
SCOUTS OF TOMORROW



Being the decisions of the Chief Scout and
the Committee of the Council arising out of
the investigations into the loss of *Scouts*.

THE BOY SCOUTS ASSOCIATION

25 BUCKINGHAM PALACE ROAD, LONDON, S.W.1.

(1956)



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This edition prepared by Karl Pollak.

Editor's Note:

The reader is reminded that these texts have been written a long time ago. Consequently, they may use some terms or express sentiments which were current at the time, regardless of what we may think of them at the beginning of the 21st century. For reasons of historical accuracy they have been preserved in their original form.

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FOREWORD

Ever since the "leakage report", as it came to be known, was published we have had a committee of Scouters examining it. We knew that Scouting as practised in many Groups was very different something from B-P's ideas, in fact, it wasn't really Scouting at all, but did we realise just how many cases of this odd form of activity there were? Now we do know, and the question is "What are we going to do about it?"

The answer is simple and beyond any question if we are honest with ourselves and consider only the welfare of the boys and young men. Too many of us suffer from moral cowardice these days in every walk of life. Let sleeping dogs lie is so much pleasanter, isn't it? But too often the dog is dead and had been for years and how it stinks before we recognise it.

Every time we shirk what we know to be our duty we deprive Scouts of their opportunity for the true adventure of life. Is it really right to save one man's feelings at such a cost? If we follow the suggestions in this pamphlet Scouting will not perhaps become perfect over-night but what a wonderful change we shall see. Scruffy Groups disappearing; Troops as full as Packs; Queen's Scouts the normal, not the exception.

We must all do our own jobs without fear or favour, setting standards in our own personal lives nearer to the ideals of the Promise and the Law. In light of this report excuses stand condemned.

A handwritten signature in dark ink, appearing to read 'Rowallan.' with a stylized, cursive script.

Rowallan, Chief Scout,
June 1956

I. INTRODUCTION

1— In 1953 a comparison was made between the number of boys in the Scout Movement in 1946 and 1953. Two figures, in particular, were in startling contrast. They showed that in the seven years the number of Wolf Cubs had increased by 50,000, whereas the number of Boy Scouts between 11 and 15 years old had decreased by 6,000.

2—The Committee of the Council decided that an investigation should be made into the loss of boys from the Boy Scout Troop, and with the generous and expert help of Dr. Mark Abrams, Managing Director of Research Services Ltd., prepared a questionnaire which was completed by about 8 per cent of all the Groups in the United Kingdom. This was a sample amply sufficient to give reliable information as regards the country as a whole.

3—The figures were published in a pamphlet called "*Investigation into Leakage in the Scout Group*," which was sent to all Groups and discussed at the National Conference in 1954. All Local Associations and Groups were asked to compare their figures with the national average, and in addition the Committee of the Council set up a widely representative Leakage Investigation Committee to consider the pamphlet. Their report has been carefully considered by the Committee of the Council. What follows is the result of this full consideration, and will form the main subject for discussion at the Conference of Commissioners to be held in September, 1956.

4—The Chief Scout and the Committee of the Council commend this report to all Commissioners, Local Associations and Groups, for the most careful attention, in order that the whole Movement may go forward into 1957 resolved to do all in their power to secure that more Scouts may be retained in the Movement for a longer period.

II. THE LOSS OF BOYS

5—It is not intended to burden this report with a mass of figures. Those who are interested in figures can get them from the pamphlet named above, which can still be obtained from I.H.Q. The most important figures, after all, are those of the individual Group, which can be related to actual boys who have left the Group and to the reasons for their leaving.

6—Some loss of boys must, of course, be expected. Many of the reasons for leaving, such as press-button entertainment, easy pocket money and a wide choice of leisure-time activities are beyond the control of the Scouters, however good they may be. Moreover, the investigation showed that there were a very large number of Groups which could well be proud of the number of boys they retained. The fact that the number of boys in the Movement in this country is higher than ever shows that Scouting still carries a strong appeal to modern youth.

7—Nevertheless, we find that far too many boys leave the Movement every year—perhaps as many as 20 per cent of the total membership—and this must be a challenge to every Scouter.

8—We believe that the suggestions which follow, if carefully carried out locally, will do much to reduce this loss.

Principal Reasons for loss of boys

9—In our opinion, there are three principal reasons for the loss of boys. They are:—

- (i) the poor standard of some of our Scouters,
- (ii) the imperfect application of the Group system,

- (iii) lack of progress in the particular Scout unit, which is primarily due either to unimaginative programmes or to undue delay in passing the basic tests.

We deal with these in greater detail in later paragraphs.

“The Use and Recruitment of Manpower”

10—We know well that most of the suggestions which follow are not novel; indeed, many of them are very old indeed. A number of them appeared in a report entitled *The Use and Recruitment of Manpower*, which was issued to the Movement in 1950. If they had been more widely heeded at that time, the rate of loss of boys might already have been substantially reduced. The major points in that report have been incorporated in the present statement, and the “Manpower” report is accordingly being withdrawn from circulation.

III. THE FULL USE OF THE GROUP SYSTEM

11—The Group system has been in operation for nearly 30 years, and has proved its success in very many strong Groups. Yet the evidence before us shows that it is still not fully appreciated in many places. At an early stage in their deliberations, the Leakage Investigation Committee passed the following resolution, which was accepted by the Committee of the Council and passed on to the meeting of County Commissioners in 1955:—

“The Committee strongly urges that all possible steps should be taken by District Commissioners, not only to ensure that each Group has a Group Scoutmaster, but particularly to increase the number of Group Scoutmasters in active charge of Groups, without responsibility for running Sections of Groups. It also urges the great importance of Group Committees in building up the strength and ensuring the continuity of Groups, so reducing the risk of losing boys.”

12—We again urge all members of the Scout Movement to do everything in their power to build up the complete Group of Cubs, Boy Scouts, Senior Scouts and Rovers, with the necessary complement of Scouters for each Section, and with a Group Scoutmaster at the head who can concentrate on the administration of the Group as a family unit without the distraction of running a Section.

13—The aim is that a boy entering the Scout Movement should find himself in a family of Scouters, Scouts and supporters, in which he feels himself at home in a Scout atmosphere and in which he will want to remain. in order to secure this atmosphere:—

- (i) each Section should be interested in all the other Sections of the Group,
- (ii) each Section should feel that the preparation of its members for the next Section above is a vital part of its work,
- (iii) the older Sections of Senior Scouts and Rovers should take a lively and practical interest in the progress of the boys in the younger Sections, and should set them such an example as to make them want to continue their membership until they are old enough to become Seniors and Rovers.

14—This bears very directly on the loss of boys, for there is little incentive for a boy to go up from one Section to another where the Scouters work in isolation from one another and show no evidence of a family spirit.

15—In order to bring home to the Scouts the essential unity of the Group, there should be, during the course of a year, a number of Group activities embracing all Sections, such as the annual Group Show, Parents’ evenings, and going-up ceremonies,

16—The Group Scoutmaster will be helped in attaining this result by the full use of the Group Council and the Group Committee.

17—We strongly recommend to the attention of all Scouters, and not only to Group Scoutmasters, the book *Running a Scout Group*. (by J. F. Colquhoun, published by Boy Scouts Association, price 8s. 6d.)

A Minimum Standard

18—We believe that it would be wise for a District Commissioner and Local Association to lay down a minimum standard for each of its Groups. In view of the widely differing circumstances of Districts (rural, suburban or city), such a standard would be more suitably prescribed locally.

19—As an example of what might be taken into account in drafting a minimum standard, we quote the following statement, which has been adapted from that used in Glasgow:—

Minimum Standards for Groups

The following minimum standards are suggested for the use of District Commissioners when assessing the efficiency of a Group, in order to see where stimulus is needed.

It is stressed that they are minimum standards, all of which should be achieved, and not ideals to be aimed at. In fact, if a Group continued to fall short of these standards, the District Commissioner might have cause to consider whether it, or one of its Sections, ought not to be closed down.

(a) Numbers and Attendance

To have as many Boy Scouts in the Troop as there are Cubs in the Pack, plus a reasonable proportion of Scouts over 15, all of correct ages and properly enrolled. Where local circumstances permit, and the necessary Scouters are available, a larger Pack and Troop and a separate Senior Scout Troop or Patrol should be looked for.

Average attendance figures should show that not more than 25 per cent are absent from meetings without reason; and that those present wear uniform as soon as they possess it.

(b) Boys' Records

To have a clear system of records, showing full details of each boy, including his name, address, date of birth, denomination, date of joining, his attendance at meetings and camps, the subscriptions he has paid, and the tests and badges he has passed.

Training Accommodation, Programme and Progress

(c) To have an assured and regular meeting place for meetings throughout the year.

(d) To have a planned programme for each meeting, based for Cubs on the Wolf Cub's Handbook, and for Scouts on Scouting for Boys. to have a proportion of outdoor activities in each year's programme; and, for the Troop, at least one week-end camp every year.

(e) To ensure that, on an average, an investiture occurs within three months of joining, and that the First Star for Cubs and the Second Class Badge for Scouts are achieved within 18 months of investiture.

(f) Group Council

To ensure that this is alive and operating, with the Scouters of all Sections working as a team for the benefit of the Group as a whole, and availing itself of any training facilities provided by District or County.

(g) Group Committee

To have this functioning with Chairman, Secretary and Treasurer, and keeping proper accounts, records, and an inventory of Group property.

Returns, Correspondence and Obligations outside the Group

(h) To deal promptly and accurately with correspondence, census and Bob-a-Job returns, transfers, camping permits, etc., and to see that all information in bulletins, circulars and other announcements is passed on to those concerned.

(i) To be represented at L.A. meetings.

(j) Property and Funds

To have its property insured, and vested in Trustees (P.O.R. 204), and its funds administered as described in P.O.R. 208-211.

If a sponsored Group, to have recorded a letter of agreement under P.O.R. 205.

IV. THE GROUP SCOUTMASTER

20—As we indicated in the last section, we regard a Group Scoutmaster without other duties in Scouting as vital to the well-being of the Group, and it is disappointing to find that only one Group in three has reached that position. We urge, therefore, that District Commissioners, Local Associations, Group Committees and Sponsoring Authorities should accept, as a matter requiring immediate action on their part, the responsibility for filling all their vacancies for Group Scoutmasters. This will necessitate an intensive drive for these men, and the effort will have to be maintained.

21—As to the kind of man that we need to look for, we quote from the Manpower Report:—

“Whether or not the Group Scoutmaster is technically accomplished in Scouting is of minor importance, but it is essential that he should be a good administrator and a leader of men, one who can use the particular gifts of all his team— whether Scouters or lay supporters—for the good of the whole Group . . . we cannot emphasise too greatly that the Group Scoutmasters the Movement needs in open or sponsored Groups should largely be found amongst the great body of our lay supporters—many of whom will have these gifts of administration and this ability to lead an adult team—and not by taking able and experienced Scouters away from their work with boys.”

We would stress the point that many of the Group Scoutmasters we need can be found from the ranks of our lay supporters—people often without previous warranted service, such as members of Local Associations, of Group Committees and Parents’ Associations, and of Branches of the B.-P. Scout Guild.

22—Even where it has not yet proved possible to find a Group Scoutmaster who will have no other duties in the Group, we would point out that under P.O.R. 169 (iv) the Local Association and District Commissioner must select, to act as Group Scoutmaster, whichever of the Scouters in charge of a Section is best qualified by character, age and experience. Whoever is so selected must understand quite clearly that he is responsible for those duties of administration which fall to the Group Scoutmaster, but this places too heavy a burden on a voluntary worker who has a Section to run.

23—We would also draw attention to paragraph 36 of this Report on the subject of recruitment.

24—Short training courses for Group Scoutmasters have been run in many places, but we would urge that the number of such courses should be multiplied, and that they should be offered on a District, regional or County basis, with the concurrence of the County Commissioner. It is intended to supply District Commissioners with copies of the official training course notes. The services of a member of the County Training Team should be made available to a District Commissioner who wishes to run a course for the Group Scoutmasters of his District. All such courses should be open to acting Group Scoutmasters.

In addition, there should be more informal local gatherings for Group Scoutmasters, at which they can discuss their special problems.

V. THE GROUP COUNCIL

25—The unity of the Group is greatly strengthened by a lively Group Council, and it is disappointing to find that one Group in four has no Group Council—or at least it does not meet. Group Councils are an obligatory part of our arrangements, except where the Group consists of one Section only, and District Commissioners are asked to ensure that this valuable piece of machinery is in good working order. Any isolation of Sections of a Group must be broken down.

Meetings should be at regular intervals with good notice so that all Scouters in the Group, including those on probation, can attend. In a normal Group, the Council should meet at least six times a year; perhaps eight times is better. There is great value in a short meeting of the Council shortly before the Group Committee meets.

There is no need for meetings to be formal and in uncomfortable surroundings. If they can be held in somebody's house, with a cup of tea, so much the better. But a record of the proceedings should be kept, and the Group Scoutmaster should see that decisions are promptly carried out. It will be a help if a young Assistant Scouter can act as recorder of the proceedings.

The business to be discussed will vary with each Group, but a few examples of matters which will be common to almost every Group are—survey of continuity of training from one Section to another, arrangements for “going up,” transfers of *Scouts*, preparations for Group Shows and Parents' evenings, recommendations from Courts of Honour which affect more than one Section, and matters which should be submitted to the Group Committee. A number of other examples will be found in *Running a Scout Group*.

VI. THE GROUP COMMITTEE

26—The census forms for 1956 contain a question whether a Group has a Group Committee, and this will have given an opportunity to District Commissioners to see how their Groups stand in this respect. It is hoped that they will see that a Group which has not got one speedily remedies the defect.

Group Committees are obligatory under P.O.R. in practically all cases, but P.O.R. 202 (i) is being amended so as to make the position quite clear.

27—A strong Group Committee is a tower of strength to the Group Scoutmaster, and provides a body of enthusiastic lay supporters to take a great deal of responsibility off the shoulders of the Scouters, especially in regard to money matters. It gives an opportunity to use the services of a number of lay people, and so to strengthen the continuity of the Group as Scouters come and go, and to spread interest in the Group among a larger section of the community.

28—Occasional meetings, on a District or other collective basis, have been found valuable in enabling members to obtain a fuller realisation of Scouting, and of the help that they can give.

29—One danger into which a Group Committee may fall is for the membership to become static. While it is difficult to provide in P.O.R. for changes in membership, it is generally desirable to arrange that members should be replaced by newcomers at regular intervals.

VII. THE RECRUITMENT OF SCOUTERS

30—In this section, we come to one of our most difficult problems, that of the shortage of Scouters, of which we hear on every hand. In fact, we have in the Movement one Scouter to every nine boys, and our critics are apt to doubt whether there is any real shortage. The truth is that Scouters are very unevenly spread over our Groups, and that we need more really good Scouters, by which we mean men and women who are liked and respected by their boys.

31—There can be no doubt that indifferent leadership is responsible for a large proportion of the loss of boys. Can we say that we have tackled this problem with sufficient firmness? It has been brought before the Movement many times. The following quotation comes from the Manpower Report, but was copied from *The Road Ahead*, the report of the Commission on Post-War Scouting issued in 1945:—

“There is, unfortunately, far too much evidence that the Movement must face up to the problem of the unsatisfactory or inefficient Scouter (using the term, as usual, to cover all warranted ranks).

“If the standard of the existing leadership is improved, the Movement will find it easier to recruit more leaders of the right type in future. Many men of character who are in sympathy with our aims and methods are deterred from offering their services by such examples of inefficient and unsatisfactory leadership as they cannot but observe in our ranks. It cannot be too frequently emphasised that the voluntary nature of the Movement does not exempt those who accept the obligations of office from taking all possible steps to fit themselves for the responsibilities of the position they hold and from making every effort to discharge their functions satisfactorily. They should, moreover, realise that it is their duty to resign from the Movement as soon as they find that they are prevented for any reason from carrying out their Scout functions efficiently. Sometimes there may be a more suitable form of service in the Movement for such Scouters.”

32—At the same time, we must not overlook the fact that we lose a number of good Scouters because we have allowed them to work too hard, and they have become stale, or because they have been conscious of a lack of encouragement and comradeship from their fellow-Scouters.

33—We can be proud of the fact that we recruit 80 per cent of our Scouters from our own ranks—a higher proportion than any other boys’ organisation can show. There is, perhaps, a danger in this that we may become “inbred.” As the Manpower Report put it, “we need blood transfusions from adult newcomers”.

34—The fact is that we must try continuously to improve the quality of our intake of new Scouters, and not just grasp at any offer of service. We must ask ourselves “How good is he?” and not only “Is there anything against him?” We appreciate the dilemma of the District Commissioner or Group Scoutmaster who is faced with the prospect of a Group or Section closing down for lack of a Scouter. The decision in every case must rest in their hands, but it does not help the Movement, or the boys concerned, if the Section is kept going at the expense of a constant wastage of boys.

35—We must beware of selfishness on the part of flourishing Groups which will not part with some of their young Scouters to go to the aid of a weak Group or to start a new one. Loyalty must not become narrow and parochial. As the Manpower Report put it:—

“There must be every encouragement for Groups to share their manpower problems and to help one another, ‘the strong helping the weak, and the fast the slow.’ Particularly in this connection we would like to direct attention to the needs of the central Districts of large towns, which can only draw their Scouters from the residential suburbs.”

We are also well aware that a number of Assistant Scouters have been lost to the Movement by having been given little or no responsibility in their own Groups.

36—We record a number of suggestions, mainly from the Manpower Report, for the recruitment of new Scouters

- (a) B.-P. Scout Guild. While active service in the Scout Movement is not an essential for membership of the Guild, experience shows that many members are only too ready to help if asked to do so. Co-operation should be encouraged at all levels, and we should not be backward in making our needs known to them.

- (b) Training Colleges and University Scout and Guide Clubs.
We do well to keep in contact with these bodies, for we realise that we can get many excellent leaders from their members when they are free to help us.
- (c) Professional men and sportsmen. The figures appear to show that we get too small a proportion of leaders from these sources.
- (d) Parents and their friends. A multitude of young parents are former Scouts or Guides. We tend to overlook the possibility of securing many of these as Scouters, when their families are less of a tie. Moreover, all the parents of our Scouts have their own circle of friends and relations. How far do we encourage them to look round for possible helpers, or do we let them think that Scouting is one of the higher mysteries, quite beyond the capabilities of the ordinary man or woman?
- (e) Boys to look out for Scouters. The boys themselves often found their own Scoutmasters in the early days of Scouting, and made a pretty good job of it. Cannot they do the same to-day? We recommend (as the Manpower Report says):— “that this old method should be revived and encouraged, but in order to avoid the danger of recruiting unsuitable men, the approach should not be made except by a Patrol, after discussion with the Court of Honour and with the permission of the Group Scoutmaster.”
- (f) The Rover Section. The Rover Section has already accepted the obligation to provide Scouters, and training in and for service forms part of the 1956 Rover scheme.
- (g) Senior Scouts. We believe that Senior Scouts from strong Groups should be encouraged, while still of Senior Scout age, to offer their help to Boy Scout Troops in need of help. Their experience might well lead many of them to apply for warrants either before or on their return from National Service.

In our efforts to obtain more helpers, we should bear in mind that general public appeals have proved of little use; personal contacts are infinitely more effective.

VIII. THE PERIOD OF PROBATION

37—Every person applying for a warrant as a Group Scouter must serve a probationary period of three months in the actual rank for which the warrant is desired (P.O.R. 68). This rule applies to all candidates, even those who have held warrants before, for in this way both they and the local Scout authorities can be satisfied that they can carry out the duties required and work with their future colleagues.

Probation need not be carried out entirely within the Group in which the applicant for a warrant is to serve. A novice may with more confidence approach his duties in his prospective Group if he first learns the ropes in another good Group. An ex-Senior Scout or Rover Scout may find it easier to take his place as a Scouter in his Group if he has a spell of probation elsewhere; so may a Scouter changing from one Section of the Movement to another. To any candidate it is of value to see how things are done in a good Group other than his own.

Attachment to another Group for training and probation need not prevent a candidate, if time permits, from attending meetings of his own Group.

As an illustration which may interest Districts which have not tried “attachment,” there may be quoted the following description of the procedure followed successfully for many years in one country town:— “Immediately on contact the candidate is referred to the District Commissioner. After a personal interview, during which all responsibilities are stressed, I.H.Q. is informed, and the Warrants sub-Committee Secretary is asked to send an application form to the candidate. He is interviewed by the Warrants sub-Committee at its first available monthly meeting and, if the District Commissioner’s report (including that from I.H.Q.) is favourable, he is attached to one of a few selected Groups for a period of probation. This period involves an attendance at twelve meetings.

“On receipt of a favourable report on his probation, formal approval to the application is given, Form G is signed by the District Commissioner at the monthly Local Association Executive meeting and sent to the County Secretary.”

38—The practice set out above stresses the importance of the Local Association’s Warrants sub-Committee. It has always been the practice of the Boy Scouts Association that the responsibility should be shared between the District Commissioner and the Local Association, and a small and carefully chosen Warrants sub-Committee is an essential part of the Local Association’s machinery.

The training of a newcomer applying for a warrant is further dealt with in paragraph 42.

IX. APPLICATIONS FOR WARRANTS

39—The sharing of responsibility for examining applications for warrants, as indicated in paragraph 38, should ensure that no candidate who is unfitted for the job is given a warrant, but it is vital that all those concerned should be alive to their responsibilities and carry out their duties thoroughly.

Nevertheless, we have reason to believe that many candidates for warrants receive no clear idea of what is expected of them. We feel that no good candidate would be lost to the Movement by being told exactly what the obligations of a warrant imply, and by being asked to sign a more detailed declaration than at present is required. The Committee of the Council has accordingly authorised the redrafting of form G so as to require the following assurance:— “I understand and accept:—

1. the Scout Law and Promise as the foundation of Scouting;
2. that Scouting prepares boys for good citizenship by training them in character, health and handicrafts, with special emphasis on out-door activities;
3. the Religious Policy of the Scout Movement as defined in Policy, Organisation and Rules”
4. the desirability of making every endeavour to equip myself by training and in other ways for the responsibilities which I am undertaking.”

X. TRANSFERS OF SCOUTERS

40—It is estimated that one Scouter in every eight gives up his warrant each year, and a substantial proportion of these give up as the result of removal to another District. Every effort should obviously be made to induce every satisfactory Scouter who has moved to take up work in his new District. The present system for securing this works well, provided that it is carried out promptly in the District from which he has removed.

The system is that the warrant is returned to I.H.Q. with a covering report as to the Scouter’s service, and in the case of removal with the new address. I.H.Q. then sends particulars of the Scouter’s service to the new District. The more promptly this can be carried out, the better chance the new District will have of welcoming the Scouter and seeing whether he is prepared to work for Scouting there.

XI. THE TRAINING OF SCOUTERS

41—A training census was taken at March, 1956, and the results will enable I.H.Q., Counties and Districts to see how they stand in this respect. The figures obtained from the Leakage Investigation, while incomplete, showed that less than half our Scouters had undertaken either Preliminary or Wood Badge training. It is clear that much encouragement still needs to be given by District Commissioners and Group Scoutmasters to a large number of Scouters.

Training during probation

42—It may be doubted whether training starts soon enough in the case of many Scouters. It should start from the first days of probation. Attachment to a good Group has already been mentioned in paragraph 37. But while this will enable a newcomer to gain some experience of the construction of a programme, the conduct of ceremonies and the running of the Patrol or Six system, it will not necessarily provide him with the elementary technical skills such as a knowledge of the First Star or Second Class tests, which he will need in his work with a Troop or Pack from the beginning. We would, therefore, urge District Commissioners to arrange that the candidate for a warrant (unless he already possesses the necessary knowledge) is offered facilities for acquiring this knowledge directly he starts his probation, either from an A.D.C. (Scouts) or A.D.C. (Cubs) or some other experienced Scouter conveniently situated to the candidate. Clearly, many Groups can provide such instruction within their own ranks, but there must be many candidates who are left in charge of a Troop or Pack without even the most elementary knowledge.

Preliminary Training Courses

43—We do not propose any alteration in the present scheme of Preliminary Training Courses, under which the County Training Team is responsible for running them, but we repeat the observation made above that more encouragement is needed on the part of Commissioners and Group Scoutmasters to new Scouters to attend the courses that are arranged, and as soon as possible after the gaining of a warrant. It must be remembered that, as indicated in paragraph 39, the candidate for a warrant will have signed a declaration that he understands the desirability of making every endeavour to equip himself by training.

Counties and Districts should recognise it as an obligation to offer financial help, where necessary, to Scouters in order to enable them to attend such courses.

We know that many County Training Teams take their training courses to the places where it is convenient to candidates to attend, and we hope that this will be extended as much as possible. Preliminary arrangements for courses of this kind might well be entrusted to local Scouters.

Other training methods

44—Training should continue throughout every Scouter's service, however long it may be, and it is up to District Commissioners to see that opportunities constantly occur. In particular, we would refer to the value of Scouters' meetings in providing additional training. At such gatherings, the more experienced can help the less and new ideas can be tried out. But too often Scouters' meetings are just another Committee. Whatever business has to be done, some period should be allotted to training.

45—It has been found in some Districts that Cub and Scout Scouters tend to work in isolation from one another. We feel strongly that the District should set the example of the Group spirit in action, so that Cub and Scout Scouters should understand each other's methods and problems. We, therefore, recommend that from time to time meetings should be held of all Scouters, and that the programmes should be arranged so as to be of equal interest to all.

46—We consider that the reading of *The Scouter* is part of the training of every Scouter, but it is clear from the circulation figures that this ideal is not attained. We strongly urge every Scouter to have his personal copy of *The Scouter*. In order to encourage this, Local Associations might consider charging Scouters a small registration fee, in return for which they would be supplied with a copy of *The Scouter* each month.

XII. OTHER GROUP HELPERS

47—We referred in paragraph 27 to the value of parents of Scow's on Group Committees, and we now deal with the use of other Group supporters. It is sad to find that some Groups fail to make use of this valuable source of help, either because the Group is too weak to attract such help, or occasionally because

the Group Scoutmaster is what the Manpower Report called “the one man band,” and likes to keep everything in his own hands. It should be the normal practice of every Group to be staffed by (a) Scouters and (b) other supporters who, while not having the time or inclination to be Scouters, are only too ready to help in a variety of useful ways. Insofar as Scouters are reluctant to use this help owing to ignorance of how to use it properly, they should look for guidance to their District Commissioner.

The other suggestion relates to secretarial help. It is very usual for a Group ~to have a layman as Secretary of the Group Committee, but other lay supporters might do a most useful job by helping the sectional Scouters with their letters, notices and records.

48—We pass on two examples of such help which have been suggested to us. The first is that of Group Quartermaster, who would be responsible for looking after Group equipment, especially camping equipment, and instructing young Patrol Leaders how to look after it.

Such helpers need not, of course, hold warranted or non-warranted rank, but may be appointed by the Group Scoutmaster.

Instructors

49—The Manpower Report strongly recommended that Instructors should be much more frequently used in Troops and Packs in order to relieve Scouters, but this recommendation seems to have been neglected. The leakage figures showed that nearly half the Cub Packs and nearly three quarters of the Scout Troops used no Instructors at all. This is an excellent job for a man or a woman who has the elementary knowledge necessary to instruct Scouts or Cubs in the simple tests, and will prevent a keen boy being held up in his desire to make progress.

Examiners

50—In section XX we show how slow is the progress many boys make in passing their basic tests. We received much evidence that this is largely due to delays in examining them for tests which they have learned and are anxious to pass. In some cases, this has been due to a mistaken notion on the part of Scouters that they are expected under the rules personally to examine the boys for all the tests. This was never the intention, and we are amending the rules so as to make the position quite clear.

It is entirely legitimate for a Scouter to ask any qualified person to examine his boys, particularly for the tests for First Star and Second Class, as it is at these points that the delay is worst, but also for the Second Star and the First Class (with the exception of the journey).

51—There is no objection to a qualified person both instructing and examining a boy for First Star, Second Star or Second Class tests.

XIII. WHY BOYS LEAVE

52—Among the reasons shown by the leakage figures which caused boys to leave their Troops and Packs were:—

- (i) difficulties of leadership, with which we have already dealt;
- (ii) removals;
- (iii) lack of progress and loss of interest, with which we shall deal under Programmes and Progress in Scouting.

Transfers

53—It was surprising to find that one Cub in every four, and one Boy Scout in every six, left owing to removal from the District. This was no doubt largely due to extensive rehousing, and may not continue at

the same rate, but there will obviously continue to be a large number of removals of families, and it is our duty to see that as many of the boys as possible are transferred to another Pack or Troop.

It is our obligation to see that every boy who has been invested as a Cub or Scout is given a welcome in his new District and entered into a Group there. It is, therefore, imperative to take prompt action both at the sending and the receiving ends.

54—We have reason to believe that the simple transfer procedure which has been in operation for many years is not well known. P.O.R. 199 has been reworded to stress the point, and sub-sections (i) and (ii) now read as follows:—

- “(i) When a Scout moves to another area and consequently has to leave his Group, his G.S.M. should complete form T.I, and forward it to the new D.C. In ease of doubt as to the address of the new D.C. the form may be sent to I.H.Q. for forwarding.
- “(ii) Forms T. 1 should also be used for Scouts going to live in another country and should be sent to I.H.Q.”

The form T.I is reproduced in the Appendix and copies can be obtained free from I.H.Q. by Local Association Secretaries.

55—A Cub or Scout who moves, being already a member of the Movement, should be received into a Pack or Troop in his new District in priority to a boy who has not yet been admitted into the Movement.

XIV. BETTER PROGRAMMES

56—The leakage figures showed that many boys left the Movement owing to loss of interest or because they never became interested. While this cannot invariably be taken as a reflection on the Scouters concerned, we are sure that many of these boys could have been kept in the Movement if the programme of activities had been more attractive. It is obvious that more imaginative and exciting programmes are needed, particularly in Boy Scout Troops, and that more emphasis needs to be placed on the outdoor side of Scouting, especially on Saturdays and at week-ends. Many Scouters would welcome help in this respect, and should be able to obtain it from their more experienced colleagues.

57—In the report entitled *Citizens of Tomorrow*, published by King George's Jubilee Trust, there are frequent references to the lack of initiative and self-confidence found in young men on joining the Services, and a tribute is paid to Scout programmes as a help in forming these qualities in boys. While we may be proud to receive this tribute, we must see that we are worthy of it, and that all programmes aim at developing these qualities.

58—We refer to a number of other points in connection with programmes under the heads of Wolf Cubs, Boy Scouts, and Senior Scouts.

XV. WOLF CUBS

The age of Cubbing

59—The Committee of the Council has decided to ask for the opinion of the Movement on the lower and upper age limits for Wolf Cubs, and we will only say at this point that we have received no evidence that it would be right to reduce the lower age limit below the age of 8, but that there is a good deal of difference of opinion whether the upper age should be lowered.

It is, however, frequently alleged that boys are being allowed into some Packs below the present age of 8 and all concerned are expected to see that the rules on this point are strictly observed.

Programmes

60—We believe that no changes are required in the scheme of Cubbing but we think that there is a lack of toughness in many Pack meetings and far too little is done out-of-doors.

The Jungle is still an appropriate background to Cubbing, provided that it is kept as a background. Some of the loss of boys at Cub age can be attributed either to the complete neglect of the Jungle atmosphere, resulting in “junior Scouting,” or to the Jungle background becoming the foreground and the middle distance too! It is vital that a proper balance should be maintained.

61—The leakage figures showed that Cubs left Packs twice as fast after the age of 10 as before it. We believe that this is due to a lack of attention to the needs of the older boys in the Pack. The programmes become boring if they are repetitive. Owing to lack of Scouters or for less valid reasons, too much time tends to be given to the younger boys, and the older ones do not get the games and activities suitable to them. We would urge that this problem should be investigated in Districts, and that special attention should be paid to the older boys.

62—At the older Cub age, boys tend to be more influenced by men than by women, and we, therefore, believe that every Pack should aim at having at least one male Scouter, whose principal job it would be to look after the older Cubs.

63—We hope that Rovers and Senior Scouts may be more and more encouraged to become Cub Instructors. If they find they enjoy doing a job of that kind with small boys, they may be more readily induced to apply for a warrant in the Pack when the time comes.

Parents

64—We find that in some Groups there is a lack of contact with the parents, who are often in complete ignorance that the Cub Pack is part of a Scout Group, and that it should be quite unnatural for a Cub, after being invested” as a member of the world-wide brotherhood of Scouts,” not to go up to the Scout Troop. It is surely the task of the Group Scoutmaster, in conjunction with the Cubmaster, to see that there is no ignorance about this.

Parents should also be encouraged to help the Group wherever possible, not only by serving on the Group Committee or on a Parents’ and Supporters’ Association, but by helping the Cub, particularly with the tests he can learn at home.

At least six months before the Cub is due to go up into the Troop, the parents should be warned about such things as the probable date, the cost of Scout uniform, and the hours of Troop meetings. Some parents may find it a convenience to start paying for Scout uniform by instalments before it has to be bought.

XVI. BOY SCOUTS

The age of a Boy Scout

65—The opinion of the Movement is being obtained as to the age for a Cub to enter the Boy Scout Troop, or for a recruit to enter from outside, and the age at which a Boy Scout should become a Senior Scout.

Cubs coming up

66—The Scoutmaster and the Patrol Leaders can do much to lessen the loss of boys by taking an active interest in the Pack, and by getting to know the boys in the Pack who are nearly ready to come up. We view with favour the practice in many Groups of the Cubs being taught (but not by the Cubmaster) their Tenderfoot tests while they are still in the Pack, so that they can be invested as Scouts on the same night as the Going up Ceremony, or not longer than a week later.

We believe that many boys leave in disgust because of undue delay in their investiture. Instances of three to six months' delay were quoted to us.

Small Troops

67—It was interesting to learn from the leakage figures that 62 per cent of Troops have less than 20 boys, as compared with only 35 per cent of Cub Packs. We believe that this is not a healthy sign, that boys like to belong to a Troop that is fairly large, and that they more readily leave a Troop that is small and struggling. We appreciate that in rural areas the number of boys available may be the deciding factor.

While we do not minimise the practical difficulties, we believe that District Commissioners and Local Associations should be alive to the possibilities of amalgamating two or more weak Groups.

Tenderfoot Tests

68—Even when allowance is made for the boys who take a rapid look at Scouting, and decide that it is not what they want, it is clear that far too many boys are lost because too little attention is paid to them in the early weeks after they join.

There may be a tendency on the part of Scoutmasters to leave too much to Patrol Leaders in regard to the training of recruits, forgetting that the Patrol Leader has the whole Patrol to look after. We recommend that the Scoutmaster should pay more personal attention to recruits at this critical stage, and should arrange that Scouters and Instructors do the major part of the instruction for the Tenderfoot tests. The Court of Honour should also be encouraged to discuss methods by which recruits should be made to feel welcome and at home directly they join.

The Patrol System

69—The leakage figures showed that over half of the Boy Scout Troops gave no special training to Patrol Leaders. As the Patrol System cannot work properly unless the Patrol Leaders receive training for their jobs, this is an alarming figure, and urgent attention must be given to improving it. As part of this failing may be due to lack of time on the part of the Scoutmaster, a scheme of training for Patrol Leaders on a District basis has been approved for use where it appears to be necessary. Notes have been issued to District Commissioners and are available for the use of Scoutmasters of Boy Scout and Senior Troops. As the Scoutmaster remains responsible for the training of his Patrol Leaders from week to week, he should make himself familiar with the form of any training of Patrol Leaders which is arranged by the District, and be prepared to support it.

70—But however much District training is done, it remains the duty of the Court of Honour, in conjunction with the Scoutmaster, to arrange a general plan of Troop activities which will give the Patrol Leaders a sense of responsibility and a worthwhile job to do. As Patrols learn by doing, much more should be suggested in the way of Patrol projects.

The work of the Court of Honour is even more important when the Patrol Leaders are under 15, but it is doubtful whether it functions in any live way where the Troop provides no training for Patrol Leaders.

Programmes

71—We have little to add to what was stated in general terms in paragraph 56.

In considering more imaginative programmes, however, we feel that much more stress needs to be given to adventure and to the outdoor side of Scouting. Inter-Troop and inter-Patrol visits could be more frequently arranged, including such items as joint expeditions and camps, as well as outdoor games.

72—We referred to the value of *The Scouter* in paragraph 46, and would mention it again here as a most valuable source of ideas for the improvement of programmes. Moreover, Patrol Leaders would find many

ideas for Patrol activities if they subscribed to *The Scout* or if the Troop gave them copies as part of the tools of their trade.

Preparation for Work

73—The Jubilee Trust report *Citizens of Tomorrow* has directed the attention of parents, teachers and youth leaders to the need for preparing the boy for work when he leaves school. We all believe that the practice of the Scout Law and Promise is the best possible preparation for work, but it may be doubted whether all Scoutmasters give much preparation to individual boys. When the boy starts work, he will probably meet difficulties and temptations which did not enter his life while he was at school. Scouting can play a most valuable part in showing the boy how the Scout Law and Promise can guide him at such times. We would, therefore, urge Scoutmasters to find out well in advance when a boy is likely to be starting work, and then to give him some special attention during his last year at school.

Boys at work

74—*Citizens of Tomorrow* laments the fact that many boys leave their youth units when they go to work, and so put themselves outside the influence that they might exert. This happens in Scout Troops as well as in other organisations, and we must make efforts to keep a larger proportion of these boys. Some boys may feel the need of a change to another form of organisation at that stage—perhaps one which includes both sexes—and we should not feel too badly about it if this happens, but some of them would remain in Scouting in addition to joining another organisation, if they felt it was worth while. All too often, however, the boy leaves Scouting because it does not provide him with a programme suitable to his increasing years, and we must make efforts to provide purposeful and adventurous Senior Scout programmes in a much larger number of Groups.

XVII. SENIOR SCOUTS

Age of entry to Senior Scouting

75—The opinion of the Movement is being obtained as to the age at which a Boy Scout may become a Senior Scout.

Senior Scout Troops or Patrols

76—It is not proposed to alter the present rules, under which the formation of a separate Senior Scout Section is not compulsory, and has to be approved by the District Commissioner on the submission of the Group Scoutmaster. The census figures show clearly that where circumstances favour the formation of a separate Troop or Patrol, the boys are retained longer in Scouting. We feel, therefore, that a Senior Scout Section should be started wherever possible, but it is important to ensure that there is a Scouter to run it, enough boys to make it a live show, and a reasonable prospect of continuity.

Patrol System

77—The gang spirit tends to weaken at Senior Scout age, and the Patrol system as used in the Boy Scout Troop needs a little adaptation. We feel that it should be retained but that some activities can usefully be pursued by ad hoc teams of Seniors who are specially interested in particular pursuits.

Programmes

78—The comparatively small number of Senior Scouts in each Group, whether run as a separate Section or not, requires that special attention should be paid to programmes. For this reason, as well as for the

sake of widening the experience of Seniors, a much greater use of both outdoor and indoor District meetings is recommended, under the charge of an A.D.C. (Seniors) or a D.S.M. (Seniors). Such meetings should take place not less than once a month, and hints should then be given as to projects which the Senior Scouts can undertake individually or in pairs until the next meeting takes place, and perhaps in preparation for it.

79—Seniors who are busy at evening classes or in preparation for examinations should be encouraged to remain members of their Groups, even if they cannot attend regularly. We feel that a number of potential Scouters have been lost because the boys were made to feel uncomfortable through their inability to attend meetings every week.

80—It is an important part of the duty of a Senior Scout Section to help the Boy Scout Troop, not only by their example but also by being prepared to give active help, so far as their time allows, in instructing and examining for tests, and by helping young Patrol Leaders to run week-end camps.

XVIII. ROVER SCOUTS

81—In view of the new Rover scheme, we would only stress that an active Rover Section, which is prepared to help the younger Sections of the Group, can be a material factor in reducing leakage. The emphasis on District Rover Crews necessitates the appointment of an Assistant Commissioner for Rovers or a District Rover Leader.

XIX. NATIONAL SERVICE

Briefing for National Service

82—We are constantly receiving evidence that Scouts are allowed to start their National Service without being properly briefed by a Scouter in the Group. We must again draw the attention of Scouters to the importance of this being done, and we refer them to the briefing pamphlet *This is addressed to you*, (Published by Boy Scouts Association, price 3d) and the chapter on National Service in *Look Wide* (Published by Boy Scouts Association, price 8s. 6d.).

We also find that many Scouts go to their National Service without being given copies of the form R.S. (Record of Service). The Services are anxious to receive these forms, and it is unfair to the recruit to let him go without them.

Pre-National Service Courses

83—Experiments have been tried in some areas of short courses for those about to start their National Service, and their success leads us to recommend that such courses should be attempted in other places. Such a course need not occupy the whole week-end—a Saturday afternoon and early evening would probably suffice.

Scouting during National Service

84—In view of their importance as potential Scouters when their Service is over, we hope that every opportunity will be given to National Servicemen to keep in touch with the Movement. Rover Crews are doing excellent work in many units of the Services but in this country it is often easier to attach the Serviceman to a local Scout unit, where his help may be very valuable. We must, of course, add that his own Group are under an obligation to keep in touch with him while he is away, sending him news of the Group and welcoming him when he is home on leave.

XX. PROGRESS IN SCOUTING

General

85—Half the Cubs who left at the age of 10 or over had not gained their First Star. 73 per cent of the Scouts who left during their thirteenth year and 43 per cent of those who left in their fourteenth year had not gained their Second Class. Those figures from the leakage investigation are sufficient to show that an alarming proportion of boys make little or no progress in Scouting knowledge over a long period. This must be disappointing to many of them, and may well have been the deciding factor in their leaving their Troops and Packs.

It is clear that our machinery for instruction and testing must be overhauled in Districts and Groups. This has already been dealt with in paragraphs 49 to 51, but must be stressed again here.

86—We have considered the tests laid down for the various stages, and revisions have been drafted, but we have felt it wise to defer their introduction in view of the pressure of work which has already started and will rapidly increase in connection with the 1957 celebrations, including the Jamboree. The opinion of the Movement will be sought after these events are over. In the meantime, we have brought in certain temporary alterations, which are set out in paragraphs 89, 90 and 92.

87—The use of Progress Charts and individual Cards has proved useful in helping progress, but they might be more widely used. Progress Charts enable Sixes and Patrols to see how each of their members is getting on, and to urge on the slackers.

Wolf Cubs

88—We feel sure that in many Packs too little time is given to periods of work and to seeing that Cubs make progress in their First and Second Star tests. We appreciate that it must be almost impossible for Cubmasters who are working single-handed to give time to individual boys during Pack meetings. If they cannot manage to meet them on another evening, few boys will get far with their tests. The remedy is to find some more help, and if it is not possible to find more Scouters, it is still possible to obtain the services of Cub Instructors (see paragraph 49). These can be drawn from former Scouts, parents, Rovers and Senior Scouts, or indeed any reliable person who is qualified to teach these simple tests.

89—We have been glad to see the increased number of Leaping Wolf Badges gained during the last two years, for we believe that the badge is useful in maintaining the interest of the older Cubs and in helping to bridge the gap between Pack and Troop. But it is generally felt that a Cub should not win it until he has gained three proficiency badges as well as his Second Star, and we have amended P.O.R. accordingly.

Temporary revisions of Cub tests

90—The temporary revisions of Cub tests referred to in paragraph 86 are as follows

First Star

- (4) Exercises. Delete “toe touching and knee bending exercises “

Second Star

- (1) *Signalling*. Delete.
(10) *Highway Code*. Delete.

Leaping Wolf.

Amend P.O.R. 413 to—" A Leaping Wolf badge will be awarded to a Wolf Cub who has gained his Second Star and *three* special proficiency badges."

Boy Scouts

91—We mention the importance of Progress Charts and Cards in paragraph 87. In using these, we would recommend that the Court of Honour should set target dates by which it should be expected that a boy should reach the next stage of his progress, and should at its meetings see that such progress is maintained, or delays satisfactorily explained.

Temporary revisions of Boy Scout tests

92—The temporary revisions of the tests for Tenderfoot, Second Class and First Class are as follows:—
Second Class

- (2) (c) *Exercises*. Delete.
- (5) *Signalling*. Delete.
- (8) Add—" Have not less than three months' satisfactory service as a Scout."

First Class

- (5) *Signalling*. Delete.
- (7) *Public Service*. Delete.

Queen's Scout

93-We do not suggest any alteration of the tests for the Queen's Scout Badge, but we think that there might be a more impressive culmination than the receipt of the last certificate for the qualifying badges. We are accordingly providing that before the Queen's Scout Badge is awarded, the District Commissioner or an A.D.C. appointed by him for the purpose should ensure personally that the Scout fully understands the responsibility of being a Queen's Scout. We do not regard this as an additional test, but as an opportunity of getting the Scout to look forward to further service in the Movement, probably in a warranted capacity.

Senior and Junior Badges

94-Under P.O.R. 427 (2) and (6), a Scout under 15 may study for senior badges at any time, but may not be examined for them until qualified by age, but he may gain up to six badges from the under-15 range before gaining his First Class Badge.

But we see no reason why a Scout who is specially gifted at some pursuit should have to wait until he is 15 before he can win and wear a badge which he is easily capable of passing before that age. We have accordingly amended P.O.R. 427 (2) and (6) to read as follows:—

- 427 (2) Last sentence to read— "Scouts under 15 may study for the senior badges at any time, but may not be examined for *more than two* of them until qualified by age."
- (6) Amend to— "A Scout may not gain more than six special proficiency badges before gaining the First Class badge. He may, if he so wishes, gain and wear not more than two of these from the over-15 range, even if he has not reached the age of 15."

XXI. DISTRICT AND L.A. ORGANISATION

95—We are concerned at the amount of work which falls upon the shoulders of Scouters, especially Commissioners, and Local Association Secretaries. So far as Group Scouters are concerned, we have made suggestions in earlier paragraphs as to ways in which they might pass on some of their work to lay supporters.

We would ask Local Association Executive Committees to consider whether they cannot afford some relief to the District Commissioner by trying to obtain some voluntary clerical assistance for him in dealing with his correspondence. In this way he would have more time to give to the most important part of his job, namely his personal contacts with his Scouters and Groups.

We at I.H.Q. are examining our procedures in order to see if there are any ways in which we can reduce our demands upon Counties and Districts.

XXII. CONCLUSION

96—Now that you have read thus far, you will have seen how, starting from the findings of the Investigation into Leakage in the Scout Group, we have been led into something like an overhaul of the basic features of Group organisation and Scout method. You may well conclude, too, that apart from a few details, we have arrived at little that is novel. We should not wish to dispute that, for what has been borne in upon us is that where we fall short of the best we might do, it is largely because we do not use with confidence, courage and breadth of mind, the means which Scouting offers to gain our objective, which is better Scouting for more boys for a longer time.

97—We know that the conditions of to-day are not those of 1908. There are more youth activities, and worthy ones, offered for the choice of boys now than then. There have been revolutionary improvements in social conditions, especially materially, and there have been revolutionary advances in education. Yet we have a society which seems to exhibit a wider indifference to religion and a greater number of broken homes than before, and there is an appreciable hard core of youngsters which seems to elude the basic benefits of education. We have to contend with the influence of easy and often worthless entertainment and what for a boy in his teens is often too easy money. If the spectre of the worst poverty has been exorcised the spectre of mass-destruction has arisen to create an even worse and more wide-spread sense of insecurity, and such insecurity is one of youth's worst enemies.

98—All this may well mean that the demands upon a Scouter's understanding, patience, example and flexibility of mind are greater than ever before. We acknowledge with gratitude that Scouters in their thousands are striving to rise to the height of the occasion, treating difficulties as opportunities to be seized. We remind you and ourselves that if there are many adverse forces there are also many influences on our side.

99—At national level, we are forced to think of our problems of loss of boys in terms of figures—tens of thousands of boys and percentages of loss. But at the Group level, Scouters can drop figures and think of individual boys such as John or Peter, who were so keen when they joined the Group, but who are no longer there. We would beg you to think of leakage in these human terms, and to consider whether John and Peter might still be happy and enthusiastic Scouts or Cubs, but for some failure on the part of the Scouter. If the problems of leakage are translated into such terms, none of us will be able to rest content until we have done all we can to set things right.

100—This report presents the conclusions which the hard work of many people, not without experience, has distilled out of the information which the Movement made available to us in 1953. We commend it to you in the belief that thought and action upon it can and will help us all in the adventure to which, as Scouters, we are of our own free will committed.