. The aims and principles were to be those of the New Zealand Scout Association as already existed. The name suggested was Keas, as it was felt that the name should be short and of not more than two syllables. The suggested name characterises the small boy who is cheeky, inquisitive,

alert, on the go and growing in independence. The suggested objectives of the Keas were:

Learning through fun developing a sense of sharing.

Developing a sense of his surroundings through exploration and nature.

Providing a means of personal creative expression.

Giving a sense of belonging.

The law suggested was - " I will try to share my fun and help others ".

The programme was to start with a simple prayer and have a simple closing ceremony or dismissal and it was to contain some of the following: games, nature, make believe, creative activity, singing, stories, simple craft, etc) and to assist the leaders, sample programmes would be issued. A handbook would also be available and contain philosophy, organisation, programme planning guide and a comprehensive list of inexpensive resource material. Leadership training would entail methods appropriate to dealing with boys of this young age.

The meeting place should be within a community of interest and within walking distance of those to be recruited. No permanent headquarters would be required as sections could meet in a double garage, rumpus room, back yard or pre school centre. There should be no formal grouping, but those of a flexible nature could include the family basis, the age groups or the interest group. The leader should be at least seventeen years of age and the assistants thirteen years and over. The leader to boy ratio should be one to six.

The uniform would consist of a scarf with a badge attached which would be common throughout New Zealand. This scarf with badge would be presented after one month. The meeting would be weekly and last for one hour, preferably after school. Scout Headquarters would give recognition to a sponsoring body such as a Scout group, service club, Church, sport's association, moral committee, youth aid group, who would then have to form a parents' committee and provide suitable meeting facilities as well as ensure that the programmes are in keeping with the principles and programme objectives. A registration fee would be charged, but this would be minimal and cover insurance only.

Having related most of the sub-committee's report it only remains to

sum up by stating the final recommendations made. These were as follows:-

- I. That a trial programme be instituted as soon as possible on the guidelines indicated in the last text of the report.
- II. That the trial be confined to one area only.
(The sub-Committee suggested Auckland with sections operating in five districts).
- III. That the Trial be considered as a service provided by Scouting to assist closely populated multi-racial areas.
- IV. That the trial continues for three years before it is evaluated or introduced into any other Scout area.
- V. That the evaluation will decide whether the trial continues, be extended into other areas or abandoned.
- VI. That a sponsorship be sought to provide professional leadership on a community volunteer basis.

The National Cub Commissioner in New Zealand has now been given the 'go ahead' for the experiment and it is expected to be in full swing by the beginning of 1976.

France

During the period of the research contact has been made with the Scout De France as they are also investigating the provisions for children below Cub age. The situation is slightly different in France as a child does not start Cub Scouting until 9 year's of age. Consequently, the French investigations concern the age group from about $6\frac{1}{2}$ to $8\frac{1}{2}$ - 9. It is, nevertheless, pre Cub activity and is therefore definitely within the terms of reference of this report.

Language presented a slight problem as I unfortunately do not speak any French and my contact in France appears to be similarly incapacitated. Further complications arose because, not surprisingly, all the literature that I received from The Scout De France was in French. I am, therefore, very grateful to the two members of staff at Gilwell Park who completed,

with great speed, an excellent translation of the material supplied.

It would appear that using the available resources such as personal experience, small discussion groups, psychological knowledge and the fundamentals of Scouting, The Scout De France were able to compile two different questionnaires. The first was to be sent to teams of Scouters who were engaged in the launching of pre Cub work and the second, a basic document was to examine the possible future developments which will be assessed from September onwards.

It is the plan, at present, to put the scheme over to the children by means of a story and to the adults by the use of a booklet based on this story, but with more explanation of the attitude and skills needed for work with children. I am told that the research was undertaken in response to an important need and demand and that in the next year The Scout De France hope to start some ten experimental units for the seven to nine year olds, given the right conditions. This, it is thought, will give the Scout De France an opportunity to adjust the scheme before it is made official at a later date.

The main purpose of the research is to meet the needs of the seven to nine year olds with a view to formulating an educative scheme for small groups of boys and girls. The first questionnaire aimed at those who are pioneering this work with this young age group is an attempt to find out what the leaders are experiencing with the children. It asks questions about the meeting itself, the attitudes of the children, the groups that evolve, where the meeting will take place, etc. The document then makes various hypothesis which the leaders have to verify from their own analysis (e.g. to feel secure it is suggested that children need to have precise rites and customs - the meeting always starts in the same way - the meeting always follows the same stages). The final page of the first questionnaire is a statement about the administration and might well be of interest to some readers. Each group and each child is a member of Le Scout De France and an annual fee of 25 francs per child is payable. This fee covers membership, insurance and subscription to the leaders' and parents' magazine. The annual fee for the leaders is 43 francs and this includes the magazine and other documents such as warrants, etc.

The second questionnaire is aimed at the experimental groups and simply asks for a critical examination of all aspects of the meeting from

leader intervention right through to the individual imagination of the children.

Belgium

Very close to France, yet another European country has valuable knowledge of pre Cub activity. I refer to Belgium where a pre Cub organisation has existed for something like fifteen years. I understand, however, that it was only recognised officially as a proper section of the movement earlier this year. In Belgium there is more than one Scout Association, but only one, the V.V.K.S. (a Flemish based movement) is actually working with pre Cubs. The pre Cub work is, in fact, run jointly with the V.V.K.M. which is the sister organisation of the V.V.K.S. The Belgians must really be considered the forerunners of pre Cub experience, even the elaborate Canadian scheme was somewhat inspired by developments in Belgium. The name given to the pre Cubs in Belgium is Kapoenen which literally translated means 'little children'. At the present time I am awaiting some further details from another more recent contact in Belgium and so, to date, I am only able to relate the limited information I have already accumulated.

The Kapoenen caters for children between the ages of six and eight. Today there are about 350 Kapoenen groups with approximately 4,000 members. The six to eight age group is a very spontaneous age and the leaders provide a wide spectrum of activities. The groups operate with a loose story theme and play three basic games: (i) organised, (ii) less organised, encouraging creativity in the children; (iii) free play time. The basic programme is to stimulate spontaneous social relationships and independence. There are no badge tests, the only two objectives being - self-activity and self-creativity. The members do not take a law or promise at this early age. On a national level the organisation is mixed and Kapoenen groups are encouraged to mix at the local level. About 40% of the Kapoenen groups are, in fact, mixed at present and the groups can have anything from forty to fifty children in them. The numbers of leaders is not specified by Headquarters and they can be of either sex, but must have reached eighteen years of age. There are training courses for leaders and these try to install in the leader the idea of observation and of learning from the children. A national magazine is also produced to assist the leaders. It might be useful to note that in Belgium children start school a year later than in the United Kingdom, i.e. 6 year's of age.

Canada

Canada is the only other country of which I have sufficient information to make a worthwhile report. Although they were not the first to provide pre Cub activities there can be little doubt that their scheme is perhaps the grandest one of all. It is certainly extremely well organised and administered. The support material is excellent and the monitoring and statistical analysis can only be described as far reaching - almost brilliant. In my opinion the experiences of the Boy Scouts of Canada could be invaluable to the United Kingdom Association in reaching any decision on pre Cub activity.

The real start of pre Cub Activity in Canada can be traced back to about early autumn of 1971 when parents and community agencies in the Winnipeg region made known their desire for a good programme for boys from 5 to 7½. The parents saw a strong need for a pre Cub organisation because with the exception of a few hockey leagues, nothing else was organised for this age group, mainly because of difficulties in finding suitable activities that would interest and benefit the boys and difficulty in finding volunteers to organise and carry out such a programme. It was, therefore, really quite a compliment to the Boy Scouts of Canada and their ideals, the boys and the adults who work with them, that parents and community agencies felt that they were the organisation best able to handle a programme for these young children. Many parents continued to call at Scout House in Winnipeg and eventually, under the leadership of two members of the Scout Executive, an investigation was undertaken and a programme established. Initially a number of different names and themes were considered until, eventually, they came up with the idea of calling any new younger section Beavers and using the beaver's life style as a programme base. It was an ideal choice - the beaver is a native of Canada - it is a clean, intelligent and industrious animal and was suited in every respect for the young age range. Thus with a theme in mind and general approval from the regional council, provided the two executives worked in their own time, a programme was gradually developed. This was undertaken in consultation with many professional people including educators, social workers, youth agencies and community and recreational workers.

The first Beaver group (known as a colony) started to operate on 23rd September 1971. Following the success of this colony two more were quickly started and soon others began to develop. At the November 1971

meeting of the National Council the Beaver programme was endorsed as an experimental programme in the Winnipeg area and a full report was requested for presentation in May 1972. By the December of 1971 the number of Beaver colonies had risen to twenty seven and it was noted that most of the leaders were new to the Scout groups.

Development continued at a great pace and in January of 1972 a local initiative project grant of \$14,384.00 was obtained to develop the Beaver programme. In the same month four additional people were employed to form with the others a Beaver team who would lead development.

Only four months later in May 1972 it was revealed that there were now fifty-five colonies operating throughout the Winnipeg experimental area with 1,144 boy members. In consequence of this tremendous enthusiasm a service team was formed to assist programme development. From February 1972 the evaluation of the Beaver project was undertaken for presentation to the National Council. Present at the May meeting of the National Council in Ottawa, when the report was presented, were the Winnipeg Beaver Project Team. Their journey was certainly worthwhile because they heard at the meeting that Beavers were to be adopted by the National Council as a three year national experimental programme. To implement this decision the Winnipeg Beaver Team was employed to form the National Beaver Project Team to take Beavers into the areas of fifteen designated councils across Canada. By January 1973 the National Beaver Project Team had been phased out and the National Project Director was moved to Ottawa. The complete implementation programme up to that time had cost only \$41,141. By the autumn of 1973 a total of eighteen new councils had begun to operate Beavers (this included the Maple Leaf Region of Europe) and by the spring of 1974 a further twelve councils had begun operation. As at June 30th 1974 there were 12,272 Beavers officially registered. In September the final report on the National Beaver Experiment was presented to the National Programme Committee by the Beaver sub-Committee. This report was accepted and matters of policy were then put before the National Council. Not long afterwards on 15th November 1974 the Beavers were approved as an official section of the Boy Scouts of Canada.

The philosophies of the Beaver programme were developed from the needs of young boys and from the aims of the Boy Scout Association. The aims of the Boy Scouts of Canada is a broad statement of the purpose of the Association and it states in one way exactly what Scouting stands for: "to help

boys develop their character as resourceful and responsible members of the community by providing opportunities and guidance for their mental, physical, social and spiritual development".

The Beaver philosophies, objectives, operating policies and programme guidelines developed from this aim whilst having regard to the needs of boys from five to eight. It provides guidance in the content and development of the programme and it provides a basis for its evaluation. The whole programme is (to quote from their handbook) "simple, flexible, positive, group experience with the main idea being sharing". The programme can be adapted easily to suit the needs of the boys in a particular colony. There are, of course, guidelines around which a colony operates, but these are only guidelines and they leave many untapped resources and a large scope for the individual leaders. From the guidelines laid down the leaders as a team develop a programme that will be creative, fun and geared to meet the needs of the boys in their colony. The fact that it is the leaders as a team who develop the programme is fundamental as it is the concept of shared leadership which forms the basis of the development of new groups.

I have mentioned the needs of the boys five to eight on several occasions, so it might be useful to state exactly what the Canadians see as the needs of these young boys. They are as follows:-

- I can do
- I am getting bigger
- I want to be successful
- I can learn
- I can remember
- I want to be involved

As already stated, it is from these needs and the aim of the Boy Scouts of Canada that the Beaver philosophy grew. The philosophies which developed as a result are straight forward and can be summarised as:-

- Team work
- Sharing
- Creative expression
- Awareness of the world
- Positive group experience

Thus having related the philosophies of the Beaver programme it only remains to state the objectives of the organisation to complete the picture

of the Canadian Beavers. The objectives are:-

- Developing an awareness of nature.
- Developing an awareness of God and fellowmen
- Allowing a means of self expression
- Developing a feeling of belonging
- Developing a sense of sharing
- Having an energy outlet
- Joining in group activities
- Learning through fun
- Being happy
- Showing love
- Showing joy

Perhaps some will consider these high ideals - perhaps too high for the age group to achieve. But let us think of the words of Baden-Powell when he said "If we expect much of a boy he shall achieve more than if we expect little from him".

Any boy between the ages of five and eight may join the Beavers providing they endeavour to live by the promise, law and motto of the section. The promise is quite simply "I promise to love God and to help take care of the world" (comments on this promise will be found on page 54). The Beaver law is "A Beaver has fun, works hard and helps his family and friends". The motto which sums up the Movement very accurately is 'sharing, sharing, sharing'.

I could write on the programme actually provided and the support material available at some length. However, this would not be entirely relevant to the object of this report and so I will confine further comments to the attitudes which are being reflected as a result of the Beaver programme.

From the reports I have received it would appear that parents are attracted to Beavering because it fills a social vacuum in their community, because their sons enjoy the programme and because it is part of the Scout Movement. It is reported that social and community workers, as well as educators are delighted with the programme and its development. They feel that its approach and contents are constructive and helpful for boys of the age in question. It is virtually certain because of the gap that Beavering

had filled, that if the Boy Scouts of Canada had not adopted the Winnipeg programme officially it would have continued to exist, either independently or as part of another organisation. It would have stood on its own feet and moved ahead across the country. Leadership has proved no problem and enthusiasm has never been greater (see comment about leadership on page 60) The training of leaders is strong and growing, it begins as soon as a person shows an interest in becoming a leader. One of the Beaver team meets with the perspective leader and discusses the spirit and concepts of the programme. Then if the person is still keen (which is normally the case) he will meet once or twice more with the team representative, he then visits several meetings of another colony and often takes part in some of their activities. The next step is forming a new colony and at the first couple of meetings he will have the assistance of one of the Beaver team. However, soon he is running his own show although the Beaver team remains in contact and is available to discuss programme outlines, problems or ideas. On the informal front training continues with sharing sessions where all the leaders and executives get together to exchange experiences and discuss problems etc. The sharing sessions appear to deepen the spirit and the understanding of the leaders. However, it is stressed that the leaders must do what they feel is right for their colony and there are, therefore, no pressures to conform to a standard way of operating. It would seem that this approach to training is building the confidence of leaders and increasing their job satisfaction which results in happier leaders and happier boys. The direct result of which is seen in recruiting, parental satisfaction and community support.

The Canadian pre Cub section is now firmly established, it is working well and it is here to stay. It is transparently clear that Beavers in Canada have been a tremendous success. There is little doubt they have done wonders for the rest of the Movement by increasing the support from the public, increasing leadership and by creating greater awareness of Scouting and the movements ideals. All of the fears and worries (which were, in fact, very similar to those expressed in this country) have proved unfounded. The other sections have not suffered, leadership has not come from the existing sections, image has not been made worse, the older boys are not leaving, the financial burden has not been too great, the administration has not been too difficult, there has not been any problems with the relatively young age and their law and promise commitment and it has certainly not become a baby sitting service. In fact, the Canadian Beavers have shown to the world that Scouting in Canada is still very much alive

and is prepared to move as a movement should - forward. However, the early reservations which were expressed in Canada and are being expressed in the United Kingdom serve to prove one thing and this is a theme I shall return to, that pre Cub activity has to be caught not taught. There is a tremendous difference in attitude between those who have seen a pre Cub section working and those who have merely read about it.

CHAPTER THREE

WHAT IS HAPPENING IN OTHER UNITED KINGDOM YOUTH ORGANISATIONS

Boys' Brigade

Of all the other youth organisations I feel that it is the Boys' Brigade to whom readers should pay the greatest attention. Not only do they have an enormous number of unofficial young members in England and Scotland in the age range under discussion but they, like The Scout Association, have an official younger section in Northern Ireland. In fact, Northern Ireland Scout sources are widely quoted as saying that the Beavers started in Northern Ireland in a direct response to the actions of the Boys' Brigade. Perhaps, however, the most important reason for the Boys' Brigade to be examined so closely is that a few years ago they undertook investigations to decide whether they should extend the official pre-junior Boys' Brigade section from Northern Ireland to the rest of the United Kingdom. In fact, after careful consideration their working party recommended "that the Brigade should encourage the formation by the Churches of a pre-junior organisation in the six to eight age range and that this should be Boys' Brigade sponsored". The Brigade executive considered this recommendation, but only agreed to adopt the first part. The suggestion that the Brigade should sponsor the work was not approved.

It has been a great coincidence, yet in one way most encouraging, that from the meetings I have had with the Boys' Brigade Headquarters staff and from my reading of publications etc., to discover that the Boys' Brigade have found from their research, which was conducted by different people in a different way at a different time, more or less exactly the same findings as I have discovered. Furthermore, they encountered exactly the same fears and worries about the effect of a pre-junior organisation as I have discovered, that the Canadians discovered, that the Northern Ireland Scout Council discovered and that the pioneers in Scotland discovered. However, unlike the Boys' Brigade, most of these other organisations were able to carry on and make such a tremendous success of the venture, disproving all these doubts, fears and worries. It is because of all these tremendous similarities that I have decided to trace the developments of the Boys' Brigade from the very beginning.

The present object of the Boys' Brigade is 'the advancement of Christ's kingdom among boys and the promotion of habits of obedience,

reverence, discipline, self respect and all that tends towards a true Christian manliness' and it has changed little over the years.

The Boys' Brigade was founded in 1883 and at that time the joining age was fixed at twelve which coincided with the age that boys left school. The Boys' Brigade, therefore, was formed mainly to cater for school leavers. This entry age of twelve survived for nearly thirty-five years until gradually a more enlightened opinion held that a boy should be earmarked for the Boys' Brigade before the age of twelve. Consequently, in 1917 the Boy Reserves was formed which would accept boys aged nine. It is very probable that some pre-junior work is at least as old as this and it is definitely known that work with boys below the Boys' Brigade official age limit has been going on at least since the 1920s. There is, for example, a Boys' Brigade Company in London which has had such a group for fifty years and today some of their Officers started their Boys' Brigade service in that pre-junior section.

The Boy Reserves continued in existence for the next eleven years until the merger of the Boys' Life Brigade and the Boys' Brigade. This led to the two junior sections merging to form the "Life Boys". These became very well known and were only superseded in 1966 when closer intergration of the Brigade took place and the eight to elevens age group became known as the junior section of the Boys' Brigade.

It is reported that in recent years there are definite signs that the number of these under age groups have increased in all parts of the country and abroad. In fact, I am reliably told that over 400 such groups exist in London alone. It is also noted by the Boys' Brigade that there is undoubtedly a very large number of young boys under eight years of age in membership with organisations of some sort connected with the Churches although largely unofficial. It is concluded by the Boys' Brigade, therefore, that within the Churches there is felt to be a measure of need and sympathy for this type of work. However, with the exception of Northern Ireland the Boys' Brigade does not give any official recognition to these groups.

For a great many years no further moves were made towards catering for the under age boys who, as yet, could not join the Boys' Brigade. The next development was not until the early 1960s and came from the unexpected source of Northern Ireland. It was obvious to the Brigade personnel that any voluntary movement which stipulates minimum age of entry will have some

members who, as individuals, will completely disregard age limits and encourage much younger boys to join. Experience shows, however, that where this has happened the members were often granted the benefit of activities planned for an older age group and this led to a loss in retained membership. The acceptance of boys before the correct entry age presents a great many problems and it was decided that it must inevitably lead to boys leaving the Movement long before the age when they might obtain maximum benefit. However, after the formation of the Boy Reserves some groups experimented with an even younger section which met separately from the eight to eleven year old age group and, to quote the report of the Robin's Advisory Committee:- "Ample evidence can be produced to suggest that the existence of such units has been an asset to the work of the Boys' Brigade Movement". It was acknowledged, therefore, that such groups had existed, but the Boys' Brigade did not see any need to legislate for them. Indeed, in 1963/64 the Haynes Committee, which was set up to look at the work and future of the Boys' Brigade, had the following to say about the pre-Life Boy movement. "Several Churches have started uniformed movements for young boys of pre-Life Boy age. They go under various names - Cabin Boys, Nibs, etc., but only one has attempted national organisation. We do not think there is any necessity for the Brigade to provide a national organisation for this very young age and development can well be left to the Church concerned".

The involvement of Northern Ireland came about because at about the same time as the publication of the Haynes Report, the North Belfast Presbytery of the Presbyterian Church in Ireland considered what provisions the Brigade might make for under eight groups. This discussion took place quite simply because in some areas boys were joining the organisation of other Churches because they were being admitted at a younger age. Following this discussion the 1964 Chaplains' Conference passed a unanimous resolution calling on the Northern Ireland Executive to recognise pre-Life Boy Service Units. Upon the receipt of this resolution the executive set up an ad hoc committee to examine the matter. This committee noted that there were already in existence many pre Life Boy groups using various titles i.e. Robins, Cabin Boys, Eagles, etc. and while they recognised that there could be dangers in admitting younger boys into a six to eight year old section they felt that there was sufficient evidence to suggest that 'de facto' recognition be accorded to those groups that were meeting separately and making a genuine attempt to train boys in preparation of them joining the Brigade. The Northern Ireland Executive received the report and in consequence of it made approaches to the Brigade Executive seeking the formal

recognition of pre Life Boy Service Units.

The Brigade Executive, which was still reviewing the Haynes Committee Report at the time, was not prepared to encourage the formation of pre Life Boy groups, but they nevertheless gave the Northern Ireland Executive the right to experiment in the setting up of such an organisation and decided that for the experimental period of 2½ years (to end 1966/67) de facto recognition be given to those units already in existence in Northern Ireland training boys prior to joining the Life Boys. (It was, however, decided that recognition could not be given to units attached to Churches where Boys Brigade companies did not exist).

The name of Robins was accepted as the formal designation as this was the name in most popular use by existing groups. The lower age limit was set at six and the objectives of the organisation stated as - "Through organised activity to prepare a young boy for service in the Boys' Brigade and to teach him loyalty to his Sunday School", and the motto decided on was "Always cheerful".

As the time of the experiment came to an end there were seventy-five groups affiliated with an estimated membership of almost 1,500 boys. (There were also in existence a number of non-affiliated groups). After an examination of the experiment the Robin Advisory Council felt that the Brigade should have afforded full recognition to the six to eight groups for the following reasons, but the fact that the boys were being attracted to other organisations simply because the entry age was lower was not considered to be a sufficient reason on its own. However, expert opinion was sought and it was noted that children in the six to eight age group were maturing faster than previous generations and that independence and interest outside the home were being created at this early age. It was also recognised that the socialisation value of young boys meeting outside the environment of home and school was desirable. The Robin Advisory Committee also looked at the 'Plowden Report' which had recently been published and noted that the age of six was the right one when formal education should commence, having regard to a kindergarten system for the four to six year olds. Therefore, the Robin Advisory Committee were convinced that it would be wrong to admit boys before the age of six, but they felt that there could be many advantages to be gained in work with the six to eight age group. As a further reason given for recognition the Robin Advisory Committee said that they were aware of possible dangers of boys joining too young and not lasting

the pace and of the dangers of the programme and uniform being similar to that in the junior section, but they felt that there was evidence that this was already happening and that official recognition could make possible some measure of control which was not at present enforceable.

Perhaps the greatest question that the Robin Advisory Committee had to answer (indeed, The Scout Association faces the same question) was - if boys join at six will they still be in membership of the movement at sixteen years of age? The Committee felt that it should not be assumed that just because a boy joins at an early age he will not remain to his late teens. Although they could not answer the question positively they stated that a number of pre Life Boy groups have been in existence for a long number of years and there was evidence that some of the existing officer-ship in the Brigade started their Boys' Brigade career in pre service units. Equally, one must recognise that a number of variables must be taken note of and the quality of the programme in the junior section and in the company section are the real determinants in deciding whether a boy will remain in membership until his late teens.

The committee was able to summarise its findings by saying that despite the pitfalls and dangers that have been mentioned it is felt that the potential benefits which will accrue to the Brigade were greater than any of the feared liabilities and the committee went on to list the following as obvious benefit:-

- i) It produces a built-in direct supply line to the Movement.
- ii) The family life of the Church is emphasised in that as girls may join the Girls' Brigade etc. at the age of 6, a provision is also made for their brothers.
- iii) The creating of a strong link with the Sunday School.
- iv) Correlation with educational development established at last.

Thus having stated their case the Robin Advisory Committee presented the report to the Northern Ireland District Executive on Saturday, 6th May 1967 and the following resolution was passed by them:

"This Executive adopts in principle the report of the Robin Advisory Committee of April 1967 and unanimously recommends for the consideration of the Brigade Executive that it approve the adoption and implementation of the Report in the Northern Ireland District at as early a date as possible".

Eventually the Brigade Executive at their Birmingham meeting in 1967 gave consideration to the two following issues:-

Firstly - should they recognise the Robins in Northern Ireland as an official part of the Boys' Brigade in Northern Ireland and, secondly, whether the Brigade should give further and detailed consideration to proposals for sponsoring in the United Kingdom and Republic of Ireland an organisation for boys six to eight years of age.

In response to the first item the Executive gave its blessing to the formation of an official pre junior section in Northern Ireland. With regard the second issue, it was decided to set up of working party to thoroughly investigate the position in the rest of the United Kingdom and Republic of Ireland. The events that followed have already been described and the establishment of an official nationwide under eight section was recommended. The advice of the working party was, however, rejected and although pre junior organisations abound there is no form of headquarters control or sponsorship.

I would like to reiterate my earlier statement about the great similarities between the findings I have made and the findings of the Boys' Brigade as I believe this to be most important. Having the findings of this report confirmed can do nothing but strengthen much of its content.

The Imps

This is a fairly interesting organisation as it initially took boys into membership at 5½ and then when they became old enough, passed them on into the Scouts or Boys' Brigade, depending on which group happened to be based at the same church. The organisation claims to be the only National body catering for the very young child. Though, by Scout Association standards, its membership is not large and it does not appear to have a tremendous amount of influence. The aim of the Imp Movement is "To bring young people together in the knowledge and love of God through

fellowship and service and to extend Christ's Kingdom". By this is meant that the Imps seek to teach young children and young people to become good, useful, Christian citizens and to provide healthy activities for them to partake in during their leisure time. Also to help young parents by offering friendship and advice where needed.

The Imps were founded in 1954 by a man who happened also to be the Captain of the 85th London Company of the Boys' Brigade. Each Imp group is connected with a Church and its members wear a simple uniform which consists of a Royal blue crew neck jumper with some gold tape on the arms and a cap of grey and blue, with socks grey with blue top ring. The organisation has a National Headquarters in London from which operations are directed and in recent years has accepted girl members also. Another more recent development has been the formation of an older section called Seekers for Churches where there is no other organisation for the Imp members to progress into.

The organisation appears to have a fairly narrow outlook and in many respects is extremely religious. Its impact on the community has been very slight and, although I can accept that there may exist a need to cater for this age group, the approach of the Imp organisation does not seem to be the right answer. They are obviously doing a much needed and valued job in some specific areas, or they would not have existed for twenty-one years (one should note, however, that there has not really been an alternative organisation for parents to send their children), but unfortunately, their appeal is tremendously limited and there is clearly plenty of scope for others to operate in this area. It might be of interest to note that both the Boys' Brigade and The Scout Association were approached in an effort to get them to commend the Imps as a junior feeding organisation to either the Cubs or Junior Boys' Brigade. These approaches were rejected by both organisations for a variety of reasons. It is also no secret, although I think it wise not to name the specific religious youth movement in this text, that the Imps are kept well at bay by at least one religiously orientated youth organisation which deals with children of all ages.

As already mentioned, the man responsible for the formation of the Imps was a Captain in a Boys' Brigade group. It was in this capacity that he was regularly turning away boys from his local group for no other reason than because they were not of the minimum age required for member-

ship. So, with the assistance of the group leader, he decided to meet this very apparent need. After considerable planning, a meeting was arranged in a local hall on 1st September 1954. They had expected multitudes of boys to turn up, but in the event only six arrived. However, within six months this figure had been raised to forty boys. During the first two years the group continued as a club which was simply a play-hour for young boys. There was no official uniform, no policy and no regulations in these early days, but it seemed that the name Imps was very apt for these young, energetic and mischievous boys and so it was adopted as the official name. As interest in the club grew so did the number of groups and before too long had passed there were three others in existence all holding allegiance to the original group. These other groups in turn aroused even more interest and although the Imp leaders were able to give information concerning their own group, they had nothing more to offer in the way of an established movement. The organiser of the first Imp group could see that one day such a movement would be formed but, to quote his own words from his booklet 'The Formation of the Imps', '.....at this time I had no idea that our Lord would use me as an instrument by which this would be achieved'.

At one parents' evening the organisation was faced with a new problem. Three parents were moving house and wanted to know whether their sons could join the Imps in their new localities. The answer at this time was quite simply "no", as there were no Imps in these areas. This gave much food for thought and eventually, it was decided to write to the Anglican, Methodist, Baptist and Congregational Churches together with many national Christian Societies and Movements with details of the Imps and a statement of the apparent need for such an organisation. After receiving entirely favourable replies, including one from the then Archbishop of Canterbury, who stated that he thought that the launching of the Imps on a larger scale was an excellent project, it was apparent that a lot more thought was needed. Not long afterwards the Imps were established as a National Organisation, but as to the events which led to this decision I can only relate to you part of the text from 'The Formation of the Imps' by the man who was then General Secretary to the Imps - (he later became the National Organiser). This would certainly, in my opinion, be the fairest and most unbiased way to present the events which preceded the formation of the Imps as a National Organisation.

"The responsibilities of such a task, I knew, would be many. I was also aware of my own inadequateness, but I knew that with the Lord, all

things were possible. Nevertheless, for a short time I still held back, until one day I felt the need to escape from the bustle of city life and in a few moments I found myself in the Prayer Chapel of St. Paul's Cathedral. It was whilst in this Chapel that I received the green light, and I was able to walk away from the Cathedral knowing what, by the Grace of God, was His will for me - namely the formation of the Imps as a National Organisation". Having made this decision a rough constitution was drawn up and discussed with people from varying walks of life. The Constitution was soon prepared in its final form and the Movement's first executive appointed, future executives to be elected. The first meeting of the executive was in July of 1960 and from that day on the Imps became an official movement for young boys. At this time the movement consisted of four groups of about eighty boys with ten leaders, but within a few months, after several hundred letters had been sent out to Churches etc. and advertisements taken in Church newspapers, the numbers had increased to twelve groups with a membership of two hundred boys and thirty leaders. A motto was formulated for this growing movement and was - Help my Neighbour - as this was felt to give the boys something to achieve and was seen as a means by which these young boys could be encouraged to put others before themselves.

During this research I did have the opportunity to visit an Imp group which I hope was not typical of the organisation, a fact which I am quite prepared and, in fact, would be very happy to accept. The group involved was of both sexes, although predominantly male. It was run by a very young and apparently inexperienced lady who was assisted (if that be the right word) by several girls of Guide age. The group appeared to be very closely connected with the local Scout group. In fact, it even met on the same evening as the Cub Pack, although meeting in a different room of the building and finishing at a different time. I gathered that the Scout involvement arose because the Akela of the Cub Pack was the original leader of the Imp group and has only recently handed over the running of the group. Further involvement was also occasioned as the young female leader of the Imps was engaged to be married to one of the Scout leaders. The programme of the Imps officially consists of part games and part a Bible/religious session. However, the group I visited spent the whole evening playing games and in a most disorganised way. (In fact I can only describe it as chaos). The games were badly organised and I thought fairly dangerous, unimaginative, and plain stupid for this age group (i.e. the transferring of water across the hall in glass jugs and the filling of a milk bottle at the other side of the room. The children got wet, the floor was a mess

(the children had to sit in it afterwards for the next game) and there was the ever present danger of a nasty accident with the glass jugs and milk bottles). In fairness I think I should add that it is not easy to run a meeting when you know you are being watched by visitors and it is not made any easier when your assistants are not much help. Above all it is not easy to run a meeting if you are inexperienced and still working in the shadow of the former leader, especially one who seemed to be a fairly dominating person and she obviously just walked into the Imps meeting whenever it suited her to see what was happening. The circumstances of the particular group I saw were not conducive to a successful programme and as I said earlier, I hope that it was not a typical example of the Imp organisation. I expect one could find examples of a Cub Pack somewhere which was not quite as expected and hope that it was not a typical example of the Movement. However, if nothing else I was able to see from the meeting that given the right conditions and leaders it would be possible to work with very young children.

Methodist Youth

The Methodist youth are not an organisation in the same sense as The Scout Association. They are really only a co-ordinating body for all youth activities undertaken in Methodist Churches throughout the country. They assist and advise on a variety of matters and guide the development of youth work within the Methodist Churches, although considerable liaison with other bodies exist. To sum up the Methodist Youth Department exists to service those groups that exist within the Methodist Churches and to encourage development of the facilities provided. Its present policy towards the younger age with which this report is concerned is that it will service those groups operating in that area already, but will not actively encourage the development of others. This policy has been reviewed in the past and is currently being re-studied and so the general feeling I got when I visited their offices was a cautious welcome for the current investigation The Scout Association is undertaking. The Methodist Youth Department does, in fact, publish several books concerning the work with very young children and these are available to groups on request.

Some years ago the Methodist Youth Department wrote to The Scout Association and the Boys' Brigade after a working party at the Methodist Youth Department had been examining the demand for weekday groups for boys and girls below eight years of age. The important text of the letter was as follows: "In the light of increasing indications that children are being

attracted to the uniformed organisation at an earlier age both the Scouts and the Boys' Brigade Headquarters be asked to give consideration to these developments with a view to future policy". The Scout Association was then asked for its comments concerning this work with the pre Cub age group. The reply from The Scout Association explained that the reasons for the present age limits were set out in the Advance Party Report and that at the present time the Northern Ireland Beaver situation was also being closely watched by the National Cub Scout Board. I have seen the occasional paper which gave rise to the enquiry from the Methodist Youth Department and it is a brief statement of conditions and practicality of working with the under eights. It offers considerable advice on such matters as uniform, leadership and programme, etc.

Perhaps one of the most useful pieces of information I extracted from my visit to the Methodist Youth Department was a copy of a survey of Methodist Youth Work in 1973. This is a very lengthy statistical presentation and a great deal of it has little relevance to the under eight project. (although it has wider bearing on other sections of the movement). However, there were several areas which could be useful to people studying this report and so I have attempted to summarise them below.

The reason why I think some of the information will be relevant is because a lot of it concerns Sunday School membership and it is important to bear in mind that it is probably the Sunday Schools who cater most widely for the largest number of under eight children in this country at present.

It should be noted first of all that what follows was extracted from a complete document of which it forms only one small part and secondly that the information was collected from a survey of Methodist Societies only. No doubt, however, the trends revealed are unlikely to be confined only to the Church youth work carried out by the Methodists. It is quite likely that similar trends would be found in other, non Methodist, Church sponsored youth work if similar research was undertaken by them. It should also be noted that the main purpose of the survey was not to present total figures, but rather to analyse the differences between different types of Society and youth work. The sample figures obtained were multiplied by 23.2 to give the total base figures on which the survey was based. The figure 23.2 was used because this enabled estimates to be made of what the figures would have been had all 8,669 Methodist Societies been included in the survey. It should be remembered, therefore, that where the base figure

given is less than 230 societies this represents less than 10 Societies in the actual sample.

The following extract is intended to show the estimated number of children of different ages belonging to Sunday Schools. Remember that the sample numbers were multiplied by 23.2 and rounded to the nearest hundred. Both sexes are included and the relevant percentage of sex membership should be given special attention.

AGE RANGE	NUMBERS			PERCENTAGE IN EACH AGE GROUP	
	BOYS	GIRLS	TOTAL	BOYS	GIRLS
Under 3 years	3500	4100	7600	46 %	54 %
3 yrs - under 5 yrs.	17200	24600	41800	41 %	59 %
5 yrs - under 7 yrs.	24500	34900	59400	41 %	59 %
7 yr - under 9 yrs.	22000	32400	54400	40 %	60 %
TOTALS -under 9 yrs	67200	96000	163200		
The age range continues but is not relevant to the under 8 research project					

In all age groups there are more girls than boys with the overall total (not shown above) being split between 60% girls and 40% boys. However, there is some variation from this if the relationship between boys and girls is looked at in each age group.

Above is an extract from a Survey of Methodist Youth Work in 1973. The peak of Sunday School attendance by both boys and girls is in the five to seven year age groups. In a typical Sunday School for instance 21% of its members fall in the five to seven age range.

Having established that the longest attenders of Sunday Schools are part of the age group under consideration it will be of interest to see in what age and sex bracket the leaders fall into.

Number of Sunday School Teachers in each age range, by sex.			
	MEN	WOMEN	TOTAL
18 yrs and under	2000	11200	13200
19 but under 26	2100	6300	8400
26 yrs and over	9800	24500	34300
Total	13900	42000	55900

There are about three women Sunday School teachers, leaders and helpers to every man. In the small rural areas there are four women to every man, but in all other types of Society the proportions are about three to one.

A much higher proportion of women teachers are young, particularly in the youngest age range. Only 58% of women teachers are over fifteen years compared with 71% of the men..... Over the country as a whole the average number of children to each teacher is five. (Extract from a Survey of Methodist Youth Work 1973).

The figures presented below are estimates of young people attending uniformed organisations in early April. It is difficult to know if the figures given were attendance (as asked for) or membership. At any rate it is probable that the membership is considerably higher and attendance slightly lower.

Age Range	NUMBERS		
	Boys	Girls	Total
Under 7 years	1500	4600	6100
7 yrs but under 9 yrs.	9000	18400	27400
9 yrs but under 11 yrs.	14600	19900	34500
continues but not relevant to under eight project			

Unlike Sunday Schools, uniformed organisations seem to build up to their peak at the nine to eleven age range and then decline. At ages up to thirteen years there are a lot more girls than boys, in fact in the seven to nine year group there are twice as many girls in uniformed organisations as boys. The uniformed organisations are concentrated in the larger and

more urban societies. The table below shows the Guides and Brownies are the most popular combination of organisations for girls, but for boys, Boys' Brigades are more often provided.

Guides	26%	Cub Scout	14%
Brownies	35%	Scouts	11%
Rangers	5%	Boys' Brigade	29%
Girls Brigade	17%	Junior Brigade	5%
		Others	7%

Base = 1739 Societies.

The percentages are based on the total numbers of Societies with uniformed organisations and take no account of situations where, for instance, there are two Brownie Packs attached to one Society. Of the Societies with uniformed organisations only 52% had both girls' and boys in uniformed organisations. 11% had boys only whilst 37% only had girls' organisations. As with Sunday School teachers, there are more women than men leading and helping in uniformed organisations aged eighteen years and under. However, it appears to be quite a popular pastime with men in their early twenties. The majority of leaders and helpers are, however, aged over twenty-five years.

In the non uniformed youth clubs, fellowships etc., which are mainly for young people aged thirteen years and over, there are more boys than girls, but in clubs which offer similar activities for the seven to thirteen year olds, girls are much more likely to attend.

Clubs for 7 - 13 years	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
	11600 39%	18400 61%	30,000

The figures for boys and girls in each range are given below.

Age Range	Boys	Girls	Total
Under 5 yrs.	8800	9500	18300
5 but under 7 yrs.	1200	1300	2500
7 but under 9 yrs.	3100	4900	8000
9 but under 11 yrs.	5500	7800	13300
Continues but not of relevance to under eight project			

The following section was primarily to cover clubs and fellowships for young people aged thirteen years and over, but there were younger children attending in some cases. However, the majority of those attending were aged thirteen years and over.

Age Range	Boys	Girls	Total
Under 5 yrs.	200	300	500
5 yrs but under 7 yrs.	0	100	100
7 yrs but under 9 yrs.	500	500	1000
9 yrs but under 11 yrs.	1000	700	1700
11 yrs but under 13 yrs.	4200	4700	8900

continues into the area of concern to Methodist Youth Department
i.e. 13 but this does not have relevance to the under eight research

The next section was also intended primarily for one age range i.e. seven to thirteen, but as above a number of clubs include people on either side of the age limit. The clubs may be devotional or social in nature. 18% are for girls only, 3% for boys only and the rest are mixed.

Number of Young People in each age group			
Age Range	Boys	Girls	Total
Under 5	0	300	300
5 yrs but under 7 yrs	900	1200	2100
7 yrs but under 9 yrs	2200	4100	6300
9 yrs but under 11 yrs	3900	6500	10400

60% of leaders in groups for young people aged between seven and thirteen years are women. This contrasts with the clubs for the thirteen plus groups where men are predominant. A higher proportion of leaders of clubs for younger people are younger themselves, but even so, the great majority are aged twenty-six years or over.

It was interesting that in the section covering young adults, students and young wives that there were returns which said that 200 men and 400 women members were under the age of five. These are presumably toddlers and young children who attend with their mothers.

The next category of relevance is the Interests groups which covers things like - choirs, sports clubs, drama societies, but could, in fact, be any club formed to pursue a particular interest. Between the ages of seven and nine there were 100 boys and 500 girls participating in activities.

The section Play groups should also be of interest, but for a variety of reasons it is estimated that in addition to the figures given below there are a further 10,000 children involved who would probably be under five and split equally between boys and girls. 65% of the play groups meet more than once a week whilst 35% meet weekly. There are no men leading or helping with play groups and of the 2900 women who help in the groups for which schedules were returned, 93% are aged twenty-six years and over.

Age Ranges	Number of children in Play groups		
	Boys	Girls	Total
Under 5	8300	8600	16800
5 yrs but under 7 yrs.	300	0	300
7 yrs but under 9 yrs.	200	0	200

Junior clubs are clearly often very much connected with the Sunday School presumably in some cases deriving from them whilst in other cases the young people join the club first then the Sunday School. Uniformed organisations also show a close relationship with Sunday Schools. Play groups are not on the whole being provided solely for Sunday School children nor does it seem as if the provision of play groups particularly helps to attract recruits for the Sunday School. When asked the question - "how many members of young people in the club or organisation also went to Sunday School", the responses for the seven to thirteen age range were as follows:

Type of Club	Number of young people in Clubs also Sunday School members.	Total Young People in Clubs.	Young People % of who also go to Sunday School.
Clubs for 7-13 yrs.	15,400	30,000	51 %
Uniformed Organisations	47,900	116,300	41 %

It may be a surprise to some people to learn that the figures reveal that in the seven to thirteen age group, of 30,000 members, 400 of them are

also Sunday School teachers. (Out of interest, of the 116,300 members of uniformed organisations 2,800 are Sunday School teachers). A further figure of interest is that 9% of those who attend the seven to thirteen clubs and 8% of those who attend uniformed organisations are attending another organisation or club also. The numbers are 2,600 in the seven to thirteen age range and 9,200 in the uniformed organisation group. But one really has to divide these figures by two to avoid double counting as both organisations to which the person belongs will have entered him as a statistic. (It is assumed that the person will only attend one other organisation). So it appears that 75% of the seven to thirteen clubs have no people attending who are members of another organisation, presumably because there is only one club appealing to this age group and it is not likely to exist alongside uniformed organisations.

N.B. All the figures and most of the comments presented above have been drawn from a document called 'A Survey of Methodist Youth Work in 1973' compiled by the Methodist Youth Department.

It is not possible to draw any concrete conclusions from all of the above and one must bear in mind that it was a survey of Methodist Societies only. Obviously, not all the results are peculiar to the Methodists and a great deal is probably quite true of many other Church Societies. If we accept, therefore, that the figures given by the survey will, in fact, be similar in some respects to those that we would find in other Church Societies, then there is a clear indication of the magnitude of religious provision for under eight children throughout the country. The figures clearly show that work is possible with the under eight age group as such work is at present continuing. However, the field of that work is necessarily narrow by the very nature of the organisations who sponsor it and so undoubtedly a great deal could still be done in this area, especially if one accepts the figures as proving some form of need and the under age attendance at some clubs as proving some form of demand. There is apparently plenty of scope for others to operate in this area without in any way interfering with the good, but relatively limited work of the religious bodies particularly the Methodist Youth Department.

In addition to the above, non Scout organisations who have an interest in under eight work are several smaller less well known and sometimes less appealing groups. Some of these have responded to a contact made during this research and these are mentioned below. To date I am still receiving

letters and it is quite possible that other organisations will respond shortly. However, the list at the time of printing is as follows:

- 1) The Explorers and Climbers.
- 2) Co-operative Union Limited.
- 3) Covenanter Union.
- 4) Save the Children Youth Club's Department.

Explorers and Climbers

The term Explorers and Climbers is a name given to groups which are serviced by the Church Pastoral Aid Society. Climbers and Explorers is an Evangelical organisation in the Church of England and it seeks to help parishes in their ministry to families and children. The aim of the Climbers which caters for children from three to six and the Explorers which caters for children from seven to ten is to teach boys and girls the great truths of the Christian faith. To strengthen Christian family life: to encourage children in regular attendance and to lead them to trust in Jesus Christ as their Friend, Saviour and Leader. Groups are welcomed into the Climbers and Explorers on the following basis. They must have membership of the Church of England and be in agreement with the doctrinal standard of the Thirty-nine Articles and accept the basis and aims of the Climbers and Explorers. The groups meet mostly on Sundays and are linked to the Church in every case. A few of the groups meet midweek also, but many of them do not and it is felt that any activity that The Scout Association might establish would not be in conflict with the Climbers and Explorers in any way. At the present time many Cubs and Scouts belong to the Explorers and Pathfinders groups on the Sundays and this in no way produces a conflict of loyalties in the child's mind. (Pathfinders are the older group to which a boy moves when he is eleven). It would appear that the children feel that their week-day activity and club activity is Cubs and Scouts and that their 'Christian' activity in the Church is Climbers and Explorers. There is a badge available to both the Climbers and Explorer groups and is awarded to children upon the completion of a set number of consecutive attendances. Ten for the Explorer group and four for the Climber group. It would appear that the age groupings are not inflexible and if, for example, as in some areas there is a middle school for the nine to thirteens a distinction between them and the first school children can be made by having Junior and Senior Explorers.

The opinion of the organisation is that the trend today seems to be to try and help reach the younger children since the age of maturation is tending to drop all the time and they think that more young children and their parents would welcome something similar to what The Scout Association is discussing and as far as they are concerned it would tie in well with the kind of groups that they service in the local Churches for children under eight years of age.

Co-operative Union Limited

The Co-operative Movement has two organisations which cater for children aged six to nine years. These are the Woodcraft folk and the Co-operative Youth Movement. In addition many Co-operative Societies organise cultural groups such as choirs, elocution classes, folk dancing etc. for its members' children who are under eight years of age. Membership of the organisation is mixed and it has been the experience of the Co-operative Movements that there has never been any difficulty in recruiting children under nine years of age, subject to certain elementary provisions, and that the reverse is more often the case. It is more a question of finding sufficient teachers and adequate meeting rooms. Many of the groups meet in Primary Schools and it is felt that a good relationship with the Head Teacher and caretaker is essential. The meetings for the six to nine year olds are held in the early evening and usually conclude by 6.30 p.m. at the latest. It is considered that successful groups are those established in areas where there is a compact community, where the children have to travel no more than about $\frac{1}{4}$ mile to the meeting place; where the meeting room is central to the area and is easily accessible; where the approach roads are well lit and hazard free, especially in winter and where the leader - often a teacher - is known to the parents and trusted by them. It is felt there is a need for such groups as The Scout Association is discussing, especially in areas where there are limited alternatives e.g. in rural communities, in older areas of towns, in cities and on new estates. Some of their successful groups are in areas with a high immigrant population. From experience the groups have a high turnover ratio, but they do tend to hold a nucleus of young people up to the Secondary school age when they find they have the largest 'drop out' problem.

The Co-operative Youth Movement tends to follow the more usual pattern of boys and girls while Woodcraft Folk tends to emphasise camping, hiking and outdoor pursuits. The particular age of interest is six to nine and work in this area by the Woodcraft Folk organisation is under the name of

Elfins. In some cases children are allowed to join at 5½. There are approximately 170 Elfin groups in existence and these have a membership of about 5,000.

Covenanter Union

The aim of the Covenanter Union is to assist the local Church in bringing boys to a personal knowledge of Jesus Christ, as Saviour and Lord. In the main Covenanter groups are for boys between twelve and twenty as a sort of bridge between Sunday School and Church. However, the Covenanter Union also operates a section for junior Covenanters (called JuCos, using the first two letters of Junior Covenanter) for boys of ten to twelve and a younger section for children of between seven and ten called the Adventurers. The latter being run jointly with the sister movement of Girl Covenanters. For the Adventurers a badge is produced and it is used in connection with the Sunday School. In many cases the name of the Sunday School is changed to the Adventurers. Basically the Adventurers is just a name and a badge which the Sunday School can use. The Covenanter groups are Church controlled and sponsored. The Church takes the initiative and responsibility for the formation of a group and for the appointment of the leaders who are then recognised and registered by the Movement's headquarters. Covenanters are inter-denominational, but all Churches with Covenanter groups subscribe to the same basis of faith. Although the Adventurers are mixed, other groups for older members are strongly advised to remain single sex if boys are to be attracted and held at the earliest possible opportunity until they reach a much older age when they can join Youth Fellowships etc.

Save The Children-Youth Club Department

Although Save the Children do a tremendous amount of good work with children, there is little involvement below eight years of age. Consequently as there is a little such work undertaken, there is not a great wealth of literature available concerning the small, but growing role they are beginning to play for children below eight years of age. However, I was able to pay a visit to The Save the Children headquarters and I must say I received tremendous, though necessarily limited help from the staff. Save the Children certainly seem to be a magnificent organisation, the sort of go anywhere, anytime, for anyone organisation which is so necessary in the world we live in today. The basic aim of The Clubs' Department is to provide a junior and youth club service to young people between the ages

of eight and eighteen. They seem to do considerable commendable work for 'latch key kids' etc., and in some experimental areas they are providing facilities for children below eight. In addition they find that at a great number of their clubs, older brothers and sisters bring along their under eight brothers and sisters to the meeting and so the clubs necessarily make some sort of provision for them. If they enforced the age limit too strictly it would be obvious that quite a few youngsters who at present benefit could no longer attend because as they have been left to look after 'little brother' they themselves would necessarily be barred and the object of the clubs would then be defeated.

During my visits to the Save the Children offices I was able to have a long discussion with one of the officials who was deeply involved in the youth club provision undertaken by The Save the Children and from his great experience he was able to make some of the following comments which may be of interest to readers.

It would be a good idea if The Scout Association was to undertake provision for under eights, to examine the possibility of using school premises for meetings.

Up to the age of seven there are two places a child has to go, these are his home and his school, and so it could be of benefit to undertake provision through the school to harmonise relationships etc.

Boys of a lower age than eight would be able to benefit from a Scout type organisation. Children like to be organised. For example in a scheme run in Battersea Park experience led to the completely free atmosphere being changed to one of organised freedom i.e. who would be next on the slide or the rope - competitions were provided - and there was found to be a need to organise and separate the bullies.

It is not likely that Cub Scouts themselves would favour the admittance of younger boys into the Cub Section if the starting age was lowered from eight.

There is a demand for some sort of under eight provision. This is demonstrated by the success of Summer Holiday projects. This year the Inner London Education Authority spent the largest amount ever on such provision. Unfortunately, the projects die after the holidays as children

are no longer allowed to use the premises when the schools resume.

Under the age of eight children want to be separated sexually. Where the Save the Children had mixed clubs under eleven years of age they found girls 'showed off' in front of the boys and, furthermore, the girls incited the boys to disrupt or do things they would not otherwise have done. The boys then got the blame, although the girls had been responsible for its initiation.

The lowest possible leader to children ratio would be about one leader to ten boys, but one to eight would be preferred. Even so, one to six could not be considered over staffing because the children change activities very frequently.

A free play school type arrangement is probably not the best. Does a leader for example want to go to a club where one difficult child will not do anything and is therefore a disruptive element. The other children are just as likely to get 'fed up' and leave.

An under eight section may alter the nature of Scouting because the youngsters are going to gain the ability to progress very rapidly through the Cub Scout programme. It is possible therefore that they may get frustrated and leave when they find they can not do anything else in the Cub Scouts nor go up into the Scouts until eleven years of age. A great deal of training would be needed for leaders. The present system would probably have to be changed to suit this new need. The leaders would need to go into school and observe to see how quickly the schools have to adapt and update teaching methods. Any under eight section must keep pace with education standards etc.

Weekly subscriptions might be difficult to collect. What would you charge the under eight group anyway? A parent will spend over a pound on bingo, but will not give it to the children. So, will children only be allowed to join if they can pay?

CHAPTER FOUR

SOME QUESTIONS ANSWERED

The Aims of The Scout Association

Could an under eight section fulfil the Aim of The Scout Association as it stands today ?

The Aim of the Association is to encourage the physical, mental and spiritual development of young people so that they may take a constructive place in society. The method of achieving the Aim of the Association is by providing an enjoyable and attractive scheme of progressive training, based on the Scout Promise and Law and guided by adult leadership. Perhaps the first statement to be made is that we are reliably and constantly told that the most impressionable period of a person's life is in the early years of childhood (about the age of concern to the report) and that the attitudes of later life are formed in this period, although not expressed till a much later age. What is learned in this period can never be entirely eradicated and yet in the Scout Movement children are not accepted until eight years of age. By which time the irreversible process of character forming has been completed or in a few cases nearly so. It is the experiences of early life which are so important and if people really want to fulfill the aims of The Scout Association perhaps they should seriously consider the implications of starting the process so relatively late in a child's development. At a younger age The Scout Association could help to form the characters of the citizens of tomorrow, but in the present age ranges it can only hope to modify the already determined characters of our future citizens. Scouting for the older ages may be very important, but to what extent does it really fulfil the aims of the Association.

There is a further argument which suggests that as the Aim of the Association has been sufficiently fulfilled by Cub Scouts for many years then it could be sufficiently fulfilled by an under eight section and that is as follows. It is a generally accepted fact that children today are maturing at an earlier age than ever before. This inevitably means that the older Scout of yesteryear is now thinking like a Venture Scout and this trend will be reflected throughout the ranks of Scout Association membership. It must also be apparent, therefore, that the type of boys for whom Baden-Powell founded the Scout Movement and subsequently the Cub Scout section were not the same type of person of equivalent age as they are to-

day. Today's older Cubs might well have been Baden-Powell's first Scouts at his camp on Brownsea Island. Is it not, therefore, possible that yesterday's Cub Scouts should be today's Scouts and an under eight section the new Cubs.

When one is talking of earlier maturation it is not a measure of I.Q. which is the best comparison and guide, but more the change in physical development which is the important factor as this can be measured more accurately and is anyway closely related to intelligence etc. This theory of earlier maturation is supported by the figures prepared by Dr. J.M. Tanner and used as part of the basis for the famous Plowden Report. The figures seem to indicate that in most civilised Western Cultures the rate of change in the age of maturity has been about three years a century or thereabouts. In other words in sixty years of Cub Scouting the age of maturity has lowered by about two years. One must ask therefore - are boys of six today not equivalent to the boys for whom the Cub Section was originally started?

The Law and Promise

Can a child below the age of eight be asked to take a law and promise and be expected to understand it and live by it ?

In the Scout Movement at present there are two sets of official laws and promise. One for the Scout section and one for the Cub Scout section. They both have the same objectives but one, the Cub Scout, is written in a much simpler, more easily learned and understood form appropriate to the age group. In addition there is another less well known promise called the Outlander Promise which is meant for persons who, for reasons of conscience would not be able to accept the normal promise of the Movement.

There is, therefore, a precedent within The Scout Association, in two respects, for making the Promise, and one instance, for making the Law, appropriate to those expected to live by it. If one follows this to its logical conclusion there is no particular reason why another promise and law appropriate to the age group concerned could not be drafted for an under eight section. It is probably also true in many cases that if any rule is given an interpretation in a manner suited to the age level to which it is addressed, then those rules can still be fulfilled.

I do not really consider this to be the great area of controversy

that many would make it, because if The Scout Association wishes to carry on its work with young people in accordance with its aim and make it even more relevant, then such matters as the law and promise, although fundamental to the Movement, can be easily overcome. The United Kingdom Scout Association is not the first Scout organisation to face this law and promise problem with regard to under eight members. Here at home in Scotland where there are many unofficial under eight sections several differing methods have been adopted. In some groups there is no law and promise requirement upon anyone. In other groups the leader is asked to take the law and promise of The Scout Association, but no such requirement falls upon the boys. While in other groups all persons be they leaders or boys are expected to live by the law and promise before being accepted as members. It is interesting to note that it is not necessarily The Scout Association law and promise which is chosen as in some cases one has been formulated to be appropriate to the age of the children. In Dundee for instance, the promise, or oath as it is called there, is - 'I will try to do my best to love and serve God and to keep the Tenderpad Law'. The law of the group is twofold and is - 'A Tenderpad cares for all living things - A Tenderpad tries to be helpful'. In Northern Ireland where they have an official under eight section there is no law and promise commitment on the boys but there is a move towards asking for leader commitment.

In Canada where there is also an official under eight section called Beavers they have both a law and promise which is especially drafted with the young age group in mind. The Promise is - 'I promise to love God and to help take care of the World'. And the law is - 'A Beaver has fun, works hard and helps his family and friends'.

This really is a very good example although slightly Americanised. As my own local Clergyman said - "What could be better than a promise which can grow in meaning as the boy grows". I think that this is a tremendous concept - a promise and a law which can mean something of value to several different age groups. It can mean something to one child and yet something completely different to another. Yet they are both equally meaningful. The 'World' to one young Beaver will be a different 'World' to that understood by an older Beaver and yet they can both fulfil that promise to its upmost limits.

On a final note I should like to add that several people have commented that they find that Cub Scouts can be much more sincere in their

adherence and belief of a promise than the older boys in the Scout section and it is quite possible that with a younger age still even greater sincerity might arise. As one person put it - 'if one is to be honest it can hardly be less than that practised in some of the older sections of the Movement at present'.

Finance and Related Matters

What would be the financial cost of any new under eight Scout Section?

This is perhaps the most difficult of all questions to answer. In normal times it would have been difficult, but with the present economic situation any degree of accuracy is probably impossible. The problem is further complicated because even if it were decided to establish an under eight section no one is able at this stage to say when it will come into effect and so to forecast costs for anything from a few months to two years or even longer is virtually impossible. In addition there are so many other variables as to make any figures very doubtful. For example, how many members could be expected - who would The Scout Association try to recruit - what sort of activities would the under eight's undertake - would they wear a uniform - would they pay a capitation fee etc.

It is therefore clear that it would be necessary to first make several assumptions and from these roughly estimate costs. Unfortunately such assumptions would be virtually valueless and not really of any real relevance.

For example, I am told by the Publications Department at Baden-Powell House that a rough figure for a leaders' handbook would be £3,000, but this would depend on the quantity required. It would obviously also depend on what was in it (illustrations, coloured pictures, etc) and how long it was. The quality of the publication (whether it would be a bound paperback or a loose leaf manual or a stapled booklet similar to the Canadian handbook). The cost will further be complicated because the final cost to the Association will depend on how it is distributed. Will it be given out, sold at cost direct or sold through Scout Shops Limited who will add handling charges etc. It could be possible, if demand is forecast properly, to at least cover costs if not make a profit from the handbook if that were to be the decision of those responsible. It should now be very clear to everyone that to cost anything such as a handbook is immensely complicated and until decisions are taken and exact requirements made known the figures

must be necessarily rough estimates.

A similar figure of £3,000 was quoted (subject to the above) should The Scout Association also require a boy/parent handbook.

I also made tentative enquiries about publicity material etc., for any launching of an under eight section should this be necessary. The reply was in the true Scouting tradition in that the Publicity Department said they would do the best with whatever money was made available. However, all the problems as outlined above concerning distribution etc. would apply in this area also. The general impression I got was that any under eight section could just be launched sufficiently for about £500. However, to be specific, if it was decided to send a leaflet only, to all Scouters to inform them of the development, this would cost between £500 - £600. If The Scout Association wanted to communicate with the children and parents one would then be thinking in terms of £1,000. But to sum up the feeling of the Publicity Department, it would depend entirely on what it was decided to do - would The Scout Association be thinking of a leaflet to the children - the parents - the leaders - all three - or perhaps even posters to put up in schools, etc. Is memberships going to come through existing parents or from a new field which would mean even more publicity. Will the literature be going out at cost price, free or through Scout Shops Limited. It is very much a wild guess but Publicity Department feel that they could do something with between £500 - £1,000.

Also involved in my costing of a new section must be the Insurance premium and it is therefore to this that I now turn. Insurance has always been at the centre of the under eight debate as it has been the argument used more frequently than any other to deter people from operating under eight sections and it is really quite amusing to think of some of the letters I have seen in the files explaining this point when, in fact, insurance is perhaps one of the easiest hurdles that would have to be overcome by any new section. I have consulted the Insurance Department at Baden-Powell House and can relate the following. If The Scout Association decided to open its membership to the under eight year old, it is felt that the Insurers would agree to cover this additional membership at existing premium rates which at present apply to the Associations' Scouters' Indemnity and Personal Accident Policies. The present premium rates are as follows -

Scouters Indemnity Policy - £9 per 100 members

Personal Accident and Medical Expenses
policy - £2 per 100 members.

No approach has, in fact, been made direct to the Association's Insurers in this connection, so there is obviously the possibility that they may want to make some adjustments to the standard premium rates depending on the lower age limit for entry into any under eight section.

Once again, therefore, it is apparent that costs depend on variables which are not known at this stage. For example, the anticipated number of members, etc. Here once again, however, it is possible that no real financial burden will fall on the Association if the necessary money for the insurance for any under eight section was raised from any new sections by way of capitation fees or registration fees etc. Obviously, initially until any money could be collected the cost will have to be borne by the Association, but this could be a temporary measure only depending on policy.

Having now touched on Capitation fees, I feel that I should here expand an argument which I have heard several times from different people and, indeed, fairly strongly advocated in the under eight Survey returns. Would any new under eight section have to pay the same capitation fee as the rest of the Movement? Perhaps instinctively one may immediately say yes, but on closer inspection one may have second thoughts. What, for example, does the capitation fee cover? Everyone knows that it helps pay for insurance and headquarters administration including salaries and stationery etc. but just how many of the services paid for by the present capitation fee would be used by any under eight members and is there therefore an argument for a reduced capitation fee for them.

As far as I can see there are two main contrary points of view on this issue. The first can be summarised as follows. If, as would obviously be the case, any under eight members would not be using a great many of the facilities provided and paid for by capitation fees etc., then surely they should not have to pay the full amount and subsidize everyone else. It is probably true, however, that many of the differing people who pay the standard capitation fee do not use all of the services provided and so is The Scout Association to introduce many different rates in order that everyone only pays for what he uses. This would obviously be ridiculous, but the argument for a reduced rate for an under eight section is that they would use so very few of the headquarters facilities whereas other members of the Movement use many of them. (The people advocating this argument are

probably thinking particularly of the activity centres, national campsites and national events etc.) The second and contrary point of view is that it would be a good idea for any new under eight members to pay the full capitation fee as this would not be a subsidy, but an investment for their own future. The argument being that if one assumes that a great number of the under eights will go on to become the Cub Scouts and Scouts of the future then they could pay when in the younger section for the facilities they will use later (pay by instalments). In this way the cost to them when they are older will be somewhat less than it could have economically been if the then under eights were only paying for the services they actually used. So by paying when in the under eight section they would be keeping the cost lower for themselves when in the older sections. Additionally the extra revenue provided would no doubt help keep facilities available to the Scouts so that the under eights can eventually benefit from them. If they did not pay the full capitation fee it is likely that because of lack of money etc. certain facilities would no longer be available when they are older (I am thinking of the activity centres and national campsites in particular).

There is really only one other major cost and that would be an administration of a new section. I am thinking here of the permanent headquarters staff who might be employed to work full time for any under eight section. This would presumably follow existing practices of one Director and one Secretary and their combined salaries must be allowed for. There would obviously be other administration costs depending on how the section was to be run and one can immediately think of National Board expenses, etc., if the administration were to closely follow existing methods. However, having now given a rough outline of all the major costs involved and one must accept that they are necessarily rough because of all the unknown variables involved. It must now be apparent that although an initial cost will be involved this will not be of immense proportion and most of the initial outlay could be recouped from registration or capitation fees if the venture was properly costed and demand sufficiently estimated. Surely this could be done with available resources and if done accurately very little if any eventual cost would fall on the Association. (If properly managed I really cannot foresee any new under eight section bankrupting the Movement as some pundits predict).

Leadership

Where are the leaders for any new section going to come from ?

There can be no doubt that the problem of leadership has been the greatest issue of concern to the many Scouters I have spoken with. Time and time again I was told that we are short of Leaders now and asked, so where on earth are you going to find more to staff any new section? Many people felt that any new effort that can be found should be concentrated on the existing sections and until they are in top condition The Scout Association should not venture into a new section. I feel that this great concern for leadership is an un-substantiated value judgement (one could almost call it a myth). During all of this research I have been unable to find any hard evidence to support this widely expressed theory. Indeed any evidence that I have found concerning this leadership problem has tended to overwhelming support the contrary view, inasmuch as there does not seem to be any shortage of prospective new leaders for any under eight section, and that they would not come from within the existing sections of the Movement and thus weaken their leadership. I am firmly of the opinion that the majority of under eight leaders will come from an untapped, and with existing sections in mind, untappable source. This will be for a variety of reasons including- time of meetings, the age of the children, the type of programme, the amount of involvement and commitment, the rewards of giving help and seeing positive results etc.

I do not think anyone can argue that there is not a leader shortage, particularly in some areas, at the present time, but how many people have seriously sat down and thought why their group is short of leaders. Is it the uniform, lack of understanding of what Scouting is, a fear of time involved, is it the thought of supposedly complex programmes or is it something much more fundamental. Could it possible be that a closed shop attitude exists in many groups (or is thought to exist). Are existing leaders happy and able to involve new people in the running of their section or are they possessive and dominating. Perhaps it is the lack of understanding - the I know the right way - attitudes of many existing Scouters that deters many people from getting involved. In recent years a large recruiting campaign was undertaken in one area of the United Kingdom which resulted in a considerable number of new leaders being found. I have now been informed that the vast majority of these have now left and the most often given reason was, of not fitting in and being accepted by existing Scouters. Surely this is one of the greatest condemnations of Scouting that could be levelled - a definite failure to practice what is preached. I therefore can accept that a leader shortage exists and will continue to exist, but I remain unconvinced that everything possible is being done

by everyone. It is not therefore whether a leadership shortage exists or not, but how large that shortage is and why it is that size which should concern everyone.

In respect of a new section I can but relate the experiences of Northern Ireland and Canada. They are both adamant that the overwhelming majority of their under eight leaders come from outside existing leadership ranks and are people who would not have otherwise become involved with Scouting. They find that working with children under eight years of age is much more acceptable than would be work with any other section. I wholly endorse this view not only because of the quotes given below, but because I believe that The Scout Association would be looking for an entirely different type of leader to that which The Scout Association has previously required. They will be on the whole people who would not have, otherwise, been attracted to Scouting.

An extract from the report and recommendations to the National Council of the Boy Scouts of Canada on the Beaver programme. Appendix G Programme Committee April 1972. "One of the remarkable aspects of the Beaver section is the type of leader attracted to the programme. The leaders working in this section are mostly new to Scouting, but many have a background as Scouts or Guides, and many have worked with youth in camps, Sunday Schools, and other organisations. Most are in their twenties or early thirties. They are on fire with what they are doing and are becoming more deeply involved with Scouting as the weeks go by.

Who are these leaders? They are mothers and fathers of boys of Beaver age; in a number of cases, a husband-wife team is leading a colony. There are university students, including a number from the schools of education. Assistant leaders include high school students and some Venturers. Some Rovers are working with colonies in a leadership capacity.

One of the amazing aspects is the fact that 90 of the first 105 leaders recruited (by the beginning of February) were new to Scouting.

These new leaders seem to be attracted by the simple programme which permits them an important and active role in its development. They seem delighted to be able to develop programme to meet the needs of the boys in their own colony, and are willing to look for ideas and help from many sources, and to share them with others". The Canadian experience is that the majority of under eight leaders come from outside the Movement and are

not generally recruited from existing leaders or from potential leaders of existing sections. In fact, it is the Canadian belief that the Beaver programme has served to strengthen existing Cub leadership. This is most clearly expressed in a statistical summary of Beaver leaders views. The question asked was - Are you interested in becoming a Cub leader in the future ? The National percentage returns were as follows:-

<u>Yes</u>	<u>No</u>	<u>Considering</u>	<u>Total number of Questionnaires returned</u>
12.5%	56.94%	30.55%	203

One can only conclude that with 12.5% of Beaver leaders prepared to commit themselves to becoming Cub leaders and 30.55% considering doing so, it would appear that a good resource pool for Cub leaders is developing in Canada thanks to their under eight section. The Canadians are the people of experience and so considerable emphasis could be placed on what their research reveals.

The position in Northern Ireland appears to be similar although there are no statistics available to confirm this. However, a passage in a report presented to the National Cub Scout Board in 1974 can be used to sum up the official Northern Ireland opinion.

"The attracting of a hitherto untapped source of leaders has been a feature of the spread of Beavers in Northern Ireland, and may provide the key to the solution of the current leadership shortage in the Scout Movement. The vast majority of leaders for the 'Beaver' organisation have come from among young and mature married women who felt that this form of community service was one in which the commitment was commensurate with their family responsibilities. Their personal experience in the upbringing of children was obviously an important factor and this coupled with a simple, undemanding programme gave them the confidence initially to undertake the job".

It would appear therefore that the persons who have had the most experience in under eight activity are of the opinion that the existence of an under eight section would not exaggerate any leadership shortage in the other sections of the Movement. Indeed, it is quite possible that the existence of an under eight section could, in fact, increase the availability of leaders to other sections as is demonstrated by the Canadian figures.

It is obviously not possible to state categorically that there will not be a single existing section Scouter who would want to move to any new

under eight section, but I believe that this small loss could be more than offset by a flow in the opposite direction. All that will be needed is a little encouragement and co-ordination by district officials to ensure that the available leaders are properly utilised. It is apparent that any of the evidence I have been able to obtain indicates that the necessary leaders for any under eight section can be found relatively easily and without any detrimental effect on existing leadership strengths. I have found no evidence to support the contrary view, although it is clear from the under eight survey and from the personal contacts I have been able to make that this topic is of the greatest concern to a great many people. Indeed in many cases it has appeared to be the one and only objection to the establishment of an under eight section. It is, however, evident that although it is of great concern it is a concern based solely on a personal notion in the majority of cases. If, therefore, The Scout Association were to establish an under eight section it would be necessary to ~~alleviate~~ these unfounded fears as strongly and as quickly as possible. One must accept and understand the depth of feeling on this issue and it must be given a high priority in any under eight 'build up' programme, but implied in this acceptance must be the ability to express clearly and fairly the actual facts and experiences so that the people have at their disposal all available information in order that they may form a responsible value judgement.

Legal Aspects

What are the legal implications to the Association if an under eight section were to be established ?

This matter, though very important, can be dealt with fairly briefly. Having consulted the Legal Department of The Scout Association who in turn consulted with the Association's Solicitors, I can relate that there would not appear to be any additional legal difficulties or stipulations were any new under eight section to be formed. However, it was agreed that the appropriate Local Authorities might well be interested to the extent that they presently exercise a certain amount of supervision in regard to the facilities and adequacy of supervision of 'Play Groups'. Enquiries into this aspect, through local sources are currently being made, but at present no further details are available.

The Present Cub Scout Age

Why not just reduce the Cub Scout entry age to seven ?

There can be no doubt (see questionnaires analysis of questions 4, 5 and 9) that the suggestion that one should lower the Cub Scout entry age to seven is a very popular suggestion with many people. However, one wonders on reflection whether the full and wide implications of such a move are fully understood.

Perhaps the best place for any discussion of the topic to start would be with the Advance Party Report which carefully considered the lowering of the Cub Scout age from eight. I have reproduced in full the section which deals with the Cub Scout age as I feel the suggestion of lowering the joining age to seven is so strong as to merit the fullest discussion.

Extract from Chapter II "Age Ranges of Scouting" of
The Advance Party Report 1966.

The Minimum Age Limit

Careful consideration has been given to the possibility of lowering the present minimum age which is the eighth birthday. We believe that the eighth birthday should continue to be the minimum age for the following reasons:-

- (a) Any lowering of the minimum age would require the introduction of a more juvenile programme. This would increase the difficulty already experienced by many Pack Scouters in retaining the interest of the older members of this Training Section.
- (b) Any increase in the number of very young members would result in a disproportionate amount of the time of Scouters being taken up in the training of these boys.
- (c) The birth rate over the past eight years has increased so rapidly that in future more boys than ever may wish to join Cub Scout Packs. This will throw an increasing strain on our present age structure.

- (d) Boys below eight easily learn the Law and Promise but do not generally understand the moral implications involved. We wish to retain as a condition of membership the making of a Promise involving the keeping of a Law.
- (e) Except for those recommending a general lowering of the age ranges, much of the demand for a lower Cub age limit came from Scouters with Packs which were under strength or from Scouters whose failure to hold 10-year-old Cubs means that they have room for the younger boys.
- (f) The University of Manchester Survey (see appendix A of Chapter III - Cub Scouts) supports the present minimum age limit. It states:-

"The comparison with the established system of education in this country does not help us to decide a lower age limit. Nor does psychological research into the development of young boys yield any clear advice. Binet and Freud, both contemporaries of Baden-Powell, were publishing results of their researches at the beginning of this century. Concepts of relevance that were introduced were respectively, "mental age" and the formation of a "super ego" or "conscience". In neither case can ages be defined. Stages of development follow each other in sequence, but the age at which any stage is reached varies from boy to boy. The more recent researches of Piaget also stress this sequential development rather than a growth that reaches particular stages after defined times. There cannot, therefore, be any age at which we can predict that a boy is first capable of understanding the Cub Law and Promise or appreciating the teaching given in the Pack. As Cub Scout Leaders are not equipped to judge these stages of development it would be wise to lay down a qualifying age for membership that is adequate. The present official age of eight years meets these requirements".

It has been suggested to us that younger boys should be permitted to join Packs where there is room for them. Such a system could create anomalies in a District and could result in a sense of injustice among boys (and parents) when some Packs were accepting younger boys and others not,

WE RECOMMEND that the minimum age for entry into the Scout Movement be the eighth birthday.

The under eight year old

Already, the Youth Service in some areas is extending its field of interest downwards to boys of Cub Scout age or even below. The reasons for limiting Cub Scout Training to the 8 - 11 age range are fully stated in this report, but the need for some training at a lower age may well be justified in the future. Experiments in a play-centre type of activity are already being conducted by the Boys' Brigade and some isolated "pre-Cub units" exist outside the organisation of the Movement. These developments must be closely scrutinised and if the successful upbringing of boys is deemed to depend on such early distinctive training, clearly the way must be open for such progress to be made. It seems, however, that the demands on available manpower resources will increase as the boy population increases in the immediate future. We feel, therefore, that there is, at present, no call for pre-Cub training on a national basis, but where play-centre units are in existence every endeavour should be made at local level to offer Scouting as a natural sequel to this training. The Movement is cautioned against confusing child care with boy training. Both are necessary, but in our opinion should remain quite distinct from the point of view of organisation and presentation.

WE RECOMMEND -

- (a) that there be no provision for pre-Cub training on a national basis in the immediate future.
- (b) that the proposed National Cub Scout Board keep under review any developments within the Youth Service concerning boys under the age of eight.
- (c) that where play-centre units are in existence, every endeavour be made at local level to offer Scouting as a natural sequel to this training.

It is my belief that the reasons stated in part (a) and (b) are still valid today. However, I would dispute the assertions made in part (c). It may have been valid nearly ten years ago, but today the population trend is very much slower, in fact this is well recognised by the Government as witnessed by the recent reduction in teacher requirements and the closing of a number of Training Colleges because anticipated demand has fallen so drastically over the years. In respect to part (d) with which I also disagree, I would refer readers to the section on Law and Promise on page 53 and further stress the experiences of the Boy Scouts of Canada. The remaining points are more statements of fact arising from the analysis carried out by the Advance Party and are therefore not open to dispute as the basis for the assertion is not available for discussion. Part (e), however, was interesting in that it states clearly the type of findings which I have been able to draw for the under eight survey in as much as there was a fairly large demand expressed for a general revision of age ranges. The most popular seeming to be Cub Scouts from seven to ten, Scouts - ten to fourteen, Venture Scouts - fourteen to eighteen and in some cases something above eighteen (could it be the Rovers ?) for the older person who feels he cannot become a leader at that stage, but still wishes to maintain a Scouting interest.

It is also interesting to note that the Manchester survey on which part of the Advanced Party was based states that there would be administrative reasons against lowering the age of entry for Cub Packs because the number of Cubs in a pack is determined by the number of Scouters that can be recruited. If, therefore, one extended the existing age range without increasing the recruitment of adults, the proportion of boys to Scouters would increase. If the age range was extended downwards to seven years, and each boy was to still have an opportunity to lead, the pack would have to be divided into eights, each eight including two boys in each of four age groups. A Pack which used to consist of twenty-four boys would now have thirty-two boys and a further adult would become essential.

It would appear, therefore, that if one is to lower the joining age for Cub Scouts then a change in the other ages be necessary to alleviate any increased leader shortage in the Cub section. Any change in ages could usefully serve to bring the Scout age ranges into line with those that exist in The Girl Guides which would make any future co-operation much easier and possibly more profitable.

On a final note I should like to make the point that apart from the support given to the existing Cub starting age of eight by the Advance Party based on the Manchester survey, there is other independent evidence to support this choice. I refer to the Report prepared for the Boy Scouts of America in July 1963 by the University of Chicago and the findings of Massey University who are the education advisors to the New Zealand Scout Association who confirmed that the age level defined for the Cub programme i.e. eight, nine and ten years was still realistic. However, it still remains true that from my own research and not least of all from the under eight survey, there is a great and growing demand in the United Kingdom for the present age ranges of all sections to be closely examined.

Age Ranges of any New Section

What would be the best age for a Scout section for boys prior to entry into Cub Packs ?

This is obviously closely related to the above section as any upper age limit will depend on the starting age for the Cub Scout section. However, for the purpose of this discussion I will assume that it will remain at eight for the foreseeable future and accordingly concentrate on the under eight section starting age.

The two main ages of contention are five and six and it is on these I shall concentrate. Perhaps the most popular age range for any under eight section is from the sixth birthday until entry into a Cub Scout Pack. The most strongly advocated reason for this choice is that children in the United Kingdom start compulsory full time education at the age of five. In this first year at school, the child is experiencing his first period of group socialisation (with the exception of the relatively few fortunate children who have found places in pre-School Play Groups, etc). and so in this first year between the age of five and six a child has more than enough to cope with and would be unable to cope with further demands upon him. He would not be at his best and it would be a great deal more difficult to programme for the child. He will be under considerable stress in that first year at school and will come home very tired, particularly in the first few months and he will not want or be able to take part usefully in any outside non-school activity.

To take this argument further it can be convincingly stated that by the age of six a child has spent one year in a socialising situation and

is now able to take a full part in any Scout activities planned for his age group. Those who do not subscribe to this conclusion are able to argue that if the so called "Thatcher Proposals" come into effect, by the 1980s one can expect the majority of young children in the United Kingdom to be undertaking some form of pre-school education. So if The Scout Association is to plan for the future it is clear that many children will be socially equipped a long time before the age of five and so is quite ready to start in a Scouting section by then if socialisation is to be the only factor considered. However, having said that, it is wise to qualify the statement as in the present economic climate one must be very sceptical about the reality of the 'Thatcher Proposals' for a good many years yet. Still the proposals exist and it is right that people are aware of them.

Yet another argument in support of a six year old age limit is that the United Kingdom is one of the few countries where children start school at five and because Scouting is supposed to be a World Wide Movement the age of six would seem to be a more sensible age. It would also appear that from six upwards children do not vary in ability to the great extent that is more evident in five year olds.

In Canada the starting age for their under eight section is five and this seems to work very well indeed and the problems that others foresaw have not occurred. However, the New Zealand Scout Association who are currently experimenting with an under eight section feel that the age of six is more appropriate and quote in their report in support of this assertion a book by Dorothy H. Cohen which was published: February 1973, called 'The Learning Child'. Nearer to home it is the experience of the Northern Ireland Scout Council that the age of six is the one which is best suited to any under eight Scout work and in Scotland the majority of the unofficial groups there seem to subscribe to the six years limit. Belgium also starts its youngest section at the age of six.

I can only conclude, therefore, that with the exception of the Canadians all those with experience in the field of under eight work prefer the lower limit to be six. This would therefore seem to be the best age. However, one should always bear in mind the apparent successful Canadian Scheme and the fact that they allow boys to join at five although this position is continually reviewed.

It would appear, therefore, that in principle there is no reason

why Scouting should not start at five. Although at that age more leaders would probably be required because children of that age need a great deal of attention. Up until five they have, as said before, never been confronted with a group situation, whereas a six year old has been at school for a year and is not quite so demanding.

Mixed or Single Sexed

Is it relevant in 1976 for any under eight Scout section to be for boys only ?

By tradition the Scout movement in the United Kingdom has always been single sexed. All of its programmes have been designed with the boy and his development as the object. The girls have always been adequately coped with by the Girl Guide Association. However, recently a more enlightened view has begun to prevail which has resulted in a joint secretariat being established with the Girl Guides to administer a new mixed senior section which it has been decided to allow to develop. The more junior sections of the Movement, however, remain single sexed and many people naturally ask is such segregation wise in our co-educational situation. I think here it might be helpful to explain just what co-education is and I quote therefore from a training handout - 'Co-education is not a practical arrangement which simply brings boys and girls together. It is an intentional educational method with exact aims and with specific ways to achieve these aims.

Co-education is the appropriate method if the educational goals of the society can be described on the following lines:

- . elimination of all forms of discrimination based on sex.
- . the breaking down of traditional stereotyped social sex roles (in order to make it possible for an individual to pursue interests and develop capabilities which would fall outside the traditionally established sex roles).
- . emphasis in education is on development of inter-personal qualities rather than as developing masculinity or femininity'.

I will leave it to individuals to decide whether the above are the objectives of our society or not and what role Scouting has in that society. I will only add that over the last few years there has been a

tremendous move towards mixed middle schools (in fact only 2 out of 1700 middle schools are not mixed).

The Manchester Survey of the Advance Party Report can be usefully quoted here because their investigation showed that 95% of the children asked below the age of ten preferred a companion of the same sex and even at the age of eleven the figure was 90%. One should note, however, that no children in the area under discussion were involved in the survey.

Perhaps the best indication to decide whether any under eight section should be mixed is to look at what other people are doing as experience is one of the most important types of information available to anyone. In Canada the under eight section is for boys only, although there is now reported to be even greater pressure for a mixed section than there was initially pressure to start any single sexed under eight section. In fact groups of girls are beginning to be organised and are using the Canadian Beaver programme, (proving that it is equally applicable to them). In New Zealand the experiments are being conducted for boys only. But in Belgium where there are several Scout Associations the one which has an under eight section in a joint Association with the sister organisation and all groups are encouraged to mix. In fact about 40% of the under eight groups are mixed having both boy and girl members. In Northern Ireland it has been decided that an organisation for boys only is the best approach and similarly in the majority of the unofficial Scottish groups the provision is for boys only. Also in the United Kingdom among the non Scout organisations catering for the under eights there are two who have made their position very clear. The first is the Covenanters (see page 49) will service both single sexed and mixed groups in the older age ranges, but strongly suggest single sex groups in preference. Their most junior sections, however, is a joint venture with their sister organisation and is consequently mixed. The second organisation to which I refer is the Imps (see page 35). This organisation was primarily established for boys but now accepts girl members also, without any apparent detriment.

I must conclude by stating that between the professionals with whom I have been able to talk there appears to be a concensus that there is no fundamental reason why children below the age of eight should not meet in mixed groups, particularly as the children themselves make no differentiation at this early age. The problem therefore arises from the traditions of the Scout Movement and any move towards an under eight mixed section

will necessarily be controversial. So unless greater benefits from integration further up the age range can be foreseen it would seem sensible that any under eight section be single sexed although I must add that I feel that apart from the tremendous controversy caused and the implications for the other older sections there is no real reason why any new section should not be mixed. There does, however, remain two questions which those who have to take the final decision must answer first and they are:

1) what happens to any children in an under eight mixed section should the older sections not be mixed and only either a Scout group or Guide company exists in the immediate area. 2) suppose, as is more likely at present, that the Cub Scouts and Scouts are not mixed, then at what age would the children progress into the Cubs or Brownies in view of the fact that the Brownies accept girls at seven and Cub Scouts not until eight years of age. Surely the fundamental aspect of The Scout Association's training is that it is progressive and continues from one section to another so it would appear essential that both girls and boys should have somewhere to go when they are too old for the under eight section otherwise The Scout Association might be defeating its own objectives.

CHAPTER FIVE

THE NEEDS OF A FIVE TO EIGHT YEAR OLD

This section is designed so as to give some idea of what a child in the under eight age range is like and what sort of leader would therefore be required to run any new section. I am indebted to the two child psychologists I met in Dublin and the numerous teachers and professionals who have had some psychological training that I have been able to speak with. My conversations with them have served to strengthen and consolidate all the various texts I have read over the last eighteen weeks and I found this invaluable.

A leader of children between the age of five and eight will be faced with varying degrees of dependency and perhaps the greatest task is to establish a balance with each child. A leader must consider the needs of the child and his degree of dependence whilst actively encouraging a move towards greater independence. Most children of five need a highly structured organisation. They need to know the leader so that they can see the family connection and they must know in which direction they are going and why. A five-year-old must be given an overview of what is happening so that he can see it as a whole and get on top of it. Between the ages of five and seven a child is not old enough to go out from the home to form relationships with other adults (e.g. Scout Leaders) by himself. The gap has to be bridged and an actual physical contact between the home and Scout environment is absolutely essential.

A five-year-old child has a very different concept of time compared with that of an older child and this can create problems. An afternoon to a five-year-old can seem like a lifetime particularly if he is feeling insecure in some way. Three to four hours is probably the absolute maximum that a five-year-old could manage and so a leader would obviously not be thinking of any over-night trips etc. Generally by the time a child is six and a half it is possible that they might be able to cope with a whole day out. It is always difficult to talk of a specific age and be able to say that a child at such and such an age could do 'X' things, because unfortunately there can be a tremendous difference in development between children of the same age. A child does not suddenly change when he reaches the age of eight and so it is probably necessary to establish somewhat arbitrary upper and lower age limits so as to cover most situations. Any Scouter must be aware of a child's needs and behaviour patterns. For

example, how independent is he from his parents and his home environment and how far can a leader expect that child to carry out a task? This awareness is a most important area and a Scouter's own life experience can help a great deal. Awareness is not an abstract knowledge; it is something that everyone possesses and everyone can learn how to develop a sensitivity to the needs of others. Any programme for children must be determined by the needs of those children. A child of five should not be given a task which last longer than half-an-hour and a child of five must not just be put into a group to work and then left; nor should he be left to work alone. There is a constant need at this age for some reference to an 'authority' figure. Constant feedback is absolutely essential so that the child knows that what he is doing is correct and successful. Groups therefore should be small enough so that the leader can give immediate individual attention to a child. Children need to receive praise at once and so any programme must ensure facility for immediate feedback (by the time a child reaches eight the feedback does not have to be so immediate). There is no point in a leader being present during an activity if he is not available to the children. A leader must not therefore get too involved or take on so much that he does not have the time to talk with the children.

It is never the right thing to talk down to the children. The leader must interact with them offering a wide opportunity for them to develop their own personalities. Real interaction not only between the leader and the child but also between the children is very important. Children of this age want to be taken seriously - after all, they are thinking people and need to be treated as such. A leader must never laugh at a child who is wrong or who makes a mistake. Children look to the leader for an extension of parental authority, but in a comradely sort of way. Leaders must be aware of this and offer a disciplined environment which is also both free and fun. The need for discipline is very great in the five to eight age group and they need to know where the boundaries are. The children must be told that 'Y' is definitely not allowed and why it is not allowed. At this age a child will want an answer and a reason but a discussion on the reason should be avoided as this is usually attention seeking and a leader could much more usefully discuss something else with the child. Reasons are important therefore but before eight years of age an ensuing discussion is not beneficial. However from eight years onwards the ensuing discussion can be a high learning situation.

One of the most important aspects of awareness and sensitivity is for

the leader to be aware of his impact on others, particularly the children. This is not as difficult as it might sound because interactions with children are no different from interactions with other adults. Social skills are the same for all ages and it is only the use of them which is different. Perhaps the most important area concerns the effect of non verbal expression because one form of learning by a child is by imitation and this is at its greatest between the ages of five and eight. Children can tell by studying a leader's actions what that leader feels towards a particular child and the other children will tend to treat that child in the same way. It is therefore of great importance for a leader to know what his non verbal reactions are and to know whether they are having the right effect. Non verbal forms of communication can be divided into two main areas, these being (1) static and (2) dynamic.

Static non verbal communication is extremely important in the initial stages of any relationship but after a period their effect tends to fade. The type of things that can be put into this group are facial features, physical features, hair style, type of clothes etc. Dynamic non verbal means of communication however are not a short lived thing and do not disappear as readily as those in static groups. They are therefore much more important in a longer association such as that a Scout Leader will have with a child. Into the Dynamic group can be put all of the following. Orientation; Distance; Touch; Facial Expression; Gaze Direction; Tone of Voice and Fluency; Diffuse Body Movement; Gesture; Posture; Eyebrow Movement; and Hand Movement. Perhaps the most important for any leader are the first six and these are therefore expanded on below.

Orientation - the choice of different positions depending on circumstances - for example a closed group of chairs for a discussion can indicate that the group wants privacy. A better example would be in a situation where a leader is confronted by the problem of a shy child. In this situation the leader should turn himself slightly towards the shy child so that the child can seek the leader out. This will be much more successful than putting the child in a worse position by drawing the attention of the others to him by saying something like "Now come on Steven how about you".

Distance - how close can a leader get to a child before he threatens or dominates.

Touch - this is very important because it can either lower or increase the

sense of threat.

Facial Expression - this shows emotion more than any other. Normal facial expression can be important because it can convey openness, sternness, stress, resentment, etc.

Gaze Direction - this is important because people tend to look more at someone when listening than when talking. This is partly because the listener is looking for a place to interrupt or reply. It is also a fact that people look less at someone they dislike or if they find the conversation difficult or embarrassing. Looking too much however can be interpreted as an intrusion.

Tone of Voice and Fluency - it is often the case that a loud voice combined with a little disfluency is dominating and authoritative.

It might also be of interest to note the following brief points. When choosing a leader it is not necessarily age which determines leadership skills but experience. A potential leader who is eighteen with seven brothers might be more experienced and thus more suitable than an older person who was an only child and who has not yet married.

The "Six" or "Patrol" structure of a mixture of ages is not a particularly good idea for the younger age group because between five and eight, children are not at all consistent. They might be good at something but absolutely hopeless at something else. Different groups could therefore be used for different tasks according to need.

Twelve children to one leader is probably about the best ratio, but it will depend on what the children are doing. Too many leaders is not always a desirable thing when working with children. The Government's White Paper suggests that two adults to twenty-five children should be the aim for nursery school education. One being a qualified teacher and one a non-qualified helper/assistant.

It is worth remembering that young children cannot grasp the meaning of irony and will often give it a literal interpretation.

CHAPTER SIX

ON REFLECTION

All that has preceded this final chapter should have served to make people aware of what is actually happening and what it is possible to achieve. If one has read the whole of this report there can be little doubt left, even in the minds of the most sincere critics, that activity with children below the age of eight is possible. Whether however it is something the Scout Association should undertake is an entirely different question.

Perhaps one of the greatest thoughts that may have occurred to anyone who has studied this report is that there has not emerged a really convincing argument against the establishment of an under eight Scout section. This has most certainly not been a deliberate attempt to sway the argument by presenting an unjustly biased report. What has been written in this report is as accurate and as factual as possible. The fact that the weight of evidence supports one view more strongly than the other is quite simply because these are the results of my research over the eighteen week period. It may possibly be argued that I have concentrated on the wrong issues and had I looked elsewhere I would have found evidence to the contrary. I do not accept this argument as I believe that I have examined the topics of greatest importance and relevance. I would also refer readers to the earlier chapters where I explain that because of the time factor etc. I was not able to examine everything, but concentrated on the areas of greatest concern. I am of the opinion that if the contents of this report appear to lean towards one side then there is a clear lesson to be learned for as I have already said, I believe this report to be an accurate and unbiased reflection of the information I have been able to accumulate. This report has not been designed to recommend but to state what is already happening and what the implications of an under eight Scout section would be. The report has been prepared, therefore, so that others may be furnished with facts in order that they can objectively make up their own minds.

It will be useful as I attempt to draw together all the thoughts created by this report to discuss some of the objections which I have heard time and time again and which have not yet been fully discussed. I have already dealt with the major issues of leadership, law and promise commitment, age ranges and the aims and principles of The Scout Association and would therefore refer readers to the appropriate section for the basis on

which the conclusions stated at the end of this chapter are made.

The first objection to which I shall turn is that many people see an under eight section becoming a baby sitting service. I believe this assertion to be invalid. The very term 'baby sitting' implies something passive and I feel that one could expect an under eight section to be anything but passive. Under the age of eight a child is going through the most important phase of his life and an under eight section could be a major contributory factor to the social-emotional growth of a child. It is apparant that those who see an under eight section as a 'baby sitting' service are persons who have insufficient knowledge of a child who is between the ages of five or six and eight because in no way could any activity of the type I envisage be termed 'baby sitting'. It is certainly the opinion of those operating under eight Scout sections that what they provide is definitely not a 'baby sitting' service. An under eight section would be far too active, varied and concerned about the depth of positive social relationships to be considered just a 'baby sitting' service.

Another fear repeatedly expressed was that an under eight section might detrimentally affect Scouting's public image. It is the experience of both Canada and Northern Ireland that this is certainly not true. Although in the initial stages much anxiety was expressed in both countries it soon became evident that the public image of the movement was not suffering because of an under eight section. Indeed the evidence began to show that the reverse was true and that people were beginning to look at Scouting in a more enthusiastic way. The new under eight sections in Northern Ireland and Canada were getting more exposure and were more visiable in the communities than existing Scout sections. People, it is reported, began to look at the under eights as a sign of vitality and strength in the Movement showing that it was still able to meet current situations and needs. It has become increasingly clear that children are becoming more sophisticated at an earlier age and the community as a whole is beginning to realise that it must adapt and Scouting by its example in Northern Ireland and Canada (also in the unofficial Scottish groups) is leading the way in many areas.

One of the most controversial objections to an under eight section is that the older boys will drop out. One of the first statements to make on this topic is that as a boy gets older and progresses from one section to another he is no longer faced with a narrow choice of activities. The

older he gets the more activities become available to him. There are; the school societies; the sports centres; the youth clubs; the coffee bars; the cinemas; girl friends and assorted non structured social groups such as motor-cycle 'gangs' etc. Scouting in the higher age ranges is only one of many competing and often more attractive activities which diminish in number as one moves down the age scale. It is inevitable, therefore, that there will be some drop out which will increase in proportion as boys progress up through the sections. If, however, it is the contention that more members than ever before will leave the movement for no other reason than the existence of an under eight section, then it is something else to consider. It is my belief that if a programme offered is exciting and interesting enough people will want to participate. If it is not, then they will leave. It is likely that because boys start Scouting younger they will hopefully be better equipped in Scouting attitudes at an earlier age. If the older sections are not able to adapt to the skills of the members of the future and offer a programme which will attract them, is it really the fault of the junior section which has made possible the achievement of a higher standard at an earlier age. If boys who had belonged to an under eight section were seen to be leaving the Movement at an earlier age then surely it would be time to re-evaluate the programmes of the older sections, a boy will stay involved in a section as long as his needs are being met by the programme at that time. Perhaps the boys will be leaving because they are equipped to face a greater challenge than the existing programmes of the older sections can offer. If this is the case then I do not believe that Scouting will necessarily have failed because as long as the boys are infected with the Scouting spirit and character it hardly matters whether they get it at the age of six or sixteen. What is of importance is the effect on their life long development of their time spent in Scouting. An under eight section could be an exciting new component in the Scouting programme for building well-rounded citizens in accordance with the aims of the Movement. It is also probably true that because of the possible increase in the public image of the movement which could come about by the creation of an under eight section that this may be reflected in the attitudes of older boys inside and outside the Movement and this in its turn could eventually have a considerable influence on the retention of the older boy.

Yet another frequent comment I have encountered is that The Scout Association should concentrate any new effort that can be found on the Scout and Venture Scout sections and not dilute its efforts by creating a

new fourth section. I have heard it argued, however, that far from diluting the efforts of the other sections an under eight group may rejuvenate the whole Scout programme by bringing in new leaders and causing a recovery of the original infectious spirit to the institutionalized character of present day Scouting. Efforts will not be diluted, they will be focused at an earlier age where they can perhaps do more for a larger number of boys. This does not mean that the other sections should stagnate, after all there is little to stop the older sections from promoting themselves further. Indeed, such a course would be desirable if they are to remain relevant to the society of the 70's and 80's. It can be argued that an under eight section will enable all branches of the Movement to grow and flourish by making an earlier start possible. Scouting is concerned with the development of the whole boy and this development is an on-going process which is well on its way by the age of eight (it has started by five in many cases) and so it is logical to conclude that, within limits, the younger Scouting starts to cater for children the more able and successful will it be in helping the children to develop their natural skills and guide them in the development of new ones so that they may become fully functioning individuals. This being the case surely the other sections if they are prepared to adapt can do nothing but benefit from an under eight section.

I have been asked several times whether anyone has actually asked the children what they think. During the period of this research I have been able to visit schools and other organisations catering for children below the age of eight and although I did not ask specific questions I did become greatly aware of the potential of the young citizens of tomorrow. The Canadians, however, have been much more specific and have designed a questionnaire for their under eight members. I have no information of how it was circulated or completed, but the questions asked seemed to be quite comprehensive ranging from the type of programme right through to their future aspirations, as whether the Beaver members wanted to go on to become Wolf Cubs (equivalent to U.K. Cub Scouts). There were two questions asked which might be of specific interest in relation to the topics recently discussed. The first question was - Do you know what a Wolf Cub is? There were 603 questionnaires returned and the national percentage answers were: Yes - 73.65% and No - 26.34%. The second and related question was - Do you want to become a Wolf Cub? The national percentage figures were: Yes - 89.85% No - 1.44%, Not Sure - 8.69%. This surely is a very encouraging sign for the Canadian Boy Scout Association. However, there are those who would respond to these figures by saying that a child below the age of eight

cannot answer objectively and so what is more important is what the parents think. This question was anticipated by the Canadians in another of their invaluable surveys. This time it is a lengthy document aimed at the parents to which I refer. The question asked was - Do you hope your son will want to join the Wolf Cubs when he is old enough? Out of the 558 questionnaires returned 99.55% said Yes and only 0.44% said No. This was interpreted by the Canadians as an excellent indication of the parents' satisfaction that the needs of their sons were being met in the under eight section and a desire for these needs to be continued to be met by the Boy Scouts of Canada through Cubbing.

Often people have said, rather scornfully I felt, when I have been discussing under eight development with them in response to most of the arguments put forward in this report that they do not think that one hour a week can do anything for the children. I do not believe this assertion to be true and would answer such remarks with the question - What better could a child be doing in that hour than that offered by Scouting? It is certainly not the experience of those working with children under the age of eight that only a short period a week is valueless. In fact quite the contrary is thought to be true because of such factors as the length of any period of concentration in young children which make one hour quite sufficient to achieve one's objectives and any longer period could begin to have an adverse effect.

One of the greatest things to catch my attention during my contacts with numerous people has been the tremendous difference in attitude between those who have seen under eight sections operating and those who have only read about them. Among those I have spoken with who have had direct contact with an under eight section I could not find a single person who had any fundamental criticism of the idea of an official under eight Scout section. Whereas those who have had no real contact with under eight work were split on the idea of a fourth section of the Movement. It has been very apparent that the many fears and doubts which have been expressed are identical with those which were expressed in Northern Ireland, Canada, and Belgium before the decision on under eight development was taken. Nowadays in all of these countries those fears and doubts have been largely allayed. I am reliably told that in both Northern Ireland and Canada the attitudes of existing Scouters and the public generally have changed dramatically now that people have been able to see an under eight section in action. I have also had the same experience, for above all else it was my

personal visits to see under eight children in action which convinced me that it is possible to work successfully with children below the Cub Scout entry age. The potential exists and it is a decision of The Scout Association whether that potential is developed or not. There is obviously a clear lesson to be learned from all of this which I have heard several times from those operating under eight sections - that under eight Scouting has to be CAUGHT NOT TAUGHT. It is one thing to read about under eight work, it is different again to actually participate. It has been said to me repeatedly - "if only those who criticise could come and see it work". This statement says a great deal for it is certainly my experience that it is mostly those who have not seen an under eight programme in action who criticise it.

A section of Chapter Two of the Advance Party Report reads: "In conclusion we should like to repeat our belief that the lack of any large rival organisation imposes a greater obligation on the Boy Scouts Association". This was not a reference to under eight activity in particular, but I feel that its sentiments are especially relevant to those who have to decide the future developments of the Scout Movement. Perhaps in view of the present economic climate and the curtailment of the social services, one reads of daily in the newspapers, makes the role of The Scout Association even more fundamental. Money may be short, but do not the social implications of an under eight section make any effort justified. Has The Scout Association not got a greater role today than for many years past? (particularly in areas of social deprivation). Is it not possible that a new Scout section for children below the age of eight would give everyone a chance to change some of the old philosophies which are now outdated. The Scout Association can seize the opportunity to throw out old ideas and develop new ones - it can move forward to face the future - it can look towards the next century - it can face reality. Baden-Powell once said: "the whole object of our Scouting is to seize the boy's character in its red hot stage of enthusiasm and to weld it into the right shape and to encourage and develop its individuality - so that the boy may educate himself to become a good man and a valuable citizen for his country. By so doing we may hope to take a useful part in brining strength, both moral and physical to the nation". Are these words still true of Scouting today? If they are, then ask yourself - Will they still be true tomorrow? Baden-Powell was responding to an expressed need in 1907 when he founded the Scout Movement. The needs of 1975 are different and so would it be improper to suggest that Baden-Powell, had he still be alive, might have been

ahead of present thinking in The Scout Association today in respect of under eight development.

Conclusions

I have had the tremendous experience of being able to study the subject of under eight activity and many of its aspects in considerable depth. This has been a very exciting opportunity and one which I would have been unable to complete had it not been for the overwhelming help and support I have received from persons too numerous to name, both inside and outside The Scout Movement. I am greatly indebted to them all and very appreciative of their efforts on my behalf. I have been enabled, after careful consideration, to move from a position of total ignorance and indecision to the position I now hold. It is now my firm belief that the development of an under eight section under the auspices of The Scout Association would be a tremendous step forward. If managed properly I do not believe that any insurmountable problems would be encountered and I further believe that the effect of an under eight section on the rest of the Movement and, indeed, the community at large can bring nothing but benefit. I consider that the overwhelming weight of evidence that has become available supports the conclusions to which I have inevitably been drawn.

It is my opinion:

- that it would be in the best interests of The Scout Association to proceed with the development of an under eight Scout section at the earliest possible date.
- that such a development need not, if properly managed, have any detrimental effects on the rest of the Movement.
- that a new section will not weaken the existing sections in respect of leadership.
- that the aims and principles of the Movement can be sufficiently fulfilled by under eight members.

- o that it is not too much to expect children under the age of eight to take a law and promise that is designed for them (this being relevant only if it were decided to maintain as a condition of membership of the Movement for all members the acceptance of a law and promise).
- o that any under eight development would not prove unjustifiably expensive.
- o that there be no fundamental objections caused by either insurance or legal considerations.
- o that earlier maturation has made the present Cub Scout entry age an effective barrier to the type of boy for whom Cub Scouting was originally created.
- o that the best age range for a Scout section for children below the Cub Scout entry age would be from the sixth birthday until entry into the Cub Pack (or the age at which entry could be achieved should the boy not wish to go into the Cub section)
- o that the image of the Movement will not become any worse.
- o that older boys need not drop out because of the existence of an under eight section if other sections of the Movement are responsive to changing needs.
- o that a mixed section of both girls and boys is desirable, but not essential.
- o that the experiences of others have proved that under eight activity does not have to be a watered down version of Cub Scouting.

- . that the large majority of the doubts, fears and worries at present expressed will be allayed as time passes in the light of experience.
- . that the lessons of those already working with children below eight years of age (particularly the Canadians) be noted.
- . that it would be unwise to contemplate the reduction of the Cub Scout entry age to seven as an alternative to a new fourth section.
- . that the great social implications of an under eight Scout section be carefully considered.
- . that the Movement to remain relevant in the future must seize this opportunity for change.

APPENDIX ONE

Below I have reproduced, in full, a written submission from a fully qualified and practicing teacher. The 'paper' originated from a conversation I had with her concerning under eight development and when she discussed the subject with some of her colleagues she met with, what can only be described as, tremendous enthusiasm. It was from this great interest that the 'paper' originated. The views expressed do not all necessarily correspond to my own but I do consider the paper to be of considerable value and I am therefore giving others the opportunity to become aware of the thoughts of someone who works daily with children below the age of eight. The teacher responsible for the 'paper' has only a very limited knowledge of the Scout Movement and it therefore presents a refreshing look at the subject from the viewpoint of a qualified, experienced person but from a position outside the Scout Association. The teacher expressed a wish to remain anonymous for professional reasons and I have accordingly omitted her name from the article below.

I am a teacher working in an infant school in a social priority area. I have been asked to give my opinions about an under eight unit within the Scouting Movement. Having discussed this with some of my colleagues I have written below the answers to some questions which I hope will be of use to those making a decision on this issue.

1) Which age group under the age of eight would benefit from a Scouting Unit ?

I think that there would be a demand for such a unit from those boys in the six to seven year age group. Five year olds I consider would be too young because they are still too individualistic at this stage. This is also the age at which compulsory schooling begins and this is really enough of a change in life style to get used to. Five year olds are still largely dependant on their mothers whereas six year olds have become more independant, enough for them to enjoy an hour or so away from mother in addition to the time spent at school.

2) How long should a meeting last ?

In discussion with colleagues we decided that one hour would be plenty of time for children of this age both for the children and the helpers !!

We would suggest between four and five pm., a time after school. A child's concentration at this age is still quite limited and a longer period would probably leave time for boredom defeating the object of such a unit. We do not think the Scout organisation should provide a play group facility or an imitation of school which may be a danger if a longer period of time were to be given to a meeting. On no account should recreation imitate work.

3) How many children should there be in a group ?

A group of fifteen children would seem an ideal number with three helpers. More than fifteen and the group would lose its "closeness". There is a necessity if the child is to become socialized for a close relationship with an adult and a relationship of named acquaintance with all the members of the group. This is not really the age of the special friend although the children are fast reaching this stage. They need to know all sorts of adults and children in a variety of situations and a group of fifteen would allow for this. It would be possible for the group to split - five children and one adult - which would give opportunity for a special closeness with one adult and four other children. This would help considerably with language development. There is a great need for children to be able to speak and converse with adults and children. Schoolclasses are often too large and families too busy or unable because of circumstances to provide this facility adequately. Five is a family number and one adult could get to know five children really well and give adequate opportunity to all. This is especially needed in a "deprived area" where children rarely converse with adults and language and vocabulary are limited. Fifteen would also be an ideal number for games. This would allow for everyone to have a "go" without the others getting bored.

4) Who should lead such a group ?

Ideally a trained Cub Leader with experience of under eights possibly within a family. This person could then recruit and train two other helpers so that they could work together within the same framework. Stability is vital to this age group. They would need to have a broad understanding of child development and to have a considerable amount of patience !!!!!

They would need to be versatile and flexible to have a repertoire of songs and games to attract and keep the childrens attention. They would really benefit from practice under a good leader before being overall responsible for a group. They would need to be aware of the age groups capabilities and to be positive over every effort made by the children. They would need to know how to encourage socialization without stunting individualism. They would need a knowledge of the whole Scouting organisation and they would need to be dedicated. Training would definitely be needed if leaders were to fulfill anything but a babysitting role.

Here are a few ideas that we had on the general planning of such an organisation.

We felt that there should be some sort of uniform as children are very conservative and like to look alike. This is also the age of 'the badge' and this would be greatly enjoyed by the children. We considered that it would be better to leave any promise making until the age of Cubs, to give a fuller understanding. But we do think that some ceremonial would be useful as a control mechanism, possibly with some sort of uniting song when subscriptions could be collected and the leader could talk to all the children. The programme of the evening should be as varied as possible with a time for games as a whole unit, a time for small groups under the control of one adult for test type work, and a time for songs and / or story as a whole group. For small group work we thought a book for recording work done would be enjoyed by the children. The idea of simple tests within the unit appealed to us because we thought outside testers would be awkward for the children to relate to and would also be unaware of the childrens capabilities. The word test is written here to mean an 'achievement', a stage forward in development rather than a 'test'. These could be simply graded and ticked off as accomplished. They could include such things as tying shoelaces, sewing on buttons, hanging things on a hanger, folding clothes, making a sandwich, laying a table, creative work such as painting a picture, crayoning a pattern, modelling, with wood plasticine or lego. The children should pass these tests on effort put in not on result in the aesthetic sense.

Observation could form another section of work how many things in a picture, find some red things, spot the difference etc., Making a collection would be a useful activity for this age group. Learning to play a simple board game and to apply the rules would form another good

test. Growing plants and looking after pets would develop an awareness of nature. Keeping a weather chart for a week using pictorial representation would form another useful activity. Physical development at this stage is also very important so activities such as ball catching, hopping, running, jumping, balancing, and general agility would be good for the children. They would also benefit from trips out to the bus stop, the shops and the park to observe and talk about and to look at in depth those things they usually rush past. They observe the post box look at the numbers and times, observe the houses in the street and their numbers. They could practice the Green Cross Code and learn about roads in general.

The weekly programme would need to be structured but not formal. Children need security as well as freedom. Freedom in a secure situation is worth-while and happy experience. Freedom when insecure is an uncomfortable and frightening thing. Children need to be with constant adults who don't waiver in their judgement. They need to know where they stand and to know that the adult will forgive and forget. They need freedom but they also need to be stopped and diverted before disaster strikes. To learn by experience is the best learning method. To learn by mistake and by trial and error are also valuable at times but one learns best by being right not by being wrong. Children need to know codes of behaviour, not unnecessary restrictions, but patterns of behaviour that are to all societies benefit.

As teachers in a socially deprived urban area we can see that such an organisation would be very valuable. Children in these areas need scope for developing their personalities, scope of a socially acceptable kind. They need the experience of a constant adult who won't let them down or be easily swayed from their standards of acceptable behaviour. They need opportunity to talk, to gain experience in elaborated code and to be able to feel at ease within it as within restricted code. They need opportunity to develop intellectual interests. Often children in these areas need to be relieved of responsibilities inflicted upon them by circumstances that they are unable to cope with. They need to be given confidence

by being given tasks that are within their capabilities so that they succeed. They need as much verbal stimulus as possible, as rich an environment as possible and eyes to see their own environments and the things of value within them. They need the opportunity to cooperate and collaborate with others.

The abilities of six year olds vary considerably they may not be able to write a sentence. They may be quite good at reading or they may only recognise one or two words. They are developing manual skills all of the time such as cutting and writing etc.

I think that this would be a very good project for the Scout Association to take up. Here is a need that could be fulfilled by a Scouting type unit and could form a good lead in to Cubs and then on to the Scouts.

APPENDIX TWO
QUESTIONNAIRE ANALYSIS

As part of the background research into a possible fourth section of the Scout Association a questionnaire was designed and distributed throughout the various Counties and leader appointments in the whole of the United Kingdom.

Various methods of statistical sampling were considered before any action was taken but because of severe budget and time restraints the type of survey to be undertaken could not possibly be of the highest obtainable standard.

It was found during discussions with various people that the subject of under eight activity had never been fully aired and so a great number of people had no knowledge on which to base their judgement. Consequently they would say immediately that the idea of a fourth section was good or bad but when asked a few pertinent questions of clarification many would waiver from their previous positions and reflect again on the idea.

For this reason the under eight questionnaire was designed in such a way that it would draw people's thoughts towards what were considered the main issues so that they would become better equipped to give a more informed value judgement. The questionnaire therefore was not designed to give a scientifically based Yes or No answer to the suggestion of a fourth Scout section but as a discussion document which would enable the Scout Association to become aware of the areas of greatest concern to the Movement's membership so that these aspects could be thoroughly examined.

Having established the purpose of the questionnaire the actual lay out had to be considered. This had to be done in such a way that the method of completion could be both clearly understood and easily undertaken. It also had to allow for the final analysis and assimilation of answers when all the questionnaires had been returned. For when one is dealing with an expected return of several hundred, the questionnaires need to be easily readable so that speedy and accurate assimilation can be undertaken. Therefore after consultations with several people and bearing in mind the possibility of using a computer the lay out was decided on. Basically it was to be a page of questions with provision for a multiple choice type answer in a margin on the right hand side of each page.

When the questionnaires were to be collated all the answers would be coded and entered into especially designed summary sheets for each County and each appointment. From these summary sheets grand totals for every County, Region and appointment in Scouting could be obtained with relative ease. In the event although fairly easy the process proved very time consuming as the computer facility proved unavailable and all the calculations had to be done by hand. The outcome however of over an estimated 115,000 separate operations is that it is now possible to find out from the returns what every Region, County, District has answered and what the opinions are of every type of appointment in the Scout Movement from Headquarters staff to District staff, to section leaders, to instructors and administrators etc. etc. In fact every single appointment from which at least one return was received. However in the following tables for the ease of interpretations only the most relevant information is given so that no undue confusion arises.

Two thousand questionnaires (2,000) were printed and of these just over one thousand nine hundred (1,900) circulated. The remainder being handed out to various persons for information. The actual method of distribution was necessarily peculiar for two main reasons. The first and most important being the lack of finance and the second being the type of 'community' for whom the questionnaire was designed. Nevertheless despite the weakness of the distribution system a high degree of success in the spread of questionnaire circulation was achieved with virtually every County and every appointment within Scouting being represented in the analysis.

The total number of questionnaires returned in time for inclusion in the analysis was five hundred and eight (508). If one is to consider that the questionnaire was a six page thirty three question document which could take at least an evening to complete properly and taking into account the system of distribution, the lack of previous knowledge and/or motivation, the fact that those responding had to supply their own envelope and pay their own postage (no longer a cheap item) then the returns which constitute approximately 26% of the questionnaires distributed is fairly respectable. The total number of questionnaires circulated was equivalent to about $3\frac{1}{4}\%$ of the total number of Scouters in the United Kingdom and the number of returns therefore amounted to just under a 1% survey return of Scout leadership throughout the United Kingdom.

In retrospect there are questions I might not have asked, others I would have rephrased and indeed some I might have considered more relevant in the light of experience and included.

There is no doubt that in one or two instances the meaning of a particular question was misinterpreted by those responding. Several persons obviously found it difficult to answer within the constraints of the questionnaire which is why a section (question 21) was left for them to freely express an opinion. It is however evident that some people did not appreciate the objective of the questionnaire and therefore found some of the questions and some of the provided answers ambiguous. It is always a danger that those who are answering a questionnaire may not be entirely clear as to each question's real objective even though they appreciate the nature of the subject under discussion. It is sometimes necessary in an effort to obtain a relevant answer for the person setting the questions to direct the thoughts of a respondent into a certain area. This can therefore make the phrasing of the questions and particularly the answers more involved and sometimes restrictive. For this reason the comment section was included to allow an opinion to be expressed which was not possible within the constraints of the other questions. I have received several strong letters concerning the inference of some of the questions and I can only emphasise that I believe that most of these arose from a lack of understanding of the specific objective of each question. Obviously a detailed understanding by everyone was not possible and could not be expected but I feel that many could have searched more conscientiously before replying in such strong terms - this being particularly true of those in the more prominent and more responsible positions within the Scout Movement.

Once all the questionnaires had been returned they were analysed as outlined earlier on especially designed analysis sheets. In total there are over four hundred (400) A4 size analysis sheets in existence from which just about any piece of information

concerning the questionnaire can be discovered. The questionnaire analysis was indeed a mammoth task which would not have been possible without the help of many people at all the stages of production, distribution and collation. I would like to take this opportunity to thank them all but above all else I would like to thank the three people who toiled endlessly in the final stages of analysis. The three to whom I refer have no Scouting commitment but got so involved with what they were doing that they worked at all hours to complete their part of the process. Without their efforts the completed tables could not have been produced so quickly or indeed accurately.

GENERAL NOTES

THESE NOTES ARE TO ADD CLARITY TO ALL THAT FOLLOWS AND WILL APPLY TO ALL QUESTIONS UNLESS A CONTRARY STATEMENT IS MADE WITH REFERENCE TO A PARTICULAR QUESTION.

1. Not all those who returned questionnaires answered every question or indeed both parts of some questions. This therefore accounts for the variations in responses which occur in some questions.
2. In many cases the questionnaires were discussed at District or Group meetings before the person who had received the questionnaire completed it. It would seem fair therefore to assume that although a total of 508 questionnaires were returned the answers obtained do in fact represent a much larger analysis of opinion than is apparent. In a few cases however the questionnaire was not only discussed at a District meeting it was actually filled in by them as a group. It is perhaps unrealistic to expect that there was no disagreement on any of the questions and that the answers given did absolutely represent the views of some 40 Cub Scout Leaders as one or two questionnaires claimed. As a matter of general policy therefore the responses of such mass answered questionnaires were attributed to the person who actually filled in the questionnaire and returned it. In most cases this was an Assistant District Commissioner and it would have been reasonable to expect her to consult with the other leaders in the District before filling in the form anyway. This decision to attribute the answers to one leader and thus one District seems even more reasonable if one considers that the

approximate average maximum number of questionnaires any one County could expect was four and so any one District should not really have received more than one questionnaire. (It has to be admitted however that it appears that in other cases some Districts have received a large share of the County allocation but this would seem to be a fault of some individual's distribution.)

3. In all cases the figures presented in the ENGLAND category include the Channel Islands and the Isle of Man.
4. When referring to the different regions of the United Kingdom the term OTHER includes: British Scouts Western Europe; Multiple Answers (see note 2); late returns; Anomalous and Miscellaneous returns; and Full time Paid Regional and National Appointments.
5. Where respondents altered the wording of questions and changed their implied meaning I have omitted those specific answers as they were not comparable with all of the other returns.
6. All decimal places have been rounded up to one place of decimals where appropriate. This therefore accounts for the marginal variation in some of the percentage totals.
7. It is clear from an examination of returns that some areas received a disproportionate share of questionnaires. This would appear to be attributable to individuals who had questionnaires for distribution in as much as they have handed them out too freely in some areas. One of the most

obvious examples is the Scottish Area of Dundee which received a large number of questionnaires and perhaps because of the great interest caused by the under eight experiments in that area (Tenderpads) a very large number of them were completed and returned.

8. Because of the distribution difficulties and other problems already discussed any interpretation of the following figures must be undertaken with extreme caution.

QUESTION ONE

Should the Scout Association organise and run a section for boys under the age of eight ?

Answer either Yes or No

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.1	Percentages of those Answering	
				% YES	% NO
UNITED KINGDOM	273	233	506	54.0%	46.0%
ENGLAND	163	184	347	47.0%	53.0%
WALES	10	8	18	55.6%	44.4%
SCOTLAND	53	18	71	74.6%	25.4%
N. IRELAND	23	1	24	95.8%	4.2%
OTHER	24	22	46	52.2%	47.8%

APPOINTMENT	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.1	Percentages of those Answering	
				% YES	% NO
C.S.L. 's	88	60	148	59.5%	40.5%
S.L. 's	29	15	44	65.9%	34.1%
V.S.L. 's	15	7	22	68.2%	31.8%
G.S.L. 's	32	32	64	50.0%	50.0%
D.C. 's	17	23	40	42.5%	57.5%
ADC (CUB)	28	25	53	52.8%	47.2%
ADC (SCOUT)	4	1	5	80.0%	20.0%
ADC (V. SCOUT)	3	3	6	50.0%	50.0%
ADC (OTHER)	8	16	24	33.3%	66.7%
ACC (CUB)	6	7	13	46.2%	53.8%
ACC (SCOUT)	1	-	1	100.0%	-
ACC (V. SCOUT)	1	1	2	50.0%	50.0%
ACC (OTHER)	6	6	12	50.0%	50.0%
C.C.	7	12	19	36.8%	63.2%
LT + ALT	6	4	10	60.0%	40.0%
OTHER	22	21	43	51.2%	48.8%
TOTALS	273	233	506	54.0%	46.0%

NOTES AND COMMENTS

1. All appointments listed include assistants or deputies (i.e. C.S.L.'s includes A.C.S.L.'s).

2. Under the appointments heading the group referred to as OTHER includes all non-uniformed administrative staff, miscellaneous appointments (e.g. Hon.Cub.Com. - BEAVER LEADERS - INSTRUCTERS - H.Q. STAFF), and all anomalous returns.

3. For statistical completeness all percentages have been included but one must obviously interpret some figures very carefully. For example ACC(Scouts) appear to be 100% in favour of an under eight section. However closer inspection reveals that in fact this result is based on only one return from an ACC(Scout).

4. It is interesting that it appears from these figures that the majority of leaders from the three existing sections (CSL, SL, VSL) would like to see the Scout Association organise and run an under eight section. It is only as one proceeds down the list of appointments that the pattern is altered. Even so there were only four appointments which appear (using these figures) to be against under eight development. These being District Commissioners, Assistant District Commissioners (Other), Assistant County Commissioners (Cub), County Commissioners. There are however four other groups which appear to be equally divided on the issue while the remaining eight groups are in varying stages of approval.

QUESTION TWO

Would the Scout Association be fulfilling a useful role for the under eight age group or do existing organisations meet any demand which exists ?

Answer either A or B.

A - The Scout Association would be fulfilling a useful role.

B - Existing organisations already cater sufficiently for the under eights and I do not think it worth while The Scout Association competing in this area.

PLACE	Number of Persons Answering A	Number of Persons Answering B	Total No. of Responses to Q.2	Percentages of Those Answering	
				% A	% B
UNITED KINGDOM	324	159	483	67.1%	32.9%
ENGLAND	205	123	328	62.5%	37.5%
WALES	11	8	19	57.9%	42.1%
SCOTLAND	57	11	68	83.8%	16.2%
N. IRELAND	23	1	24	95.8%	4.2%
OTHER	28	16	44	63.6%	36.4%

NOTES AND COMMENTS

1. It is very interesting to compare the above answers with those given for question one. With the exception of N. Ireland which remains unchanged there are more people saying that the Scout Association would be fulfilling a useful role than there were people saying that the Scout Association should organise and run an under eight section.

2. The difference in the Welsh figure is because a District Scout Leader did not answer question one but did answer question two (see general note 1).

3. There are just over two people saying that the Scout Association would be fulfilling a useful role to every one that says the Association would not do so.

QUESTION THREE

Are boys of a lower age than eight able to derive any useful benefit from a 'Scout' type organisation ?

Answer either Yes or No

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.3	Percentage of Those Answering	
				% YES	% NO
UNITED KINGDOM	350	148	498	70.3%	29.7%
ENGLAND	227	115	342	66.4%	33.6%
WALES	12	7	19	63.2%	36.8%
SCOTLAND	55	13	68	80.9%	19.1%
N. IRELAND	24	-	24	100.0%	-
OTHER	32	13	45	71.1%	28.9%

NOTES AND COMMENTS

1. Although most of the United Kingdom has had very little experience of an under eight Scout section many of the Movement's leaders are family persons who have had practical experience of children below eight years of age but perhaps more important the great majority of the leadership in the Scout Movement is constantly in contact with young people and therefore have some knowledge on which to base their answers. It is therefore very interesting to note from the above figures that just over 70% of the Association's leadership surveyed are of the opinion that a child below the age of eight could derive a useful benefit from a 'Scout' type organisation. It is perhaps also worth noting that all those who responded from Northern Ireland where they have an official under eight section thought this was so and of those responding from Scotland where they have had limited under eight experience the vast majority of leaders surveyed thought so.

QUESTION FOUR

Would you be in favour of any reduction in the present Cub Scout starting age ? (Bearing in mind any possible effects on the other sections of the Movement).

Answer either Yes or No

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.4	Percentages of Those Answering	
				% YES	% NO
UNITED KINGDOM	197	301	498	39.6%	60.4%
ENGLAND	151	195	346	43.6%	56.4%
WALES	7	12	19	36.8%	63.2%
SCOTLAND	21	48	69	30.4%	69.6%
N. IRELAND	2	22	24	8.3%	91.7%
OTHER	16	24	40	40.0%	60.0%

NOTES AND COMMENTS

1. The bracketed section of the question was admittedly rather vague but was intended to get people to think seriously about the effect of any change in the Cub Scout starting age on the other sections. For example would a lowering of the age mean that a boy would be in the Cub Scouts for four years and would this period be too long and necessitate a change in the Scout starting age etc. However despite any other considerations a fairly large majority of leadership surveyed indicated that they did not wish to see the present Cub Scout starting age lowered.

2. The following note can be applied equally to question nine. Many people who saw the need for a reduction in the present Cub

starting age also felt that the other section ages should be altered. There can be no doubt that there was a fair amount of pressure to have the whole question of age ranges examined and the most popular suggestion of change amongst those wanting change were Cubs 7-10, Scouts 10-14, Venture Scouts 14-18 and then perhaps a new upper section for those over 18 not wishing to be leaders.

QUESTION FIVE

At what age would you like to see boys joining the Cub Pack ?

Answer either A, B, C, D or E.

A - Age 5

B - Age 6

C - Age 7

D - No change (i.e. Age 8)

E - Any other Age (please indicate at what age)

PLACE	Age 5	Age 6	Age 7	No change i.e. 8	Any other age	Total No. of Responses
UNITED KINGDOM	3	24	154	296	26	503
ENGLAND	-	17	120	189	19	345
WALES	-	2	6	11	-	19
SCOTLAND	1	4	13	45	6	69
N. IRELAND	-	-	2	22	-	24
OTHER	2	1	13	29	1	46

Percentage Breakdown of Responses to Q.4

PLACE	Age 5	Age 6	Age 7	No Change i.e. 8	Any other Age	Total No of Responses
UNITED KINGDOM	0.6%	4.8%	30.6%	58.8%	5.2%	503
ENGLAND	-	4.9%	34.8%	54.8%	5.5%	345
WALES	-	10.5%	31.6%	57.9%	-	19
SCOTLAND	1.4%	5.8%	18.8%	65.2%	8.7%	69
N. IRELAND	-	-	8.3%	91.7%	-	24
OTHER	4.3%	2.2%	28.3%	63.0%	2.2%	46

NOTES AND COMMENTS

1. Comparison with question four highlights one or two curious points. For example five fewer people said they would like to see no change in the Cub starting age than there were people who did not want to see the age lowered. Presumably these five did not want the age altered downwards (question 4) but upwards and so are now in the 'any other age' category. Other minor issues of comparison between question four and five do arise but these are not significant and are therefore not elaborated upon here.

QUESTION SIX

Has any significant demand been voiced in your area for an under eight Scout section ?

Answer either Yes or No.

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.6	Percentage of those Answering	
				YES	NO
UNITED KINGDOM	152	345	497	30.6%	69.4%
ENGLAND	75	264	339	23.1%	77.9%
WALES	3	16	19	15.8%	84.2%
SCOTLAND	40	30	70	57.1%	42.9%
N. IRELAND	20	2	22	90.9%	9.1%
OTHER	14	33	47	29.8%	70.2%

NOTES AND COMMENTS

1. This was perhaps a difficult question to assess because in some area people had no knowledge of any under eight Scout work anywhere and it would have been strange if people had demanded something which they had not even considered a possibility. (If you do not know that there is a new brand of ice cream on the market one can hardly expect that a great demand for that particular ice cream could exist.) However the figures do reveal that the ratio of those saying no demand has been voiced to those that say there has been is over two to one. Perhaps again of interest that in Northern Ireland where there is knowledge of under eight work there were two people who said no demand had been voiced in their area.

THE FOLLOWING QUESTIONS WERE BASED ON AN EXPRESSED ASSUMPTION THAT IT WAS EVENTUALLY DECIDED TO FORM AN UNDER EIGHT SCOUT SECTION.

QUESTION SEVEN

Should an under eight section be a full member of The Scout Association (like the Cubs, Scouts, Venture Scouts) or should it only be an associated member (like the Supporters Associations or the International Scout and Guide Organisation) ?

Answer either A or B.

A - A full member of The Scout Association

B - Only an associated member.

PLACE	Number of Persons Answering A	Number of Persons Answering B	Total No. of Responses to Q.7	Percentage of Those Answering	
				A	B
UNITED KINGDOM	314	173	487	64.5%	35.5%
ENGLAND	206	121	327	63.0%	37.0%
WALES	11	8	19	57.9%	42.1%
SCOTLAND	47	24	71	66.2%	33.8%
N. IRELAND	21	3	24	87.5%	12.5%
OTHER	29	17	46	63.0%	37.0%

NOTES AND COMMENTS

1. A striking majority of 141 people who answered this question said that any under eight section should be a full member of The Scout Association.

2. It was apparent from the comment section on the questionnaire that amongst some people this was quite an important and sometimes controversial question.

QUESTION EIGHT

What would be the best age range for an under eight section ?

(See question 9 before answering.)

THIS CHART SHOWS THE SUGGESTED STARTING AGE

(N.B. The bracketed figures represent the percentage of the particular answer)

PLACE	Age 4½	Age 5	Age 5½	Age 6	Age 6½	Age 7	Age 7½	Total No. of Responses
UNITED KINGDOM	2(0.4)	72(15.9)	7(1.5)	260(57.5)	22(4.9)	88(19.5)	1(0.2)	452
ENGLAND	2(0.7)	50(16.6)	2(0.7)	155(51.5)	14(4.7)	77(25.6)	1(0.3)	301
WALES	-	1(5.6)	-	13(72.2)	2(11.1)	2(11.1)	-	18
SCOTLAND	-	1(13.4)	3(4.5)	50(74.6)	3(4.5)	2(3.0)	-	67
N. IRELAND	-	6(26.1)	2(8.7)	15(65.2)	-	-	-	23
OTHER	-	6(14.0)	-	27(62.8)	3(7.0)	7(16.3)	-	43

THIS CHART SHOWS THE SUGGESTED FINISHING AGE

(N.B. The bracketed figures represent the percentage of the particular answer)

Age 6	Age 7	Age 7½	Age 8	Age 8½	Age 9	Age 10	Age 10½	Age 11	Total
1(0.2)	47(10.4)	12(2.6)	351(77.3)	4(0.9)	23(5.1)	8(1.8)	4(0.9)	4(0.9)	454
1(0.3)	31(10.3)	7(2.3)	225(74.5)	2(0.7)	21(7.0)	8(2.6)	3(1.0)	2(0.7)	302
-	3(16.7)	-	13(72.2)	1(5.6)	-	-	1(5.6)	1(5.6)	18
-	8(11.9)	4(6.0)	55(82.1)	-	-	-	-	-	67
-	-	1(4.2)	23(95.8)	-	-	-	-	-	24
-	5(11.6)	-	35(81.4)	1(2.3)	2(4.7)	-	-	1(2.3)	43

NOTES AND COMMENTS

1. It would be useful to look also at questions four, five and nine but strict comparisons are difficult because different numbers of people responded to each question.

2. By far the most popular age range would appear to be from six to eight, this being true of every region in the United Kingdom.

QUESTION NINE

Would an under eight Scout section necessitate a change in the present Cub starting age ?

Answer either Yes or No.

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.9	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	128	356	484	26.4%	73.6%
ENGLAND	104	220	324	32.1%	67.9%
WALES	6	13	19	31.6%	68.4%
SCOTLAND	8	63	71	11.3%	88.7%
N. IRELAND	1	23	24	4.2%	95.8%
OTHER	9	37	46	19.6%	80.4%

NOTES AND COMMENTS

1. This question was included to allow people to think freely about the possible age range of a new section without being restricted by present age regulations such as the present minimum Cub entry age limit.

2. The overwhelming majority still favouring no change in the Cub Scout starting age only serves to strengthen the argument that although many people would like to see 'Scouting' starting at an earlier age than at present they do not see the reduction of the present ages as a solution or indeed a help to any work to be undertaken with younger children.

QUESTION TEN

Would you have any objections to the under eight section being a mixed one ?

Answer either Yes or No.

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.10	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	236	253	489	48.3%	51.7%
ENGLAND	141	190	331	42.6%	57.4%
WALES	8	11	19	42.1%	57.9%
SCOTLAND	48	22	70	68.6%	31.4%
N. IRELAND	16	8	24	66.7%	33.3%
OTHER	23	22	45	51.1%	48.9%

NOTES AND COMMENTS

1. This is obviously a very sensitive and controversial question particularly with the recent developments in the Venture Scout section.

2. The above figures clearly reveal the depth of feeling on this issue with both sides having a fair amount of support. In the United Kingdom as a whole only 17 people tip the result for the negative. If one looks at the regional analysis however it is revealed, based on the survey returns, that the majority of leaders in England and Wales are against a mixed section while the returns from Scotland and Northern Ireland reveal that a sizable majority of leaders are in favour of a mixed section below the age of eight. One often thinks of Scotland and Northern Ireland as being less

progressive and more traditional than the rest of the United Kingdom and so these figures are interesting for that alone.

UNDER EIGHT ACTIVITY

ERRATUM

Page 112 - Question Ten - Note 2.

Delete the sentence beginning "If one looks
and insert - "If one looks at the regional analysis
however it is revealed, based on the survey returns,
that the majority of leaders in England and Wales
are in favour of a mixed section while the returns
from Scotland and Northern Ireland reveal that a
sizable majority of leaders are against a mixed
section below the age of eight."

QUESTION ELEVEN

How many children would make an under eight section viable ?

Answer - Not Fewer Than -

and Not More Than -

THE CHART BELOW SHOWS ALL THE SUGGESTED LOWER VIABILITY MEMBERSHIP LIMITS (N.B. The numbers in brackets are the percentages represented by the number of people responding to each number of members.)

PLACE	FOUR	FIVE	SIX	EIGHT	NINE	TEN	TWELVE
UNITED KINGDOM	1(0.2)	6(1.3)	45(9.7)	33(7.1)	6(1.3)	141(30.4)	170(36.6)
ENGLAND	-	4(1.3)	33(10.7)	12(3.9)	6(1.9)	92(29.8)	120(38.8)
WALES	-	-	3(16.7)	4(22.2)	-	4(22.2)	4(22.2)
SCOTLAND	1(1.4)	1(1.4)	4(5.7)	4(5.7)	-	27(38.6)	27(38.6)
N. IRELAND	-	-	-	6(25.0)	-	5(20.8)	10(41.7)
OTHER	-	1(2.4)	5(11.9)	7(16.7)	-	13(31.0)	9(21.4)

CONTINU
BELOW

PLACE	FIFTEEN	SIXTEEN	EIGHTEEN	TWENTY	TWENTY FOUR	THIRTY	TOTAL NO. OF RESPONSES
UNITED KINGDOM	27(5.8)	10(2.2)	11(2.4)	11(2.4)	2(0.4)	1(0.2)	464
ENGLAND	18(5.8)	7(2.3)	8(2.6)	7(2.3)	2(0.6)	-	309
WALES	2(11.1)	-	-	1(5.6)	-	-	18
SCOTLAND	2(2.9)	2(2.9)	1(1.4)	-	-	1(1.4)	70
N. IRELAND	2(8.3)	-	1(4.2)	-	-	-	24
OTHER	3(7.1)	1(2.4)	1(2.4)	3(7.1)	-	-	42

THE CHART BELOW SHOWS ALL THE SUGGESTED UPPER VIABILITY MEMBERSHIP LIMITS (N.B. The numbers in brackets are the percentages represented by the number of people responding to each number of members.)

PLACE	SIX	EIGHT	TEN	TWELVE	FIFTEEN	SIXTEEN	EIGHTEEN
UNITED KINGDOM	3(0.6)	2(0.4)	8(1.7)	19(4.1)	23(4.9)	16(3.4)	50(10.7)
ENGLAND	3(1.0)	2(0.6)	7(2.2)	13(4.2)	16(5.1)	8(2.6)	40(12.8)
WALES	-	-	-	2(10.5)	-	-	3(15.8)
SCOTLAND	-	-	-	-	3(4.3)	3(4.3)	4(5.8)
N. IRELAND	-	-	-	-	2(8.7)	-	-
OTHER	-	-	1(2.3)	4(9.1)	2(4.5)	5(11.4)	3(6.8)

CONTINU
BELOW

PLACE	TWENTY	TWENTY FOUR	TWENTY FIVE	THIRTY	THIRTY TWO	THIRTY SIX	FORTY	TOTAL
UNITED KINGDOM	134(28.6)	131(28.0)	35(7.5)	35(7.5)	1(0.2)	8(1.7)	3(0.6)	468
ENGLAND	95(30.4)	85(27.2)	18(5.8)	18(5.8)	1(0.3)	5(1.6)	2(0.6)	313
WALES	9(47.4)	3(15.8)	1(5.3)	1(5.3)	-	-	-	19
SCOTLAND	19(27.5)	24(34.8)	8(11.6)	6(8.7)	-	1(1.4)	1(1.4)	69
N. IRELAND	3(13.0)	7(30.4)	4(17.4)	5(21.7)	-	2(8.7)	-	23
OTHER	8(18.2)	12(27.3)	4(9.1)	5(11.4)	-	-	-	44

NOTES AND COMMENT

1. The most popular lower viability limit was 12 members and the most popular upper viability limit was 20 members (24 was a very close alternative choice).

QUESTION TWELVE

What would be the necessary number of leaders to a given number of children ?

Answer - ? leaders to ? children

N.B. The figures in brackets are the percentages represented by the number of responses to each ratio.

PLACE	1:2	1:3	1:4	1:4.5	1:5	1:6	1:6.6
UNITED KINGDOM	1(0.2)	14(3.0)	73(15.4)	4(0.8)	120(25.3)	186(39.2)	5(1.1)
ENGLAND	1(0.3)	12(3.7)	45(14.0)	4(1.2)	84(26.0)	128(39.8)	3(0.9)
WALES	-	-	3(15.8)	-	4(21.1)	8(42.1)	-
SCOTLAND	-	1(1.5)	14(20.6)	-	17(25.0)	25(36.8)	1(1.5)
N. IRELAND	-	-	3(13.0)	-	7(30.4)	5(21.7)	-
OTHER	-	1(2.4)	8(19.0)	-	8(19.0)	20(47.6)	1(2.4)

CONTINU
BELOW

PLACE	1:7	1:7.5	1:8	1:9	1:10	1:11	1:12	TOTAL
UNITED KINGDOM	5(1.1)	3(0.6)	34(7.2)	2(0.4)	22(4.6)	-	5(1.1)	474
ENGLAND	3(0.9)	1(0.3)	22(6.8)	1(0.3)	15(4.7)	-	3(0.9)	322
WALES	1(5.3)	-	2(10.5)	-	-	-	1(5.3)	19
SCOTLAND	-	-	5(7.4)	1(1.5)	4(5.9)	-	-	68
N. IRELAND	1(4.3)	2(8.7)	3(13.0)	-	1(4.3)	-	1(4.3)	23
OTHER	-	-	2(4.8)	-	2(4.8)	-	-	42

NOTES AND COMMENTS

1. The figures 1:2, 1:3 etc. are to be interpreted as one leader to two children, one leader to three children etc.

2. As with earlier questions the personal experience of working with children of all ages was probably an important factor in these responses.

3. A Government White Paper recommended that the best ratio of adults to children in the age group we are discussing would be two adults to twenty five children. One being a qualified teacher and one an unqualified assistant. It is interesting therefore to note that only five people thought that one leader to twelve children was necessary (1:12 being very near to the Government's recommendation). In fact the majority of leaders surveyed indicated that they thought the ratio should be half that with one leader to every six children. The ratio of one to five was also very popular.

4. The total number of responses saying either 1:5 or 1:6 was 306 (64.5%) which left only 168 (35.6%) choosing other ratios.

QUESTION THIRTEEN

Should an under eight section wear a uniform ?

Answer either Yes or No.

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.13	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	325	159	484	67.1%	32.9%
ENGLAND	207	120	327	63.3%	36.7%
WALES	12	6	18	66.7%	33.3%
SCOTLAND	55	15	70	78.6%	21.4%
N. IRELAND	23	1	24	95.8%	4.2%
OTHER	28	17	45	62.2%	37.8%

NOTES AND COMMENTS

1. The results show that a large majority of leaders asked in all regions were in favour of an under eight section wearing a uniform. In the United Kingdom as a whole the majority was over two to one in favour.

2. On very many questionnaire returns the respondents although supporting the idea of a uniform stressed very strongly that it should be both cheap and simple. A neckerchief was by far the most popular suggestion with these people.

QUESTION FOURTEEN

Would it be necessary to have a formal programme as opposed to a free 'play school' type arrangement ?

Answer either A or B.

A - Formal programme.

B - Free 'play school' arrangement.

PLACE	Number of Persons Answering A	Number of Persons Answering B	Total No. of Responses to Q.14	Percentage of Those Answering	
				A	B
UNITED KINGDOM	256	111	367	69.8%	30.2%
ENGLAND	148	70	218	67.9%	32.1%
WALES	11	8	19	57.9%	42.1%
SCOTLAND	49	14	63	77.8%	23.5%
N. IRELAND	20	3	23	87.0%	13.0%
OTHER	28	16	44	63.6%	36.4%

NOTES AND COMMENTS

1. The figures clearly reveal that some form of formal programme was desired by the majority of those asked. It was however frequently stressed in the comments section that the programme although formal must be simple, varied and flexible as well.

QUESTION FIFTEEN

How long should any under eight meeting last ?

Answer - Not long than * hours * minutes.

N.B. The figures in brackets are the percentages represented by the number of people responding.

PLACE	Ohr. 30min.	Ohr. 45min.	1hr. 0min.	1hr. 10min.	1hr. 15min.
UNITED KINGDOM	1(0.2)	5(1.0)	214(44.9)	1(0.2)	67(14.0)
ENGLAND	1(0.3)	3(0.9)	148(46.3)	1(0.3)	37(11.6)
WALES	-	-	10(52.6)	-	-
SCOTLAND	-	1(1.4)	29(42.0)	-	15(21.7)
N. IRELAND	-	1(4.3)	8(34.8)	-	9(39.1)
OTHER	-	-	19(41.3)	-	6(13.0)

CONTINUED
BELOW

PLACE	1hr. 20min.	1hr. 30min.	2hr. 0min.	Total No. of Responses
UNITED KINGDOM	1(0.2)	159(33.3)	29(6.1)	477
ENGLAND	-	108(33.8)	22(6.9)	320
WALES	-	8(42.1)	1(5.3)	19
SCOTLAND	-	21(30.4)	3(4.3)	69
N. IRELAND	-	4(17.4)	1(4.3)	23
OTHER	1(2.2)	18(39.1)	2(4.3)	46

NOTES AND COMMENTS

1. This question was perhaps interesting as it may give an indication of how long adults may be prepared to be committed to an under eight section. Although it must be appreciated that experience in other countries has shown that the leaders recruited did not come from existing leadership ranks and so perhaps the commitment of people new to Scouting may be different from those already in the Movement, and who answered this question.

2. The most popular length of an under eight meeting seemed to be one hour with one hour thirty minutes the next most popular choice. These two groups accounting for 78.2% of the responses.

Meeting Length	Number of Responses	Percentage of Total Responses
One hour	15	39.5%
One hour thirty minutes	13	32.5%
Other lengths	6	15.3%
Total	34	100%

QUESTION SIXTEEN

Do you think that an under eight section would alter the nature of Scouting ?

Answer either A, B or C.

A - I do not think it will alter the nature of Scouting.

B - I think it will have a favourable effect.

C - I think it will have an unfavourable effect.

PLACE	A	B	C	Total No. of Responses	Percentages of Those Answering		
					A	B	C
UNITED KINGDOM	167	192	130	489	34.2%	39.3%	26.6%
ENGLAND	119	111	102	332	35.8%	33.4%	30.7%
WALES	10	4	5	19	52.6%	21.1%	26.3%
SCOTLAND	21	41	9	71	29.6%	57.7%	12.7%
N. IRELAND	6	15	1	22	27.3%	68.2%	4.5%
OTHER	11	21	13	45	24.4%	46.7%	28.9%

NOTES AND COMMENTS

1. It is perhaps encouraging to those who support the idea of an under eight section to note that only 26.6% of those who responded saw an under eight section as having an unfavourable effect on the nature of Scouting while 73.5% saw an under eight section as either having no effect (34.2%) or having a favourable effect (39.3%) on the nature of Scouting. Those seeing an under eight section as having an unfavourable effect on the nature of Scouting are outnumbered by over two to one.

QUESTION SEVENTEEN

Will an under eight section detrimentally affect the image of Scouting (i.e. make it more juvenile in appearance) ?

Answer either Yes or No.

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.17	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	180	206	386	46.6%	53.4%
ENGLAND	136	93	229	59.4%	40.6%
WALES	9	19	28	32.1%	67.9%
SCOTLAND	15	70	85	17.6%	82.4%
N. IRELAND	3	22	25	12.0%	88.0%
OTHER	17	46	63	27.0%	73.0%

NOTES AND COMMENTS

1. The question of juvenile image has been argued by a large number of people as being a fundamental objection to the establishment of an under eight section. It will therefore be of comfort to some to note that in the United Kingdom as a whole there is a small majority of leaders holding the view that the image of Scouting will not be detrimentally affected by an under eight section.

2. The regional analysis reveals that England is the only region with a majority of people feeling that an under eight section will detrimentally affect the image of Scouting. The Northern Ireland figures are particularly interesting as they have by now been able to see the effects of an under eight section on the rest of the Movement and no less than 86.4% of those

responding felt that the image of Scouting would not be detrimentally affected. In Scotland where they have also seen the effects in many areas 78.6% held a similar view.



QUESTION EIGHTEEN

Will training be necessary for any under eight leaders ?

Answer either Yes or No.

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.18	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	451	37	488	92.4%	7.6%
ENGLAND	314	17	331	94.9%	5.1%
WALES	15	3	18	83.3%	16.7%
SCOTLAND	61	10	71	85.9%	14.1%
N. IRELAND	21	1	22	95.5%	4.5%
OTHER	40	6	46	87.0%	13.0%

NOTES AND COMMENTS

1. Of all the questions asked this one produced the most positive result with 92.4% of those asked supporting the idea of some form of training for under eight leaders.

2. Only twenty people did not bother to answer this question and this, bearing in mind the above note 1. shows that training is held to be a very important issue. This should perhaps be interpreted as very encouraging in a voluntary movement such as The Scout Association.

QUESTION NINETEEN

Would you envisage any new under eight section being financed in a similar way to the existing three sections (i.e. by weekly subscriptions and capitation fee etc.) ?

Answer either Yes or No.

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.19	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	438	44	482	91.9%	9.1%
ENGLAND	298	27	325	91.7%	8.3%
WALES	18	1	19	94.7%	5.3%
SCOTLAND	64	6	70	91.4%	8.6%
N. IRELAND	20	3	23	87.0%	13.0%
OTHER	38	7	45	84.4%	15.6%

NOTES AND COMMENTS

1. Although a very high percentage of those responding (91.9%) said they would envisage the method of financing any new section as being similar to present methods employed in the other sections there was considerable comment on this issue in the section provided. Many people said they saw the methods of financing as being the same but that a lower rate should be charged particularly the capitation fee. (For full arguments see the text of the full Under 8 Report.)

2. The comment section of the questionnaire revealed a great misunderstanding and lack of knowledge about the purpose of the capitation fee and what it is spent on. It was clearly an unpopular item but often only because of lack of information as to its function.

QUESTION 20 and 21 were left for Comment and are therefore not relevant to this statistical analysis although many of the points raised were used in the writing of the Under Eight Activity Report.

QUESTION TWENTY TWO

THIS QUESTION WAS ONLY TO BE ANSWERED BY SECTION LEADERS (i.e. C.S.L., S.L., V.S.L.)

Would the new leaders required for an under eight section come from outside existing leadership ranks (i.e. parents) or would they come from within your group and significantly affect the running of your section ?

Answer either A or B.

A - I think that the leaders would come from outside our existing ranks and will therefore not affect the running of my section.

B - I think the leaders will be recruited from our existing ranks and will therefore affect the running of my section.

BREAKDOWN BY PLACE OF ALL SECTION LEADERS' RESPONSES

PLACE	Number of Persons Answering A	Number of Persons Answering B	Total No. of Responses to Q.22	Percentage of Those Answering	
				A	B
UNITED KINGDOM	114	40	154	74.0%	26.0%
ENGLAND	76	32	108	70.4%	29.6%
WALES	4	1	5	80.0%	20.0%
SCOTLAND	19	5	24	79.2%	20.8%
N. IRELAND	7	1	8	87.5%	12.5%
OTHER	8	1	9	88.9%	11.1%

BREAKDOWN BY PLACE AND APPOINTMENT OF ALL RESPONSES

PLACE	CUB SCOUT LEADERS			SCOUT LEADERS			VENTURE SCOUT LEADERS			GRAND TOTAL
	A	B	TOTAL C.S.L.	A	B	TOTAL S.L.	A	B	TOTAL V.S.L.	
TOTAL	75(71.4)	30(28.6)	105	26(78.8)	7(21.2)	33	13(81.3)	3(18.8)	16	154
ENGLAND	48(65.8)	25(34.2)	73	20(83.3)	4(16.7)	24	8(72.7)	3(27.3)	11	108
WALES	2(66.7)	1(33.3)	3	1(100.0)	-	1	1(100.0)	-	1	5
SCOTLAND	14(82.4)	3(17.6)	17	4(66.7)	2(33.3)	6	1(100.0)	-	1	24
N. IRELAND	6(100.0)	-	6	-	1(100.0)	1	1(100.0)	-	1	8
OTHER	5(83.3)	1(16.7)	6	1(100.0)	-	1	2(100.0)	-	2	9

N.B. The figures in brackets represent the percentages expressed by the number of responses in each group.

NOTES AND COMMENTS

1. It is interesting to look closely at these results as the question of leadership has been of great importance to the whole under eight debate. In fact in very many cases it has appeared to be the sole objection to the establishment of an under eight section.

2. The results from every region of the country reveal very high majorities of those subscribing to the view that any new leaders required for an under eight section will come from outside existing leadership ranks and not therefore affect the running of the section for whom the respondent was responsible.

3. A breakdown of the figures into the three, existing leadership groups is also very encouraging to those supporting under eight development as it reveals that in every appointment group (C.S.L., S.L. and V.S.L.) and in each group in every region that there is a substantial majority subscribing to the view that new leaders for an under eight section will come from outside existing ranks and not affect the running of any of the other three sections.

QUESTION TWENTY THREE

THIS QUESTION WAS ONLY TO BE ANSWERED BY SECTION LEADERS (i.e. C.S.L., S.L., V.S.L.).

Will an under eight section affect recruitment of children to your section ?

Answer either A, B or C.

A - Favourably

B - Unfavourably

C - Make little difference.

BREAKDOWN BY PLACE OF ALL SECTION LEADERS' RESPONSES

PLACE	A	B	C	Total No. Responses	Percentage Answering		
					A	B	C
UNITED KINGDOM	60	11	85	156	38.5%	7.1%	54.5%
ENGLAND	34	10	66	110	30.9%	9.1%	60.0%
WALES	2	-	3	5	40.0%	-	60.0%
SCOTLAND	13	1	10	24	54.2%	4.2%	41.7%
N. IRELAND	6	-	2	8	75.0%	-	25.0%
OTHER	5	-	4	9	55.6%	-	44.4%

BREAKDOWN BY PLACE AND APPOINTMENT OF ALL RESPONSES

PLACE	CUB SCOUT LEADERS			SCOUT LEADERS			V. SCOUT LEADERS		
	A	B	C	A	B	C	A	B	C
UNITED KINGDOM	43(41.3)	7(6.7)	54(51.9)	12(34.3)	3(8.6)	20(57.1)	5(29.4)	1(5.9)	11(64.7)
ENGLAND	24(33.3)	6(8.3)	42(58.3)	7(26.9)	3(11.5)	16(61.5)	3(25.0)	1(8.3)	8(66.7)
WALES	-	-	3(100.0)	1(100.0)	-	-	1(100.0)	-	-
SCOTLAND	11(64.7)	1(5.9)	5(29.4)	2(33.3)	-	4(66.7)	-	-	1(100.0)
N. IRELAND	5(83.3)	-	1(16.7)	1(100.0)	-	-	-	-	1(100.0)
OTHER	3(50.0)	-	3(50.0)	1(100.0)	-	-	1(50.0)	-	1(50.0)

N.B. The figures in brackets represent the percentages expressed by the number of responses in each appointment grouping.

NOTES AND COMMENTS

1. As in the last question the answers to this question are very encouraging to those supporting under eight development as in every region and every section leader appointment group there was only a minority (and a very small one at that) of people who thought that an under eight section would have an unfavourable effect of recruitment of children to their respective sections. Whilst of the remainder there was a majority supporting the view that it would make little difference although the others who said it would have a favourable effect were by no means small in number.

QUESTION TWENTY FOUR

THIS SECTION WAS ONLY TO BE ANSWERED BY SECTION LEADERS (i.e. C.S.L., S.L., V.S.L.)

Would an under eight section have any significant effect on your section (ignore the problems of leadership and recruitment which you have already answered) ?

Answer either Yes or No.

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.24	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	57	93	150	38.0%	62.0%
ENGLAND	40	66	106	37.7%	62.3%
WALES	1	4	5	20.0%	80.0%
SCOTLAND	10	13	23	43.5%	56.5%
N. IRELAND	4	3	7	57.1%	42.9%
OTHER	2	7	9	22.2%	77.8%

PLACE	CUB SCOUT LEADERS			SCOUT LEADERS			VENTURE SCOUT LEADERS			GRAND TOTAL
	YES	NO	TOTAL C.S.L.	YES	NO	TOTAL S.L.	YES	NO	TOTAL V.S.L.	
U.K.	42(42.4)	57(57.6)	99	12(35.3)	22(64.7)	34	3(17.6)	14(82.4)	17	150
ENGLAND	28(40.6)	41(59.4)	69	9(36.0)	16(64.0)	25	3(25.0)	9(75.0)	12	106
WALES	1(33.3)	2(66.7)	3	-	1(100.0)	1	-	1(100.0)	1	5
SCOTLAND	7(43.8)	9(56.2)	16	3(50.0)	3(50.0)	6	-	1(100.0)	1	23
N. IRELAND	4(80.0)	1(20.0)	5	-	1(100.0)	1	-	1(100.0)	1	7
OTHER	2(33.3)	4(66.7)	6	-	1(100.0)	1	-	2(100.0)	2	9

N.B. The figures in brackets represent the percentages expressed by the number of responses in each group.

NOTES AND COMMENTS

1. This question was obviously interpreted in different ways with some people taking it to mean significant detrimental effect and some to mean significant beneficial effect. The answers obtained therefore make analysis difficult.

2. Accepting the above however there is a majority in all groupings (with the exception of Cub Scout Leaders in Northern Ireland and Scout Leaders in Scotland) supporting the view that there would be no significant effects (ignoring leadership and recruitment) caused by an under eight section. Of those who said there would be an affect it is not clear whether it was seen as beneficial or detrimental.

QUESTION TWENTY FIVE

THIS QUESTION WAS TO BE ANSWERED BY CUB SCOUT LEADERS ONLY

Can you please give a breakdown of your Pack waiting list into age groups.

Answer: Total No. ...
 Below 5 yrs. ...
 6 yrs. old ...
 7 yrs. old ...
 8 yrs. old ...
 over 8 yrs. ...

PLACE	ACTUAL NUMBERS ON PACK WAITING LIST IN EACH AGE GROUP						* Total No Replies
	Total List	Below 5 yrs	6 yrs old	7 yrs old	8 yrs old	over 8 yrs	
UNITED KINGDOM	1626	116	282	644	384	200	86
ENGLAND	1328	107	214	497	335	175	66
WALES	33	-	-	15	12	6	2
SCOTLAND	138	6	41	82	9	-	11
N. IRELAND	12	-	-	10	2	-	1
OTHER	115	3	27	40	26	19	6

* This column shows the number of Cub Scout Leaders who responded to question 25 in each region.

NOTES AND COMMENTS

1. This question was not designed so that one can aggregate the figures and say that there are 'X' number of boys on waiting lists throughout the country but it was designed to give some idea of the magnitude of such lists and the obvious inference they have for a younger start in Scouting.

2. In some cases Districts have imposed limits on the length of waiting lists and the lower age at which boys can be put on it. This therefore complicates any interpretation of the above data as the various sources from which it was drawn are not strictly comparable.

3. Accepting all the above qualifications the figures do however reveal that there are approximately an average of 19 boys on each waiting list and that of those allowed to register the largest age group is seven year old children.

QUESTION TWENTY SIX

THIS QUESTION WAS TO BE ANSWERED BY VENTURE SCOUT LEADERS ONLY

Do the majority of your unit think that The Scout Association should have an under eight section ? (Please be positive and ask them.)

Answer either Yes or No.

PLACE	Number of V.S.L. 's Answering YES	Number of V.S.L. 's Answering NO	Total No. of Responses to Q.26	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	8	6	14	57.1%	42.9%
ENGLAND	4	6	10	40.0%	60.0%
WALES	1	-	1	100.0%	-
SCOTLAND	1	-	1	100.0%	-
N. IRELAND	1	-	1	100.0%	-
OTHER	1	-	1	100.0%	-

NOTES AND COMMENTS

1. This question was originally designed to be of considerable significance as Venture Scouts are often thought of as potential leaders or assistant leaders for any under eight section. Unfortunately however the returns from Venture Scout Leaders was disappointingly low particularly as special efforts were made to ensure they received a fair share of the questionnaires. The results therefore may be a useful guide but cannot be considered tremendously significant. Though it is perhaps encouraging to the supporters of under eight development that there is a majority in favour of such development. It should perhaps be noted that the question asks whether the majority of a unit think that The

Scout Association should have an under eight section and so the actual number of Venture Scouts represented is greater than the number of questionnaires returned (14).

QUESTION TWENTY SEVEN

THIS QUESTION WAS TO BE ANSWERED BY VENTURE SCOUT LEADERS ONLY

Would any of your Venture Scouts be willing to help run an under eight section ?

Answer Yes or No.

PLACE	Number of V.S.L.'s Answering YES	Number of V.S.L.'s Answering NO	Total No. of Responses to Q.27	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	9	8	17	52.9%	47.1%
ENGLAND	5	7	12	41.7%	58.3%
WALES	1	-	1	100.0%	-
SCOTLAND	-	1	1	-	100.0%
N. IRELAND	1	-	1	100.0%	-
OTHER	2	-	2	100.0%	-

NOTES AND COMMENTS

1. Again a disappointing return by Venture Scout Leaders and so all mentioned in the notes and comments referring to question 26 apply here also. There is shown a very small majority of Venture Scout Leaders saying that they have Venture Scouts willing to help but the magnitude of such offers within each Unit cannot be estimated from these responses.

QUESTION TWENTY EIGHT

THIS QUESTION WAS TO BE ANSWERED BY GROUP SCOUT LEADERS AND DISTRICT COMMISSIONERS ONLY.

Could your Group/District* provide for an under eight section or would it be an unwanted burden ? *Delete as appropriate.

Answer either Yes or No.

BREAKDOWN OF GROUP SCOUT LEADERS RESPONSES

PLACE	Number of G.S.L.'s Answering YES	Number of G.S.L.'s Answering NO	Total No. of G.S.L. Responses	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	44	13	57	72.2%	22.8%
ENGLAND	30	10	40	75.0%	25.0%
WALES	1	2	3	33.3%	66.7%
SCOTLAND	4	1	5	80.0%	20.0%
N. IRELAND	4	-	4	100.0%	-
OTHER	5	-	5	100.0%	-

BREAKDOWN OF DISTRICT COMMISSIONERS' RESPONSES

PLACE	Number of D.C.'s Answering YES	Number of D.C.'s Answering NO	Total No. of D.C. Responses	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	19	13	32	59.4%	40.6%
ENGLAND	9	11	20	45.0%	55.0%
WALES	-	-	-	-	-
SCOTLAND	4	1	5	80.0%	20.0%
N. IRELAND	2	-	2	100.0%	-
OTHER	4	1	5	80.0%	20.0%

NOTES AND COMMENTS

1. This is perhaps a very important question as any under eight scheme to be successful would need the support of the District Commissioners and Group Scout Leaders.

2. Those supporting under eight development can therefore be encouraged that both breakdowns reveal that the Groups and Districts could provide for an under eight section. The majority for such a view in the Group Scout Leader section is particularly encouraging.

QUESTION TWENTY NINE

THIS QUESTION WAS TO BE ANSWERED BY GROUP SCOUT LEADERS AND DISTRICT COMMISSIONERS ONLY.

Would an under eight section have any appreciable effect on any of the other three sections in your Group/District* ? If you think it will only affect one section please say which one.

Answer either A, B or C.

A - To their detriment

B - To their advantage

C - It will have no effect.

* Delete as appropriate.

BREAKDOWN OF GROUP SCOUT LEADER RESPONSES

PLACE	A	B	C	Total G.S.L Resp.	Which Section Affected		
					Cub	Scout	Venture
UNITED KINGDOM	16(28.1)	28(49.1)	13(22.8)	57	16	9	-
ENGLAND	12(29.3)	18(43.9)	11(26.8)	41	11	6	-
WALES	2(66.7)	-	1(33.3)	3	1	-	-
SCOTLAND	1(20.0)	4(80.0)	-	5	1	-	-
N. IRELAND	1(25.0)	3(75.0)	-	4	1	2	-
OTHER	-	3(75.0)	1(25.0)	4	2	1	-

BREAKDOWN OF DISTRICT COMMISSIONER RESPONSES

PLACE	A	B	C	Total D.C. Resp.	Which Section Affected		
					Cub	Scout	Venture
UNITED KINGDOM	10(27.0)	16(43.2)	11(29.7)	37	8	1	1
ENGLAND	9(39.1)	8(34.8)	6(26.1)	23	6	1	1
WALES	-	-	1(100.0)	1	-	-	-
SCOTLAND	1(14.3)	3(42.9)	3(42.9)	7	1	-	-
N. IRELAND	-	2(100.0)	-	2	-	-	-
OTHER	-	3(75.0)	1(25.0)	4	1	-	-

N.B. The figures in brackets represent the percentages expressed by the number of responses to each section.

NOTES AND COMMENTS

1. Like question 28 this one is very important and the United Kingdom results are very encouraging to the supporters of under eight development there being a majority in both breakdowns saying that an under eight section would have an advantageous effect on the other three sections. Then if one adds this figure to those saying it will have no effect there is a substantial over all majority over those who see under eight work as detrimental in effect on the other Scout sections.

2. Of those who thought it would affect only one section and who indicated which one it is interesting that the majority saw it as affecting only the Cub section. Further that no Group Scout Leader and only one District Commissioner saw it as affecting only the Venture Scout section.

QUESTION THIRTY

THIS QUESTION WAS TO BE ANSWERED BY GROUP SCOUT LEADERS AND DISTRICT COMMISSIONERS ONLY

In your opinion would an under eight section be detrimental to your Group/District*? *Delete as appropriate.

Answer either Yes or No.

BREAKDOWN OF GROUP SCOUT LEADER RESPONSES

PLACE	Number of G.S.L.'s Answering YES	Number of G.S.L.'s Answering NO	Total No. of G.S.L. Responses	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	24	29	53	45.3%	54.7%
ENGLAND	15	22	37	40.5%	59.5%
WALES	2	1	3	66.7%	33.3%
SCOTLAND	4	1	5	80.0%	20.0%
N. IRELAND	2	2	4	50.0%	50.0%
OTHER	1	3	4	25.0%	75.0%

BREAKDOWN OF DISTRICT COMMISSIONER RESPONSES

PLACE	Number of D.C.'s Answering YES	Number of D.C.'s Answering NO	Total No. of D.C. Responses	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	12	21	33	36.4%	63.6%
ENGLAND	8	10	18	44.4%	55.6%
WALES	-	1	1	-	100.0%
SCOTLAND	2	5	7	28.6%	71.4%
N. IRELAND	-	2	2	-	100.0%
OTHER	2	3	5	40.0%	60.0%

NOTES AND COMMENTS

1. This question although somewhat similar to question 29 is in fact much more specific in its implications and is perhaps easier to analyse.

2. The figures reveal majorities in both groups supporting the view that an under eight section would not be detrimental to the Group or District as a whole.

QUESTION THIRTY ONE

THIS QUESTION WAS TO BE ANSWERED BY GROUP SCOUT LEADERS ONLY.

Have you the facilities (ie meeting place) to provide for an under eight section?

Answer either Yes or No.

PLACE	Number of G.S.L.'s Answering YES	Number of G.S.L.'s Answering NO	Total No. of G.S.L. Responses	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	42	7	49	85.7%	14.3%
ENGLAND	29	5	34	85.3%	14.7%
WALES	3	-	3	100.0%	-
SCOTLAND	4	1	5	80.0%	20.0%
N. IRELAND	3	-	3	100.0%	-
OTHER	3	1	4	75.0%	25.0%

NOTES AND COMMENTS

1. Again an important question as many meeting places are already fully booked and no facility would exist for another section to meet. However one wonders just how closely the actual meeting time for under eight children was considered as many suggest that they would meet in the very early evening immediately after school which is not usually the peak period of use for any hall.

2. However whether the time of meetings was carefully considered by all respondents does not alter the fact that the figures above show that the large majority of Group Scout Leaders do have facilities (i.e. meeting place) for an under eight section.

QUESTION THIRTY TWO

THIS QUESTION TO BE ANSWERED BY ASSISTANT DISTRICT COMMISSIONER ONLY.

Could you perform the function of Assistant District Commissioner (A.D.C.) to both the Cub Scouts and an under eight section or do you think that a new system of administration would have to be provided ?

Answer either A, B or C.

A - I could perform both jobs adequately.

B - I could perform both jobs but not as efficiently as I would like to.

C - I think a new administrative structure would be necessary.

BREAKDOWN OF A.D.C. (CUB) RESPONSES

PLACE	A	B	C	Total of ADC(Cub)
UNITED KINGDOM	6(12.8)	9(19.1)	32(68.1)	47
ENGLAND	4(11.8)	7(20.6)	23(67.6)	34
WALES	-	-	1(100.0)	1
SCOTLAND	1(20.0)	1(20.0)	3(60.0)	5
N. IRELAND	-	1(33.3)	2(66.7)	3
OTHER	1(25.0)	-	3(75.0)	4

BREAKDOWN OF ALL A.D.C. (SCOUTS), A.D.C. (V.S.), A.D.C. (OTHER) RESPONSES

PLACE	A.D.C. (SCOUTS)				A.D.C. (V. SCOUTS)				A.D.C. (OTHER)				GRAND TOTAL
	A	B	C	TOTAL ADC(S)	A	B	C	TOTAL ADC(VS)	A	B	C	TOTAL ADC(O)	
U.K.	1(50.0)	-	1(50.0)	2	-	1(100.0)	-	1	3(20.0)	4(26.7)	8(53.3)	15	18
ENGLAND	1(50.0)	-	1(50.0)	2	-	1(100.0)	-	1	1(25.0)	2(50.0)	1(25.0)	4	7
WALES	-	-	-	-	-	-	-	-	-	1(50.0)	1(50.0)	2	2
SCOTLAND	-	-	-	-	-	-	-	-	-	-	-	-	-
N. IRELAND	-	-	-	-	-	-	-	-	-	-	-	-	-
OTHER	-	-	-	-	-	-	-	-	2(22.2)	1(11.1)	6(66.7)	9	9

N.B. The figures in brackets represent the percentages expressed by the responses to each appointment in each grouping.

NOTES AND COMMENTS

1. This question was primarily designed for Assistant District Commissioners (Cubs) but all Assistant District Commissioners were invited to respond. A breakdown is shown above but obviously many Assistant District Commissioners interpreted (not surprisingly) the question to refer to Assistant District Commissioners (Cubs) only and did not therefore answer it.

2. In the Assistant District Commissioner (Cub) breakdown it is revealed that there is an over all majority supporting the view (in all regions) that a new administrative structure would be necessary. Only 12.8% said they could perform both jobs adequately while 19.1% said they could do both jobs but not as well as they would like.

QUESTION THIRTY THREE

THIS QUESTION WAS TO BE ANSWERED BY MEMBERS OF SPONSORED GROUPS ONLY.

Would your Sponsoring Authority look favourably or unfavourably on an under eight Scout section ?

Answer either A or B.

A - Favourably.

B - Unfavourably.

PLACE	Number of Persons Answering YES	Number of Persons Answering NO	Total No. of Responses to Q.33	Percentage of Those Answering	
				YES	NO
UNITED KINGDOM	119	21	140	85.0%	15.0%
ENGLAND	72	16	88	81.8%	18.2%
WALES	3	1	4	75.0%	25.0%
SCOTLAND	12	1	13	92.3%	7.7%
N. IRELAND	18	-	18	100.0%	-
OTHER	14	3	17	82.4%	17.6%

NOTES AND COMMENTS

1. The number of persons answering this question was surprisingly low. Whether it was because not many sponsored groups received the questionnaires which seems unlikely, or whether it was because it involved actually asking the sponsor which could be an involved process or indeed for some other reason.

2. It is evident that of those who did respond there was a majority view in every region that the sponsoring authority would look favourably on an under eight Scout section.