

# Sport & the Community

THE REPORT OF THE  
WOLFENDEN COMMITTEE  
ON SPORT



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# The Wolfenden Committee on Sport

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*'Like every other instrument that man has invented, sport can be used either for good or for evil purposes. Used well, it can teach endurance and courage, a sense of fair play and a respect for rules, co-ordinated effort and the subordination of personal interests to those of the group. Used badly, it can encourage personal vanity and group vanity, greedy desire for victory and hatred for rivals, an intolerant esprit de corps and contempt for people who are beyond a certain arbitrarily selected pale.'*

Aldous Huxley, from 'ENDS AND MEANS' (*Chatto & Windus*)

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## Foreword

IN OCTOBER 1957, the Central Council of Physical Recreation decided to appoint a small independent Committee to examine the general position of sport in this country and to recommend what action should be taken by statutory and voluntary bodies if games, sports and outdoor activities were to play their full part in promoting the general welfare of the community. The C.C.P.R. itself works only in England, Wales and Northern Ireland, but the readiness of the Scottish Council of Physical Recreation to co-operate made it possible for the inquiry to cover the whole of the United Kingdom.

The decision to set up this Committee was made because of a general and growing feeling that some new initiative was required if sport—using that term in its broadest sense—was to be enabled to expand and develop in the light of present-day needs and standards. It was believed that this was most likely to be secured if an impartial Committee were asked to investigate and make recommendations about the many current problems affecting sport, some of them highly controversial.

The C.C.P.R. was extremely fortunate in securing the agreement of Sir John Wolfenden to serve as Chairman of the Committee. His colleagues on the Committee were invited to serve on the basis of their ability to examine and assess evidence, as well as their general interest in the subject. It was decided not to appoint anyone who was exclusively identified with any particular sport or organisation.

Though the C.C.P.R. has borne the expenses of the inquiry out of its voluntary resources, the Committee have worked quite independently and, apart from giving evidence to the Committee in common with very many other organisations, the C.C.P.R. has taken no steps to influence their proceedings or recommendations.

Although, officially, the Committee's Report is presented to the C.C.P.R., the Executive Committee have decided to publish it immediately so that its recommendations will be available to all interested organisations at the same time. As its contents are not yet known to the Executive, the C.C.P.R. is not in a position to express any views about it, nor can it consider itself committed by the Report. It is hoped that the Report will be given urgent and careful consideration by all statutory and voluntary bodies concerned with the development of sport—Government Departments,

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## FOREWORD

local authorities and local education authorities, sports, outdoor activity and physical education associations, voluntary youth organisations and, of course, composite and representative bodies such as the British Olympic Association, the National Playing Fields Association, the Scottish Council of Physical Recreation and the C.C.P.R. itself.

On behalf of the Executive Committee of the C.C.P.R., I express deep gratitude to Sir John Wolfenden and his colleagues for the thorough and painstaking way in which they have discharged their responsibilities. Everyone concerned with sport must feel an immense sense of appreciation that such eminent men and women, already fully occupied, should have been willing to devote so much of their time to the inquiry. I hope that, as a result of their labours and recommendations, some decisive and far-reaching steps will be taken to enable sport to play an even fuller part 'in promoting the general welfare of the community'.

*(Signed)* STANLEY F. ROUS, Chairman,  
Executive Committee, C.C.P.R.

## Preface

We were appointed by the Central Council of Physical Recreation in October 1957 as a Committee with the following terms of reference:

'To examine the factors affecting the development of games, sports and outdoor activities in the United Kingdom and to make recommendations to the Central Council of Physical Recreation as to any practical measures which should be taken by statutory or voluntary bodies in order that these activities may play their full part in promoting the general welfare of the community.'

We have met as a Committee on 58 days; and individual members have met individuals or representatives of organisations, at the request of the Committee, as opportunity has offered.

We were not appointed as a body of experts. Rather, we have taken it to be our duty to receive and examine evidence and to try to reach conclusions based on that evidence and on our assessment of it. After some consideration we decided that we should not ourselves undertake any fresh survey or statistical inquiries. We believed that the main facts of the situation which we were called upon to examine would be known to many organisations and persons already deeply involved in these questions. We therefore turned to them for our main factual information instead of ourselves embarking on original investigations for which we had neither the competence nor the time. We acknowledge with deep gratitude the great help we have received from all those whose aid we have invoked.

We were appointed without any regard to geographical representation, and no one of us would claim to have special knowledge of any distinctive features there might be in the development of sport in Scotland, Wales or Northern Ireland. We therefore invited the Scottish Council of Physical Recreation, the Northern Ireland Section of the C.C.P.R. and the Welsh Committee of the C.C.P.R. to appoint up to three advisers each who would be available to be consulted by us about any special aspects of the position in their respective territories. These invitations were accepted, and we wish to express to all these advisers our appreciation of the help which they have given to us. They were not members of the Committee, and they are not to be regarded as responsible for any of our conclusions; but their help has been invaluable in those cases where

local conditions introduce elements different from those which apply in England. In general it has seemed to us that the major problems are the same throughout the United Kingdom, and unless specific reference is made, in what follows, to a particular country, what we say is to be taken as applying to all of them.

Fortunately, the wide and varied membership of the C.C.P.R. and the S.C.P.R. offered a ready means of inviting evidence. After a preliminary letter had been sent to all the organisations represented on these bodies (to the number of some 320 in all), to a number of other bodies known to be interested, and to certain Government Departments, a questionnaire (reproduced as Appendix I) was equally widely circulated. We have had cause to recognise the thoroughness, courtesy and helpfulness with which these inquiries have been treated, and we wish to record our sincere thanks to all those bodies and individuals, including many members of both Houses of Parliament, who responded to our invitation to submit replies to the questionnaire or to the general invitation published in the Press to offer evidence or comments on particular topics. A list is given in Appendix II.

In addition to this written evidence we have had the benefit of oral evidence from many individuals or representatives of organisations. Doubtless there are many others from whom we might have learnt much in conversation. But our time was limited and we had to make a selection. We trust that those whom we were not able to meet personally will not hold it against us that we could not see them.

We have been admirably served by our Secretary, Mr. Justin Evans. His unrivalled knowledge of fact in this field, together with his tireless zeal on our behalf, has enabled us to deal with a mass of information which without his expert help might well have overwhelmed us. Further, he has succeeded in a remarkable way in dissociating himself, in our service, from the C.C.P.R., whose loyal servant he is. Our debt to him is beyond expression. Both he and we were remarkably fortunate in his Assistant, Miss Shirley Brewer, who has recorded our meetings, analysed our evidence and generally 'kept us on the rails' with unfailing efficiency and good humour.

We now submit our Report. It is unanimous except on the point where some difference of opinion is recorded.

## General Introduction

We have deliberately interpreted our terms of reference as widely and comprehensively as we dared. We have included within our survey any game, sport and indoor or outdoor physical activity which is chiefly engaged in for the enjoyment and recreation of the participants. We have not excluded sports or games which have a, professional as well as an amateur sector; for we are well aware that in many games professionals set standards, supply incentives and provide coaching and instruction without which amateur sport could not flourish as it does. Our inquiries have ranged from cricket to climbing and from boxing to badminton. We have tried neither to ignore nor to give undue prominence to any activity; for although some are much wider in their appeal, quantitatively more impressive and financially more prosperous than others, each one, to the enthusiast for it, is as important as any other. Primarily, we have been concerned with all these activities as taking their places in 'the general welfare of the community', and, *mutatis mutandis*, what we have to say applies to all activities, of whatever particular kind, which fall within this frame of reference.

2 It is not an accident that this recognition of the community aspect of sport should occur early in our Report. For play is at once a social and an individual phenomenon. Man, since Adam, must work. But man also, since society began, has played. His play may show itself in any product of his imagination, in any art or craft pursued for recreation rather than for purposes of technology, or, simply, in sport. And in so far as any of these activities is distinct from what a man regards as his work, a society which has the prospect of considerably increased leisure needs to look at this aspect of its corporate life more closely. Especially, an industrialised society, in which repetitive processes have largely taken the place of individual creation, needs to examine the contribution which play can make to full living, for the individual and for the society. As more and more people live urban lives, play takes its place—for one man as affording an opportunity for social activities with other town-dwellers, for another as affording an opportunity for

introducing into his own life a balancing element of the countryside and the open air.

3 We have had particularly in mind, throughout our inquiries, the needs of young people. For them play is naturally appropriate; it is an essential part of the business of growing up. It is widely held that a considerable proportion of delinquency among young people springs from the lack of opportunity or lack of desire for suitable physical activity. The causes of criminal behaviour are complex, and we are not suggesting that it would disappear if there were more tennis courts or running tracks: nor are we concerned to press for wider provision of opportunities for playing games just on the ground that it would reduce the incidence of those various forms of anti-social activity which are lumped together as 'juvenile delinquency'. At the same time, it is a reasonable assumption that if more young people had opportunities for playing games fewer of them would develop criminal habits. But our major thesis is that there is a positive 'play' element in the life of young people, which can be neglected only to the disadvantage of both the individual and society.

4 Man, in short, needs play. In the form of a game, a sport, or an outdoor activity of some kind it is desirable in itself, for its own sake, as a valuable element in a full and rounded life. The individual feels this when he regards his recreation as something which is enjoyable and worth while for its own sake. He will naturally seek the particular activity which, as he would say, 'suits' him; so it is not surprising that a large number and variety of such activities have been invented down the centuries. The essence of each one is that it is a source of interest and enjoyment to the individual.

5 There are, of course, many other points of view from which sport, in one form or another, may properly be regarded as important. There is, for instance, a widespread belief that exercise is healthy. It is not at all easy to establish a direct causal link between the taking of exercise and physical health. (It might be easier to do so if there were any universally accepted definition of physical health.) Indeed, we are all familiar with the sardonic octogenarian who asserted that the only exercise he ever took was following to their graves the corpses of his athletic friends. We have not, in the course of hearing evidence, found any unequivocal connection between taking exercise and being healthy. But we have found that a great many people who do take exercise, of one kind or another, 'feel better'. Whether this is an entirely subjective feeling

or corresponds to some objectively measurable standards we cannot say. But there certainly is in the lives of many a feeling of well-being which at any rate follows exercising the body, whether or not the exercise can scientifically be said to cause the well-being. The feeling of healthy tiredness, the exuberant vigour which accompanies being in training, the joy in the co-ordination of eye, muscle and brain—all these do give to the man who takes exercise, at whatever level of skill, something which he would not otherwise experience.

6 Again, there are claims that participation in games, especially of a competitive kind, will encourage the development of qualities which are valuable both to the individual and to society. Courage, endurance, self-discipline, determination, self-reliance, are all qualities which the sportsman, in the broadest sense of the term, has at least the opportunity of developing in the pursuit of his sport. They spring as readily from mountaineering as from rowing, from fencing as from football; and they can be acquired by the 'rabbit' as well as by the international. On this ground alone it is clear that a valuable element in the growth of individuals, especially of young people, would disappear if games and outdoor activities ceased to be practised.

7 How far there can legitimately be added to these qualities more educational claims is a matter of debate. 'Character-building' is a description commonly applied to games, especially to team games; and certainly this was one of the grounds which led to the wide adoption of competitive team games in the schools of the nineteenth century. It is easy to exaggerate (and to react from) this kind of claim. It is not in actual fact obvious that those who have been brought up on competitive team games are more unselfish, co-operative and self-sacrificing than those who have not; and we should not wish to press this particular argument too far. But within limits we believe that the playing of games or the sailing of a boat does at least provide the opportunity for learning this kind of lesson; whether or not the opportunity is taken must depend on the character of the individual and the spirit of the instruction which is given. The experience of falling on a forward rush or of being on a rope on a difficult climb is something which does in its particular way contribute to the nature of the person who has the experience, and if he is the kind of person who can profit from this kind of opportunity he will be a richer personality for it. For young people especially, there is a loyalty which grows from a shared

competitive enterprise; and if the loyalty is a narrow one which springs from contest against another group, at least it can be argued that the emotions of the young find an appropriate focus in such competition. Although it may be true that such an emotion is of a comparatively simple kind, it does not follow that for appropriate people of an appropriate age it is to be despised.

8 Certainly it can be said that in Britain there is an ingrained respect for certain attitudes which have their roots in sport. The word 'sportsmanship' means something important and valuable; and the notion which underlies it is perhaps still one of the traits on which we customarily pride ourselves most. It is easy to ridicule the 'That's not cricket, old boy' attitude. But in its deeper (and usually inarticulate) significance it still provides something like the foundations of an ethical standard, which may not be highly intellectual but which does have a considerable influence on the day-to-day behaviour of millions of people. It has by now been generalised to cover conduct far removed from any actual sports field; but it retains the notions of not simply keeping just within the letter of the law and of avoiding action which however difficult it is to define is yet of a kind which would infringe the rights and spoil the proper enjoyment of other people. This may seem a rudimentary form of ethical theory; but in hard practice it is no bad elementary guide to decent living together in society. To define it too closely would be to spoil it, for that would reduce to the letter of a law what is fundamentally an attitude; and as a national characteristic, arising from the traditional British love of sport, it is one in which we can legitimately take some pride.

9 This love of sport has another side to it which can properly be called aesthetic. There is a kind of satisfaction about a perfectly timed cut through the slips or a boat running just right or an exactly placed forehand drive which is comparable, in its own way, with the exhilaration of the artist. This fulfilment may not come very easily or very often to the average performer—nor does the poem or the picture—but when it does come there is no mistaking it. Further, the spectator may share in this pleasure, as he may in a painting or a sculpture. It is a mistake to suppose that the spectator at a first-class football match is merely passive. Apart altogether from the excitement of partisanship, which is something quite different, the knowledgeable spectator finds in a first-class performance something of the same enjoyment as he might find at the ballet or at a concert. It is not a misuse of language to say that

some runners embody 'the poetry of motion' or to call some athletic movements beautiful.

10 The essence of the whole matter is that the kind of satisfaction which springs from participation in games and sports should be sparked off initially by interest and enjoyment. This kind of activity is essentially enjoyable and recreative, by contrast with what people have to do whether they enjoy it or not; and whether the recreative enjoyment is definable as physical, psychical or emotional, the simple fact is that it is enjoyment and that people feel better as a result of it.

11 This kind of 'feeling better' is at the root of physical activity, of the play we are discussing; and our plea is that everybody, and especially young people, should have the opportunity of this sort of activity and this sort of enjoyment. We do not plead that everybody should be required to engage in it. There is no special merit in compelling adult men and women to gain this kind of experience; indeed (for them at any rate) compulsory enjoyment comes near to being a contradiction in terms. But there is a vast range of opportunity which is at present denied, especially to young people, and it is with this range of opportunity that we are concerned.

12 We want to see young people, particularly at the stage of adolescence, given the opportunity for tasting a wide range of physical activities. To make this possible there is need for a correspondingly wide range of facilities, so that they may, by trying their hand at different activities, discover which among the possibilities is the one for them. There is need also for sympathetic teaching or coaching, not primarily in order to turn them all into experts but in order that they may have the chance of making the best of their abilities in this line as in others; playing a game better is almost the same as enjoying it more, and there are not many young people who do not want to play better.

13 We also want to see such of these young people as are exceptionally gifted given opportunities for participation at a high level. We are thinking not of professional sport but of the possibility, for the outstanding boy or girl, of really high-level performance. Obviously there must be safeguards against exploitation, and obviously these particular boys and girls will be a tiny minority. But our evidence has convinced us that these outstanding individuals make a valuable contribution to the sport or pursuit in which they excel. The ordinary performer regards these exceptional persons as ideals; standards are set by them; and they present to the

ordinary performer a standard of achievement which is beneficial to all. There is, of course, a danger that the outstanding will be 'spoilt', physically, emotionally or in character. But, again, our evidence has convinced us that in the vast majority of cases, where they have sensible parents and understanding coaches, these young 'stars' grow in maturity and responsibility by reason of their successes. So it is to the benefit of everybody concerned that the fullest opportunities should be available to them.

14 It is with these general considerations in mind that we have examined the factors which appear, from the evidence presented to us and from our reflection on it, to affect the development and practice of sport in this country. We have attempted first to give a general and, in part, factual account of the present position, with some preliminary comments upon it. We have then examined in somewhat greater and more critical detail a number of factors and problems which seemed to us to warrant close attention, and included a good many recommendations as to steps which ought to be taken under these headings. A chapter follows in which we analyse some distinctive factors in the situation in Scotland, Northern Ireland and Wales and make certain comments and suggestions about them. Our major recommendation about statutory financial assistance for sport is given in the succeeding chapter. This is followed by a summary of our main conclusions and recommendations.

## The Present Position

### *The General Picture*

15 We wish to state at the outset that the general picture that has revealed itself in the course of our inquiry is not wholly discouraging. Much is said and written, from the habitual British standpoint of self-depreciation, which would suggest that we are a nation of spectators, that we have no interest in physical fitness, and that no young people can find, even if they wanted them, any places where they might enjoy physical activity. We have no wish to appear complacent, and there are indeed deficiencies and imperfections, to which we direct attention later; but it would be quite misleading to give an impression of unrelieved gloom. To start with, sports and games are written into the curriculum of almost every school in the country. The local education authorities, through their teachers and physical education organisers, and the governing bodies and staffs of independent schools, together lay a foundation of interest, training, and provision of a wider variety of physical activities than are to be found in the school systems of most other countries. Our evidence leads us to the conclusion, for instance, that there are in fact more people—and, especially, more young people—now participating in physical recreation of one kind or another than ever before. Of 43 separate physical activities for which we have been given comparative pre-war and post-war statistics a decline is reported in only 6, whereas there is a marked increase in 31, in 20 of which the increase is really substantial. Again, it is often asserted, accurately enough, that the number of running-tracks in Britain compares very unfavourably with the number available in Finland: a comparison of the number of football pitches, cricket grounds and tennis courts in the two countries would give a totally opposite impression.

16 Further, it is not always realised how great is the volume of voluntary work which is devoted in this country to the administration, development and coaching of physical recreation. The whole fabric of British sport is held together by the labours of unpaid and

devoted enthusiasts, who at all levels give of their time and energy in order that other people may enjoy themselves. In countless ways these volunteers, unsung and often unhonoured, make the wheels go round; without them the incredible variety of activities we have examined simply could not exist. Nor ought the work of central and local government in this field to go unrecognised. We shall have to call attention later to deficiencies, many of them grave. But we should wish to preface our criticisms by acknowledging how much has been done, not least by statutory authorities, in providing facilities and opportunities. We suspect that where there are weaknesses and shortcomings the reason is not so much lack of interest as lack of money; it is not so much a change of heart that is called for - usually the heart is in the right place—as the provision of funds or machinery to enable the goodwill and good intentions to express themselves in positive action.

17 We start, then, from a recognition that the general position is not as dark as some pessimists would have us think. Precise evidence is not easy to marshal. Even had we had the resources to attempt to compile a complete statistical picture of the number of those who participate in physical recreation we doubt if that attempt could have succeeded. It simply is not possible, in the nature of things, to calculate the number of people, or the percentage of the population, who walk on the hills or moors, who cycle for pleasure, who climb mountains, who spend their week-ends canoeing, who play tennis in a local park, or who play table tennis **in** their own homes. One thing is obvious, that this number is in total far greater than the number who belong to any clubs affiliated to any national body. It is no more than a matter for conjecture whether this total number, of people who engage in physical recreation in an informal and unorganised way, in this country exceeds or falls short of the corresponding number in any other country. We can only say, for our part, that we are not disposed to be unduly gloomy or to subscribe to some of the current jeremiads.

18 What is clear is that there has lately been considerable expansion of popular tastes in these matters. It appears that so far as the traditional team games are concerned, their attraction remains fairly constant. What is interesting is a marked increase in the appeal of those activities which have hitherto been generally regarded as 'minor'. More and more people, especially young people, are discovering the attractions of such activities as climbing, riding, fencing, ski-ing, sailing, canoeing and archery. And there

are grounds for thinking that the physical activity which attracts more people, of both sexes and all ages, than any other is dancing, of one kind or another.

19 To some extent this general tendency may be attributed to the eagerness of many young people, when they leave school, to break away from the games they have known there and try something else, especially something which is of a more individual kind and which is not confined to one sex. Another strong factor is the economic one. Young people today have, for the most part, both more money and more leisure than was formerly the case. Consequently, activities which were previously confined (or believed to be confined) to the well-to-do are now within the reach of a much wider proportion of the population. When there is so much criticism of the ways in which young people use the comparative financial affluence which has lately come to them it is worth remembering the number of them who spend a considerable part of their money on getting healthy exercise. Our evidence shows that great numbers of them are taking their new opportunities for vigorous and adventurous outdoor activity; and this should surely be welcomed and counted to them for righteousness.

#### *The Governing Bodies of Sport*

20 Behind all this activity there is a considerable amount of organisation, without which the opportunities for all these participants would not exist. With very few exceptions, each of the games

and sports has its national Governing Body, which by one form of administration or another manages the affairs of the sport. Naturally the Governing Bodies differ one from another in glory, in complexity, in efficiency, and in the respect they command. It is a far cry from such well-known and long-established bodies as M.C.C., the Rugby Union, the Amateur Athletic Association, the Football Association or the Lawn Tennis Association to the modest secretariat, sometimes sharing a house or even a room in a house, of a very 'minor' activity. There are obvious differences in the amounts of money which different Governing Bodies can afford to spend on administration, and on the degree of organisational complexity which different sports require. But in general two things may be said. First, the coverage which the major Governing Bodies provide, down through regional and county organisations to the individual clubs, is far more complete than is usually recognised. Secondly,

the comparative poverty of the minor Governing Bodies is a real handicap to the development of the sports which they represent, not only relatively, in relation to their more impressive brothers and sisters, but absolutely, in the limitations which poverty imposes on the progress and extension of their activities.

21 Each of these Governing Bodies, of whatever size, is recognised as the legislative and disciplinary authority for its particular sport. The autonomy of each, in its own sphere, is almost a sacred principle. Indeed, it is difficult to see what other principle would be acceptable or practicable. Yet it must be admitted that this autonomy sometimes leads to awkward and anomalous consequences, when, for instance, one Governing Body defines an amateur, for its purposes, without reference to, or consideration for, the amateur definition in any other sport. The sacredness of the principle of autonomy may be endangered if Governing Bodies fall into the error of disregarding the consequences, for others, of action which each is theoretically entitled to take. Autonomy does not necessarily imply separatism or non-co-operation.

22 Though in the main the development and control of competitive sport is in the hands of individual Governing Bodies, there are many other national organisations concerned with the development of the various forms of physical recreation that fall within our terms of reference.

### *The Outdoor Activity Associations*

23 One group is that of the national associations whose object is to promote 'outdoor activities' such as rambling or youth hostelting, climbing, camping, cycling, canoeing, sailing and riding. To a large extent these outdoor activities are non-competitive; some of them (for instance, canoeing, rowing and riding) may also be practised competitively. The national body concerned (for example, the British Canoe Union) is then responsible for both competitive and non-competitive aspects of the activity. These outdoor activity associations (with which the three main national voluntary holiday-providing bodies, the C.H.A., the Holiday Fellowship and the Workers' Travel Association are closely allied), play an immensely important part in providing propaganda, encouragement, facilities and training, as well as in offering technical services, safeguarding standards and keeping an eye on legislative issues affecting their activities. They, too, are harassed by financial problems and adminis-

trative inadequacies and many of them have a strong claim (or much need) for some assistance towards strengthening their administrative machine. It must be remembered that virtually none of them has any access at present either to public funds or to any revenue from spectators. Most of them are magnificent examples of the principle of self-help and voluntary service based on personal and long-sustained enthusiasms. There is much friendly co-operation between them, and we have been less conscious of a jealously-guarded autonomy on their part than we have been in the case of the Governing Bodies of sport.

### *Dancing and Rhythmic Movement*

24 Next must be mentioned the national bodies concerned with those various forms of dancing and rhythmic movement which are not 'sport' in any normal use of the word and which are only rarely and insignificantly competitive. Their members and adherents—the majority of them women and girls—number many tens of thousands who derive great pleasure, interest and benefit from their special branch of physical recreation. Some of their needs and problems are mentioned later in this Report. (See Paragraph 154.)

### *Youth Service Organisations*

25 No general picture of the main categories of individual national bodies that are concerned with sport would be complete without mention of the large number of youth organisations which devote themselves to the general interests of young people rather than to promoting any particular activity or group of activities. Within this category of national bodies concerned with the special needs of youth must be included the Duke of Edinburgh's Award and the Outward Bound Trust. Although they are not youth organisations in the generally accepted sense, their work of providing incentives and specialised training (in which physical recreation plays a prominent part) is closely related to the Youth Service. The special problems and needs of youth organisations have been brought home very forcibly to both the Government and the general public through the publication last February of the Albemarle Report on the Youth Service in England and Wales. All we need to say is that, although here again there is a general

background of inadequate facilities and leadership, sport and physical recreation play (or ought to play) an important part in the programme of most of them.

26 As part of the national pattern of organised sport, however, the position of the Youth Service organisations is somewhat anomalous. In general, they are not thought of—nor do they think of themselves—as part of organised sport, and there is no doubt that 'youth work' and 'sport' are regarded as two quite separate fields, in a way that seems without parallel in any other country. We therefore give an unequivocal welcome to the emphasis laid in the Albemarle Report on the place physical recreation should occupy in the Youth Service, and to that Report's specific recommendations about facilities, equipment and coaching, and the contributions that can be made to the Youth Service by established sports clubs through the formation of junior sections. We shall return to the special problem of the needs of youth in the next chapter. In the meantime we record our appreciation of the important place occupied by local education authorities in the total picture of bodies providing for the development of sport, through the Youth Service as well as through the schools.

#### *The 'Composite' Bodies*

27 Besides these four main groups of individual national bodies—Governing Bodies of sport, outdoor activity associations, dancing and rhythmic movement associations, and Youth Service organisations—there are three important bodies which are sometimes called 'composite' or 'comprehensive'; namely, the British Olympic Association, the Central Council of Physical Recreation and the National Playing Fields Association. Each has its special place and function in the total picture.

##### (i) THE BRITISH OLYMPIC ASSOCIATION

28 The British Olympic Association is primarily concerned with the Olympic Games and is therefore a federation, for this specific purpose, of those responsible for the games and sports which are (or, in some cases, have been or may be) included as events in the Olympic Games. The B.O.A. was founded in 1905 and its Council is composed of members of the International Olympic Committee, representatives of the Governing Bodies of 25 sports, representatives of the Services' sports organisations and of certain other bodies,

with the addition of a few co-opted members. Its main functions are to undertake co-ordinating and organising responsibilities with regard to the participation of British teams and competitors in the Olympic Games (including the Winter Olympic Games) and to raise funds for that purpose from voluntary sources, which include the Governing Bodies themselves. The British team for the 1948 Olympic Games in London consisted of 449 representatives of 18 sports; for the 1952 Games at Helsinki, of 353 representatives of 16 sports; for the 1956 Games at Melbourne, of 236 representatives of 15 sports. At the time this Report is being written, it is estimated that the British team for the Rome Games in 1960 will consist of about 330, representing 17 sports. The cost of sending the team to Helsinki was about £34,000 and to Melbourne about £124,000; the probable cost to the B.O.A. in connection with this year's Games in Rome is about £48,000. The B.O.A. has a small full-time staff, including a General Secretary and an Appeals Secretary, and receives no grant from statutory sources.

29 Among the other objects in the B.O.A.'s Constitution is 'To consult with other associations, institutions or persons upon matters of common interest relating to amateur sport, to co-ordinate their views and opinions and to make representations on behalf of or in conjunction with any of them to the public or otherwise on such matters as aforesaid, and generally to do all acts and things, whether alone or in co-operation with any other association, institution or person as may be thought fit in the interests of the Association or of any Affiliated Body or which is calculated to be of benefit to sport or physical recreation in Great Britain generally'. Circumstances have not made it possible hitherto for the B.O.A. to carry out this particular object as it would have liked.

30 As Great Britain and Northern Ireland are represented as a single unit at the Olympic Games, the B.O.A. covers the whole country. For the British Empire and Commonwealth Games, which like the Olympic Games are held every four years, England, Scotland, Wales and Northern Ireland compete separately, and each of the four countries therefore has for co-ordinating and fund-raising purposes its own British Empire and Commonwealth Games Council, and all four Councils are members of the British Empire and Commonwealth Games Federation. As Olympic and Commonwealth Games follow each other at two-year intervals and have many common features, it is practicable for the B.O.A. and the British Empire and Commonwealth Games Council for England to

share the same offices and be served by the same staff for both administrative and appeal work.

(ii) THE CENTRAL COUNCIL OF PHYSICAL RECREATION

31 The Central Council of Physical Recreation was formed in 1935 with the active support of the Ling Association of Teachers of Swedish Gymnastics (now the Physical Education Association of Gt. Britain and N. Ireland) and the National Association of Organisers and Lecturers in Physical Education. The C.C.P.R. is a voluntary association of all national bodies in England, Wales and Northern Ireland concerned with the development of post-school physical recreation and is by far the most comprehensive body concerned with sport in this country. It has received grant-aid from the Government through the Ministry of Education continuously and in increasing amounts since 1937. In 1945 it extended its work to Scotland at the invitation of the Scottish Education Department; and its Scottish Section became in 1953 the autonomous Scottish Council of Physical Recreation, which now occupies a position in Scotland corresponding to that of the C.C.P.R. in the rest of the country. Since 1949 a Section of the C.C.P.R. has operated in Northern Ireland, with direct grant from the Northern Ireland Ministry of Education (see also Chapter 4).

32 The C.C.P.R. Council is composed of representatives of the British Olympic Association, the National Playing Fields Association, the Governing Bodies of 41 sports, 16 national outdoor activity associations, 16 bodies concerned with dancing and rhythmic movement and 34 voluntary youth organisations, in addition to representatives of community centre, educational, physical education and health education organisations, local authorities and local education authorities, and the Services' sports branches--representatives, in sum, of 199 national bodies. In addition, there are 66 individual members of the Council.

33 The C.C.P.R. has headquarters offices in London, branch offices in Cardiff and Belfast and 9 regional offices in England. As well as its headquarters administrative and technical staff and its Welsh and Northern Ireland secretaries, it employs 47 full-time technical representatives who work from regional offices, and the Wardens, instructional and other staff at its three residential National Recreation Centres.

34 Its broad functions, as agreed with the Ministry of Education, are to promote the development of all forms of physical

recreation among those who have left school. Its activities include the organisation of a wide range of courses for coaches and instructors, courses in personal performance particularly intended for school-leavers and novices, lectures, displays and other propaganda events. A distinctive part of its work has always been the recruitment and training of leaders and coaches for games, sports and other physical activities; more recently it has devoted increasing attention to introducing beginners to new activities. Its staff give advisory, technical and administrative help wherever required, but particularly to the headquarters, regional, county and local branches of its constituent organisations and to local education authorities and industrial concerns. Most of its practical events are carried out in co-operation with particular Governing Bodies and outdoor activity associations, and with local authorities and local education authorities. Advisory committees of representatives of the Governing Bodies of sport (including representatives of the B.O.A. and the N.P.F.A.) and of the outdoor activity associations meet periodically under the C.C.P.R.'s auspices to consult on matters of common interest, to make recommendations to the C.C.P.R. about joint action where appropriate and to guide the staff of the C.C.P.R. in their work.

35 During the year 1959/60, the C.C.P.R. directly administered 427 courses for leaders or coaches, attended by 11,070 men and women, 1,378 'personal performance' events such as coaching holidays and coaching centres, attended by 34,077, and 255 displays and lecture-demonstrations which were seen by 134,830 spectators. These figures do not include the use of the C.C.P.R.'s National Recreation Centres by individual sports bodies, local education authorities, industrial concerns and such bodies as H.M. Prison Commission.

(iii) THE NATIONAL PLAYING FIELDS ASSOCIATION

36 The National Playing Fields Association was founded in 1925 at a meeting in London at which H.R.H. The Duke of York, the first President of the Association, was the principal speaker. Its main aim is to stimulate the provision of playing fields and playgrounds, especially for children, by propaganda and financial assistance. Between that date and the end of 1959, it has distributed £1,385,906 in the form of grants for playing field and playground schemes, and £42,194 in the form of loans. All this money has been raised by voluntary contributions. At present, it sponsors over

4.00 schemes a year. Its national headquarters in London employs a small full-time staff, including a technical and research department which gives advice on all aspects of playing-field provision, design and maintenance, on which subject the Association has published much authoritative literature. No statutory grant-aid is received by the N.P.F.A., though it works in close co-operation with the Ministry of Education and the Ministry of Housing and Local Government and with local authorities. It also collaborates with the Amateur Athletic Association and M.C.C. on technical matters. An annual conference with representatives of local authorities is a special feature of its work.

37 There are branches of the N.P.F.A. in Scotland and Northern Ireland, and there are affiliated branch associations in nearly every English and Welsh county, as well as in Greater London; their administration is carried out, in the main, on a voluntary basis, in many cases in association with a county Rural Community Council.

38 The N.P.F.A. Council is composed of representatives of the Governing Bodies of 16 sports, representatives of other sports bodies and of the B.O.A. and the C.C.P.R., representatives of educational bodies, voluntary youth organisations and the physical education associations, and representatives of many local authorities, both major and minor. In addition, there are about 31 individual members and representatives of N.P.F.A. county and city branches on its Council.

39 We have gone to some lengths in setting out the main details of the constitution, functions, finance and staffing of these three important composite bodies in this general statement on the present position, first, because their respective fields of operation and the relations between them are generally not very clearly known and understood, and secondly, because the existence of three so-called 'comprehensive' national voluntary bodies has given rise to some suspicions that there must be wasteful overlapping in their work which might profitably be removed by some measure of greater co-operation or by clearer demarcation of their spheres of activity. We shall return later to this topic. (See Chapter 3 (d)—'Organisation, Administration and Finance.')

### *National Recreation Centres*

4.0 This survey of the present position would be incomplete without reference to the establishment since the war of National

Recreation Centres, for whose conception and initiation credit must be given to the C.C.P.R. Their purpose is to provide residential facilities for training in leadership and in personal performance in a wide range of games, sports and outdoor activities. There are now five Centres, two in England—Bisham Abbey, Berkshire, and Lilleshall Hall, Shropshire; one in Wales — Plas y Brenin in Snowdonia; two in Scotland—Glenmore Lodge in the Cairngorms and Inverclyde at Largs. The three in England and Wales are run by the C.C.P.R., the two in Scotland by the S.C.P.R. With the exception of Glenmore Lodge, the establishment of all of them has been made possible through voluntary funds, the necessary capital coming mainly from the South African Aid to Britain Fund, and the King George VI Foundation, and the finance to meet the inevitable annual deficits incurred in maintaining Centres of such a high technical standard has to be raised from voluntary sources by the C.C.P.R. and S.C.P.R. The success of these Centres is unquestioned and few of the nearly four hundred places they collectively offer are vacant for long. Many tributes have reached the Committee, particularly from the Governing Bodies, to the unique value of the training facilities they provide. A further National Recreation Centre will be the Crystal Palace Centre, on which building work is beginning this year. It will, it is hoped, be ready for use by 1963. The London County Council are not only providing some £2,000,000 for the capital expenditure required but, together with the Ministry of Education and the London Parochial Charities, have promised grants towards its maintenance by the C.C.P.R., which has accepted the responsibility of running it.

### *Statutory Financial Aid*

41 What, in England and Wales, is the contribution of the State<sup>2</sup> to all this manifold and beneficent activity? It falls under three headings. There is direct expenditure by the Ministry of

'We have not attempted any more detailed analysis of the statutory financial assistance given to sport in Scotland and Northern Ireland than is given in Chapter 4. The general position there, however, is much the same as in England and Wales, though there are considerable differences in grant and loan procedure.

'Some extracts from or references to relevant Acts of Parliament imposing duties or conferring powers on Government Departments or local authorities in England and Wales in connection with the promotion of physical recreation are given in Appendix III.

Education; there are grants made by Government Departments towards expenditure by local authorities; and there is expenditure from the rates levied by local authorities. Desirable as it might be, it is not possible to state with real accuracy all expenditure under these headings. So far as we are aware, no collected figures are available either of the combined expenditure, whether for capital costs or maintenance, of local authorities and local education authorities on facilities for sport such as playing fields, swimming baths, camp sites or gymnasias, or of the grants made in respect of such schemes by the relevant Government Departments. One difficulty in the way of obtaining an exact picture of State assistance is that expenditure on sport is not always classified separately from other expenditure on further education or leisure-time provision either by Government Departments or by local authorities. Knowing this difficulty, we have not felt justified in asking each individual local authority or local education authority to supply information about their exact expenditure on sport.

42 The Albemarle Report (Appendix 5) quotes £5,155,000 as the expenditure in 1957/58 by local education authorities on recreation and social and physical training (which includes their total expenditure on all branches of the Youth Service) under Sections 41 and 53 of the Education Act, 1944. Though no accurate sub-division of this sum is possible, it would be justifiable to regard a substantial proportion of it as having been devoted to the development of post-school physical recreation.

43 Under the Physical Training and Recreation Act, 1937, expenditure has also been incurred by both local authorities and local education authorities on the provision of facilities, much of which has been for the general public, not only for young people. As part of its capital investment programme, the following loans to local authorities have been sanctioned by the Ministry of Housing and Local Government in recent years for works partly under the Public Health Acts, 1875 and 1936, and partly under the Physical Training and Recreation Act, 1937:

On *swimming baths, etc.* (officially referred to as public baths and washhouses .

1955/56	£580,797
1956/57	£698,063
1957/58	£667,891
1958/59	£2,004,452
1959/60	£1,938,139

*On physical training and recreation (i.e. playing fields, pavilions, tennis courts, etc.) :*

1955/56	£819,664
1956/57	£202,336
1957/58	£242,430
1958/59	£786,828
1959/60	£1,301,099

*On public walks and pleasure grounds (this covers public parks, open spaces, children's playgrounds and facilities for physical recreation thereon) :*

1955/56	£1,229,673
1956/57	£251,735
1957/58	£334,200
1958/59	£1,145,347
1959/60	£2,538,125

44 These figures are evidence of the marked relaxation of the restrictions on capital investment during the last two or three years. The report of the Ministry of Housing and Local Government for 1959 comments (Pages 14 and 15) :— 'As in 1958, it was possible to make limited progress in clearing the backlog of applications for loan sanctions for swimming baths. During the year, 7 sanctions were issued for new covered baths, 7 for new open-air baths and 2 for major reconstruction schemes. Loan sanctions totalled £2,633,054 compared with £715,770 in 1958. . . . By the end of the year 25 other schemes for baths had been approved in principle. . . . The demand for improved swimming facilities showed no signs of decreasing and several new applications and inquiries about loan sanctions were received each month. . . . Loan sanctions for public walks and pleasure grounds, and for playing fields and recreation grounds under the Physical Training and Recreation Act, 1937, amounted to £3,422,184 compared with £1,233,946 in 1958.' It is quite clear from these figures that many local authorities are anxious to incur still greater capital expenditure on the provision of much-needed facilities for sport, especially swimming baths, than present Government restrictions allow.

45 Besides the expenditure by local authorities and local education authorities on physical recreation, there is direct expenditure by the Ministry of Education in this field and this can be

The apparent discrepancy between these figures and those given in Paragraph 43 is due to the former's being for the financial year and the latter's being for the calendar year.

recorded more accurately. We do not feel that any useful purpose would be served by a full historical survey of such expenditure, which would require references to the work of the Government's National Fitness Council between 1937 and 1939, so we confine ourselves to a statement of the present position.

46 During the current financial year (1960/61) the approved estimate for the Ministry's expenditure under the Physical Training and Recreation Act, 1937, is £409,000. Of this amount, the Ministry expects to spend some £174,000 on grants to national voluntary bodies. The remaining £235,000 will be available for grants in aid of capital expenditure by local voluntary organisations.

47 Of the £174,000 allocated for grants to national voluntary bodies, the C.C.P.R. will be receiving some £140,000, the National Council of Social Service £12,000 and the Council of Social Service for Wales and Monmouth £1,500. These last two grants are mainly in respect of work for community centres. The English Folk Dance and Song Society receives £7,500. The remaining sum of about £12,000 will provide for coaching grants, which are at present made to the following Governing Bodies—the Amateur Athletic Association, the Amateur Fencing Association, the Amateur Swimming Association, the All England Women's Hockey Association, the British Judo Association, the English Table Tennis Association and the Lawn Tennis Association. These grants are offered towards the salaries of national coaches, the maximum grant being 80% of salary or £1,000 (whichever is less) for each full-time coach, with a small allowance for clerical expenses.

48 Of the £235,000 available for capital grants to local voluntary organisations, the Ministry estimates that about £100,000 is likely to be used for purposes of physical recreation, e.g. playing fields, swimming baths, pavilions and equipment. The balance will be needed for projects concerned with the premises and equipment of village halls and community centres, and is not solely for purposes of physical recreation, although in fact the premises so provided are used quite extensively for various physical activities.

49 In recent years there has been some extension of the Ministry's awards of coaching grants to national voluntary bodies, three (for judo, swimming and table tennis) having been made for the first time in the current year. This is a welcome change from former practice, which, either as a result of Government restriction on spending or as a result of policy decisions on priorities within the Ministry, had not been generous, still less expansionist.

50 Account should also be taken of the Ministry's expenditure on direct grants to Youth Service organisations under the Social and Physical Training Grant Regulations, 1939, as continued by the Education Act, 1944. This is estimated as £425,000 for the financial year 1960/61 (compared with £229,000 for the previous year). Of this sum a proportion may be regarded as being devoted to promoting post-school physical recreation among young people as part of further education.

### *Sport in Other Countries*

51 Some brief references to what is happening abroad might fittingly conclude our survey of the present position. We have received a considerable amount of evidence on the ways in which sport in other countries is organised, administered and financed. This has brought home to us the backward position we in this country hold in terms of financial provision for high-grade facilities for competitive sport, administrative machinery and professional coaching, compared with countries where sport enjoys a substantial income from football pool revenue or direct State subsidy. In some of these countries the primary motive may be national physical fitness, in others the belief that national prestige is directly related to the degree of success achieved in national and international sporting events. We have also noted that in some countries there seems to be a far greater degree of co-ordination of and collaboration between the various sports bodies than exists here. Nevertheless, though we make certain proposals later in our Report for improving the financial position of sport here, we are not prepared to admit that the comparison with other countries is wholly unfavourable to ours. In many important directions our record is, by any standards, a good one; for instance in the public provision of games and sport through our schools and other educational institutions, the extent of personal participation among those who have left school, the degree of voluntary and devoted service given to sport in so many ways, and, perhaps above all, the place that ideals of sportsmanship occupy in our national habits of thought and behaviour.

52 But though we do not regard everything that happens abroad as necessarily for imitation by ourselves, we are convinced that we have a great deal to learn, particularly in the planning, construction and use of facilities. We therefore record our conviction

of the value to be derived from overseas visits of study on the part of appropriate officials of statutory and voluntary bodies concerned particularly with such matters. We also urge that more should be done to make known within this country not only the information derived from such visits, but also the very important material contained in foreign and international specialist publications on sport and physical education. The Ministry of Education, the British Olympic Association, the Central Council of Physical Recreation, the National Playing Fields Association, the British Association of Organisers and Lecturers in Physical Education, the Physical Education Association of Great Britain and Northern Ireland, the Institute of Park Administration and the British Association of Sport and Medicine are among the bodies that might well assist in the wider dissemination of such material.

## CHAPTER 3

## Some Special Factors and Problems Examined

### (a) 'The Gap'

53 Against the general background which we have sketched in the preceding paragraphs a number of special factors and problems stands out. The one of which we treat first has been brought to our notice by a great many of the organisations and individuals who have submitted evidence to us. For example, the National Council for Schools' Sports (which is concerned with athletics, boxing, cricket, Association and Rugby football and swimming)

has emphasised to us its sense of the inadequacy of the provision made for post-school sport and the weakness of the links between schools and adult clubs. 54 This problem, to which we refer as 'The Gap', is the first of the gaps listed by the Albemarle Committee (Albemarle Report, Paragraph 148). In the context of the present inquiry, 'the gap' stands for the manifest break between, on the one hand, the participation in recreative physical activities which is normal for boys and girls at school, and, on the other hand, their participation in similar (though not necessarily identical) activities some years later when they are more adult.

55 The young people who find themselves in this gap have lately been the subject of considerable attention, from rather different points of view, in the Albemarle Report and the Report known as the Crowther Report.<sup>1</sup> The former, especially, is in many respects relevant to our own concerns. The respective fields of inquiry of the Albemarle Committee and ourselves are by no means coterminous. They were concerned exclusively with young people between the ages of fourteen and twenty, while our concern extends over the whole age-range of the adult population as well: they were

<sup>1</sup>'15 to 18', Report Of the Central Advisory Council for Education (England), Volumes I and II, H.M.S.O. 1959 and 1960.

concerned with the whole range of activities in the special age-group, while our concern, throughout the age-range, is limited to games, sports and outdoor activities. The most obvious overlap comes in connection with the young people who are the subject of the present section.

56 We have been much encouraged by the practical interest in recreative physical activity which the Albemarle Committee have shown, and by the constructive recommendations which they have made, in this connection, from the point of view of the Youth Service. We do not need to repeat their recommendations here.' But we warmly welcome the general attitude of that Committee to the important place which recreative physical activity can and should take in the whole Youth Service field. We cordially agree with them that there ought to be a much clearer and more effective linking-up between the Youth Service, statutory and voluntary, on the one hand, and the bodies responsible for games and sports, on the other. Especially, we would endorse the Albemarle Committee's recommendations that facilities and coaching should be more liberally supplied, for we fully agree that 'a major interest of most young people is in those activities which challenge their growing physical powers'.

57 If this is so, and we ourselves feel it to be so no less strongly than the Albemarle Committee, then it follows that those who are responsible for the Youth Service and those who are responsible for the organisation of games and sports should be working in the closest possible collaboration. This collaboration is at present far from perfect. On the one hand, the Youth Service, by tradition and natural affinity, is connected with the type of social service which fosters the growth of the whole person. On the other hand, the organisation of sport has developed from bodies whose primary concern is with one particular activity. Hitherto these different approaches seem to have prevented that degree of co-operation which we should wish to see. Youth leaders have not always been ready to acknowledge the importance and value to adolescent boys and girls of one individual activity in which they can find enjoyment and successful achievement; while the sports organisations have perhaps concentrated too much on their separate individual interests without sufficient regard to these young people as whole persons. Single-activity clubs have not been popular within the Youth Service, and, understandably enough, single-activity groups

*'But see especially Albemarle Report, Paras. 196 to 198, and 234 to 238.*

inside clubs have been required to find their places within the existing pattern of the club's life. We believe that the time is overdue for a more responsible and flexible attitude on both sides, for a recognition by youth leaders that successful participation in a single activity can make a great difference to the health and happiness of young people, and for a recognition by the sports bodies that more generous provision for young people would help both the young people and the sports themselves. We are glad to find that the Albemarle Committee, from its point of view, reached conclusions practically identical with our own in this matter. We further believe that more time should be found in training courses for youth leaders for some instruction in and fuller information about sports and activities which for many young people constitute a major interest.

58 We are not advocating the adoption of the practice of some other countries, for instance France, Germany and Norway, where youth work and sport are organised under the same national and regional auspices. We believe that each has a distinctive function to perform, and that the Youth Service and the sports-providing bodies should continue to carry out their own respective duties. But the time has come, with the general expansion of educational opportunities and the general improvement of social conditions, for at least a softening of the sharp line of demarcation. For instance, the specialist bodies should give more attention to junior teams, individuals or groups who are at present 'frozen out', while the Youth Service should recognise more explicitly the fact that many young people are interested in one or other particular activity and more warmly encourage these activities as part of a club's life instead of regarding them as dangerous and perhaps subversive rivals.

59 This general point of view, shared by the Albemarle Committee and ourselves, leads to the problem of the provision of facilities, with which we deal later. It is a fact, repeatedly referred to in the evidence we have received, that young people, when they leave school, have considerable difficulty in establishing themselves as members of adult clubs, unless they happen to be so skilful as to be outstanding and therefore welcomed as already suitable members of senior teams. We find it hard to blame the adult members of (for instance) a lawn tennis club who fail to encourage teenagers lest the adult members themselves should be crowded out of the facilities, inadequate for all, which the club can provide.

We also recognise as another important factor the social incompatibility between younger people and adults; what adults regard as the adolescents' noisiness, immaturity, unreliability and even destructiveness tends to make them unacceptable, except as a small minority, within most adult clubs. This state of affairs is an indirect result of the lack of facilities. A more direct result of the same lack is the inability of a group of keen and interested young footballers to find a pitch.

60 These are probably the main reasons why it is not easy for boys and girls who have just left school for work to participate in team games. The vast majority of these young people go into industry, and inside some firms, much is done for them, in these respects as in others. But it is well known that only a minority of young workers do in fact go to firms which are able and willing to provide these facilities; and for the majority the responsibility rests with the Youth Service and the sports-providing bodies. We believe that more should be done, in a simple way, both in their last few months at school and their first few months at work, to inform young people of the opportunities open to them in this whole field. Youth Employment Officers have a part to play here no less than school teachers and Youth Service Officers.

61 We should not expect that all school-leavers would want to continue to play the games they have played at school; we have already given reasons why we should expect some change in their interests when they do leave school. Perhaps the fundamental one is that they resist, and resent, any suggestion that in their new-found freedom they should be 'done good to' by anything like an obligatory participation in games. Yet we find it discouraging that so many fall away; and for their sakes we hope that something may be urgently done along the lines we have suggested.' The provision for games and sports in the schools is increasingly on a commendably high level. It is a waste of the possibility of healthy enjoyment for the young themselves, of the national investment in the provision of facilities for school games, and of the enthusiasm of thousands of teachers, that 'the gap' should remain so wide and so deep. We would particularly call attention to the contribution in our field which is made by these thousands of willing and devoted teachers, whether they are professionally expert in physical education or voluntarily give of their time and energy in coaching and supervising particular games. They, and their employers, the local 'cf. Albemarle Report, Paragraph 196.

education authorities, can stand comparison, in these matters, with their opposite numbers in any country in the world. But this fact only makes more noticeable the plight of many young people during the years immediately after they leave school.

62 We recognise that the problem of the gap is so fundamental and so serious that no single easy solution can be laid down. In some measure the difficulties would be alleviated by more generous provision of facilities. But beyond this there is an urgent need for more determined acts of co-operation between local education authorities, the constituent parts of the Youth Service, the Governing Bodies of sports and games, and the outdoor activity associations. In this field of consultation and co-operation, both national and local, many agencies have a part to play, including standing conferences of youth organisations, Youth Service Officers and the Central Council of Physical Recreation—the C.C.P.R. indeed has recently acted in this way in regard to the development of outdoor activities.

63 In the light of the recommendations of the Albemarle Committee and ourselves, we hope that a new approach may be vigorously made to help those young people over school age who are at present being deprived of the opportunities which others, either in school or of rather more advanced years, more fully enjoy.

### *(b) Facilities*

#### OUTDOOR ACTIVITIES

64 The first and most obvious necessity, if sports, games and outdoor activities are to be practised, is the existence of suitable facilities for the practice of them.

65 It is obvious that the facilities required for outdoor activities are of a different order from those needed for other sports. They are in fact mainly provided by nature—mountains, rivers, the open country and the sea—in a profusion which seems all the more fortunate when the small size of these islands is considered. One difficulty is that many of these things have traditionally been pursued in solitude or shared with a few companions only, and some of those who walk on the hills or live and work in the country understandably feel that if too many others come to use and enjoy the countryside the enjoyment of all will be diminished, through the loss of the peace and quiet that have normally been found there. Although the feeling is a natural one, it is none the less selfish.

There is still in Britain much wild country that is rarely visited and used. Even in popular districts, such as Snowdonia, it is easy for those who dislike the queues at the foot of the best-known climbs to find just round the corner whole crags which they can enjoy in day-long solitude. Moreover, the instincts of many young small-boat sailors, canoers and climbers are towards gregariousness and they have no objection to the proximity of the cheerful crowds who are doing much the same things in much the same way. Still, perhaps the first need is the realisation by the enlarging public which wants to practise outdoor activities that a little more adventurousness and imagination will, in these days of better transport and longer holidays, bring all of them more room and scope to pursue their chosen hobby, on their own or as part of a larger group.

66 The second problem is to reduce existing restrictions on the facilities that might be made available. Over the last half-century access to open country has, through the efforts of many organisations and individuals, been fought for and in large measure achieved. The National Parks Commission and its associated Park Planning Boards and Committees have steadily opened up more and more tracts of territory which are specially suitable for most of these pursuits, though we could wish that they had greater powers and larger financial resources. Liberal-minded landowners, by their understanding co-operation, have transformed the picture since the days when to walk over many stretches of moorland was a risky act of defiance. But more of the natural assets of our countryside should be accessible to those who will want to find healthy recreation there. For instance, as the Inland Waterways Association has always urged, there are miles of river and canal which could be made usable and available for canoers and those who like just messing about in boats; the authorities who control reservoirs could, under proper safeguards, allow many more yachting and sailing clubs to sail on waters at present forbidden to them; and local authorities could do more to lift restrictions and to provide sites for lightweight camping, which has so largely superseded the standing canvas camps of pre-war days. What is wanted is not only more imagination, the desire to go further afield, on the part of those who enjoy outdoor activities, but more understanding of their widening needs by the authorities who control access to much of the terrain itself. There is also a particular need for cheap and simple accommodation in the wilder countryside. The Youth Hostels

Association and the various holiday-providing bodies have done admirable work here, but more could be done by local authorities and, mainly for young people, by local education authorities.

67 A third problem is to safeguard and to strengthen traditions of good and considerate behaviour. As the number of those who turn to the countryside increases, it is more than ever important that the enjoyment of the many should not be spoilt by the irresponsibility or selfishness of the few. In the past, traditions of good behaviour were passed on by parents who wanted their children to enjoy what they had enjoyed, by established clubs with their codes and rules, or because those who pursued outdoor activities were themselves countrymen, or had close affinities with those who lived in the countryside. The rules of the Country Code are few and simple: if they were all observed by those to whom they should apply there would be no problem to be solved. But today's invasion of the countryside is largely a centrifugal movement of town-dwellers, many of them all too accustomed to having their litter cleared regularly and their ice-cream cartons picked up from the public parks by men who are paid to do it, and all too unaware that even wild country is the seat of an industry on which all depend and which careless conduct can easily sabotage. What is needed is a sustained educational campaign in the schools, and above all in the homes, to make good country behaviour a settled habit, as it is already in some countries less untidy than our own. And if many more people are to enjoy all that outdoor pursuits can give them, in surroundings of unspoilt natural beauty, this educational campaign is just as necessary as the freeing of more facilities for their use.

68 Against this background of wider participation, the need to develop coaching and training in outdoor activities stands out and we return to this topic in the following section on 'Coaching'.

#### OUTDOOR GAMES AND SPORTS

69 In outdoor sports, as distinct from these outdoor activities, the position is very different. We have not been able to make for ourselves a nation-wide survey of the provision of sports grounds. But we have had the benefit of comment on this point from an extensive and widely-representative number of the national organisations concerned.

70 One observation is perhaps worth making at the outset. A simple arithmetical assessment of the number of acres of sports

ground available throughout the country may give a rather misleading picture. Besides the actual number of football grounds, tennis courts and so on, there is the extremely important matter of their location. There must not only be an adequate acreage of grounds; they must also be in the right place. More than once we have heard that 'there are plenty of grounds, but they are in the wrong places'. The 'right' places are the places where those who want to use them have easy access to them. Too often the available sports grounds are on the outskirts of big towns; and while that is very convenient for those who live in the particular suburb where the grounds are, it is extremely discouraging for those who live several miles away on the other side of the town. Again, it often happens that industrial and commercial firms make admirable provision for their employees; but this provision may be inconveniently distant from the places where those employees do in fact live or may be unacceptable on other grounds, for example the understandable desire to spend one's leisure away from one's work-mates.

71 The National Playing Fields Association and its Scottish and Northern Ireland branches have done much to increase the acreage of fields available for outdoor sports of all kinds, and there can be nothing but praise for the work they have done, often in admirable collaboration with local authorities. The N.P.F.A. has recommended a standard of public provision of playing fields at the rate of 6 acres per ,000 of the population, excluding school playing fields. Our evidence leads to the conclusion that in all parts of the country we are very far from that target, and much further in some areas than in others.

72 It is sometimes argued that the provision of playing fields cannot be as inadequate as the enthusiasts maintain, for, it is said, there are thousands of acres of playing fields all over the country which, for the greater part of each week, are lying idle and unused. The first point in the answer to this contention is the one we have already made, that the provision is not always in the right place. This does not necessarily mean that the playing fields were unintelligently sited in the first place. It often happens that populations move, and that what used to be a central situation for a playing field becomes peripheral, with the consequence that acres may be lying idle now, because the neighbourhood is no longer thickly inhabited, whereas in earlier days they were used regularly and gratefully. The second point is that a great many of these idle

acres are privately owned. And here we encounter a serious difficulty. It is easy enough for the casual passer-by to get the impression that the playing fields belonging to business firms, banks, independent schools and other private owners are inadequately used or even selfishly preserved. In general, we would reject any such inference. Quite apart from the undoubted right of owners of private property to determine how it shall be used, our evidence, in fact, suggests that a good deal of generosity is shown by such owners in permitting the use of their grounds by others, especially by youth clubs. The difficulty is more likely to be the practical one that if they were used more than they are, many of these grounds would not be fit to be used by anybody. In the winter and early spring especially, the majority of the playing fields in this country have a hard life, and until further success attends the experiments which have already been made in the development of hard-wearing surfaces, it can safely be said that the vast majority of those playing fields which are 'in the right places' have as much wear as they can stand. This is true also of those sports grounds which belong to local education authorities as part of school buildings. Here there are technical complications about ownership and about the consequent propriety of the use of school grounds by the general public. But the over-riding factor is usually the simple one of the amount of use a ground can stand. On the whole, we are satisfied that where dual use is practicable it can usually be made possible. There is, of course, a particular problem about the use of playing fields attached to schools, colleges and universities during their holidays. We can understand the wistfulness with which the general public, and especially young people, look at these unused facilities. The difficulty is very often the practical one of caretaking and supervision, and this difficulty is clearly a serious one. We do not doubt that more could be done if such obstacles to wider use could be surmounted, and that use of such grounds could be more widespread if the necessary amount of local co-operation and simple organisation were more frequently and fully forthcoming. It is usually the absence of this, rather than the absence of goodwill, that is the cause of incomplete use of facilities which do exist.

73 In the present provision of facilities we recognise that industry often plays a useful part in many areas. Such coverage, however, is naturally haphazard and should be regarded as an unexpected bonus in supplementation of any local plan. In the present general lack of adequate facilities we would hope that where

industry has been generous enough to provide for its employees it will also give assistance to the local community where it reasonably can. The obvious way in which it can help is by allowing others the use of the facilities which would otherwise not be employed to capacity, and we hope this practice will grow.

74 Even if the N.P.F.A. standard is regarded as idealistic and even when all allowance has been made for double use, it is still the case that there is plenty of need for more facilities, in the right places, of the right kind, and with the necessary ancillary accommodation. (This is beyond the clearly expressed need for such accommodation as an essential addition to many existing grounds.) Our evidence leaves us in no doubt about this. It is not easy to assess demand as against supply. But the majority of our witnesses have clearly established that the potential demand far exceeds the present supply.

75 It is important that these playing fields should have reasonable changing and washing facilities, as well as some provision for refreshments near at hand. It is remarkable how often these are at present lacking; and it is our opinion that in a great many of the cases where playing fields are said to be under-used the real reason is that, although the playing area may be there, appropriate changing and washing accommodation is absent. On present-day standards, as they are taught and observed, for instance, in most schools, adequate facilities of this kind are a simple necessity if potential users are to be attracted to the playing fields themselves. We are not asking for luxury: but we do not believe that shivering austerity and unhygienic dirtiness are to be desired for their own sake.

76 Further, it is important that, besides being in the right places, facilities should be of the right kind. There is a widespread demand for a vast increase in the provision of all-weather outdoor playing surfaces and for floodlighting them for full evening use. There is need, too, to floodlight those grass surfaces (e.g. those of Rugby football clubs) which are not used to capacity during the hours of daylight. In this country the weather (perhaps the most important single factor affecting the development of games, sports and outdoor activities) requires that games should not be made impossible by rain during the day or by the darkness which falls in the early evening for a considerable part of the year. It is only lately that we have begun to think in terms of floodlighting for evening games, and so far it has been most widely used in

connection with those games which attract large numbers of spectators. We hope it will not be long before floodlighting is regarded as a normal part of the provision for athletic and sporting activities.

77 Two additional points, possibly connected with fashion, should be made. The first is that the provision of facilities for women's games seems to be noticeably less adequate than the provision for men's. Cricket, hockey, lacrosse and netball have all been specifically mentioned to us as games of which this is true. And with the constantly increasing number of girls who learn to enjoy games at school, this is a shortage which should be remedied. The second is that local authorities and others who do provide facilities are not always as ready as they should be to meet new needs and new enthusiasms. There are fashions in games, as there are in many other departments of the lives of young people especially; and it is desirable that new interests should be catered for, whether they be, for instance, roller skating or archery. Tastes change; and it is a good thing to keep pace with them.

78 We have been left in no doubt that there is a crying need for more facilities for athletics track and field events. Finland has 730 cinder tracks, compared with 595 in England, Wales and Northern Ireland. Such a demonstrable shortage of proper athletics tracks, with the necessary ancillary provision, constitutes an immense handicap for those who are interested in athletics. There are various possible ways in which more facilities for athletics could be provided. They might be part of a sports centre which also included football and hockey pitches, a cycle track, tennis courts and other facilities; they might be connected with schools or youth clubs; they might be the private property of an athletics club. These possibilities are not mutually exclusive. There is nothing to be gained from a uniformity of pattern in these matters and different forms of provision will be appropriate in different places. The important and urgent thing is that such facilities should be provided.

#### SWIMMING BATHS

79 A second, and no less urgent, need is for more swimming baths. In recent years swimming has come much to the fore as a sport which appeals to a great many people; and boys and girls, no doubt moved by the examples of extremely successful young swimmers, are more and more eager to enjoy the opportunities

which a good swimming bath provides. Yet there are only 7921 publicly owned baths in the country, of which 238 are open-air baths. Many of these baths, indoor as well as outdoor, are closed throughout the winter. This shortage means that in the use of the limited facilities available there inevitably arise conflicts of interest between, for instance, the ordinary non-competitive swimmer and the young man who is training for competition on an international level. There is no doubt in our minds, from the evidence we have received, that many more swimming baths are needed, in the right places and of the right dimensions and design. Outside the schools such provision falls on the local authority. And we can well believe that the smaller local authorities find that the capital costs involved and the annual cost of maintenance are beyond their means. But it seems to us both possible and desirable that with a little co-operation between local authorities a swimming bath could be provided and maintained which would serve the population of several neighbouring areas, though it would be beyond the means of any one of them. At present the majority of the towns with a population of over 20,000 have no public swimming bath; this fact seems to us to call for urgent action. We believe that as a general rule this provision should be indoor. No doubt there are attractions about a prettily-situated outdoor pool on a blazing summer day. But the facts of the British climate call for indoor heated baths, with the necessary equipment for ensuring the purity of the water. When swimming baths are connected with maintained schools their installation and maintenance are the responsibility of the local education authority. At the present time the number of schools which have swimming baths is lamentably small. This shortage is not to be held against the local education authorities. In a great many instances they have included swimming baths in their plans for schools, only to have them struck out by the Ministry of Education. The Ministry, in turn, is not to be violently blamed, for it has had to contend with severe limits set on capital investment each year since the end of the Second World War. The fact remains that very few schools have baths, and that half the schools in the country have no swimming pool or bath within reasonable distance of the school premises. In many places, as our evidence shows, sensible co-operation between the local education authority and the local authority enables both school children and the general public to use whatever swimming bath is available, irrespective of the

*Of these there are only two of Olympic-standard dimensions.*

technical ownership of it; but such arrangements can only alleviate, they cannot cure, a nation-wide shortage.

#### INDOOR ACTIVITIES

80 Much the most serious shortage is of facilities for the multitude of games and sports which, of their nature or in our climate, can best be played indoors. A joint inquiry into this whole matter is being pursued by the C.C.P.R. and the N.P.F.A., and we are grateful for the opportunity which has been afforded to us of seeing, in advance of its impending publication, the main findings of this joint committee.

81 The sample survey carried out by this committee showed that the existing provision for indoor sports and games needing a comparatively small space was in general adequate, but that there was an acute shortage of indoor facilities for activities which required larger areas of floor space or greater height, such as badminton and basket ball, as well as for indoor practice and training in athletics, cricket, lawn tennis, netball and football.

82 It is not easy to see how adequate indoor facilities can be provided except by the action of local authorities, or local education authorities, acting either singly or co-operatively. There are, of course, a good many indoor halls attached to other buildings, churches, clubs or schools, which are used for these purposes; and we gratefully acknowledge also the help which is given to civilian clubs by the authorities of the Services who in many areas make available to these clubs Army drill halls and similar buildings. But in most of these cases there are bound to be difficulties. The halls are primarily designed for other purposes than indoor recreation. And there are often sheer practical difficulties of administration, organisation and finance which discourage the struggling small club. At best the accommodation is often limited in extent and necessarily restricted in use, so that the total picture is one of haphazard and improvised make-shift, by comparison with what is becoming a routine and standard provision in some other countries.

83 Much thought has been given to the ideal type of indoor provision. A great deal depends on the precise needs which manifest themselves. But it is now generally agreed that many needs can be met by the erection of a large 'barn', that is, a roofed and well-lighted space with the minimum of 'clutter' on the floor. The wide variety of athletic uses to which hangars on airfields can be put is an encouraging indication of what can be done; badminton,

fencing, lawn tennis, indoor hockey, basket ball and a host of other games can be played if the free area is adequate. The initial cost is relatively small, and the cost of upkeep should be met by those who use the facilities.

#### MULTI-SPORTS CENTRES

84 It is no accident that we have dealt separately with outdoor and indoor facilities. For the most part they are to be found separate in this country. Indeed, the separation goes further, and generally provision in Britain is on the basis of a single-activity club—a local badminton club borrowing a church hall, a tennis club or a cricket club owning or renting its own courts or field and, in course of time, finding money to erect a small pavilion.

85 Witnesses have pointed out to us that this is a situation less frequently found abroad, where, for instance, many football pitches form the centre-pieces of running tracks with jumping pits, and often tennis courts, adjacent. The adjoining buildings provide changing accommodation for all activities and not infrequently include a gymnasium, a swimming pool and social amenities. Members of the local community who wish may then join the sports club and take part in such activities as they choose.

86 This different pattern of development abroad has no doubt arisen from a different historical background and, in part, it has certainly been aided by the setting up of national sports federations, the local branches of which have been able to apply for State funds for comprehensive schemes of development. These multi-sports centres, as we have called them, do appear to offer certain opportunities. They could become one centre of community social life; there might be some advantages in family membership; the young person, uncommitted to any particular sport, might, by one single act of joining, be enabled to try his hand at several activities. Such centres could certainly bring separate sports and their officials closer together. Specialised training in many activities has, in recent years, found that it needs facilities not normally associated with the particular sport for which the training was undertaken. Such training is more likely to be possible at a multi-sports centre.

87 These centres are not unknown in Britain. We have had details of a centre of this type existing in Sheffield; we have noted that several New Towns have ambitious plans for such centres—Harlow, for example, has recently opened the first completed section; Solihull has recently launched an appeal for a similar project.

88 Without in any way wishing to depreciate the single-activity club, we feel that there is plenty of room for further experimental sports centres in this country. Some of which we have heard abroad are as much a source of local pride and pleasure as local theatres, art galleries and concert halls. An overseas example of the sort of multi-sports centre we have in mind is the K.B. Sports Club on the outskirts of Copenhagen. Covering 15 acres, it provides facilities for football, lawn tennis, cricket, badminton, squash, swimming and physical training. There are well-equipped changing and recreation rooms in addition to a restaurant and banqueting hall. The facilities include 3 Soccer pitches, a cricket pitch, a swimming pool, 20 hard outdoor lawn tennis courts, 2 covered tennis courts, a tennis-stadium with accommodation for 3,000 spectators, a squash court, a badminton court and a gymnasium. There is also a hall with a floor space of about 135 ft. by 67 ft. accommodating when necessary 4,000 spectators. The club membership is over 4,000 of whom about 2,000 are under 18. Those under 18 are divided into youth and junior sections with an age division at 16.

89 The need is for imagination and experiment, for varied types of accommodation suitable to local interests and demands. Often enough, it has been found, the supplying of appropriate facilities—for example, squash courts—creates a demand. In some places such facilities could properly be provided by the local authority, either on its own initiative or in conjunction with the local education authority. In others it might be desirable for several such authorities to combine to provide a sports centre: and this might well combine outdoor and indoor facilities. There would, of course, be practical problems, of maintenance and management. But there is a splendid field here for determined attempts at co-operation, both between local authorities *inter se* and between local authorities and the sports bodies of the neighbourhood. There are plenty of examples of community centres, as the result of such combined operations in the field of social work and informal education; this line of development might well be followed in the sphere of sport. At present, for instance, most of the provision for dancing and for skating is made by commercial enterprise; yet these two sports provide a focus for a considerable body of users, whose needs might properly be met in combination with the needs of many other enthusiasts for other forms of healthy indoor and outdoor exercise.

*(c) Coaching*

90 We have taken the word 'coaching' to include all forms of technical instruction related to a particular game or sport and the word 'leadership' to denote the process of instruction in outdoor activities and other physical activities to which the word 'coaching' does not normally apply. It is true that the introduction to the elements of an activity is often referred to as 'teaching', and that the word 'training' is often used particularly in relation to body conditioning. But usage varies and the whole field of knowledge is so inter-dependent and inter-related that a comprehensive view of the process of instruction from the beginner to the champion is perhaps best stimulated by the use of a single word, 'coaching', just as a good coaching scheme should itself be comprehensive in scope.

91 If word usage varies so also do the schemes, as the following brief summary of certain coaching schemes will show.

92 *Athletics*: A coaching committee of the Amateur Athletic Association, consisting of honorary officials, administers a scheme costing roughly £10,000 a year, to which the Ministry of Education makes a contribution. Five full-time National Coaches work mainly in separate regions, lecturing, demonstrating and coaching in schools, youth clubs, evening institutes, training colleges and universities, and at special courses organised by the national association, by regional associations or by the Central Council of Physical Recreation. The National Coaches have between them written most of the A.A.A. instructional handbooks and the Chief National Coach edits the Coaching Bulletin, a quarterly technical journal. Some of the work is directly concerned with coaching young athletes and some with instructing men (many of them school-masters) keen to acquire and pass on knowledge themselves. The A.A.A. runs an annual Summer School at Loughborough. Since 1947, over 1,500 honorary coaches and 120 honorary senior coaches have qualified.

93 In addition the National Coaches coach many of the outstanding British athletes, though this is an arrangement entered into voluntarily by both parties. A National Coach has also accompanied most representative teams going abroad, though this also is a customary arrangement rather than an official one, since the selection and management of British athletics teams is not in the hands of the A.A.A. but in the hands of the British Amateur Athletic Board.

94 It will thus be seen that coaching in athletics is in the control of the Governing Body of that activity, operating through a committee and a relatively small number of full-time professional coaches and a great many honorary coaches, qualified but giving their services freely. All advances in techniques are freely available through publications and the annual summer schools.

95 *Lawn Tennis*: Lawn tennis coaching in this country is carried out by registered professional coaches—of whom there are about 200 working with county associations, in clubs and schools, and in private practice—and honorary coaches, trained under the Lawn Tennis Association's Honorary Coaches' Training Scheme, which was instituted in 1946. The L.T.A. appointed in 1955 a Training Manager who co-ordinates all coaching activities for which the Governing Body takes direct responsibility, for instance, professional and honorary coaches' training and the organisation of the training of promising young players. There is now an annual two-week training course for new professional coaches, and entry to the L.T.A.'s Professional Register is by means of the examination at the end of this course, followed by a probationary period.

96 Grant-aid is received from the Ministry of Education for the L.T.A.'s Honorary Coaches' Training Scheme. This scheme has two awards, an elementary and an advanced certificate. For the former, a 20-hour course is required, and for the latter 48 hours of instruction are necessary. It is estimated that roughly 6,000 elementary and 100 advanced certificates have been issued. The instruction is carried out by a panel of selected professionals and the C.C.P.R. has recently taken the responsibility for the administration of the scheme regionally. Some schools are able to employ a professional coach on a part-time basis, but, in the main, school coaching is carried out by school teachers, some of whom possess a coaching award. The coaching of promising players from clubs to counties and through to selected national groups is, however, done by professionals.

97 *Swimming*: The Amateur Swimming Association in 1919 instituted examinations for elementary and advanced coaching certificates. The examinations, concerned mainly with the teaching of swimming to non-swimmers, were taken by many teachers, including many physical education specialists. In addition, since 1949 the A.S.A. has brought together for a residential course (usually at Loughborough College) promising swimmers and their coaches. Most of these coaches are professionals, many of whom

are employed by local authorities or local education authorities to teach swimming, but who, in their spare time, either through attachment to swimming clubs or by private arrangement, coach individuals on a professional basis. The A.S.A., grant-aided by the Ministry of Education, has recently appointed a full-time officer with the title of Technical Officer. The position described in this paragraph is therefore in the process of change but it is too early to discern the exact pattern of any new scheme emerging.

98 These instances have been concerned with sports which are individual or mainly individual. The team games show the same range of variation.

99 *Association Football*: The Football Association has a Director and Assistant Director of Coaching and secretarial staff and organises courses leading to preliminary and full coaching awards. Technical publications are freely available to all. Approximately £10,000 is spent annually on coaching, but there is no Ministry grant; indeed, a great many qualified coaches visit schools at the Association's expense. Amateur and professional players alike are free to attend the Association's courses and take the Association's examinations. Some professional clubs employ coaches with \ Association awards. Coaching activities organised by the Association range from the school to the university and specialist training college; and the training and coaching of selected national teams, amateur and professional, are also in the hands of the Associations Director of Coaching assisted by qualified coaches.

100 *Hockey*: The Hockey Association, on the other hand, has no official coaching awards and the All England Women's Hockey Association, which employed from 1948 to 1958 a National Coach working mainly in schools and training colleges, has no system of examinations or awards. At the present, the position of National Coach is unfilled.

101 These examples will serve to illustrate the general position. There are, of course, other schemes—the Amateur Fencing Association, for example, has had a coaching scheme since 1949, with a National Coach grant-aided by the Ministry of Education, and M.C.C. launched a country-wide scheme in 1952. The English Table Tennis Association and the British judo Association also have schemes which are assisted by the Ministry of Education.

102 To sum up, some Governing Bodies have taken an active interest in coaching, while others have been content, or have been forced through lack of means, to let the game develop without

coaching, at any rate outside the schools. Some have professional coaches only, some have amateur coaches only, some have both who work together, some have both who for the most part work separately. Some are financially assisted by Ministry grant, some pay their own way. Some disseminate knowledge on teaching, coaching and training, some schemes are concerned with all grades of ability, some have special provision for talented individuals.

103 Some developments had been made in the thirties, and the swimming teaching certificates go back even earlier but, in the main, the institution of coaching schemes by Governing Bodies of sport, the appointment of directors of coaching (or national coaches or technical advisers) and certainly the award of Government money through the Ministry of Education, are essentially post-war phenomena. In varying ways the C.C.P.R. has co-operated, advised or assisted with the schemes, depending on the wishes of the particular sport—we have noted, for example, that the L.T.A. scheme is now administered regionally by the C.C.P.R.

104 In general, coaching has tended to play a technically less effective role in sport in Britain than elsewhere. The reasons for this are various and complex. Some are historical, connected with the essentially haphazard and amateur way in which the sports themselves have grown up. There is, too, in the British attitude to sport an emphasis on carefree participation and a tolerance of low standards which, if it is not actively antagonistic to coaching, certainly does not energetically encourage it. The relatively late emergence of a physical education profession for men and the tendency for the training of specialist physical education teachers of both sexes in its early days to lean heavily towards gymnastics and therapeutic training, meant that there was little opportunity for the development of an analytical approach to technique and skill or for the training of coaches. Even had coaches been available, it is difficult to see how they could have operated successfully in the pattern of small separate clubs which characterises British sports. Paradoxically, while physical education teachers were scarce, and gymnastic in their emphasis when they existed, the team games and a few individual sports became firmly established in our schools, especially the public and grammar schools, often taught out of school hours by the teachers of classroom subjects. The schools thus became the place for a good deal of the introduction to sport, and old boys' and former pupils' teams form a substantial proportion of Rugby and Soccer clubs to the present day.

105 On the Continent the multi-sports club (often aided by the State or by football pool income) is usually wealthy enough and has adequate facilities to accommodate coaches and coaching. Coaching in sports clubs is an established profession, often with its own training courses. The clubs tend to attract the best performers in the community, including those of school age, who thus receive expert coaching at a relatively early age and continue to do so through unbroken membership of the same clubs, working steadily from the junior, through the youth to the adult teams.

106 It is probably true that through the Continental pattern of sports coaching there is usually more opportunity for the gifted player or performer to improve than there is in England; and the same is true in the United States, though the organisation is basically different. We should like to see coaching opportunities in this country improved and extended, but it is important to remember that the British system—especially the system of linking sport closely with school and education—has considerable merits. It avoids the excessive concentration on 'the Varsity squad' which makes it almost impossible for an ordinary player to get a game in some American universities. On a total assessment, it is not obvious that the Continental and American systems are preferable to our own.

107 Whatever the standard of coaching available in the school—and at its best it is very good—the tendency of recent years has been to include games within the physical education programme and to offer them to all children. Through an organisation of inter-house teams, inter-form teams or teams from other intra-school subdivisions, very many children (in some schools all) play games regularly and the healthy tolerance of moderate standards of performance which is part of our games-playing tradition is nourished. Because games are played within a general educational framework, there is ample opportunity to emphasise particular aspects of games-playing. Stress may be placed on playing to the spirit rather than to the letter of the law; effort, courage, loyalty and unselfishness may be praised as well as skilful performance. A team may be commended for a hard game lost as much as or more than for a game easily won. Social training in courtesy to visitors on and off the field can be inculcated.

108 We are not concerned here to make exaggerated claims about the lasting effects of these games on the characters of those who play them. Nor are we arguing that these aspects of games-

playing are not developed out of school. It does seem to us, however, that these are right and commendable attitudes to games and that they are most likely to be preserved when games are started during school life and closely linked with it. We would not therefore wish to recommend steps in coaching which seemed to lead away from the school. We have received evidence that it is more difficult to find teachers able and willing to give this voluntary help than it used to be. We should therefore wish especially to pay tribute to the many teachers who give of their time, not only in teaching games to their own boys and girls but also in organising and officiating at the remarkable number of inter-school fixtures, tournaments and championships. School sport is the seed-bed from which most that is best in British sporting life has grown and we look to its long continuance.

109 We do not think that there is any essential opposition between on the one hand stressing the proper attitude to games and fostering a considerable body of players who take part simply for fun and, on the other hand, helping those who wish to study technique and to practise. The pleasure of participation may be enriched for some by the sense of improvement and the insight into their personal performance which good coaching can bring; and, if the discipline and rigorous application to training, which now seem necessary in most sports to get to the top, rob the game of some of its fun element, the training is in itself a no less worth-while element. Indeed, we feel sure that many of the youngsters who 'find themselves' in the sweat and struggle of training might otherwise be denied that experience in modern industrial society.

110 So far, we have been discussing coaching for the team games and such individual activities as are commonly found in schools (e.g. athletics and swimming). But we have also been greatly impressed by the striking spread of other kinds of activities in which interest has developed in recent years. Many adolescents show a preference for activities in which the sexes can mix and which are easily organised, needing few other people to take part. Dancing is the most popular adolescent physical activity and recent evidence seems to indicate that its popularity is still rising. There has also been a quite remarkable upsurge of interest in outdoor activities such as canoeing, climbing, sailing and ski-ing.

111 The schools are developing these activities, but their total range is quite clearly beyond the resources of any individual school; the need for many coaches and leaders in these activities is very

great indeed. It has been suggested to us that the older adolescent, even if he is only beginning an activity, expects high standards in his coach or teacher. This may well be so and, in any case, the leader of most outdoor activities must be of high standard and considerable experience because of the nature of the skill which he is teaching.

112 The first characteristic of a good coaching scheme is availability. There should be opportunity for those who wish to learn the basic elements of new physical skills. Those activities which are taught at school present little problem, for opportunities in British schools are probably as good as anywhere in the world, and certainly a great deal better than in most other countries. This fact must be stressed and always borne in mind when we consider ways and means of improving coaching schemes. For those activities which are not taught at school the problem is more acute. The absence of the Continental multi-sports club or the American 'Y.M.' makes it more difficult for the young person to try his or her hand at something new. The C.C.P.R. has done exceptional work in this field but adequate coaches or adequate facilities are too often lacking.

**113** A second important characteristic is quality. Ideally a coaching scheme should bring together four aspects of knowledge or ability :—

- (i) An ability to select and describe clearly and simply the basic elements of an activity and to do this for a group as well as for an individual, combined with the ability to recognise when an individual is best left alone to practise freely and when he or she needs further advice and guidance.
- (ii) Adequate knowledge of the body and its functioning, especially with reference to training appropriate to a particular skill or act.
- (iii) Knowledge of the techniques of the activity, from the elementary point of body positioning, foot placement and posture to the finer tactical points related to advanced strategy and the minutiae of first-class performance.
- (iv) An attitude of mind which sees sport as one aspect of human activity and, while according it all the admiration and enthusiasm which it can at times so richly deserve, nevertheless recognises its limitations as well as its values.

114 These four aspects are likely to come together when a coaching scheme is the result of co-operation between physical

education specialists, outstanding practical exponents of the sport and those concerned with the general processes of education. It is no accident that those coaching schemes which we have found most admirable have, in fact, combined these elements in their administrative or technical origins.

**115** Next, in our view, comes continuity and progressiveness. It should be possible for those with interest and ability to get access progressively to more and more technical knowledge so that their enthusiasm and energy are not misplaced in unwise or unsuitable practices. Here it seems to us the very virtues of the British system may also constitute its defects. If early coaching is based solidly in the schools the possibilities of further coaching are diminished for those who leave school early, and indeed for all except those who go on to other educational institutions such as training colleges, universities, technical colleges and the like. We have already noted that it is not easy for young people to find a place and a welcome in adult clubs. There are significant exceptions, of course, but there is no doubt that, at this point, a 'gap' does exist.

**116** We have thought it worth while to enumerate at some length the principles on which national coaching schemes should be developed.

- (i) A coaching scheme will only prosper if the Governing Body of the sport concerned whole-heartedly believes in it. We think that there should be more and better-organised coaching. But we know that there are some Governing Bodies which do not share that view, and we entirely recognise their right to their opinion and their policy. No coaching scheme can be a success if an attempt is made to impose it on a sport in opposition to the considered policy of the Governing Body.
- (ii) When a Governing Body decides to support a coaching scheme, it should regard the appointment of national coaches (or directors of coaching or whatever nomenclature is used) as the key to the scheme. Preferably these coaches should be individuals who have experienced top-class competition and have also had some relevant academic or professional training. Normally this would be a training in physical education, but there might be exceptions.
- (iii) Because, in our view, 'national coaches' are the vital key to a scheme, they should command a range of salary and prospects comparable with those of training college lecturers. It seems to us vital that those who appoint them should have a liberal

concept of their actual terms and conditions of service. Opportunities to visit other countries, to consult with their colleagues in their own sport or in other sports, to be relieved of all other duties from time to time either to devote their energies to schools or youth clubs, or to spend all their time on top-class sportsmen, seem to us necessary. They will need this variety and stimulus to do their work efficiently. The possibility should be explored of recruiting some of these men by secondment from other work for, say, a period of five years.

(iv) On the assumption that there are wise and suitably qualified men and women in these full-time posts, we believe that sport will best be served, in our national pattern, by many part-time coaches who qualify through the awards of graded coaching certificates, the examining for which takes place through the national Governing Body and its national coaches. We believe that these awards will be taken by teachers and many active or former practitioners of the sport in question, who would like to give back to the sport and to the next generation some of the fun and pleasure which they themselves have had.

(v) The structure and organisation of coaching courses will naturally vary but would be greatly helped by the increase of local multi-sports centres. We should not wish to enter into too much detail, but the following general suggestions may be made.

(a) A training course leading to a coaching award should contain whenever possible some information on the history and organisation of the sport in question and either lectures or discussions or both on the questions of sports ethics and general games behaviour, but neither of these aspects should be the subject of examination for the coaching award.

(b) Coaching awards should lapse after a period of years unless the coach re-sits an examination or is actively engaged in regular coaching.

(c) In addition to the recruitment as coaches of active or retired players and specialist physical education teachers, special efforts should be made to give opportunities for classroom teachers to secure awards in any activity in which they are interested. University education departments could give invaluable help to the schools by interesting graduates in training in specialist activity courses leading to coaching awards.

(d) It seems to us logical that, when such a comprehensive scheme operates, any national or official representative team

should have the services of the professional national coaches. The precise relationship between such a coach and the team captain, the team manager or the individual athlete will naturally be decided by the authorities of the sport concerned and may well vary from one sport to another.

(vi) Industry could render a great service to the community and to youth work as well as to sport itself if suitable employees could be released or seconded in order to qualify themselves in such ways as we have suggested. Many industries already release young employees for training schemes such as Outward Bound courses; may we remind them that they also have among their adult employees experienced sportsmen, climbers and the like who have much to offer? In our view, the part-time instructor who comes to this form of training from time to time or for perhaps one half-day a week brings an enthusiasm and freshness of approach which, provided he is skilled in his activity, enable him to make good and immediate contacts with young sportsmen.

(vii) No doubt some of the younger and smaller sports organisations would need help and guidance in the formulation of their coaching schemes, but the experience of the C.C.P.R. and of other national bodies with established schemes would be readily available.

(viii) This leads to our last suggestion, namely, that the professional national coaches, working each in the area of his own sport, could with profit meet together from time to time to review and discuss the general problems of coaching, examining, international competition (when this is relevant) and allied subjects. Such conferences, organised perhaps by the C.C.P.R. and taking place at an appropriate sports centre, would do much to bring sports together to appreciate their common problems and each others' special interests and needs.

117 It has been suggested to us that there is already a danger of over-supply of coaches. In the sense that certificates may be gained by individuals who do not subsequently pass on their knowledge, this may be so. A system of re-examination and renewal could minimise this danger—if danger it is—no coach being eligible for renewal who had not given some stipulated minimum of time to school, club or youth work. Within reasonable limits, however, the fact that there are qualified coaches who are not actively employed is no great disadvantage. The essence of a scheme based mainly on part-time coaching is that there should be a continual

flow of persons bringing with them new ideas and vigour and enthusiasm, but exempt from the danger which exists with many permanent professional coaches of dependence for their livelihood on results in competitive sport.

118 It was noted earlier that there was no essential antithesis between good coaching and playing for fun. But in the total picture of national sport including coaching there will from time to time almost inevitably be conflict between the interests of the top-class performer and the average or less than average player. Until there are more swimming pools, for example, than are needed for general use, proper training facilities for good swimmers must deprive others of opportunities to swim. Regular team practice by a regional basket ball team may occupy a hall in which otherwise club badminton could be held. At a regional sports centre money may be spent, to enable a handful of athletes to practise winter pole-vaulting, which would otherwise have provided additional squash courts accommodating hundreds. And in more subtle ways emphasis may gradually change to the benefit of the few and detriment of the many, or *vice versa*.

119 It seems to us helpful to acknowledge that conflict potentially exists. And we are not convinced that the right answer is always to favour the majority needs, though we are certain that it is wrong to favour the specialist always. To some extent the virtues of British sport reside in its haphazard and carefree nature. As it is improved in efficiency and in its coverage of the community it will become of more service to the community, yet at the same time some of its particular values will be threatened. We feel sure that a balance can be preserved. But balance implies flexibility in attitude and readiness to adjust. In a well-established game, already taught to and played by hundreds of thousands, the average player may have, in general, all the playing and coaching he needs; emphasis in a coaching scheme could well be on selective coaching at county, regional and national levels to improve the opportunities for those who have the skill, and the will, to reach the top. On the other hand, emphasis on selective coaching in a game which is poorly taught and thinly supported may act as a disincentive to broader participation on which, in the long run, the health of the sport depends.

120 In the field of outdoor activities the mould of tradition is irretrievably broken. We can no longer look to family tradition or to the codes of well-established clubs to guide the steps of all those

who, trained or not, are determined to have a go at one or other outdoor pursuit. And there is difficulty and danger here. In most other sports, beginners can at wish or at need teach themselves by simply trying and practising. Coaching will probably help them to learn more quickly and with fewer mistakes, but trial and error will not usually lead to disaster. But in many outdoor activities there is an element of danger. In fact this element may be not only integral to the sport, but part of the attraction to those who wish to pursue it. It is not that actual danger is enjoyed for its own sake; its presence usually means that the situation has got out of control. What is clear is that the means of mastering potential dangers is to be found only in technique and applied experience.

121 With so many beginners about, there is therefore a need for sound coaching at elementary levels. Beginners themselves may be unaware of the need, and the challenge of risk that first attracted them may prove heady wine if taken in too copious draughts. Experienced leaders, with the natural authority that comes from their being seen to be masters of their craft, can set limits to early ventures which the enthusiastic and impetuous beginner might not know enough to set for himself. And if there are some youngsters who will not take kindly to instruction from an adult, these can probably, as the Albemarle Report suggests, 'best be helped if they are introduced to someone of their own age who already has the necessary pride in craftsmanship'.

122 An important point is that many outdoor activities, unlike some other sports and games, demand a high proportion of coaches to learners. For this reason, we express the hope that many more of the most experienced and active participants will find the time and the enthusiasm to coach those who are just beginning. Many do so already, because they wish to pass on to others the full enjoyment they have themselves gained and because they see that the sane development of their sport is best fostered by this means. It is their demonstration of skill and technique, and the desire to emulate these which they alone can inspire, which will enable the beginner to bring the elements of challenge and of danger into proper perspective.

123 Nevertheless, the volume of training required is too great to be compassed by individuals working on their own. We therefore greatly welcome the more formal training schemes sponsored by many different organisations, and we confidently look to their expansion. Among the most useful are the Outward Bound Trust

and the Brathay organisation, the outdoor activities centres run by the C.C.P.R. and the S.C.P.R., and the growing number of training centres and schemes established by local education authorities, and by specialist bodies such as the Mountaineering Association or those responsible for the yachting 'Cadet Week' at Burnham-on-Crouch. Parallel with these is the new emphasis, derived from war-time Commando training, on adventure training in all three Services. But we need more of all this, and more too of the influence which these well-established schemes have on the generality of participants, in formulating and disseminating sensible codes of conduct, safety rules, standards of equipment, and generally responsible behaviour both in emergencies and in the ordinary run of a day's endeavour.

124 We recommend that, where necessary and appropriate, financial aid should be given to the establishment and maintenance of organised training schemes in this field, including the provision of pools of equipment which can be made available to novice students attending such courses, and not yet able to pay for their own. We would also specially commend the work of the rescue bodies, such as the Mountain Rescue Committee and the Cave Rescue Organisation, since they not only provide expert assistance where it is most needed, but also offer the opportunity of unselfish service to ordinary participants, and we express the hope that any necessary expansion of their work might also be financially aided.

*(d) Organisation, Administration and Finance*

125 The first thing that strikes the inquirer into the way in which sport is organised in this country is the complex and variegated pattern it presents. This we state as a fact, not necessarily as a criticism. In this pattern are found : national voluntary organisations in great profusion and variety, responsible for the development of individual activities (or, sometimes, even for one branch of a particular activity); voluntary bodies, both national and local, with a more general interest in sport, sometimes as part of a wider concern for health, education or social welfare; voluntary organisations concerned with the provision of facilities, either for all or for some aspects of physical recreation; and statutory bodies such as Government Departments, the National Parks Commission, local authorities and local education authorities, which have both duties and powers in respect of the promotion and encouragement

of sport. Two hundred national bodies with a direct or indirect interest in the development of sport are represented on the Central Council of Physical Recreation and not many fewer on the Scottish Council of Physical Recreation.

126 Here indeed is richness. The obvious question that arises is whether all of such rich and varied resources are used to the maximum of their individual and collective effectiveness. Our answer must be a somewhat qualified affirmative. In a field where progress and development must manifestly depend in the main upon voluntary service and personal, and often very specialised, enthusiasms, it would be illusory to hope for the elimination of all overlapping, 'empire-building' or self-centredness. Indeed, too serious an attempt to do so might result in discouraging and alienating a good many enthusiasts who prefer working in their own way, and so reduce rather than increase the total effort. Therefore, occasional signs that a few bodies of people take a somewhat narrow view of their responsibilities or attach a rather disproportionate importance to their own activities have not worried us unduly. Such things are inseparable from volunteers and pioneers alike, whether in sport or in other spheres.

RELATIONSHIPS

127 Nevertheless, there are a number of directions in which we feel that the existing resources of facilities and manpower might be used to better effect. This is primarily a matter of relationships, and by that we mean personal rather than constitutional relationships. We want not so much to take away anyone's autonomy as to make autonomous bodies more aware of each other's existence and of the bonds that should link them more co-operatively together for the good of the community.

128 In the general pattern of our sports organisation we have no fundamental change to suggest. But we ask for greater integration in the sense of making Britain's pattern of sport more of a unity. We have already (Paragraph 21) urged the Governing Bodies not to confuse autonomy with separatism or non-co-operation; we have suggested (Paragraph 57) that the youth organisations should not regard specialist clubs as dangerous and perhaps subversive rivals, and that relations between the Youth Service on the one hand, and the Governing Bodies and the outdoor activity associations on the other, should be greatly strengthened. We have been made conscious that the closeness of collaboration between local authori-

ties and local education authorities in either the provision or the use of facilities is not always what it ought to be: for instance, a local district council and a local education authority both have responsibilities in regard to swimming baths and playing fields but do not always act in concert. And local education authorities themselves have told us that they feel a need for closer relations between themselves and the specialist sports bodies. As one step in this direction, we endorse the recommendation of the Albemarle Committee that those concerned with sports clubs and specialist groups in an area should be associated with the Youth Service through representation on local youth advisory committees. In a voluntary society such as ours the bringing about of better working relationships of the kind we have indicated can only be a matter of persuasion and influence, not of direction. But they are necessary if sport is to promote the maximum general welfare.

#### ADMINISTRATIVE MACHINERY

129 In the field of competitive sport, the size and effectiveness of Governing Bodies' organising and administrative machinery vary from sport to sport. Some have a complete pattern of regional and local organisation (generally with the county or county borough as the major local unit) ; in others, the pattern is much less comprehensive. This variety must be accepted. In the long run, the support for each particular activity must determine the strength of the national and local organisation governing or developing it. It is no part of our aims or hopes that each separate activity should have a complete regional and local set-up. In our view, this would be a wasteful use of the nation's limited resources and might reduce rather than increase the prospects of greater local co-operation. In some instances, a local education authority might feel that the contribution made by the local branch of a specialist body towards providing for the needs of the young people would justify the making of a grant towards its administrative expenses. Full powers to do so exist' and might well be more extensively used. Certain administrative help can of course be given to specialist bodies by the C.C.P.R.

130 In the central and national organisation and administration of sport, however, we feel that there is much need for more efficient machinery. The national bodies for many activities, particularly competitive activities, with a reasonably strong following in the country, are handicapped in their work of development and coaching 'See Appendix III.

by the lack of a headquarters office with at least some paid staff, whether full-time or part-time. Appropriate co-operation with other bodies is often a matter of sheer impossibility for a harassed, over-worked honorary official of a Governing Body who is at his wits' end to find time to carry out his urgent obligations to his own sport. In such circumstances there simply is no time to give any thought to questions of wider co-operation---a comment that, of course, applies to many different fields of voluntary service.

131 The support of the Ministry of Education for the coaching schemes of some of the Governing Bodies has been a welcome feature of post-war development; but we are convinced that a successful and progressive coaching scheme must have an efficient administrative background. The case for some grants towards administrative expenses is no less cogent than that for expenditure on coaching, for the two are inseparable. The gifts required by the coach and by the administrator are by no means the same, and the sound development of a sport requires good national administration as well as good coaching provision.

#### 'CENTRAL SPORTS HEADQUARTERS' PROPOSAL

132 One or two of our witnesses have suggested to us that the provision of some centrally situated Sports Headquarters in London, offering office accommodation, committee rooms and shared clerical services, would be of great value to the Governing Bodies of sport, especially to those who as yet have no offices or permanent headquarters. A similar suggestion has been put forward about Cardiff, and the idea might also have its supporters in Edinburgh and Belfast, though no evidence to this effect has come to us.

133 We do not know how widely such a proposal would commend itself to the sports bodies. *Prima facie*, it looks attractive. On closer examination it seems to be attended by a good many drawbacks. Clearly it would not be of interest to the large, well-established Governing Bodies with traditional headquarters of their own, such as Lord's, Twickenham or Lancaster Gate. This fact would rob any new premises of any claim to be a national headquarters for sport. It would be a headquarters for some sports—a very different thing. If rents were charged at an economic rate, bodies who already had convenient offices would feel little temptation to leave them : if the rents were subsidised, there would be an unfair discrimination against those bodies who, for whatever reason, were unable to take advantage of the subsidy.

134 If central office premises could be established in combination with large-scale facilities suitable for coaching courses and demonstrations in a wide variety of sports, the advantages of the proposal would be more obvious and striking. But the cost of securing suitable and comprehensive facilities in an area central enough to be acceptable for offices would be prohibitive. In our view, any such prospect must be abandoned on grounds of expense. We recall that the hope once canvassed that the Crystal Palace site might be used to provide national offices for Governing Bodies as well as practical facilities for training was similarly and reluctantly abandoned, but in this case on the grounds that the location was not suitable for headquarters offices.

135 We do not categorically reject the conception of a Central Sports Headquarters in each of our capital cities but we feel we ought not to disguise our doubts, even on the theoretical and practicable desirability of the sharing of office premises and clerical services by a number of the smaller Governing Bodies. In the meantime, we are glad to know that many national bodies are able to use the C.C.P.R.'s committee room at Bedford Square for their meetings. This is also true to varying extents of the C.C.P.R.'s office in Belfast and the S.C.P.R.'s office in Edinburgh, and it is hoped to be able to offer similar facilities in the new office of the C.C.P.R. in Cardiff.

#### THE 'COMPOSITE' BODIES

136 We turn now to consideration of the contribution of the 'composite' bodies—the British Olympic Association, the Central Council of Physical Recreation and the National Playing Fields Association. The main facts about their origin, composition and functions have been given in Paragraphs 27 to 39.

137 First, the C.C.P.R. It is beyond dispute that this body has made an outstanding contribution to the development of physical recreation since its formation and that the statutory grants it has received have been money well spent. Its affairs seem to us to have been conducted with wisdom and it has in increasing measure gained the confidence of its constituent organisations, including the Governing Bodies of sport. There seem to us to be no grounds for the suspicions of one or two Governing Bodies that the C.C.P.R. is a Government agent subtly threatening their autonomy. We have no hesitation in declaring our conviction that an organisation constituted and staffed as is the C.C.P.R. has a vital part to play in

the development of sport in this country, not least in promoting that closer liaison between the various elements in the national pattern of sports organisation to which we have referred (Paragraph 128). The C.C.P.R. is well qualified to act as the link between local authorities and the voluntary bodies and between the different types of voluntary bodies themselves. We also feel that the C.C.P.R. regional staff, as well as its staff in Wales and Northern Ireland, can assist in filling the many gaps there must inevitably be in the regional and local sports administrative machinery.

138 The demands made upon the C.C.P.R.'s technical staff are heavy and we consider that its regional technical and administrative resources need to be strengthened if it is to be able to meet the demands which we expect to be made of it in increasing measure in the future.

139 The C.C.P.R. has played a valuable part in co-ordinating some aspects of the work of the national sports bodies, both those concerned with competitive sport and those concerned with non-competitive indoor and outdoor activities. It has provided a forum for discussing many topics of common concern, such as entertainments duty, purchase tax, rating of sports clubs' premises, technical matters concerned with coaching and fitness, and relations with local authorities. We consider that this is an appropriate function which might well be expanded. The C.C.P.R. will no doubt continue to show its respect for the autonomy of the individual bodies, and to abstain from a primary concern with the higher flights of competitive sport.

140 What we say about the C.C.P.R. in the foregoing paragraphs applies in the main to the Scottish Council of Physical Recreation, in view of its similar composition and functions.

141 The promotion of National Recreation Centres has been one of the outstanding services rendered to sport by the C.C.P.R., and latterly by the S.C.P.R. We accept it as inevitable that, if their high standards of facilities, equipment and tuition are to be maintained, these Centres must incur a financial loss and that the charges for students should not be increased by any significant amount, having regard to the Centres' main purpose. In view of their position as grant-aided bodies, we can well understand the difficulty faced by the C.C.P.R. and the S.C.P.R. in trying to raise from voluntary sources the sum required—in the case of the C.C.P.R. about £1,000 annually. We have noted with interest the promise of the Ministry of Education to contribute towards the

maintenance of the future Crystal Palace Centre, and we recommend that statutory financial support should be available to assist with the maintenance costs of the other National Recreation Centres.

142 The work of the British Olympic Association (with which must be associated the British Empire and Commonwealth Games Council for England and the corresponding Councils for Scotland, Wales and Northern Ireland) in raising money over a period of so many years to enable Great Britain and Northern Ireland to be worthily represented at successive Olympic Games and Commonwealth Games is beyond praise. The country has cause for pride in the quality of our representation and in the efficiency of the arrangements for equipping, transporting and managing our national teams. For this and for the raising of the necessary funds, we pay tribute to the success of the efforts made by the B.O.A. and the Commonwealth Games Councils, loyally aided by the Governing Bodies themselves.

143 But the burden is a heavy one and will not grow lighter. We believe that public opinion in this country would want our national participation in international sport to continue to depend in the main upon voluntary effort but, for reasons we state elsewhere, we have come to the conclusion that some measure of statutory financial assistance should be forthcoming to support the administrative and other work of the B.O.A. and of the four Commonwealth Games Councils. We recommend accordingly. We do not consider that such support either ought to or will reduce the appeal that these international events will make to the interested public, provided that it is made quite clear that any help from the State is a supplement to and not a substitute for voluntary effort.

144 It has been pointed out to us that the B.O.A. does not occupy in this country the position occupied by some other national Olympic Associations, particularly in those countries where sport is State-subsidised on a generous scale. The B.O.A. has also made it known to us that it would welcome an opportunity of expanding its activities, especially in giving more services to the Governing Bodies and providing a forum for discussion of issues connected with amateur competitive sport, particularly in its international aspects.

145 We sympathise with this desire. But any extension of the B.O.A.'s work must in the long run depend on the wishes of the Governing Bodies themselves, and on this topic no evidence has

reached us from them. We accept that the B.O.A.'s activities are less widespread than are those of some corresponding bodies in other countries, though this does not mean that the influence or prestige of the B.O.A. in its primary sphere of work is any less on that account. But we cannot ignore the existing situation in this country or the fact that other bodies here are already successfully carrying out functions which some national Olympic Associations are discharging elsewhere. It would be wrong for us to suggest that any one body should expand at the expense of any other body or bodies unless we had received strong evidence that there was a general desire to that effect.

146 The great achievement of the National Playing Fields Association is to have made this country as conscious as it is of the need for adequate provision of public space for open-air games and recreation. Coupled with that is the equally valuable practical achievement of raising vast sums to stimulate and assist the provision of playing fields and playgrounds and of amassing and dispensing from a national store of authoritative technical advice on the subject. The country owes much to the N.P.F.A. and to its branches and affiliated county and city associations.

147 In connection with the provision of playing fields, the N.P.F.A. receives many requests for advice about pavilions and also about indoor facilities which are sometimes provided under the same auspices. It has recently indicated its intention of setting up a new department which will give technical advice on the provision of indoor facilities for sport, including sports halls and swimming baths. Though the C.C.P.R., too, gives a certain amount of advice on this subject, as do some of the individual Governing Bodies of sport concerned, no one body has set itself up to be the recognised authority on the technical side of indoor sports provision; and we cannot feel that the N.P.F.A. is arrogating to itself a function already comprehensively undertaken by someone else. What is proposed, however, does mark a departure from the N.P.F.A.'s traditional field of work and influence and the Association will no doubt consider very carefully whether its entry into this new sphere of advisory service, presumably with the logical corollary that it becomes a propaganda, appeal, and grant-giving body for sports halls, squash and badminton courts, swimming baths and so on, may not demand rather fundamental changes in its approach to the public, its composition and organisation, and even an alteration of its title.

148 We know that the N.P.F.A. feels that the volume of work which an effective County Playing Fields Association should be carrying out demands, ideally, the services of a whole-time secretary rather than the present honorary and part-time officers. This is clearly a matter for the N.P.F.A. to decide in view of its financial resources and the prospects there are that such appointments would be grant-aided by the local authority concerned. From the point of view of national finance from statutory resources, we would support in principle an application from the N.P.F.A. for assistance to strengthen its headquarters administrative and technical work, but we do not feel that the case has been made for national assistance to strengthen its area or local machinery.

149 The question remains whether the continued separate existence of three such important bodies as the B.O.A., the C.C.P.R. and the N.P.F.A. is justified. We have no hesitation in answering in the affirmative. We accept the view of one of our witnesses that amalgamation between them could not take place and that they could only be destroyed and something new created in their place. There is no case for such action or for alleging that the present position is extravagant in terms of human or financial resources. We do not feel that there is any public desire in this country for one single large organisation charged with the duty of co-ordinating all branches and aspects of sport. Each of the three composite bodies has its own distinctive origin, traditions, methods of working and type of support, and their functions can be kept quite clear and distinct. Each, however, should be at pains to avoid trespassing into the others' fields, and this end is best secured by periodic meetings between representatives of the three.

150 Our references to the three composite bodies in this and other chapters, however, must not be taken as implying that we subscribe to any doctrine of 'the big three' or that we necessarily regard any one of them as of greater seniority and importance than either the Governing Body of a particular sport or the associations of local authorities or local education authorities. Each organisation in the mosaic that makes up British sport has its proper place, though we should hope that the formation of the Sports Development Council that we propose in the next chapter will not be without influence in removing overlapping and securing greater co-operation between the various parts.

151 We have considered a suggestion that there is a need for a Sports Advisory Council through which could be ascertained the

collective view of sports bodies on any relevant subject. We are inclined to think that adequate machinery for this purpose already exists through the B.O.A. and the C.C.P.R. In addition to their regular machinery, either of them according to the topic to be discussed would be able to call special representative meetings of sports or outdoor activity bodies. It will of course be a matter for the Sports Development Council, if it is set up, to consider whether any further body is needed by it for consultation purposes.

## FINANCE

152 Our main proposals about finance will be found in the following chapter but it might be well to refer to certain financial questions here.

153 In the first place, we wish to emphasise that the main expenditure on sport in this country comes, as it should, from the pockets of those who enjoy it, whether as players or spectators. Direct statutory assistance is virtually confined to expenditure on the provision of facilities and the grants made by the Ministry of Education to the C.C.P.R. and to a few of the Governing Bodies for coaching purposes. In the past, many facilities have been provided by private beneficence, either for private or for public use, by industry and commerce, and by the corporate efforts of members of sports organisations. Social and economic changes make it inevitable that the provision of facilities from private sources alone will become much rarer and, apart from what organised industry may feel able to do, the main provider of facilities in the future will have to be the local authority, either on its own or, as we should prefer where possible, in co-operation with local voluntary effort. Initiative on the part of local authorities (and of local education authorities) in this direction has been severely cramped by Government restrictions on capital expenditure and the inability of the Ministry of Housing and Local Government to sanction loans and of the Ministry of Education to authorise expenditure on some badly-needed items such as gymnasia and swimming baths. As we have said in our section on 'Facilities', we are sure that there is a great national need for more and better facilities of many kinds. We recommend that urgent consideration be given to the possibility of relaxing capital restrictions on expenditure by local authorities and local education authorities on facilities for physical recreation.

154 There are two further points affecting finance and local education authorities that should be raised here. A number of

national bodies concerned with sport, dancing and rhythmic movement have drawn our attention to the high rent which some authorities charge for the use of their facilities, in most cases indoor facilities belonging to schools, whether for recreational or training use. In some instances quoted, the charges have been too high for it to be practicable, in the absence of any alternative facilities, for a local club or group to continue to meet. There are often wide divergences in the charges made as between different authorities, sometimes neighbouring authorities. We recognise fully the difficulties attending the use of school facilities by outside bodies and pay a warm tribute to the broadminded and determined way in which they are faced by most local education and school authorities. But there seems room for some reconsideration of the charges made.

155 The second field in which there are divergences between local education authorities is in the degree of generosity they show to applications for grant-aid to enable potential coaches and leaders to attend residential and other training courses. We have also been informed that some authorities are more ready to assist school teachers to attend such courses than coaches and members of sports clubs, no doubt because the advantage likely to accrue to schools from the formers' attendance is more easily assessed. Here again we appeal for generosity in helping people to take training for leadership in sport in their spare time, often in their holidays. Naturally the local education authority may very properly expect to satisfy itself that the courses chosen are serious and progressive ones, and are not just pleasant holidays. We suspect also that many potential leaders who would genuinely find it difficult to meet their own expenses at training courses miss opportunities of training because they do not know that their local education authority would probably help them if they applied. Where a local education authority is prepared to assist in this field, steps should be taken to make the fact known in appropriate circles.

## SPORT AND TAXATION

156 Among 'the factors affecting the development of sport is, without doubt, taxation in its various forms. Entertainments duty, with its levy on the charges made for admission to various sports events, constituted a formidable obstacle in post-war years to the ability of amateur sports bodies and clubs to keep themselves solvent. We record our satisfaction that this particular obstacle, after a

number of oscillations of policy, has now been completely removed from all sports events.

157 Another substantial handicap, already present but liable to grow in the near future unless appropriate action is taken, is that of rates on sports grounds and other facilities or premises owned or occupied by non-profit-making sports bodies. Under the system of rate valuation current before 1950, the general attitude on the part of local rating authorities towards reliefs from rates was sympathetic. When the first new valuation lists for rating prepared by the valuation officers of the Inland Revenue were introduced, the vast majority of sports bodies found their existing rating concessions safeguarded, at least for the time being, under the standstill provisions of Section 8 of the Rating and Valuation (Miscellaneous Provisions) Act of 1955. They were recognised under Section 8 either as using playing fields or as organisations 'not established or conducted for profit and whose main objects are concerned with the advancement of education or social welfare'.

158 Many local rating authorities have, however, given notice of their intention to terminate the concessions conferred on amateur sports bodies under Section 8 when that Section ceases to operate; and it is quite clear from the evidence submitted to us that very many sports clubs are extremely apprehensive about their future liability to rates.

159 We have studied the Report of the Pritchard Committee on the Rating of Charities and Kindred Bodies which is at present under consideration by the Government. We welcome the Report's acceptance of the recommendations put forward by the C.C.P.R. and the N.P.F.A. jointly on behalf of the Governing Bodies of sport: (i) that the making of a charge to spectators for admission to certain sports facilities should not disqualify a claim to rating relief by the amateur sports bodies owning or renting those facilities and (ii) that the distinction made in Section 8 between playing fields and indoor facilities for physical recreation should be removed as being both illogical and undesirable.

160 On the larger question, we note the Pritchard Committee's recommendations that mandatory rating relief of 50 % should be granted to legal charities but that kindred bodies which under present legislation cannot be recognised as legal charities should be eligible for relief at the discretion of individual local rating authorities. We appreciate the reasons for this latter recommendation: (i) that it would be unreasonable to ask for all bodies existing to

promote amateur sport to be entitled to mandatory rating relief in the same way as legal charities; and (ii) that in the matter of granting rating relief local authorities themselves would be strongly opposed to any further reduction in their freedom to take into consideration the contribution made to the welfare of their own communities by any particular organisation. At the same time, we feel bound to call attention to the probability of an undesirable lack of uniformity in the attitude of different local authorities to the claims of amateur sports bodies in this field and to record our conviction that lack of generosity in this matter may increase the burdens of some bodies to the point of their extinction. We therefore would urge most strongly that local authorities should examine the claims of sports bodies for rating relief with the utmost sympathy and should treat them more generously rather than less generously than in the past. For the provision or maintenance of a facility for physical recreation on the part of a voluntary body may in a very real sense relieve the local authority of its own responsibility to provide such facilities, as laid down by various Parliamentary enactments, including Section 53 of the Education Act, 1944.

161 Our evidence has also shown us that a number of the Governing Bodies of amateur sport feel bitterly about their liability to pay tax on their annual surplus, in the same way as a trading company. They claim that it places an additional and unnecessary handicap on their work of developing their sport for the general welfare of the community. It does indeed seem unreasonable that income tax should be charged on income which is in many instances the sole source of revenue enabling an amateur non-profit-making body to do its work. So far from accepting the justice of their liability to income tax, we are recommending that statutory grant-aid should be available to enable such bodies to extend their work of coaching and development.

162 We know that the law on income tax is a highly complicated and specialised field and we would only intrude into it with diffidence and hesitation. But even though any amendment to the definition of a legal charity may be impracticable, is there not room for offering exemption from income tax to a new category of non-profit-making national bodies concerned with the development of amateur sport? We have in mind the definition of a voluntary organisation contained in Section 9 of the Physical Training and Recreation Act, 1937—'Any person or body of persons, whether

corporate or unincorporate, carrying on or proposing to carry on an undertaking otherwise than for profit.' We would hope for some recognition of the great contribution which such bodies make to 'the general welfare of the community'.

163 The third form of taxation which has been repeatedly brought to our notice as a handicap to the development of sport is the purchase tax charged on items of sports equipment. This hits the individual player and the sports or youth club alike, and perhaps bears with greatest harshness on youngsters just leaving school who, if they wish to continue with physical activities they took part in at school or to engage in new activities, are often faced with a fairly heavy outlay on acquiring the necessary equipment. The same difficulty faces the voluntary organisations which try to provide sports activities for young people, since they have to provide the many items of sports equipment needed for general rather than individual use, such as table tennis tables, jumping stands, gymnastic apparatus, cricket gear, basket balls, footballs, netballs, and a multitude of other items which attract tax.

164 We are, however, alive to the difficulty of differentiating for tax purposes between the sports equipment whose cost is a real deterrent to participation and that which can be easily afforded by those who use it. We can offer no solution to the difficulty and feel unable to make a recommendation that all sports equipment should be exempt from purchase tax. We trust, however, that the other measures we propose will alleviate to some extent the financial difficulties of sports clubs and youth organisations in this field and that, with the increasing strength of our national economy, progressive decreases in the rate of purchase tax charged on sports equipment will follow on the welcome small decrease made in the 1959 Budget.

### *(e) Amateurism*

165 We have repeatedly had brought to our notice the difficulties which spring from attempts to define 'amateur' and 'professional' status. It may be thought that these difficulties affect only a very small minority of players. But those who are involved are likely to be outstanding performers, and their attitude and behaviour will have a correspondingly wide and powerful influence on others. Further, we believe that the questions of principle and

honesty which are involved are so important that they go close to the heart of sport itself and a proper outlook towards it, and therefore have a considerable effect on the attitude of the general public.

166 It is important to remember—and we have not forgotten—that the vast majority of those who play games and participate in outdoor activities are amateurs in the fullest sense of the word. They play their games 'for the love of the thing', without any thought of financial reward, direct or indirect: indeed, these activities may cost them a good deal of money. But apart altogether from payment for actually playing a game, opportunities nowadays increasingly present themselves to those who are prominent and successful players of games to make money, for instance from journalism and broadcasting; and there is some confusion in the public mind about the legitimacy of such paid activities on the part of an amateur player and some restiveness among players about the wide divergence of rules on these subjects in different sports. Further, in some sports especially, there has been increasing uneasiness about the dangerously elastic word 'expenses', so far at least as true amateurism is concerned. Perhaps the greatest difficulty of all arises for those players who display a degree of skill and promise which justifies the expectation that they will develop into 'top-class' performers. If these expectations are to be fulfilled, the player will need equipment and training and match-play on a high competitive level at home and abroad, all of which may, and in most cases will, be beyond his reach if he has to pay for them himself. Obviously very few players can afford to take part in, for instance, the Olympic Games, the Davis Cup competition, M.C.C. tours or other sporting competitions abroad unless they are provided with travelling and subsistence expenses. How far can they legitimately be provided at no cost to a player without his ceasing to be an amateur?

167 The present position is that in each sport the definition of what is permissible rests with the national Governing Body of that sport. Governing Bodies have come into existence at different times and in different circumstances, and they have drawn up their respective regulations in the light of different problems in different contexts. But in general it may be said that when the definitions and laws relating to amateurism were first drawn up they had three main aims, to preserve standards of behaviour and sportsmanship, to ensure fair grouping for competition, and to

reflect in sport the social distinctions which were then current in society as a whole. There is the further important complication that if a country wishes to take part in international competitions it must accept the definition of the international authority in the relevant sport. All definitions of this kind, domestic or international, are arbitrary. That does not mean that they are capricious or whimsical. But it does mean that there is no definition of an amateur 'laid up in heaven', and that any one Governing Body has a right to draw its arbitrary line where it believes that the best interests of its sport require that it should be drawn.

168 There is no doubt that anomalies arise from differing definitions, from their multiplicity and from their mutual inconsistency. For example, practices are permitted to an amateur in one sport which in another would make a man a professional, and a man who is a professional in one sport is allowed to play in some others as an amateur, though in some others he is not. (1) In some games amateurs and professionals are permitted to play together without penalty—a practice which most people wish to see maintained and extended—while in others the presence of one professional automatically makes professionals of all those with and against whom he plays. These anomalies produce embarrassment, uncertainty and, sometimes, bitterness. But even more important, in our view, than anomalies are the instances in which a sport's interpretation of its own rules about amateurism permit, or even invite, what looks to the outside world very much like hypocrisy or even plain dishonesty. The sham amateur, who in fact receives payment or other financial advantages in plain contravention of the rules within his own sport—and from our evidence we have no doubt that he exists—does great harm to the good name of sport in general; and, especially, he induces in many young people an attitude of cynicism and distrust, made all the worse by the fact that from the nature of the case the player concerned is almost always a prominent and successful exponent of his particular sport.

169 On all these points we are, as a Committee, agreed. We are unanimous in the conviction that there is something wrong

*for a comprehensive account of such confusions and chaos see 'Britain in the World of Sport', Chapter II—Amateur or Professional?, issued by the Birmingham University Department of Physical Education in 1956 (published by the Physical Education Association of Great Britain and Northern Ireland, price 3s. 3d.)*

and in our dissatisfaction with the present position. But it is perhaps not surprising that in a matter as controversial as this we are not unanimous in our views about the cure for the trouble. In this honest difference of opinion we simply reflect the differing shades of opinion in the country at large.

170 There are some among us who believe that the right solution is to abolish, quite simply and straightforwardly, the formal distinction between amateur and professional, and to allow any participant, if he needs or wishes it, to be paid as a player, without stigma, reproach or differentiation. They hold that of the historical reasons for the distinction which we have given above (Paragraph 167) not one is relevant to the circumstances of the present day. Nobody would seriously maintain that a professional footballer, cricketer, or golfer was any less 'sportsmanlike', just because he was a professional, than an amateur player of those games; experience has not demonstrated that professionalism is normally accompanied by corruption or bad sportsmanship, or that amateur sport is entirely free from these defects. Again, in many sports rising standards in non-professional sport have made the amateur-professional distinction an unreal one from the point of view of competitive grouping. Indeed, the rising standards and with them the expenditure in time, energy and money necessary to compete at or near top level, have caused many of the stresses and strains in the amateur legislation; and the international performer in some amateur sports finds that the training and competition together make up, for him, an almost full-time occupation. Above all, the changes in the economic picture of the country over the past century have made quite obsolete the kind of social or vocational test' on which the Stewards of the Henley Royal Regatta relied when they made their own fundamental distinction. On all these grounds, it is argued, the distinction should be abolished, so

*'On the formation of the Amateur Rowing Association in 1882 it adopted an amateur definition which read: 'No person shall be considered an amateur oarsman, sculler or coxswain . (4) who has ever been employed in or about boats, or in manual labour for money or wages; (5) who is or has been by trade or employment for wages a mechanic, artisan or labourer, or engaged in any menial duty'. (See 'A History of Rowing' by Hylton Cleaver—published by Herbert Jenkins Ltd.—Page 148.) At an even earlier date, 1866, the Amateur Athletic Club, the predecessor of the Amateur Athletic Association, excluded 'mechanics, artisans or labourers' from its membership.*

that, as is the case with table tennis, players would simply be players, without further description.

171 Those who support this view emphasise that the abolition of the distinction is urged only for those purposes for which the distinction itself holds, namely, the purposes of official regulations and status, and that the only way in which this could be brought about would be by the influence of public opinion on the Governing Bodies. The vast majority of players would always remain amateurs both by desire and by force of circumstances, and they should certainly be able to continue to describe themselves as 'amateurs' if they should so wish. Indeed, the word might gain in meaning when variations and obscurities of legal phrasing no longer needed to be taken into account.

172 The majority of us do not feel able to accept this radical solution, attractive as it is at first sight. For so long as a Governing Body is recognised as the controlling authority in its particular sport it must, we feel, have the authority to decide who may participate in that sport, and on what terms. Anomalies indeed exist. But to remove from a Governing Body the power to define its own conditions of participation would be an infringement of its autonomy so serious as to deprive its title of meaning. Nor is it clear by whom the distinction would be abolished if the Governing Bodies severally declined to abolish it. Further, a deeper principle seems to be involved. Granted, as we all agree, that there are infringements of amateur rules: is the right solution for law-breaking to abolish the law? Would not a better solution be to assert more firmly the existing regulations and insist on their being observed? Thirdly, there seems to this majority to be an ingredient in genuine amateurism which is worth preserving, namely, the wish to play a game for straightforward enjoyment, without any thought of money or of indirect financial gain. This is the element which is uppermost in the attitude of millions of humble games-players; it is not snobbery or class distinction, nor does it imply any rebuke to those who perfectly legitimately play games for a living. There seems to be no reason why difficulties about the status of a very small number of players should lead to a solution which would prevent the millions who just want to play something from being amateurs, in the full sense of the word.

173 There is a further complication when any international competitions, and especially the Olympic Games or any other amateur international competition in the twenty-five sports

recognised by the International Olympic Committee, are involved. The Olympic oath <sup>(1)</sup> requires that contestants shall not enjoy financial gain, directly or indirectly, from the sport in which they contend. It cannot be denied that there are loopholes here, and embarrassments in connection with the oath do occur. It is possible that in some countries there may be arrangements which permit participation in the Olympic Games by those who in other countries would not be regarded as amateurs. Indeed, it seems that in many respects the problems for those who are responsible for the Olympic Games are, writ large, those which we have been discussing in relation to particular sports inside our own country; and it would seem, if we may say so without impertinence, that the choice for them is the same as it is for us, either to let the distinction go or to re-affirm it and see that it is observed. Those of us who support abolition in our own sports would favour a change in the attitude of the Olympic Games authorities by a realistic recognition of the different standards in this regard which are current in different countries, and a general acceptance of players as players—an acceptance which is now accorded to some sports in certain countries where there is no formal distinction between amateur and professional. However this may be, it is clear to all of us that unless and until the Olympic Games regulations are changed, the abolition of the amateur-professional distinction in Britain would involve our exclusion from the Olympic Games and any amateur international competition in sports recognised by the International Olympic Committee.

174 There is, domestically, a middle course which the 'abolitionists' (as we have affectionately called them) among us would welcome as a step in the right direction if the distinction cannot yet be categorically abolished. That is the kind of action

*The definition of an amateur approved by the International Olympic Committee reads: 'An amateur is one who participates and always has participated in sport solely for pleasure and for the physical, mental, and social benefits he derives therefrom, and to whom participation in sport is nothing more than recreation without material gain of any kind, direct or indirect, and in accordance with the rules of the international federation concerned.' The Olympic oath which is taken by or on behalf of all contestants reads: 'We swear that we will take part in the Olympic Games in loyal competition, respecting the regulations which govern them and desirous of participating in them in the true spirit of sportsmanship for the honour of our country and for the glory of sport.'*

which the Lawn Tennis Association was recently willing to take. The L.T.A. was prepared to support a proposal for a third class of player, intermediate between what might be called the 'straight' amateur and the 'straight' professional, the 'authorised player', who would be authorised to benefit openly from the game. It was urged that such an arrangement would take sensible account of changed social and economic conditions and of the fact that there are some players who do not want to spend their lives at a game and rely on it for their living but who do wish or need to have some financial income from it if they are to be enabled to reach the highest standard of which they are capable. This proposal was regarded by some as realistically facing the facts as they are, and as at any rate a sensible practical move in the right direction. To the majority of us, however, it seems to be in danger of getting the worst of both worlds: it does not necessarily provide an answer to the international problem, it does not resolve the anomalies which exist between one sport and another, and it adds to the general confusion by introducing an official category of 'paid amateur', which to many of us seems to be a contradiction in terms.

175 It is clear to all of us that it is impossible to put the clock back to the extent of requiring each and every player in all games and in all circumstances to pay all his own expenses. So a system of controlled expenses, especially for members of teams touring abroad, seems to us to be practicable and sensible. It is certainly not free from difficulties, as many sports are finding today, particularly, for example, lawn tennis. The payment of certain expenses has for some years been in operation in a number of sports and a short time ago M.C.C. modified on this basis the arrangements existing in cricket. We think that the necessity of paying expenses, particularly to enable players to take part in overseas events, must be recognised, but our view is that such expenses must be strictly controlled. What is important is that the amount of the expenses and the circumstances in which they are payable should be clearly laid down by the Governing Body of the sport for everybody to see, and that any payments made should have the approval of the Governing Body; so that an open and honest arrangement would take the place of the subterfuges which sometimes occur today.

176 We have straightforwardly admitted that as a Committee we are not unanimous in our opinions about the cure for the present troubles. But in spite of our divergence of view on this point we are united in our dissatisfaction with the present state of affairs.

We believe that real harm is being done to sport as a whole, and we are especially disturbed by the undesirable elements of hypocrisy and deceit which are involved in some of the practices which have been brought to our notice. Two steps could be taken, and in our view should be taken, without delay. The Governing Bodies ought to meet together, openly and frankly, with a view to bringing to an end the anomalies which at present arise from their different attitudes towards the amateur-professional problem. No doubt there are prized positions; and no doubt there would be reluctance to move from them. But we believe that an appeal to the Governing Bodies, based on recognition of the harm which is being done, would convince them that there is room for a reasonable amount of give and take, or, at least, that intransigence would increase the present harm. We believe that in the best and highest interests of sport as a whole a sober appeal would not find them lacking in magnanimity, in wisdom or in vision. Secondly, we would urge Governing Bodies to ensure that their rules, whatever they are, are kept. We have argued that the proper autonomy of a Governing Body implies its right to make its own rules. At the same time, the possession and exercise of this right lays upon each Governing Body the duty of ensuring that its definition is observed. Doubtless there will be difficulties in doing this. But there is no escape from the duty, if a Governing Body is to govern.

177 Whatever other courses of action may present themselves as public opinion crystallises, these two steps, we are unanimous in affirming, should be taken without delay. Above all, we believe that the really essential point is that if a man claims to be an amateur he should genuinely be one and not a sham.

### *(f) International Sport*

178 A cynic has remarked that international sporting contests provide the opportunity for the maximum degree of international misunderstanding in the minimum of time. We do not subscribe to this view. We are sure that, for the contestants themselves, personal friendliness and mutual understanding are important by-products of these contests, and athletes young and old have stated this unequivocally as their opinion. Bearing in mind the enormous growth in international sport and the considerable emotional tension engendered by it, our judgment is that untoward incidents are very few. International sport offers healthy channels along which emo-

tions of group loyalty can be directed, and, on the rare occasions of misunderstanding, it can well be argued that this sort of situation provides opportunity for instant release and relatively harmless catharsis. There are problems, and these we try to deal with later in this section: nevertheless, as it affects our outlook on other nations and other races, international sport is a force for good, giving perspective to our view and contributing to sanity and understanding.

179 In our outlook on sport within our own country, international sport can sometimes destroy perspective. When international contests take place, it is natural that they should be in the forefront of sporting news and occupy our attention. There is a temptation to feel that through knowledge of these big events one somehow has one's finger on the pulse of national sporting life. We doubt whether this is valid and whether such a pulse is any guide to the state of health of sport.

180 Naturally the public is pleased by national success; the public has normally expected it, since so many sports and games originated in this country and were later adopted abroad. Correspondingly, there is a natural tendency to regard defeat as a disaster. But the plain fact is that, with the great development of international sport and the increase in the number of participating nations, success is likely to become increasingly rare and hard to achieve. Some adjustment of attitude on our part is needed, including a fuller appreciation of standards abroad, about which the public is not always well informed. In sports where we have been traditionally masters, adjustment is particularly necessary.

181 It is clearly true that national prestige is to some degree involved in international contests. If it were not, they would lose a good deal of their point; and it is a perfectly proper form of patriotism to want to win them. But these feelings ought, in a mature and adult society, to be kept within reasonable bounds. It is not the end of the world if British teams are defeated, still less is it a symptom or proof of national decadence. To talk, as some do, as if sport could properly be used as a major instrument of international diplomacy, or as if a nation's authority and influence in world affairs at large are to be measured by its successes or failures in the Olympic Games, seems to us to reveal a serious lack of sense of proportion.

182 It is true also that in international contests, even more than in domestic ones, other considerations enter besides the actual result

of a match. They are much less clear-cut and definable than the sheer winning or losing, but from the point of view of prestige they may be no less important. It is possible to win a match discredibly and to lose it with credit. This attitude in turn can be pressed too far, to the point at which being 'a good loser' becomes almost an end in itself, or at least a polite synonym for defeatism. We should not wish to encourage that. But we do believe that on grounds of prestige alone it is better to lose gracefully and good-humouredly than to win by sharp practice or unsportsmanlike conduct.

183 The extent to which a proper balance can be achieved depends, of course, on the attitude of those individuals who take part in these contests as representatives of their countries. They are in a very difficult position: each of them knows that in some degree or other he has his country's reputation in his hands; every gesture may be instantaneously observed by millions on television screens, every comment recorded by the Press of the world—and this in an atmosphere already charged with considerable emotional excitement. Qualities of character, in addition to the highest technical skill, are called for; and it would be surprising if this combination of gifts were always present in all members of all international teams. We are satisfied that in the vast majority of cases both the individual contestants and the authorities of the particular sports are aware of their responsibility and of the immense effect which discipline and self-discipline can have both for a country's prestige and for the health of international sport in general.

184 Before an individual or a team ever reaches the international arena a good many problems have had to be faced. One is the conflict there may be between a player's obligation to his club and his duty to his national team if he is selected for it. On this point we simply declare that a national team should be composed of the best performers in the country; anything else is a disservice to the nation and an affront to other competing teams.

185 In some sports there is a subtler form of this conflict between national interests and those of subordinate units. There are sports which are dominated by domestic competitions and leagues, so that the league competition becomes so intense as to stifle experiment and fresh thinking. It is widely felt, for instance, that this is the effect on British Soccer of the extensive League competitions, with the consequence that other countries, less harassed by the weekly struggle for League points, are able to display a

spontaneity and freshness which demonstrate that our approach to the game has become stale and stereotyped.

186 Another problem is how to ensure that the way to the top should be made as clear as possible for talented individuals. Some of these difficulties have been discussed in the sections on 'The Gap', 'Facilities' and 'Coaching'. Each Governing Body's view of amateurism may also affect its attitude to the selection of its international representatives. We believe that once the means for selective coaching and better facilities for practice are available, it should be a matter for the individual's personal decision how far he wishes to go along the road that in 1960 led to Rome. We believe this to be the right attitude because we are aware that where facilities, coaching and finance present no barriers, the search for talent may dig deeper and deeper into lower age groups and the emphasis of coaches and sports administrators be concentrated on the talented few. This seems to us to be an expenditure of energy and money which is not in the best national interest, though it may conceivably best serve national prestige.

187 Finally, when international players or teams are selected there is the vexed question of the amount of time they should spend on training and practising together and of the amount of money which should be so expended. We do not know in detail what happens in other countries. But we have good grounds for supposing that many of them, in many sports, are prepared to devote much more time and much more money to these items than we are in Britain. Several questions arise here. One concerns the extent to which different attitudes to these matters in different countries affect the results of the international contests and in consequence distort the comparison between the respective merits of their players. Another concerns the choice which a player may have to make between the legitimate claims of his career, on the one hand, and, on the other, his duty to make himself as efficient as possible as a member of an international team. A third concerns the extent to which the expense of such training and practice should be borne by the individual, by the Governing Body of the sport concerned, by national subscription, or by public funds.

188 We do not feel ourselves competent to answer these questions, nor do we feel that a single answer is possible. Training requirements for different sports vary; all sports which include competition at international level are being subjected to the pressures of rising standards and the need for more extensive and

intensive training. It seems to us clear that a national team should be subsidised to the extent of necessary equipment and travelling expenses and for a reasonable period of preliminary training; but what is reasonable must be the subject of close scrutiny. Such a scrutiny needs to include a review of the purposes of sport for recreation and enjoyment and an assessment of the interests of sport as a whole as well as considerations of national prestige.

189 A decision made in the light of such a review of what is a reasonable period of training may well prove to be one which is inadequate for successful competition in the rising standards of world sport. If this should prove to be so, then a clear statement by each Governing Body of what it considers to be the limits of official support for training and coaching could do much to make clear our national philosophy and attitude on this difficult question.

190 We think that it would be a pity if the benefits to be derived from and conferred by international sport were confined to national teams of the highest standard. We have been told of the great value of international games in which no national prestige is involved. Teams from schools, youth clubs, universities, factories and offices already go abroad. We hope that they will continue to do so. This type of venture, we believe, yields rich dividends in international understanding.

*(g) The Influence of the Press*

191 We have felt it necessary to include in our review some comments on the Press because of the influence it has and can have on sport in general and on standards of sporting behaviour. The power of the Press to help or harm is obvious enough and it is hardly surprising that our evidence should confirm that it does both in varying degree. But we feel it right to acknowledge at the start the contribution that the Press makes to sport. This assistance, which is fully recognised by many Governing Bodies, is many-sided.

192 We have been particularly struck by the evidence of the very substantial practical help given by the Press in the sponsoring and financing of events. Athletics, table tennis, golf, motor racing and many other sports have reason to be grateful for the assistance given in this way.

193 It is also pleasing to note the recognition given by some newspapers to the importance of sporting conduct and their encouragement of good standards of behaviour by the award of

trophies dependent on sportsmanship as well as ability. Again, there has been financial assistance given to foster the interest of youth in a particular sport and in financing coaching schemes for the young. In recognising the contribution we recognise also that the financial outlay, in most of the schemes sponsored by individual newspapers, far exceeds any probable return in publicity. Most of the assistance is in fact based on genuine concern for the promotion of the particular sport.

194 Besides monetary assistance, the Press plays an important part in fostering or sustaining interest in particular sports by the publicity it gives to them. We have emphasised elsewhere the importance we attach to introducing the young to a variety of activities so that they may have a breadth of choice and experience. We have mentioned also the shift in interest from the narrow confines of traditional sports to a much wider variety of games and pastimes, and many of these have been popularised by the Press or television. The large amount of space devoted to sport in the national papers is often merely a reflection of popular demand. But there are numerous sports, from clay pigeon shooting to sub-aqua activities, that have received helpful publicity despite a limited following at the time.

195 A further way in which the Press provides practical assistance is so obvious and routine that it is generally taken for granted. Its service in publicising forthcoming fixtures is of vital importance to sport and necessary for the smooth functioning of its administration.

196 There is, finally, the traditional function of a free Press as a critic of the unprogressive or unjust and as an outlet for otherwise inarticulate public opinion. This has its effect on sport as on other aspects of national life and can be effective both in overcoming complacency or restrictive practices and in stimulating development. It is in this field, however, that the Press should set itself particularly high standards because of the ill-feeling that can be caused and the damage that can be done by irresponsible or inaccurate critical comment.

197 The main criticisms of the Press fall broadly into two categories. There is the often repeated and strongly held view that the Press is more concerned with sensationalism than accuracy, with circulation than truth. Under this head come complaints that trivialities are magnified into major issues, that news is 'created' by distorting events to make an interesting story, that there is too

much concentration on the private affairs of players rather than on the sport itself, that the 'cult of personality' often leads to publicity out of all proportion to a player's potential ability and that this can be particularly harmful for youngsters.

198 The second criticism, and this is the one commonly advanced by the players themselves, is that a number of reporters lack the knowledge or experience to comment adequately or constructively on the sport about which they write and that this ignorance shows itself inevitably in ill-balanced judgments and a failure to understand or to represent correctly what they have seen.

199 Our evidence leaves us in no doubt of the depth of feeling on these points or that there are on occasions good grounds for all these criticisms. They are matters of concern because of the harm they cause to individuals, to sports and to the general atmosphere in which sport is conducted. We do not, however, feel that such abuses are so widespread or the effects so serious as to destroy the value of the contribution of the Press as a whole. A comment made to us by one Governing Body, that 'in present circumstances, the less notice the Press takes of us and our activities the better it will be for us' indicates a genuine sense of grievance but seems to us to misjudge the balance of advantage and disadvantage.

200 In this matter it is impossible for us to generalise, since the style and standards of one national paper differ so much from another—as, indeed, does the national Press from the provincial Press. We realise too that unintentional errors are bound to occur through the Press's own continual race against the clock, and that this inevitable factor often contributes to hasty and unwise judgments.

201 We agree without reservation that there are many experienced and authoritative writers who make a most valuable contribution to sport as well as to their papers and, as watchers, often see more of the game than the players. But despite the wealth of accurate and lively reporting we feel that there is also sufficient cause for concern in the matters we have mentioned for the Press to undertake a serious review of its own attitude. We were particularly pleased to have it indicated to us that the Press was, in fact, aware of certain failings and was keen to review the basis of sporting journalism and if necessary establish higher standards. The existence of a Sports Writers' Association is in itself an indication of a desire to maintain quality, and from the evidence this Association gave us it is clear that it is making a constructive effort

in this direction. We also understand that there is a move on a wider basis to set new standards for sports reporting. We welcome these prospects and feel that our most helpful course is to comment on those points we consider should be encompassed in any such review.

202 The sports editor is, of course, of prime importance to the type and quality of reporting. He will largely dictate standards and codes of conduct. If he prefers a story with an interesting 'slant' to a true story, or is happy to accept entertaining accounts based on untruths or half-truths, secure in the knowledge that the public's interest will usually have passed to something else by the time, if ever, that it becomes necessary to correct them, then his reporters will be more concerned with creating an effect than with recording an event, possibly harming sport to promote circulation. If he insists that reports must be accurate as well as making good reading, he will usually get something of value both to his paper and to the sport concerned.

203 The next essential is that the sports reporter himself should be allowed free expression of his own opinion but should be competent enough to form one. Clearly a journalistic ability suitable to the style of the paper is a first requirement. But there seem to us some other minimum standards necessary, except perhaps in those who are covering an event in an emergency or who are writing articles of a general nature. The reporter should be an enthusiast for, and a regular follower of, the sport about which he writes. Unless he has a very real interest and feeling for the game he is unlikely to comment usefully on it. At the least he should be very fully conversant with its rules. We also feel it desirable that he should have participated himself at some level, however lowly. We say this because it is acknowledged that judgment of individual performers, officials or selectors is regarded as an essential part of reporting. We do not see how this function can be effectively fulfilled unless there is some personal standard of judgment derived from actual performance.

204 Were we to follow a favourite theme of part of the Press, that selectors or club officials cannot be competent unless they themselves have played in the highest class of the game, we should logically have to conclude that reporters should also have done so if their judgment was to be valued. We do not, however, subscribe to either view. Just as the best coaches are not always themselves the best performers, it is even more true that the best players are

not always likely to be the best writers. But it is at least necessary to have played a game to understand it fully, and some participation, at some time, should be a minimum requirement in a sporting journalist.

205 One practice, however, which in our view should be discontinued is that of 'ghost' writing. While some leading personalities write their own articles, there are many instances where articles appearing under the name of a prominent sporting figure are in fact written for him by a professional journalist. This appears to us to be a deliberate deception of the public. It may also, and has on occasions, put in a deservedly embarrassing position the person who gives his name to the article and then finds himself credited with views he does not hold. The offence is of lesser degree where the person concerned expresses his views and these are rewritten, without change of sense, to accord with the style of the paper. But the whole practice of 'ghost' writing seems dishonest and undesirable as contrasted with straight reporting or the honest recording of the opinions or experiences of leading performers. In at least one case that was brought to our notice it has led to a prominent player's feeling it necessary to write for a paper of high repute and low payment in order to establish that he did write his own copy, before beginning to write for a more popular and remunerative paper.

206 On the question of excessive publicity for the potentially gifted we feel it essential that restraint be exercised in relation to the very young. Outstanding performers must expect to attract public interest and comment and in the main are well equipped to meet it. But it is the immature who may be harmed and disillusioned by being boosted too early and inaccurately.

207 We feel particular concern over the 'creation' of news, since this is clearly something that is accepted by some editors as being desirable. We recognise that there is a sense in which this is justifiable, where, for instance, a report throws new light and brings into focus a subject that has been overlooked. But it is all too easy for the 'creation' of news to deteriorate into something else. By distorting events, sensational and interesting but untrue stories can often be manufactured. News may also be 'created' by assisting in transactions outside the normal rules of the sport in return for an inside story. These practices are to be condemned.

208 It was remarked with some justice that the outlook of our sporting Press is often as insular as the attitude of some Governing

Bodies. Britain's position and problems in international sport are not generally understood because the public are rarely made aware of developments abroad until they are taken by surprise by the results. This not only handicaps administrators and coaches but leads to a distorted view of our actual performances. Undue complacency is often succeeded by exaggerated depression, and by a failure to assess reasonably the real value of a particular achievement in relation to the average. This holds good of most sports, whether we look back to the shock of Hungary's Soccer victory at Wembley in 1953 or forward to the little-reported rise in the athletic standards to be expected of Asia.

209 This lack of information may partly be due to suspected lack of public interest in foreign sport. Recent experience, however, indicates that the interest is there and is easy to arouse. A greater difficulty is no doubt the lack of space when this is coupled with the problem of giving adequate coverage to a wide variety of home sports. For while coverage has greatly increased since the war, so has the range of activities receiving attention and the cost of reporting them. There is little doubt, however, that our news service about developments in sports abroad is quite inadequate compared with that of many other countries.

210 These are the main points in the actual reporting of sport to which we hope the newspapers will give some thought.

211 We have also gained the impression, however, that much could be done to improve the relationships between Governing Bodies and the Press, and this could not but be to the benefit of sport in general. At present we feel, as a generalisation to which there are many exceptions, that each side tends to be overcritical of the other. Much of this stems from the Press's natural function of criticism. Criticism is likely to be resented, resentment shows itself in a failure of co-operation, and this in turn leads to further criticism. It should be accepted by Governing Bodies that the Press would be failing in its function unless it was prepared to be critical and to voice its opinions. Equally the Press should genuinely endeavour to ensure that its criticism is based on the word's original meaning of 'judgment' and not its present usage of 'automatic condemnation'.

212 It has been suggested to us that sports editors and representatives of Governing Bodies should meet from time to time to review and discuss each others' problems. We believe that this would be welcomed by the Governing Bodies and we recommend

that such meetings should be arranged as a step towards promoting better understanding, fuller knowledge and fairer comment.

213 There are also some general observations we should like to make after consideration of the various views expressed to us. It was put to us that the public are not interested in a 'ball by ball' account of a match and that what the reporter should endeavour to do is to sum up the game as a whole and comment entertainingly and enlighteningly on those occurrences that are 'likely to be discussed in the pub afterwards'. This brief summary is no bad general guide. But we believe that there is still a tendency to underrate the level of discussion and interest in the pub, to think that the most animated discussions are always about the award of a doubtful penalty or the unfair play of the opposition. There are large and growing numbers who do take an intelligent interest in tactics and techniques and standards of play, and it would be not only desirable but valuable for newspapers to give more informed comment on these than is normal at present. It was indicated to us that many popular papers pay particular attention to the 'woman's angle' and try to write accounts that will be entertaining to women who are not particularly interested in or conversant with the sport as such. If this is necessary we are surprised that more coverage is not given to women's sport, as this seems to us to be on the whole inadequately reported.

214 The space given to sport in national newspapers is normally between 11 % and 20 % of the total available. We would point out, however, that in many papers up to 40 % of this space allotted to sport may be devoted to racing and football pools with the emphasis on the gambling rather than the sport. Sports editors are, of course, convinced that public interest requires even more space for sport. We agree and wish them well in their battles to win it.

215 Finally, we feel that since sport is such an important feature of any paper the editor himself should be as conversant as possible with this general field.

216 Another aspect of sports writing is the concern of some Governing Bodies over the articles, books and statements of players themselves. This is a matter on which individual Governing Bodies must determine their attitudes, weighing the harm that can be done by personal statements and controversies against the impossibility of completely preventing players from making such comments. It is also a sad fact that the immediate result of any Governing Body's taking action against the writer of an offensive book is to boost its

sales. Recently the number of aggressive books by players has been on the increase and undoubtedly some of them do much harm to a sport to which the writer may have devoted much of his life and owed much of his livelihood. We are all convinced, and feel it should be generally realised, that there is normally only one aim in the writing of such books, namely, to make as much money as rapidly as possible. By creating controversy the author hopes to promote circulation. Where editors demand or 'ghost' writers ask or the sportsman is willing to dwell on the seamy side solely in order to stimulate interest and sales, we think it wholly reprehensible.

*(h) Television and Radio*

217 We have felt that we should comment separately on television and radio since the problems and effects of these are different from those of the Press. In the context of our terms of reference we were concerned with them under two headings only :

- (i) their influence as means of communication;
- (ii) their financial effect on sport.

218 First we considered television. By its nature it is a medium that is free from most of the controversial aspects of newspaper reporting. In the main it cannot do other than present a 'ball by ball' review with comment subservient to accurate pictorial presentation. The picture tells the story and the good commentator interpolates only such additional information or instruction as help the viewer to understand what he sees. Where critical judgments are expressed, the viewer may be unduly influenced, but at least he has fair opportunity to form his own opinion of their accuracy. The vast majority of sports coverage on television is of this straight-forward nature and in our evidence we have had nothing but praise for the manner of presentation.

219 It is clear, however, that the impact of television on the viewer tends to be sharper than that of the written or spoken word. The more effective the impression it makes, the more desirable it is for the general good of sport that the examples it gives should be worthy ones. Television is a revealing critic of standards of performance and behaviour, and can deeply influence conduct, particularly in the young, who are quick to imitate what they see. But it is the sport itself, not television, that is responsible for these standards and the televising of events should be an added incentive to high quality of performance and sportsmanship.

220 There are, of course, programmes devoted to debate or expression of views on controversial issues. Potentially these are susceptible to the same dangers as confront the Press, and the general points we made on methods of ensuring fair as well as lively comment could equally apply here. But so far as our evidence goes there is little current criticism of television in these matters. The quality of the comments and conclusions naturally varies but there seems in the main to be a high standard of integrity and good intent in the preparation and presentation. We hope that these standards will be jealously preserved; the large audiences for these programmes have already proved that sport generates its own interest and excitement without the need for any added sensationalism.

221 It was represented to us that the very success of television adds to the problems of the Press. When the vast majority of readers have already seen the Cup Final or Wimbledon or the Olympics on their screens there is an added difficulty in providing a fresh and entertaining account for the following morning without searching for some new slant. We are convinced, however, that, in the majority of cases, to have watched the event makes individuals more receptive to reading about it—ready to relive the highlights of the occasion or be interested by reflective comment. Certainly we have been impressed by and are glad to acknowledge the very great assistance television has given to the development of sport. We have referred to the part it has played in publicising new activities and arousing new interests. In this the visual impact of television is effective in a way nothing else can be. Of equal value can be the instructional films on, for instance, rock climbing or sailing, particularly when shown to the young. These can not only whet the appetite but can make sure that first-class instruction is available to a wider audience than can be reached by other means. Since a correct start is the essential basis of future development, such films should clearly have their part in any national coaching plan, and we welcome television's apparent willingness to assist in this way. Extreme care should, however, be taken not to encourage the inexperienced to undertake with false confidence any activity that is dangerous unless there is individual supervision and instruction.

222 We also accept as highly desirable the opportunity that television gives for sharing in the excitements and enthusiasm of top-level sport and for pointing high standards of achievement. We are not impressed by complaints that it encourages people to

watch rather than participate. We have already expressed our view that it is fallacious to say that the number of spectators is growing at the expense of active performance. It is equally true of television that watching as often as not encourages those who can to try it for themselves. And in any case we have constantly reiterated our belief that the main value of sport is in the wholesome entertainment and enjoyment that it gives. To watch Real-Madrid playing in the Final of the European Cup or to see some of the Olympic events was in itself an enriching and rewarding experience, and it is wholly beneficial that television can spread this experience beyond the confines of Glasgow or Rome.

223 More controversial is the financial effect of television on sport. Whenever a game is televised it is likely to keep a number of people from going to watch that or some other sporting event. Very substantial sums are paid for the right of covering sporting events and activities. But some sports are suspicious of the effect that television has in keeping spectators away and feel that this revenue does not balance the loss at the turnstiles. Our terms of reference imply that we are concerned with sport in general and chiefly with sport that is not organised primarily for profit. On this basis we have no hesitation in recording our view that television is, overall, of financial help to sport in this country. It may distort the distribution of money going into particular sports by promoting interest in one at the expense of another, but in this it will usually reflect the changing interests of the public. By publicising little-patronised events and by showing high-level performance in popular activities, it has developed a following for a number of minor sports and retained interest in some major ones, apart from the cash it has actually brought to their activity in payment of fees. There is insufficient evidence about the long-term effects of television on sporting finance for us to comment usefully on the ultimate results. But in our view Governing Bodies are wise to welcome and encourage its interest in the activities they administer. We recognise that it may have an adverse effect on the finances of some sports not themselves being televised, and that professional sport may have particular internal problems where the televising of a major match affects adversely the 'gate' of other clubs who will not benefit in any way from the fees. As a generalisation, however, we are agreed that, whether the final effects of television are financially beneficial or harmful, those sports which do not make the maximum endeavour to adjust themselves to

television are likely to suffer the most or gain the least. It is better to take special steps to meet special problems than to try to ignore television, for if it cannot attract audiences with sporting events it will attract them with something else.

224 Almost all we have said about television applies, though in lesser degree, to sound radio. Sound alone cannot make so deep an impression as sound and picture combined, but its effects are not dissimilar. Sound broadcasting, with its longer history, faces and has faced the same kind of problems and opportunities as confront television. According to our evidence it appears to have dealt happily with them, in the main providing a useful service without creating controversy or attracting criticism.

### *(1) Sunday Games*

225 We have given considerable thought to this delicate and controversial subject, and we have paid close attention to the evidence which we have received upon it. We would say at once that we should not regard as improper in itself the participation in any form of games, sports or outdoor activities on Sundays. We cannot, that is, agree with the Lord's Day Observance Society, or join forces with those who wish to impose on the general public their own interpretation of keeping the Lord's Day holy.

226 At the same time, we think it is reasonable to ask that there should be restraint in the organisation of sporting activities on Sundays. There are many sets of circumstances in which those who wish to observe Sunday as different from other days ought to be enabled to do so, without being subjected to pressures, commercial, secularist or even simply over-enthusiastic. The freedom to be permitted to use Sunday for athletic purposes, which some claim, ought not to infringe the freedom of those who wish to regard it as a day of worship and re-freshment. Much, from this point of view, depends on the degree of publicity and organisation which the particular game or activity entails. It is hard to see how any objection can legitimately be raised to the playing of lawn tennis on a private court on a Sunday; nor is it easy to understand how fishing or rowing can be thought more objectionable than taking a drive in a car. The general principles which would seem to govern the reasonable use of Sunday for recreation are as follows:-

227 First, we should not wish to give encouragement to organised sporting meetings or games in this country on Sundays.

That is, we should hope that we should not see on Sundays international or national competitions or commercially organised events. We are aware that many junior football leagues, especially in the South of England, use Sundays for their matches, largely because on the Saturday afternoons the young men who play in these teams wish to watch the professional teams whom they support. Until recently the Football Association has not recognised these leagues, and those who took official part in them, as referees or organisers, were under a Football Association ban. This attitude of official displeasure has lately been changed; and there is every indication that in future there will be no attempt by the Football Association to refuse recognition of these competitions. This seems to us to be just about as far as official policy should go. We should not, in fact, find objectionable the playing of junior league games, primarily and almost exclusively for the recreation of the actual participants, on Sundays. We should object, on the other hand, if we found that the organised professional leagues, or the cricket county championship, or Wimbledon, or athletics meetings at the White City, were using Sundays; because this would seem to us to cross the line between innocent private or semi-private enjoyment and organised commercial sport.

228 Secondly, we think that those who are responsible for the organisation of such events as we have mentioned should respect the feelings of practising Christians. That is to say, we should hope that such games would not take place during the normal hours of worship. It seems to us that there is a real difference between, for example, a village cricket match on a Sunday afternoon and an organised league match at eleven o'clock on Sunday morning. We do not think there could be any reasonable objection to the former: we think that the latter could give rise to justifiable criticism.

229 Thirdly, we would emphasise the duty of organisers of any such games not to cause unnecessary work for others on Sundays by their demands for accommodation, the preparing of pitches, the provision of equipment, and so on. There will doubtless be many volunteers who would have no objection to undertaking such work. But there may well be cases where a real difficulty arises if an employee who would wish to attend to his religious duties finds himself required, by the conditions of his employment, to work in this way on Sundays. Further, Sunday observance in the formal sense apart, there are objections, of a genuine and valid kind, to

trespassing on a day which ought to be kept different from the rest of the week. We are well aware that other forms of commercial entertainment, for instance the cinema, require Sunday work from employees of many kinds. We do not regard this as a valid ground for similar requirements in the field of sport. Indeed, it is this degree of accepted commercialism which we should like to see sport avoid.

230 Fourthly, we would particularly ask the organisers of team events to respect the conscientious feelings of others by not making participation in sport on Sundays a condition for inclusion in a team on other days. We have heard of some young people who have been confronted with the extremely difficult choice between playing on Sunday and being left out of a team which plays at other times as well. We do not think that anybody, young or old, ought to be placed in this dilemma.

231 These are our general principles and this our broad approach. The whole question is largely one of common sense, good manners and a decent regard for the feelings of other people. These attitudes cannot be commanded. We believe that the great majority of people are in sympathy with this general position. We do not, on the one hand, wish to deprive anybody of the opportunity of healthy exercise, within the limits we have just mentioned: still less, on the other hand, do we want to encourage those who would without compunction secularise Sunday completely and make it indistinguishable from any other day.

232 According to the law, the fact of spectators' paying for admission has been taken as the determining element in the legality or illegality of Sunday games. For our part, we do not regard this as the right single criterion for deciding whether or not an activity should be permissible on Sundays. The crude yardstick of legality or illegality is not our main concern: we are more interested in a proper attitude, and this we believe to be of the kind we have outlined.

## Chapter 4: Scotland, Northern Ireland and Wales

233 Our terms of reference cover the whole of the United Kingdom and we have received evidence from bodies operating solely in Scotland, Wales and Northern Ireland as well as from English and United Kingdom bodies. In addition, we have had the benefit of discussing the special needs and circumstances of Scotland, Wales and Northern Ireland with our advisers for those countries. These were—for Scotland, Mrs. M. K. Brown, Mr. W. Ferris and Dr. H. Stewart Mackintosh, C.B.E.; for Wales, Mr. T. Glyn Davies, Lieut.-Colonel W. R. Hawkins, T.D. and Mr. W. Russell Rees, O.B.E.; for Northern Ireland, Mr. E. A. J. Edwards, M.C. and Colonel E. D. R. Shearer, O.B.E., T.D.

234 Climate, topography, national traditions and characteristics as well as historical factors have promoted or fostered in one country sports or other forms of physical activity either not found or less popular in the others. For example, golf is far more widely played in Scotland than in England, and the special development of Rugby Union football in South Wales is without parallel elsewhere.

235 But, in general, the essential factors affecting the development of sport are the same in all four countries; the need for facilities and for better coaching and administration, and the shortage of money for these things, are common to all. Our evidence shows no significant differences in lines of thought about amateurism and professionalism, the influence of the Press and television and so on.

236 So far as organisation and administration are concerned, there are many variations of constitutional pattern and practice within the four countries. Some national Governing Bodies and outdoor activity associations work in all four, generally with separate sections or branches for Scotland, Wales and Northern Ireland, most with their own committees and offices. For other activities, there are separate and quite autonomous Governing

Bodies in each of the four countries, or, more frequently, in three of them. In Northern Ireland the position is further complicated by the existence side by side of three different types of body—autonomous organisations, Northern Ireland branches of United Kingdom bodies and Ulster branches of Irish bodies. In most instances, within a single sport the relations between the different autonomous bodies are close and cordial; in others there appears to be little co-operation, perhaps because the need for such co-operation is not felt.

237 We have no desire to comment on this constitutional variety and we have given no special study to the advantages of one pattern over another. In any event, the form of government is clearly a matter for the sport itself and any changes must come from within. In general, however, we feel that nothing is to be lost and everything to be gained by the closest practicable co-operation between all national bodies, whether general or specialist, concerned with the development of physical recreation in the four countries of the United Kingdom.

238 A large measure of independence as between sports bodies in Scotland and Northern Ireland and those operating in England or in England and Wales is clearly dictated by geographical distances and the facts that Northern Ireland has its own Parliament and Government Departments and Scotland some of its own Government Departments and some separate legislation.

239 In the field of international competitive sport the pattern is similarly varied. In most sports events, as in the British Empire and Commonwealth Games, each country fields separate teams; in others, for example the Olympic Games, Great Britain and Northern Ireland form a single entity.

### *Scotland*

240 The Central Council of Physical Recreation works in England, Wales and Northern Ireland, its activities being controlled in Wales by a representative Welsh Committee and, as was said earlier, in Northern Ireland by a separate Section with its own Executive Committee. The Scottish Council of Physical Recreation is a fully autonomous body, the counterpart in Scotland of the C.C.P.R., and receives grant-aid from the Scottish Education Department. Its Council is composed of representatives of 117 Scottish national organisations and 33 individual members.

241 The financial assistance given for the development of sport by the Scottish Education Department differs in some respects from that given by the Ministry of Education. In addition to small annual grants to the Young Swimmers' Athletic Union, the Amateur Basketball Association of Scotland and the Scottish Archery Association, a grant is made annually under the Further Education (Scotland) Regulations, 1959, to the S.C.P.R.—of the order of £18,000 for the year 1960/61. This grant is paid in respect of—

- (i) headquarters administration and training;
- (ii) Glenmore Lodge, the Scottish Centre of Outdoor Training in the Cairngorms, which is administered by the Council; and
- (iii) the salary of the National Athletics Coach for Scotland.

The building of a new Glenmore Lodge, completed in 1959, was financed by the Scottish Education Department. The National Athletics Coach is appointed by the S.C.P.R. and works under the direction of the Scottish Athletics Coaching Committee on which various interests including the Scottish Amateur Athletic Association are represented.

242 Since the 1st April 1960 the Scottish Education Department has taken over from the Scottish Home Department the responsibility for administration of the Physical Training and Recreation Act, 1937, under which certain grants are made for such projects as village halls, community centres, playing fields, pavilions, and so on. During the current year the Department estimates that its expenditure under this heading will be £40,000, of which 25 % is likely to be in aid of facilities for physical recreation. The Department has also offered a grant not exceeding £5,000 to the Cairngorm Winter Sports Development Board towards improving the facilities for ski-ing in the Cairngorms.

243 The S.C.P.R. also administers Inverclyde, the Scottish National Recreation Centre established at Largs in 1958 with a grant from the King George VI Foundation. The Scottish Education Department does not give any direct grant assistance towards Inverclyde.

244 Though the provisions of the Sunday Observance Acts do not apply to Scotland, we understand that sporting events to which the public are charged for admission are rarely held there on Sunday. This clearly reflects the state of public opinion in Scotland, which in general is less favourable than in England to the playing of games on Sunday. But there is no general prohibition, and publicly and privately owned sports facilities are being increasingly made avail-

able for Sunday use. We have noted with interest the recent discussions on the subject by the General Assembly of the Church of Scotland, with its more favourable attitude towards such activities than has been traditional.

245 The views of Scottish sports organisations on statutory financial assistance are similar to those of sports organisations in other parts of the United Kingdom : most feel that it is necessary and would welcome it, with the emphatic proviso that it should not entail governmental or bureaucratic control.

### *Northern Ireland*

246 The situation in Northern Ireland is marked by a number of distinctive and difficult factors. First, our impression is that the standards of physical education and games in secondary schools generally have not been as high as in most other parts of the United Kingdom, though we are aware that strenuous and successful efforts are being made to raise them. School standards inevitably tend to be reflected both in the degree of interest and in the standards of performance in post-school recreation. Second, the religious and political problems of Northern Ireland are undoubtedly a factor detrimental to any integrated pattern of sports development and to the best use of the resources of manpower and facilities available. We feel, however, unable to offer any further helpful comment on these problems.

247 Apart from its expenditure on indoor and outdoor facilities for schools under the Education Acts, the policy of the Ministry of Education for Northern Ireland is to make grants for the development of post-school physical recreation under the Youth Welfare, Physical Training and Recreation Acts (Northern Ireland). Grants of up to 65 % are available to local authorities towards capital expenditure on the provision of playing fields, changing accommodation for outdoor sports, and swimming baths. Up to 50 % or 33.3 % (the higher rate of grant being intended for clubs with open membership and several activities) is available towards the capital expenditure of voluntary sports clubs. Up to 75 % is granted on both the capital and maintenance expenditure of youth clubs and uniformed organisations, and up to 50 % towards the capital expenditure of the Youth Hostels Association of Northern Ireland. These grants are made on the recommendation of the Youth Committee for Northern Ireland and, in the case of voluntary

bodies, are subject to the test of financial need. During the current year, the Ministry of Education for Northern Ireland expects to spend between £70,000 and £75,000 on projects connected with physical recreation, including an estimated grant of £6,750 to the C.C.P.R.

248 Our evidence from Northern Ireland makes it clear that, with few exceptions, the powers and resources of local education authorities, particularly in regard to the use of school premises and playing fields, are not always harnessed to the service of the voluntary sports bodies. This is a situation which we hope a growing realisation of the value of sport to the community will soon remedy. We urge local authorities and local education authorities in Northern Ireland to consider very carefully whether they are doing all they can to promote post-school physical recreation, especially by offering co-operation to the many voluntary agencies concerned, and, in particular, to examine how the facilities under their control can best be used for that purpose—perhaps by being made available free or at sympathetic rates. We recognise, of course, that a spirit of helpfulness on the part of local authorities must be matched by a similar spirit on the part of the sports bodies if the best results are to be attained.

249 The size of Northern Ireland, both geographical and in terms of population, does not make it easy for the Governing Bodies to build up the efficient administrative machinery that good development work requires. Few bodies, for example, have either an office or a paid secretary. We have noted the tributes to the work of the C.C.P.R. in Northern Ireland, carried out in somewhat difficult circumstances, and support a recommendation made to us that sufficient financial aid should be given to enable it to give even greater administrative help (including clerical assistance) to sports bodies in Northern Ireland where necessary and appropriate.

250 Our general remarks made earlier about the shortage of facilities apply, we feel, with particular force to Northern Ireland, and the representations that have reached us from there about over-used playing fields and a scarcity of indoor halls and gymnasias have been emphatic.

251 We have had brought to our attention the Report of the Youth Committee for Northern Ireland on 'Playing Fields in and about Belfast', published in 1958, and have noted with interest its emphasis on the need for urgent and drastic action coupled with its recommendations as to the form such action should take. We

understand that the Northern Ireland Ministry of Education has accepted its main recommendation as to the rate of grant payable to local authorities in respect of playing fields and that encouraging progress has been made since the Committee's Report was published. Clearly, however, much still remains to be done in Northern Ireland, as elsewhere, in the public provision of playing fields and other facilities for physical recreation.

252 Northern Ireland has its own rating legislation, but the recommendation we make on this subject in Paragraph 160 applies with equal force there.

### *Wales*

253 Wales has no special or distinctive problems arising out of separate legislation or different Government Departments. As a comparatively small country, however, it has the same difficulty as Northern Ireland in producing Governing Bodies of individual sports which are large and strong enough to be efficient administratively and to run effective national coaching and development schemes. The geographical configuration of the country, which makes communications by public transport slow and time-wasting, coupled with the very uneven concentration of population into two main industrial areas, leaving the rest of the country mountainous or rural in character and sparsely populated, adds to the difficulty of covering the whole country uniformly through national voluntary organisations working in Wales. Even the integration of North Wales with South Wales into a single whole presents insuperable problems in most activities.

254 Wales possesses priceless assets in her long and beautiful coastline and her extensive areas of hill and mountain country which offer magnificent facilities for a great variety of outdoor activity. These facilities are perhaps more fully used by the population of England, particularly from the industrial areas of Merseyside and the West Midlands, than they are by the Welsh themselves, and we feel that there is much room for the development of most forms of water and mountain activity among the youth of Wales. There are many splendid residential centres in Wales run by voluntary organisations which offer opportunities of initiation and training in outdoor activity—such as Plas y Brenin, the C.C.P.R.'s Centre in Snowdonia, Glan Llyn, the Centre of the Urdd Gobaith Cymru (the Welsh League of Youth) on Bala Lake, the Outward Bound Sea School at Aberdovey, and Kilvrough Manor, the

National Association of Mixed Clubs and Girls' Clubs' house in the Gower. In addition, there are many Youth Hostels, the camping sites of the Boy Scouts and Girl Guides Associations, the climbing huts of various mountaineering bodies, the youth camps and guest houses of the Holiday Fellowship and the C.H.A., as well as training centres and camps run by other voluntary bodies and by local education authorities. We should like to see those concerned with school and Youth Service recreation in Wales making even fuller use of the varied and exciting opportunities they collectively offer.

255 In playing field provision (both for schools and for the public) Wales has to face both the problem of finding, or making, level ground in the mountainous industrial valleys of South Wales and the special financial difficulties inseparable from rural areas of low population. We were reminded by our advisers of the marked progress made in overcoming the former problem in the unhappy pre-war days when the South Wales coalfields were a 'special area' of unemployment and direct government finance was available for assisting the levelling of difficult areas for playing fields. Though no one could wish the 'special area' problem or the legislation associated with it to return, it is to be hoped that the local authorities concerned will be generous in their view of the playing field needs of these industrial valleys and will make full use of improved modern machine techniques in the levelling operations necessary to ensure adequate provision.

256 Although, through the incentive supplied by the British Empire and Commonwealth Games held there in 1958 and the generous initiative of the local authority, Cardiff now proudly possesses one of the only two Olympic-standard swimming baths in the whole of the United Kingdom, what has been said earlier about the general provision of swimming baths applies equally to Wales. Indeed, we have been told that in one county the only swimming bath, whether indoor or outdoor, that exists is that of an independent girls' school and that its use is confined to the members of that school.

257 Like Scotland and Northern Ireland, Wales is a country where opposition to playing games or even engaging in other forms of physical recreation on Sunday is strong, if by no means universal or uniform. We are informed, however, that many public facilities in seaside and holiday resorts in Wales are open for use on Sunday. Our convictions and hopes on the subject of Sunday games were expressed in Paragraphs 225-232 in Chapter 3, and we need only

add here a reminder of our view that it is neither desirable nor generally desired in Scotland, Northern Ireland or Wales that Sunday should be used for organised team games on anything other than a 'friendly' basis.

### *National Recreation Centres*

258 We have mentioned (Paragraph 40) the existence of National Recreation Centres, two of which are situated in England, two in Scotland and one in Wales. It is important to note that the justification for the use of the word 'national' in the title of the National Recreation Centres is that they are run on a national basis and are freely available for users from all parts of the United Kingdom. In this connection, we are glad to note that those who use the Centres in Scotland do not come exclusively from Scotland, that Plas y Brenin in Snowdonia draws students from all parts of the country, and that Welsh Governing Bodies of sport are making increasing use of the Centres in England—Bisham Abbey and Lilleshall—for their courses in coaching and personal performance. This is as it should be, and we hope that when the Crystal Palace Centre is in operation it will be truly national in attracting students from all the four countries.

259 But just as it is important that National Recreation Centres which supply residential training facilities should be truly national in conception and use, so it is important that there should not be over-provision of this rather expensive type of facility whose use is subject to such obvious limitations. Confusion must not be allowed to arise between the functions of a national and residential centre, and the no less needed local and regional but not necessarily residential centre. Time will show whether there is sufficient need and demand to justify the establishment in Cardiff; say, or Belfast, of a National Recreation Centre with an emphasis on competitive sport like those at Bisham Abbey, Lilleshall and Largs. But, in the meantime, we hope that Wales and Northern Ireland may be able to feel that at least part of their need for residential training facilities for sport is met by the existing Centres that happen to be located in England and Scotland, and that the appropriate statutory bodies in Wales and Northern Ireland will continue to be generous in giving encouragement and financial support to those in their areas who wish to equip themselves for leadership by attending courses, even though they are held outside their countries and inevitably involve in some instances rather heavy travelling expenses.

## A Sports Development Council

260 For the reasons which we have given in the course of our review we are convinced that what is needed in this whole field is a New Deal. It is not simply a matter of money, though that comes into it. It is not simply a matter of administration, though that comes into it too. Certainly it is not a matter of simply creating enthusiasm. There is plenty of enthusiasm and of interest; but there is also plenty of frustration, dissatisfaction and, in some parts of the field, disillusion. It is clear to us that some way must be found of fostering the interest and dispelling the dissatisfaction, so that more and more people may be enabled to enjoy the recreative benefits of sport, games and outdoor activities.

261 Perhaps the most obvious and clear-cut proposal that has been made—though it is significant that none of our witnesses has supported it—is that there should be established a new Department of State, called the Ministry of Sport, which should have an overall direction both of finance and of policy. It would presumably be given some powers over the existing Governing Bodies of the separate sports, and it might assume a general responsibility both for their domestic management of their respective games and for Britain's participation in international sporting contests.

262 We have no hesitation in rejecting this proposal. The notion of subjecting to ministerial and departmental management activities so diverse and so essentially spontaneous as those with which we are concerned is, we believe, foreign to the whole national attitude towards sport. We might possibly gain something in efficiency, both domestically and internationally. But the price would be a very heavy one, in the unavoidable increase in 'official' control, in the inevitable discouragement of voluntary service in the administration of sport and in the, to us, incongruous juxtaposition of departmental control and private leisure-time activity. Whatever examples may be quoted from other countries, we regard this form of direction as inappropriate to the history and

present circumstances of sport and outdoor activities in this country.

263 A more nearly acceptable proposal is that increased responsibilities in this field should be given to the Ministry of Education. This Ministry is already closely connected with the administration of grants in connection with the leisure-time activities of young people and of those who come within the wide ambit of further education. It has a long-standing and trusted relationship with the local education authorities, and is therefore in close administrative touch with the whole country; it is familiar with the activities of a wide variety of voluntary organisations; and its responsibilities in this whole field have been increased with the acceptance in principle of the major recommendations of the Albemarle Committee, so that yet wider ranges of leisure-time interests will now come within its sphere of influence. There is a case for including the whole realm of sport within the varied empire of this Ministry.

264 Yet in spite of all these advantages we do not believe that this is the right solution. For while the Ministry of Education may with justification be regarded as the appropriate public agent for the leisure-time activities of young people, it must be remembered that our own concern is not only with young people but with men and women of all ages as participants in any kind of sport or outdoor activity. It is a far cry from the normal concerns of the Ministry of Education to a group of old-age pensioners playing bowls in a public park. By the same token, it is clear that the local education authorities are intimately involved in local provision for the physical recreation of young people: it is less clear that they are appropriately concerned with a village cricket match. Again, it is not clear that the Ministry of Education or the local education authorities could conveniently deal with the national Governing Bodies of sport. It is true that the Ministry has relationships with some of the Governing Bodies at present, and we have no ground for supposing that these are in any way unsatisfactory. But it is one thing to make grants for specific purposes, like coaching schemes, to six or seven Governing Bodies: it is another thing to be involved in more general dealings with all of them as a continuing departmental responsibility. Further, some of the needs which we believe must be met would necessitate dealings not only with local education authorities or Governing Bodies, but also, for instance in connection

with the provision of swimming baths or sports centres, with local authorities of all sizes from County Councils to Rural District Councils. The Government Department which is in daily contact with these local authorities is not the Ministry of Education but the Ministry of Housing and Local Government; and it is not difficult to foresee some administrative untidiness or even confusion of responsibility if for certain purposes these local authorities were to find themselves dealing with the Ministry of Education.

265 Another objection to the Ministry of Education's being regarded as the appropriate agent for the distribution of State financial aid for sport is the international aspect. We have come to the conclusion that some public money should be available for supplementing the efforts of voluntary bodies, such as the British Olympic Association and the Governing Bodies of sport, to see that Britain is adequately represented at certain major international events like the Olympic Games, the British Empire and Commonwealth Games and the European Championships, as well as some of the international events affecting individual amateur sports. This is not—and without amending legislation could not become—a realm into which the Ministry of Education can enter.

266 There is a further point which we feel bound to make, although we are conscious that it may sound ungracious and unappreciative of the valuable work which the Ministry of Education has over the years done in this field. It must be admitted that in the minds of many people the Ministry of Education has, in recent years, enjoyed no very high reputation for enterprise and vigour in matters connected with leisure-time activities. The comparative quiescence of policy, especially in connection with the Youth Service, has created a public impression of some lack of interest on the part of the Ministry in this area of its responsibilities. This impression may be very unfair to the Ministry; it must be remembered that there have been clamant needs in connection with school building, teacher training and the development of technical education which have understandably been given priority over social and recreative activities. Further, in addition to priorities within a single Government Department there are priorities in national needs and it is probable that, over the past fifteen years, Government policies have restrained successive Ministers from doing what they themselves would have wished to do. There is recent evidence of a serious effort to make better

provision for leisure-time activities. But the fact remains that the impression persists, and in consequence we have been bound to take it into account, along with the points we have already made, in coming to our conclusion that an extension of the responsibilities of the Ministry of Education would not be the answer to our problems.

267 We have been made aware of a special form of machinery formerly in use within the Ministry (or, as it then was, the Board) of Education. The National Fitness Council was established in 1937 for the very purpose of encouraging projects in many ways similar to those in which we are interested. Its procedure involved its advising the Board of Education on the award of grants, to be made by the Board in accordance with the appropriate legislation. It is clear, from what we have learned, that it would be a mistake to revive such machinery. Administrative complications, overlapping of function, delay in decision, and a separation of advice from responsibility seem to be almost inevitable under such an arrangement; and we have reason to believe that a revival of such a procedure would be welcomed by none of the parties most intimately concerned.

268 We believe, in short, that none of these solutions would be satisfactory, and that no adaptation of existing machinery would give us the New Deal which we wish to see. The new approach must strike the country's imagination, it must be free from any suspicion that these concerns are just being lumped in with other duties already imposed on an existing Government Department, and it must ensure that whatever organisation is created to deal with these matters is one which is expressly designed to do this specific job with the greatest possible degree of urgency and effectiveness.

269 We therefore recommend the establishment of a Sports Development Council. What we have in mind is not a body of specialist experts, or of representatives of the various sports and games, but a small body of six to ten persons of varied experience who have a general knowledge of the field and such personal standing as will give them accepted authority and influence. The Council would be either responsible to the Lord President of the Council or directly appointed by the Chancellor of the Exchequer. There are in existence several bodies which are in part analogous

to the Council we have in mind. The Arts Council, the Development Commission, the University Grants Committee all have some features in common with the body we propose. The National Parks Commission and the Youth Service Development Council differ from it in that they are officially associated with the Ministry of Housing and Local Government and the Ministry of Education respectively, whereas in our picture of the Sports Development Council a direct connection with one particular Ministry would, for the reasons we have given, be undesirable.

270 It is not, in our view, desirable that we should try to lay down in detail the procedure which such a body would adopt. But it is right that we should indicate what we believe to be the pattern of its functions.

271 We picture the Sports Development Council as receiving each year a sum of money made available to it directly by the Treasury. This would be disbursed, either in the form of specific capital grants or as contributions to annual revenue, to two kinds of body. First, there would be what we have called the 'composite' bodies; and from them it might receive applications for assistance towards what might be regarded as the appropriate activities of each. For instance, the British Olympic Association might properly, in our view, ask for supplementation of the money raised from voluntary sources in support of Olympic teams; the Central Council of Physical Recreation might apply for grants in support of the National Recreation Centres; the National Playing Fields Association might be encouraged, by *ad hoc* grants, in its policy of assisting in the provision of facilities for sport, in the form of playing fields or indoor 'barns'.

272 Secondly, the individual Governing Bodies' might apply for grants according to their needs and the needs of their constituent members. The major Governing Bodies would be unlikely to have the same needs as the minor ones; whereas the former might legitimately use public money for particular experiments, either in coaching or in the provision of special playing surfaces, the latter might reasonably ask for help in providing office accommodation or secretarial assistance. There would be opportunity also for the making of grants, channelled through the Governing Bodies,

(1) *In this chapter we include within the term Governing Bodies all the national associations concerned with physical recreation.*

to their regional and local members. Needs would vary, and we would hope that the Sports Development Council would neglect neither adventurousness on the part of the established bodies nor the simpler and more mundane requirements of those who are still struggling.

273 We believe that this money should come from the Treasury, out of the Government's normal revenue from taxation. It has been suggested to us more than once that the development of sport might be financed either by direct subsidy from the Pools or by earmarking for this purpose some or all of the revenue which comes to the Government from the Pools. We do not endorse these suggestions. Apart altogether from moral objections which might well be felt to a direct link-up between the Pools and amateur sport, we do not think that the earmarking of particular revenue for a specific purpose is good in principle or effective in practice.

274 Besides these straightforward and comparatively simple grants of money there would be a rather different mode of operation in relation to the main providers of facilities, the local authorities and the local education authorities. We have discussed many possibilities in the relationships between them and a new Council which was independent of existing Government Departments. We have reviewed, for instance, the possibility that money from the Sports Development Council might be channelled through the relevant Government Departments to the local authorities and the local education authorities. But we have thought that this procedure would not be satisfactory: it might well involve the well-known difficulty of 'double grant', and, if there were to be Advisory Committees to the Sports Development Council established in connection with the Departments, some of the problems which beset the National Fitness Council might easily recur. We have therefore reached the conclusion that in its relation with these statutory bodies the function of the Sports Development Council would not be, as in its relations with the composite bodies and the Governing Bodies it would be, one of distributing cash grants. We have reason to believe that what these statutory bodies need is not so much cash to spend as permission to spend the cash which they are themselves prepared to expend. We have been impressed by the evidence which has reached us of local enthusiasm, translated into readiness to undertake expenditure from the rates, for many of the objects we ourselves have in mind. The prime hindrance, we understand,

is not local lack of money but rather central permission to spend it.

275 We would therefore hope that on the basis of the comprehensive information which, as we suggest below, it will have at its disposal, the Sports Development Council would be permitted, or even authorised, to recommend year by year an allocation, earmarked for this purpose, in the capital investment programme of local authorities and local education authorities. We are well aware of the problems which attend the Government's decisions about the capital investment programme. But we believe that some modification of it, by the raising of the ceiling which the relevant Departments are at present compelled to fix to local authority expenditure on playing fields, swimming baths and similar capital investment projects, would be fully justified as a national investment. For so long as such projects are in competition with, for instance, sewers and roads it is inevitable that these prime necessities should have first claim; we would hope that some relaxation of the limits of spending would enable healthy recreation to get a fair share of the expenditure.

276 Whatever the precise procedure which might, after due consideration by the Government, be adopted, it is of the first importance that any such additions to the capital investment programme should be earmarked for the purposes we have in mind. The whole object of our proposals would be defeated if this additional expenditure were to be absorbed into the normal capital allowances for schools or for roads. Nor should we wish to disturb the existing administrative relationships between the Government Departments concerned and their local counterparts. What we have in mind is a capital allocation which is explicitly recognised as being over and above the standard provisions and specifically designated for purposes of recreative physical activity.

277 We believe that a Sports Development Council would very rapidly achieve a position which was unique in this whole field. It would be at the centre of a web of information and consequent action, with a chance of taking a view at once synoptic and objective which no existing body is able to take. By reason of its knowledge of the needs of the composite bodies, the Governing Bodies, Government Departments, local authorities and local education authorities, it would assemble a total picture which none of these

separately could hope to possess. We should hope that as a contribution to this over-all view the relevant Government Departments would be willing to nominate assessors or observers to sit with the Council.

278 There are, clearly, important questions which would need to be answered before the Council were actually set up. For example, should there be separate Councils for Scotland and Northern Ireland? Or should the machinery we have proposed apply to the whole of Great Britain and Northern Ireland, with delegation to 'chosen instruments' outside England and Wales? How far should grants from the Sports Development Council always require a proportionate amount of money to be raised by the applicants for such grants? What sort of a guarantee should it require in the case of its capital grants that subsequent maintenance costs would be met? We have not thought it to be our duty to do more than call attention to these issues. On other, more detailed, questions we think it inappropriate to lay down in advance detailed procedures for a body which, if it is to command public respect, should work out the answers to these questions for itself.

279 On one point we do feel bound to offer an opinion, and that is the annual amount of spending which we envisage as appropriate to the Council we have proposed. The two major political parties, in their pre-election publications, both advocated some public support of the kind we have outlined. The figure which they attached to their suggestions was an annual expenditure of some £5,000,000, though they differed as to the details of its allocation. On the basis of the evidence which has been submitted to us, we do not believe that this figure would be adequate to the country's total needs, taking together both capital investments in physical recreation by statutory authorities and grants to the voluntary bodies operating in this field. £5,000,000 may well be something like the amount which in any one year might be distributed in cash, either by way of non-recurrent grant or in assistance towards the recurrent expenditure of the composite bodies and the individual Governing Bodies of the various sports. But we would add also a similar amount, of £5,000,000, as the annual sum to be sanctioned for capital expenditure by the statutory bodies in the ways we have suggested. This would not, of course, represent an additional cash payment to the Council for it to disburse; it would be the additional amount which statutory bodies would be allowed to spend. We

do not think that this figure would disturb the whole of the national economy; at the same time, we do think that permission to local authorities and local education authorities to spend up to this amount, over and above the present permitted limits, would make an enormous difference to the provision of facilities throughout the country. We recommend accordingly.

280 We envisage the Council as assuming the direct financial relationships which at present exist between Government Departments and the composite bodies and the Governing Bodies of sport. It would not be possible, in our opinion, to deal by separate forms of machinery with the grant policy we have suggested and the presently existing grant-aid which some of these bodies receive. Both from the point of view of coherent policy-making and from the point of view of administrative tidiness all these operations should be in the hands of one central authority, and in our opinion that should be the Sports Development Council.

281 There will be other functions for the Sports Development Council to perform. Before it can intelligently enter upon its career it will need to collect a great deal more information than is at present available. Indeed, its first task might well be to cause to be undertaken, by the various statutory and voluntary bodies which possess or can readily obtain the necessary information, a complete countrywide survey of the existing facilities. It is almost unbelievable, but it is true, that this comprehensive information is nowhere available. We have reason to believe, for instance, that the Ministry of Housing and Local Government would welcome this operation, in order that strategically sensible location of expensive centres for sport might be ensured. Similarly, there is urgent need of inquiry into the optimum size of outdoor playing-spaces and of the indoor 'barns' we have mentioned, and into the most appropriate equipment of both. A good deal of information is available on most of these topics, but it has not yet been systematically collected or comprehensively considered.

282 There are, no doubt, further fields of inquiry into which the Council might venture. There is, for instance, the whole question of the connection between physical activities and health. It is generally accepted (and we agree) that in the sense that health implies absence of disease and fitness a subjective sense of well-being, both physical and mental, sport, games and recreation generally

## SPORT AND THE COMMUNITY

exert a beneficial influence on both. But, surprisingly enough, this impression can be substantiated to only a very small extent. With the very limited resources available to them several medical and scientific groups (the British Association of Sport and Medicine, the Consultant Medical Panel of the C.C.P.R., the Ergonomics Society, certain branches of the Medical Research Council, and the Medical Officers of the Governing Bodies of sport) have carried out constructive and instructive work. But much of this has hitherto been un-co-ordinated, and we see a real opportunity here for the Sports Development Council to encourage and stimulate an increased and more widespread interest in medical and scientific matters related to sport. Not the least significant of these are advances in methods of training and technique and the importance from the economic point of view of reducing the amount of time lost in industry and in school by sports injuries.

283 There will, in short, be plenty for a Sports Development Council to do. We strongly believe that only in this sort of way can the proper claims of recreative physical activity, as an integral part of the nation's life, be met.

## CHAPTER 6

# Summary of Conclusions and Recommendations

For convenience we list below our main conclusions and recommendations.

### *Chapter 2 — The Present Position*

More should be done to make known the information derived from overseas visits of study and the important material contained in foreign and international specialist publications on sport and physical education. [Paragraph 52]

### *Chapter 3-- Some Special Factors and Problems Examined*

#### (a) 'THE GAP'

2 The Albemarle Committee's recommendations about the place physical recreation should occupy in the whole Youth Service field are endorsed. [Paragraph 56]

3 There should be a much clearer and more effective linking up between the Youth Service, statutory and voluntary, on the one hand, and the bodies responsible for games, sports, and outdoor activities on the other. [Paragraphs 56 and 62]

4 There should be more recognition on the part of youth leaders of the value of participation in single activities. [Paragraph 57]

5 More time should be found in training courses for youth leaders, for some instruction in and fuller information about sports and activities which for many young people constitute a major interest. [Paragraph 57]

6 More should be done to ensure that young people in their last months at school and their first months at work are well informed about the opportunities open to them in the field of sport.

[Paragraph 60]

## (b) FACILITIES

7 It is regretted that the powers and financial resources of the National Parks Commission are so limited. [Paragraph 66]

8 More recognition of the contribution they could make is needed by the authorities which control natural facilities, e.g. inland waterways and reservoirs. [Paragraph 66]

9 More should be done by local authorities to provide sites for light-weight camping, and by local authorities and local education authorities to provide cheap and simple accommodation in the wilder countryside. (Paragraph 66)

o A sustained educational campaign is needed in the schools, and above all in the homes, to make good country behaviour a settled habit. [Paragraph 67]

ix Dual use of playing field facilities could be more widespread, given local co-operation and simple organisation. [Paragraph 72]

12 It is hoped that the practice will grow of allowing others to use facilities, provided by industry, which would otherwise not be employed to capacity. [Paragraph 73]

13 There is a clear need for more playing facilities, in the right places, of the right kind, and with the necessary ancillary accommodation, and particularly for all-weather, floodlit surfaces. [Paragraphs 74-76]

14 Provision for women's team games is less adequate than for men's. [Paragraph 77]

15 New interests should be catered for. [Paragraph 77]

More proper athletics tracks, with the necessary ancillary provision, are required. [Paragraph 78]

17 More swimming baths are urgently needed. As a general rule this provision should be indoor. [Paragraph 79]

18 The most serious shortage of facilities is that for indoor games and sports. This can only be met by the action of local authorities or local education authorities. The erection of large 'barns' would provide for many needs. [Paragraphs 80-84]

19 The establishment of experimental multi-sports centres is recommended. The initiative in establishing them must come in the main from local authorities and local education authorities. [Paragraphs 88-89]

## (c) COACHING

20 Coaching opportunities in this country should be improved and extended. The present British system has considerable merits, especially that of linking sport closely with school and education. [Paragraphs 106-109]

21 The characteristics of a good coaching scheme are availability, quality, continuity and progressiveness. Coaching schemes should be based on co-operation between physical education specialists, exponents of sport and those concerned with the general processes of education. [Paragraphs 112-115]

22 Recommendations are made about the principles on which coaching schemes should be developed. [Paragraph 116]

23 Industrial firms are urged to release employees to attend training courses for voluntary coaches and leaders. [Paragraph 116 (vi)]

24 A balance must be preserved between the needs of the average player and of the top-class performer. [Paragraphs I 18-119]

25 Where necessary and appropriate, financial aid should be given to the establishment and maintenance of organised training schemes in the field of outdoor activities. It is hoped that any necessary expansion of the work of the rescue bodies might be financially aided. [Paragraph 124]

## (d) ORGANISATION, ADMINISTRATION AND FINANCE

26 No fundamental change is suggested in the general pattern of our sports organisation but greater co-operation and integration are needed (a) between the Governing Bodies of sport themselves; (b) between youth organisations and specialist clubs; (c) between the Youth Service and the national specialist bodies; (d) between local authorities and local education authorities in the provision and use of facilities; and (e) between local education authorities and the specialist sports bodies. [Paragraph 128]

27 It is not necessary or desirable for each separate activity to have a complete regional and local set-up. [Paragraph 129]

28 More efficient headquarters administrative machinery is needed for many activities: good administration is inseparable from successful coaching and development work. [Paragraphs 130-131]

29 It is not felt that the case for establishing a centrally situated 'Headquarters for Sport' in London or the other capital cities has been established. [Paragraphs 132-135]

30 The technical and administrative resources of the Central Council of Physical Recreation in the regions and of the Scottish Council of Physical Recreation should be strengthened to enable them to meet future demands. [Paragraphs 138-140]

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31 Statutory financial support should be available towards the maintenance costs of National Recreation Centres. [Paragraph 141]

32 Statutory financial support should be available to assist the work of the British Olympic Association and of the four British Empire and Commonwealth Games Councils. [Paragraph 143]

33 Statutory financial support should be available to strengthen the headquarters administrative and technical work of the National Playing Fields Association. [Paragraph 148]

34 There is no public desire for one single large organisation charged with the duty of co-ordinating all sport in this country. [Paragraph 149]

35 Urgent consideration should be given to the possibility of relaxing capital restrictions on expenditure by local authorities and local education authorities on facilities for physical recreation. [Paragraph 153]

36 Local education authorities should reconsider their charges for the hire of their facilities with a view to keeping them within the reach of groups or clubs wanting to use them. [Paragraph 154]

37 Local education authorities should be generous in giving grant-aid to enable potential coaches and leaders to attend residential and other training courses, and their readiness to give such grant-aid should be made better known. [Paragraph 155]

38 Local rating authorities are asked to examine with sympathy and generosity the claims of sports bodies for rating relief. [Paragraph 160]

39 Consideration should be given to the possibility of offering exemption from income tax to non-profit-making national bodies concerned with the development of amateur sport. [Paragraph 162]

### (e) AMATEURISM

40 We are unanimous in our dissatisfaction with the present position, though we are not agreed as to the ultimate solution for the present difficulties. We are united in recommending:

(a) that the Governing Bodies should meet together with a view to ending the anomalies arising from their different attitudes to amateurism; and

(b) that the Governing Bodies should accept the duty of ensuring that whatever definitions or rules they lay down are observed. [Paragraph 176]

## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

### (f) INTERNATIONAL SPORT

41 Feelings about national prestige should be kept within reasonable bounds. [Paragraph 181]

42 A national team should be composed of the best performers in the country. [Paragraph 184]

43 The benefits to be derived from and conferred by international sport should not be confined to national teams of the highest standard. [Paragraph 190]

### (g) THE INFLUENCE OF THE PRESS

44 Greater attention to accuracy in newspaper reports and comment should be given by sports editors and sports journalists. Those reporting sporting events should be suitably qualified. 'Ghost' writing should be discontinued. [Paragraphs 201-205]

45 Meetings should be arranged from time to time between sports editors and representatives of Governing Bodies of sport. [Paragraph 212]

### (h) TELEVISION AND RADIO

46 Television and radio make a valuable contribution to the development of sport and cannot justly be said to increase watching/ at the expense of participating. [Paragraph 222]

47 National sports bodies should do their best to co-operate with television and radio and to adjust themselves to the problems that television (particularly) creates for some of them. [Paragraph 223]

### (i) SUNDAY GAMES

48 We do not regard as improper in itself participation in games on Sundays, but we ask for restraint in the organisation of sporting activities on Sundays. We would object to any move to organise professional sport on Sundays. [Paragraphs 225-227]

49 No player should be handicapped through unwillingness to play on Sundays. [Paragraph 230]

## *Chapter 4—Scotland, Northern Ireland and Wales*

50 Our main findings and recommendations apply equally to all parts of the United Kingdom. [See Preface]

51 Local authorities and local education authorities in Northern Ireland are invited to consider whether they can do more to promote post-school physical recreation by co-operating with voluntary bodies and making facilities available. [Paragraph 248]

52 Financial aid should be given to the Central Council of Physical Recreation in Northern Ireland to enable it to give greater administrative help to sports bodies. [Paragraph 249]

53 Those concerned with school and Youth Service recreation in Wales should make fuller use of the facilities existing in Wales for training in outdoor activities. [Paragraph 254]

54 The appropriate statutory bodies in Wales and Northern Ireland are asked to continue to give encouragement and financial assistance to residents there who wish to attend leadership courses at the National Recreation Centres in England and Scotland. [Paragraph 259]

### *Chapter 5 — A Sports Development Council*

55 A Sports Development Council, of six to ten persons, should be established, to be responsible to the Lord President of the Council or directly appointed by the Chancellor of the Exchequer. This Council should receive each year a sum of money made available to it directly by the Treasury. [Paragraphs 269-271]

56 £5,000,000 is suggested as the amount to be distributed in cash in any one year by the Sports Development Council, either by way of non-recurrent grants or in assistance towards the recurrent expenditure of the composite bodies and the individual national associations concerned with physical recreation. A figure of £5,000,000 is also recommended as an annual sum to be sanctioned over and above existing permissions for capital expenditure by statutory bodies for the specific purposes of recreative physical activity. [Paragraph 279]

57 The Sports Development Council is envisaged as assuming the direct financial relationships which at present exist between Government Departments and the composite bodies and the Governing Bodies of sport. [Paragraph 280]

*(Signed)* J. F. WOLFENDEN (Chairman)

MABEL ALLEN  
GERALD CESTR :  
ELIZABETH B. CLARKE  
GODFREY H. INCE  
J. L. LONGLAND  
A. D. MUNROW  
H. A. PAWSON  
ARTHUR PORRITT

10th August 1960

## Questionnaire

The questionnaire reproduced below was circulated to all the bodies represented on the Central Council of Physical Recreation and the Scottish Council of Physical Recreation, to other interested organisations and to some individuals.

### *(A) Questions on your particular sport*

#### *Question 1* EXTENT OF ACTIVITY

Could you please supply information which would show the extent to which your activity (a) is at present practised in this country, (b) was practised ten years ago, (c) was practised immediately before the last war? Explanatory comments will be welcomed—for instance, distinguishing between official membership of the organisation and non-official participation in the activity.

#### *Question 2* PROBLEMS AND HANDICAPS

What are the main problems and handicaps which your organisation faces, and what suggestions would you like to make of practicable measures that could help you to overcome them? It would be convenient if your answers could be given under the following headings: (a) finance, (b) facilities, (c) manpower—(i) paid, (ii) unpaid. Under (a) we should be interested to know what are the sources of your present income and in what proportions the income is derived from each of them. A copy of your annual budget or financial statement would be appreciated. Under (b) we should value some estimate of the extent to which existing facilities are fully used. Under (c) we should like to know how far you are able to meet the need for coaching and instruction.

#### *Question 3* ADVISORY AND CO-ORDINATING BODIES

Have you any comments to make on the services which are available through any of the existing co-ordinating or advisory bodies for sport, or any suggestions about ways in which those services might be improved ?

## SPORT AND THE COMMUNITY

### *Question 4* AMATEURISM AND PROFESSIONALISM

Do you consider it desirable that any action should be taken to deal with the present confused position arising out of the different definitions and practices with regard to amateurism and professionalism in different sports? Is the present situation in your view satisfactory? If the distinction and separation between amateurs and professionals is to continue, would your sport be willing to reconsider its definition of amateurism in the interest of arriving at one definition applicable to all sports? (It would be helpful if you could include in, or attach to, your reply a statement defining your policy about amateurism, adding whether your own practices are the subject of international agreement.)

### *Question 5* SUNDAY PLAY

Has your association any official policy or views about Sunday play ?

### *Question 6* RADIO AND TELEVISION

Do you regard radio and television as factors likely to discourage to a significant extent personal participation in your activity, or as likely to have an adverse effect on your finances?

### *Question 7* SCHOOL AND AFTER-SCHOOL

Do you consider that in your activity the links between the schools and the post-school world are satisfactory, or that more needs to be done to encourage young people to participate in it after they have left school ? Do you take any steps to interest school-leavers? What arrangements do you make for training boys and girls (a) while they are at school, (b) after they have left?

### *Question 8* VALUE OF YOUR ACTIVITY

In what particular ways would you say that your activity promotes (a) physical health and well-being, (b) what might be called 'psychological' health and well-being, (c) what is normally known as 'character training' ?

### *Question 9* FAMILY PARTICIPATION

Are there any ways in which your sport encourages, or lends itself to, joint participation by different members of a family of different ages?

## QUESTIONNAIRE

### *(B) Questions about Sport in General*

#### *Question 1* NATIONAL ORGANISATION OF SPORT

Would you care to put forward any views about the general provision and organisation of sport in this country ? In particular:

- (a) Is there need for more co-operation between, and more co-ordination of, the various national bodies concerned with sport ?
- (b) Is there adequate co-operation between statutory bodies (such as Government Departments and local authorities) and voluntary sports bodies, national and local ?
- (c) Is the best possible use made, locally and nationally, of existing facilities ?
- (d) Would you welcome or deplore the possibility of increased financial help from governmental or other public sources for the promotion of sport in this country?

#### *Question 2* 'PLAYING TO WIN'

Do you think that 'playing to win' has assumed too much importance compared with 'playing for fun' ?

#### *Question 3* THE PRESS

Do you think that the influence of the Press and of professional sport writers is beneficial or harmful ? If either, in what ways?

#### *Question 4* INTERNATIONAL COMPETITION

Do you think that international competition is (a) good for sport in general, (b) good for the competitors, (c) good for international relations? If international competitions are to continue and Britain is to continue to take part in them, have you in mind any alterations in present practices and methods which would, in your view, increase British prestige in these matters ?

## APPENDIX II

# Written and Oral Evidence

### *1—List of bodies who gave written or oral evidence to the Committee*

(Where oral evidence was given the names of the witnesses are added)

All England Ladies' Lacrosse Association  
All England Netball Association  
All England Women's Hockey Association  
Amateur Athletic Association  
Amateur Basket Ball Association of England and Wales  
Amateur Basket Ball Association of Ireland—Ulster Council  
Amateur Boxing Association  
Amateur Dancing Association Ltd.  
Amateur Fencing Association  
Amateur Fencing Association—Northern Ireland Section  
Amateur Rowing Association  
Amateur Swimming Association  
Army Cadet Force Association  
Army Sport Control Board  
Association for Jewish Youth  
Association of Chief Education Officers  
Association of Directors of Education in Scotland  
Association of Education Committees  
*Mr. B. S. Braithwaite, Chief Education Officer, East Sussex*  
*Dr. F. Lincoln Ralphs, Chief Education Officer, Norfolk*  
*Alderman Mrs. .M. Scott, J.P., Chairman, West Ham Education Committee*  
*Dr. W. P. Alexander, Secretary*  
Association of Further Education Officers in Scotland  
Association of Head Mistresses, Incorporated  
*Miss D. N. Glenday, President (1958160)*  
*Miss A. F. Bull*  
*Miss H. E. Vidal*

WRITTEN AND ORAL EVIDENCE Association of Head  
Mistresses, Incorporated—Scottish Branch Association of Industrial  
Sports and Social Club Secretaries  
Association of Lecturers in Physical Education—Scotland  
Association of Municipal Corporations  
Association of Northern Ireland Education Committees  
Badminton Association of England  
Belfast Commercial Boating Club  
Boys' Brigade  
Boy Scouts Association  
British Amateur Athletic Board  
British Association of Organisers and Lecturers in Physical Education  
*Miss M. Evans, Physical Education Organiser, Middlesex*  
*Mr. K. gory, Physical Education Organiser, Somerset*  
British Boxing Board of Control  
British Canoe Union  
British Cycling Federation  
British Empire and Commonwealth Games Council for England  
British Empire and Commonwealth Games Council for Scotland  
British Empire and Commonwealth Games Council for Wales  
British Gliding Association  
British Horse Society  
British Judo Association  
British Judo Association—Northern Ireland Section  
British Legion, Scotland  
British Olympic Association  
*The Marquess of Exeter, K.C.M.G., LL.D., Chairman of the Council*  
*Mr. K. S. Duncan, M.B.E., General Secretary*  
British Show Jumping Association  
British Sub-Aqua Club  
Camanachd Association  
Cambridge University Tiddlywinks Club  
Camping Club of Great Britain and Ireland  
Canadian Sports Advisory Council  
*Major A'. W. Davies*  
*Dr. Doris W. Plewes*  
Carnegie College of Physical Education  
Cave Research Group of Great Britain

## SPORT AND THE COMMUNITY

Central Committee on Camping Legislation  
 Central Council of Physical Recreation  
*Sir Stanley Rous, C.B.E., J.P., Chairman, Executive Committee Miss  
 P. C. Colson, O.B.E., General Secretary*  
 C.H.A., The  
 Chelsea College of Physical Education  
 Chester Training College  
 Church Army—Youth Department  
 Church of Scotland Youth Clubs' Federation  
 Civil Service Sports Council  
 Clay Pigeon Shooting Association  
 Coal Industry Social Welfare Organisation (Scottish Divisional Committee)  
 Co-operative Youth Movement  
 Corporation of Glasgow, Education Department  
 County Councils Association  
*Mr. A. Lubbock, Chairman, Education Advisory Sub-Committee  
 Mr. S. T. Broad, Chief Education Officer, Hertfordshire Dr.  
 C. E. Gurr, Chief Education Officer, Middlesex Mr. L. W. K.  
 Brown, Deputy Secretary*  
 Croquet Association  
 Cyclists' Touring Club  
 Duke of Edinburgh's Award, The  
*Sir John Hunt, C.B.E., D.S.O., D.C.L., LL.D., Secretary*  
 Dunfermline College of Physical Education  
 English Bowling Association  
 English Folk Dance and Song Society  
*Mr. D. Kennedy, O.B.E., Director  
 Commander J. A. Elwin, D.S.C., R.N.(Ret'd.),  
 Secretary*  
 English Golf Union  
 English Lacrosse Union  
 English Table Tennis Association  
 Football Association, The  
 Football Association of Wales  
 Girl Guides Association  
 Girls' Guildry  
 Girls' Life Brigade  
 Grand National Archery Society  
 Headmasters' Conference  
 Hockey Association

## WRITTEN AND ORAL EVIDENCE

Holiday Fellowship  
 Huntley & Palmers Ltd.  
 I.M. Marsh College of Physical Education  
 Incorporated British Association for Physical Training  
 Inland Waterways Association  
 Institute of Park Administration (Incorporated)  
 International Association of Margaret Morris Movement  
 Irish Mountaineering Club—Belfast Section  
 Irish Table Tennis Association—Ulster Branch  
 Jewish Lads' Brigade  
 Joint Committee of the Four Secondary Associations (Incorporated  
 Association of Head Masters; Association of Head Mistresses, Incorporated;  
 Incorporated Association of Assistant Masters; Association of Assistant  
 Mistresses, Incorporated)  
 Keep Fit Association of England and Wales  
 Ladies' Amateur Fencing Union  
 Ladies' Golf Union  
 Lady Mabel College of Physical Education  
 Lawn Tennis Association  
 Lever Brothers, Port Sunlight, Limited  
 London and Greater London Playing Fields Association  
 London County Council  
 London County Council Parks Department  
*Mr. W. Wilkes*  
 Manchester Sports Guild  
 Marylebone Cricket Club  
 Medau Society of Great Britain and Northern Ireland  
 Ministry of Education  
*Mr. E. B. H. Baker, O.B.E., Assistant Secretary, Adult Education and  
 Muth Service Branch  
 Miss R. Foster, HALL, Staff Inspector of Physical Education  
 Mr. E. Major, M.B.E., H.M.I., Staff Inspector of Physical Education  
 Mr. H. R. Davies, H.M.I., Inspector—Wales*  
 Modern Pentathlon Association of Great Britain  
 Mountaineering Association  
 National Association of Boys' Clubs  
 National Association of Groundsmen  
*Mr. A. McTaggart, Hon. General Secretary*  
 National Association of Head Teachers  
 National Association of Mixed Clubs and Girls' Clubs  
 National Association of Schoolmasters

SPORT AND THE COMMUNITY

National Association of Youth Service Officers  
 National Council for Schools' Sports (English Schools' Cricket Association;  
 English Schools' Football Association; English Schools' Rugby Union;  
 English Schools' Swimming Association; Schools' Amateur Boxing  
 Association; Schools' Athletic Association)  
 National Cross Country Union of Scotland  
 National Federation of Community Associations  
 National Federation of Women's Institutes  
 National Playing Fields Association  
*The Lord Luke, T.D., D.L., Chairman*  
*Lieut.-Colonel H. L. Hollis, Chairman of Organisation Committee*  
*(dec'd. 1959)*  
*Vice-Admiral H. G. Norman, C.B., C.B.E., General Secretary*  
 National Playing Fields Association Technical Department  
*Mr. R. B. Gooch, Technical Adviser*  
 National Rounders Association  
 National Skating Association of Great Britain  
 National Small-Bore Rifle Association  
 National Trust  
 National Union of Women Teachers  
 Nonington College of Physical Education  
 Northern Ireland Netball Association  
 Outward Bound Trust  
 Physical Education Association of Great Britain and Northern Ireland *Miss*  
*Eileen Alexander, President, and Principal of Bedford College of Physical*  
*Education*  
*Miss D. Fawcett, Senior Woman Organiser of Physical Education,*  
*Gloucestershire (dec'd. 1959)*  
*Mr. I. E. Kane, Principal Lecturer in Physical Education, St. Mary's*  
*College, Twickenham*  
 Police Athletic Association  
 Race Walking Association  
 Ramblers' Association  
 Ramsgate Olympia Football Club  
 Road Runners' Club  
 Royal Academy of Dancing  
 Royal Air Force Physical Fitness Branch  
 Royal and Ancient Golf Club of St. Andrews  
 Royal Life Saving Society  
 Royal Navy and Royal Marines Sports Control Board

WRITTEN AND ORAL EVIDENCE

Royal Yachting Association  
 Rugby Fives Association  
 Rugby Football League  
 St. John's College, York  
 St. Paul's College, Cheltenham  
 Scottish Amateur Athletic Association  
 Scottish Amateur Fencing Union  
 Scottish Amateur Swimming Association  
 Scottish Amateur Weight-Lifters' Association  
 Scottish Amateur Wrestling Association  
 Scottish Archery Association  
 Scottish Association for Physical Education (Men)  
 Scottish Association of Boys' Clubs  
 Scottish Association of Mixed Clubs and Girls' Clubs  
 Scottish Badminton Union  
 Scottish Bowling Association  
 Scottish Churches' Tell Scotland Movement—Sports Group Workshop  
 Scottish Council for Health Education  
 Scottish Cricket Union  
 Scottish Cyclists' Union  
 Scottish Gliding Union, Ltd.  
 Scottish Ladies' Lacrosse Association  
 Scottish Lawn Tennis Association  
 Scottish League for Physical Education (Women)  
 Scottish National Council of Young Men's Christian Associations  
 Scottish Netball Association  
 Scottish Official Board of Highland Dancing  
 Scottish Schoolgirls' Athletic Association  
 Scottish Schools' Football Association  
 Scottish Ski Club  
 Scottish Universities Physical Education Association  
 Scottish Women's Hockey Association  
 Scottish Women's Keep Fit Association  
 Sheffield Amateur Sports Club Ltd.  
 Silver Hound Riding Club  
 Society of Medical Officers of Health  
 Sports Turf Research Institute  
*Mr. J. R. Escritt, Assistant Director*

## SPORT AND THE COMMUNITY

Sports Writers' Association  
 Squash Rackets Association  
 Surrey County Playing Fields Association  
 Table Tennis Association of Wales  
 Ulster Amateur Gymnastic Association  
 Ulster Branch of the Irish Rugby Football Union  
 Ulster College of Physical Education  
 Ulster Council, Irish Lawn Tennis Association  
 Union of Maccabi Associations  
 Universities Athletic Union  
 University of Wales Athletic Union  
 Urdd Gobaith Cymru (Welsh League of Youth, Incorporated)  
 Welsh Amateur Gymnastic Association  
 Welsh Hockey Association  
 Welsh Rugby Union  
 Women's Amateur Athletic Association  
 Women's Amateur Rowing Association  
 Women's Cricket Association  
 Women's Keep Fit Association of Northern Ireland  
 Women's League of Health and Beauty  
 Young Men's Christian Association  
 Young Women's Christian Association—Menai Bridge Mixed Youth Club  
 Young Women's Christian Association Group—Scotland  
 Young Women's Christian Association Group—Wolverhampton  
 Youth Camping Association  
 Youth Hostels Association of England and Wales

*2—List of individuals who  
 submitted written evidence to the Committee*

(Those who also gave oral evidence are marked with an asterisk\*)

Mr. John Arbuthnot, M.B.E., T.D., M.P.  
 The Hon. J. J. Astor, M.B.E.  
 Sir Archer Baldwin, M.C.  
 The Duke of Beaufort, K.G., P.C., G.C.V.O.  
 Mr. F. M. Bennett, M.P.  
 Mr. Richard Body  
 The Rt. Hon. Arthur Bottomley, O.B.E.  
 \*Major-General the Viscount Bridgeman, K.B.E., C.B., D.S.O., M.C.  
 Mr. A. Fenner Brockway, M.P.  
 Mr. T. E. W. Browne

## WRITTEN AND ORAL EVIDENCE

Sir Herbert Butcher, Bart., M.P.  
 The Lord Archbishop of Canterbury  
 Mr. R. Carr, M.P.  
 Mrs. H. B. Cheadle  
 The Marquess of Cholmondeley, G.C.V.O.  
 Mr. F. Z. Claro  
 Commander F. W. Collins, R.N. (Ret'd.)  
 The Viscount Colville of  
 Culross Mrs. Ruth Colyer  
 Sir Roger Conant, Bart., c.v.o.  
 Mr. J. J. Cook  
 Mr. H. Cooke  
 Lieut.-Colonel J. K. Cordeaux, C.B.E., M.P.  
 \*The Lord Cottesloe, G.B.E., T.D.  
 Sir George Beresford Craddock, M.P.  
 Mr. J. Cronin, M.P.  
 Mr. S. Knox Cunningham, M.P.  
 The Lord Dalton, P.C.  
 Sir Henry d'Avigdor-Goldsmid, Bart., D.S.O., M.C., M.P.  
 Mr. Geoffrey de Freitas, M.P.  
 Mr. A. D. Dodds-Parker  
 Mr. H. A. Flower  
 Dr. R. Friedlaender  
 The Rt. Hon. Hugh Gaitskell, C.B.E., M.P.  
 Lady Gammans, M.P.  
 Mr. L. J. S. Gleave  
 Mr. Douglas Glover, T.D., M.P.  
 \*Mr. Philip Goodhart,  
 M.P. Mr. Alan Green, M.P.  
 Mr. P. W. Green  
 Mr. Harold E. Gurden, M.P.  
 Dr. L. Guttman, C.B.E., Director, National Spinal Injuries Centre,  
 Stoke Mandeville Hospital  
 The Lord Hampton,  
 D.S.O. Dr. Somerville  
 Hastings Mr. T. H.  
 Hawtin  
 The Rt. Hon. Arthur Henderson, Q.C., M.P.  
 Mr. R. J. Hoare  
 Mrs. W. P. Hopkins  
 Mr. Richard Hornby, M.P.  
 Sir Anthony Hurd, M.P.  
 Mr. T. L. Iremonger, M.P. The  
 Lord James of Rusholme Mr.  
 J. E. B. Jamieson

## SPORT AND THE COMMUNITY

Mr. E. S. T. Johnson, M.C., M.P.  
The Rt. Hon. Arthur Creech Jones, M.P.  
Mr. J. A. Langford-Holt, M.P.  
Major Sir Edward Legge-Bourke, K.B.E., M.P.  
Mr. K. G. Livingstone  
Mr. David Llewellyn  
Mr. J. B. Llewellyn  
\*Mr. P. B. Lucas, D.S.O., D.F.C.  
Mr. J. E. MacColl, M.P.  
Mr. A. Macdonald, Director of Physical Education, The Queen's  
University of Belfast  
Mr. Martin Maddan, M.P.  
Mr. A. R. Malcolm, Superintendent of Physical Education, Cambridge  
University Department of Human Ecology and University Health Service The  
Lord Bishop of Manchester  
Sir Frank Markham, M.P.  
Mr. T. A. Mason  
\*Mr. Ian Mikardo  
The Viscount Monck  
Mr. J. G. Morrison, T.D., M.P.  
Mr. F. W. Mulley, M.P.  
Mr. W. Noble  
Mr. Francis Noel-Baker, M.P.  
\*The Rt. Hon. P. J. Noel-Baker, M.P., Chairman, Parliamentary Sports  
Committee  
Mr. Gordon North  
The Lord Bishop of Norwich  
Mr. Richard H. Nugent, M.P.  
Mr. T. C. Pannell, M.P.  
Mr. Alan Pennington  
Miss O. M. Pim, Principal, Ulster College of Physical Education  
The Rt. Hon. Martin Redmayne, O.I.O., M.P.  
The Lord Bishop of Salisbury  
The Lord Shackleton, O.B.E.  
Flight Lieutenant H. E. Sharp  
The Lord Bishop of Sheffield  
Mr. P. Smiles, O.B.E.  
Mr. James Smyth  
Brigadier Sir John Smyth, Bart., V.C., M.C., M.P.  
Mr. J. H. Stevenson  
Mr. A. M. Stratton Smith

## WRITTEN AND ORAL EVIDENCE

Mr. S. T. Swingler, M.P.  
Dr. E. McKenzie Taylor, C.I.E., M.B.E.  
Mr. J. D. R. T. Tilney, T.D., M.P.  
The Rt. Hon. Sir Gordon Touche, M.P.  
Vice-Admiral B. C. Watson, R.N. (Ret'd.)  
\*Lieut.-General the Lord Weeks, K.C.B., C.B.E., M.C., T.D.  
(dec'd. 1960)  
Mr. Geoffrey Wilson, M.P.  
The Lord Bishop of Winchester  
Mr. Patrick Wolrige-Gordon, M.P.  
The Lord Archbishop of York The  
Rt. Hon. Kenneth Younger

### *3—List of individuals*

#### *who gave oral evidence to the Committee*

Sir Adolphe Abrahams, O.B.E., M.D., F.R.C.P.  
Mrs. K. B. Alderslade, Senior Representative, West Midlands Region,  
C.C.P.R.  
Mr. H. S. Altham, C.B.E., M.C.  
Dr. Roger Bannister, C.B.E.  
Mr. John Barrett  
Mr. Christopher Brasher  
Miss Elaine Burton  
Mr. E. H. L. Clynes, O.B.E.  
Mr. Denis Compton, C.B.E.  
Mr. H. P. Crabtree, M.B.E., Senior Coaching Adviser, M.C.C. Youth  
Cricket Association  
Mr. J. Degg, Senior Youth and Community Organiser, Stoke-on-Trent  
Education Department  
Mr. John Disley  
Mr. G. H. G. Dyson, Chief National Coach, Amateur Athletic Association  
Dr. O. G. Edholm, Head of the Division of Human Physiology, National  
Institute for Medical Research, Medical Research Council  
The Marquess of Exeter, K.C.M.G., LL.D.  
Mr. R. J. Findlay  
Mr. J. Eaton Griffith, C.M.G., O.B.E.  
Miss Judy Grinham  
Mr. G. R. Harding, Youth Employment Officer, Essex Education  
Committee  
Mr. W. J. Hicks  
Mr. Bernard Joy

## SPORT AND THE COMMUNITY

Mrs. K. C. Latto, Senior Representative, North Midlands Region, C.C.P.R.

Mr. Johnny Leach

Mr. H. Littlewood, Senior Representative, London and South-Eastern Region, C.C.P.R.

Mr. J. L. Manning

Mr. Dan Maskell, Training Manager, Lawn Tennis Association

Mr. Larry Montague (dec'd. 1960)

Colonel F. D. Prentice

Mr. G. R. Richards, Senior Representative, Eastern Region, C.C.P.R.

Miss Gillian Sheen

Mr. W. J. Slater

Miss E. G. Taylor, former National Coach, All England Women's Hockey Association

Dr. H. W. Thompson, C.B.E., F.R.S.

Sir William Emrys Williams, C.B.E., Secretary-General, The Arts Council

Mr. Peter Wilson

Mr. Walter Winterbottom, Director of Coaching, The Football Association

## APPENDIX III

### *Some extracts from or references to relevant Acts of Parliament imposing duties or conferring powers on Government Departments or local authorities in England and Wales in connection with the promotion of physical recreation*

(Legislation which affects Scotland or Northern Ireland alone has not been included)

#### A. MINISTRY OF EDUCATION

##### I. PHYSICAL TRAINING AND RECREATION ACT, 1937

*Section 3(r)*—The Minister of Education may, in accordance with arrangements approved by the Treasury, make grants:

(a) towards the expenses of a local voluntary organisation in providing, whether as a part of wider activities or not, or in aiding the provision of, facilities for physical training and recreation, including, but without prejudice to the generality of the foregoing words, the provision and equipment of gymnasiums, playing fields, swimming baths, bathing places, holiday camps and camping sites, and other buildings and premises for physical training and recreation;

(b) towards the expenses of a local voluntary organisation in respect of the training and supply of teachers and leaders; and

(c) to the funds of any national voluntary organisation having such objects as aforesaid, either in aid of its work as a whole, or in aid of any specified branch of its work.

The powers of the Minister under paragraph (a) of this subsection shall not extend to the making of a grant in aid of the maintenance of such facilities as aforesaid, except that, if the Minister certifies that the circumstances of a local voluntary organisation are such that special hardship or difficulty would be occasioned if such a grant were not made to it, the Minister may make such a grant.

*Section 3(3)*—The Minister may, with the approval of the Treasury, take steps for disseminating knowledge with respect to the value of physical training and recreation.

*Section 9*—In this Act, unless the context otherwise requires, 'voluntary organisation' means any person or body of persons, whether corporate or unincorporate, carrying on, or proposing to carry on, an undertaking otherwise than for profit.

2. THE SOCIAL AND PHYSICAL TRAINING GRANT REGULATIONS, 1939, gave the Minister of Education power to make grants to an association recognised by him for :

- (a) the provision and maintenance of facilities for social and physical training in England or Wales, including payment of leaders, instructors and wardens, and the hiring and equipping of premises;
- (b) training of leaders, etc.; and
- (c) incidental expenses of organisation and administration.

## B. POWERS OF A LOCAL AUTHORITY AS SUCH

### 1. PUBLIC HEALTH ACT, 1875

*Section 164*—Any urban authority may purchase or take on lease, lay out, plant, improve and maintain lands for the purpose of being used as public walks or pleasure grounds, and may support or contribute to the support of public walks or pleasure grounds provided by any person whomsoever....

### 2. PUBLIC HEALTH ACTS AMENDMENT ACT, 1890

*Section 45*—The powers of an urban authority under section 164 of the Public Health Act, 1875, to contribute to the support of public walks or pleasure grounds, shall include a power to contribute towards the cost of the laying out, planting, or improvement of any lands provided by any person which have been permanently set apart as public walks or pleasure grounds and which, whether in the district of the urban authority or not, are so situated as to be conveniently used by the inhabitants of the district, and shall also include a power to contribute towards the purchase by any person of lands so situate and to be so set apart as aforesaid.

### 3. PUBLIC HEALTH ACTS AMENDMENT ACT, 1907

*Section 76(1)*—The Minister of Housing and Local Government, for the purposes of this section, may make rules prescribing restrictions or conditions subject to which any powers conferred by the section shall with respect to any area in a public park or pleasure ground be exercisable in relation to the enclosure or setting apart of the area, or in relation to the use of the area as the site of a building or convenience.

Subject to the restrictions or conditions prescribed by rules made under this section, the local authority shall, in addition to any powers under any general Act, have the following powers with respect to any public park or pleasure ground provided by them or under their management and control, namely, powers:

- (a) to enclose during time of frost any part of the park or ground for the purpose of protecting ice for skating, and charge admission to the part enclosed, but only on condition that at least threequarters of the ice available for the purpose of skating is open to the use of the public free of charge;
- (b) to set apart any such part of the park or ground as may be fixed by the local authority, and may be described in a notice board affixed or set up in some conspicuous position in the park or ground for the

purpose of cricket, football, or any other game or recreation, and to exclude the public from the part set apart while it is in actual use for that purpose;

(c) to provide any apparatus for games and recreations, and charge for the use thereof, or let the right of providing any such apparatus for any term not exceeding three years to any person;

(g) to provide and maintain any reading rooms, pavilions, or other buildings and conveniences, and to charge for admission thereto . . . ;

(i) to provide and maintain refreshment rooms in any such park, and either manage them themselves or, if they think fit, let them to any person for any term not exceeding three years.

### 4.. PUBLIC HEALTH ACT, 1925

*Section 56(5)*—When any part of the park or ground has been set apart by the local authority for the purpose of cricket, football or any other game or recreation under paragraph (b) of subsection ( 0 of the principal section, the local authority may charge reasonable sums for the use thereof for that purpose.

*Note:*

(i) Rural Districts may make similar provision in a parish by virtue of the Rural District Councils (Urban Powers) Order, 1931.

(ii) County Councils have precisely the same powers by virtue of section 14 of the Open Spaces Act, 1906, as that quoted above for urban authorities under section 164 of the Public Health Act, 1875.

(iii) The 'principal section' referred to in section 56, Public Health Act, 1925, is section 76, Public Health Acts Amendment Act, 1907.

### 5. LOCAL GOVERNMENT ACT, 1894

*Section 8(1)*—A parish council shall have the following additional powers, namely, power

(b) to provide or acquire land . . . for a recreation ground and for public walks; and

(d) to exercise with respect to any recreation ground, village green, open space, or public walk, which is for the time being under their control, or to the expense of which they have contributed, such powers as may be exercised by an urban authority under section 164 of the Public Health Act, 1875, or section 44 of the Public Health Acts Amendment Act, 1890, in relation to recreation grounds or public walks, and sections 183 to 186 of the Public Health Act, 1875, shall apply accordingly as if the parish council were a local authority within the meaning of those sections. . . .

## 6. OPEN SPACES ACT, 1906

*Section 1*—Each of the following bodies shall be a local authority for the purposes of this Act, namely  
the council of any county, of any municipal or metropolitan borough, or of any district;  
the common council of the City of London;  
any parish council invested with the powers of this Act by an order of the council of the county within which the parish is situate. *Section 9*—A local authority may, subject to the provisions of this Act:

- (a) acquire by agreement and for valuable or nominal consideration by way of payment in gross, or of rent, or otherwise, or without any consideration, the freehold of, or any term of years or other limited estate or interest in or any right or easement in or over, any open space or burial ground, whether situate within the district of the local authority or not; and
- (b) undertake the entire or partial care, management, and control of any such open space or burial ground, whether any interest in the soil is transferred to the local authority or not; and
- (c) for the purposes aforesaid, make any agreement with any person authorised by this Act or otherwise to convey or to agree with reference to any open space or burial ground, or with any other persons interested therein.

*Section 10*—A local authority who have acquired any estate or interest in or control over any open space or burial ground under this Act shall, subject to any conditions under which the estate, interest or control was so acquired

- (a) hold and administer the open space or burial ground in trust to allow, and with a view to, the enjoyment thereof by the public as an open space within the meaning of this Act and under proper control and regulation and for no other purpose; and
- (b) maintain and keep the open space or burial ground in a good and decent state,  
and may inclose it or keep it inclosed with proper railings and gates, and may drain, level, lay out, turf, plant, ornament, light, provide with seats, and otherwise improve it, and do all such works and things and employ such officers and servants as may be requisite for the purposes aforesaid or any of them.

*Section 20*—In this Act, unless the context otherwise requires

The expression 'open space' means any land, whether inclosed or not, on which there are no buildings or of which not more than one-twentieth part is covered with buildings, and the whole or the remainder of which is laid out as a garden or is used for purposes of recreation, or lies waste and unoccupied. . . .

## 7. PUBLIC HEALTH ACT, 1936

*Section 1(2)*—In this Act . . . 'local authority' means the council of a borough, urban district or rural district. . . .

*Section 221*—A local authority may provide

- (a) public baths and washhouses;
- (b) public swimming baths and bathing places, either open or covered.

*Section 225(1)*—A local authority may close temporarily to the public any swimming bath or bathing place under their management and may

- (a) grant, either gratuitously or for payment, the exclusive *use* thereof to a school or club, or to persons organising swimming practices or contests, aquatic sports or similar entertainments; or
- (b) themselves use it for such practices, contests, sports or entertainments.

(2)—The authority may make, or authorise the making of, charges for admission to, or for the use of, any swimming bath or bathing place while it is closed to the public under this section.

*Section 226(1)*—A local authority may, during any period between the first day of October and the last day of the following April, close any swimming bath or bathing place under their management, and may, at any time when it is closed, use it, or allow it to be used, or let it, for such purposes, and upon such conditions, as they think fit, and may adapt it for the purpose of being so used or let. . . .

*Section 230(1)*—A parish council may provide baths, washhouses, swimming baths and bathing places, or any of them, either within or without their parish, and for that purpose shall have the like powers as the local authority of the district have under the foregoing provisions of this Part of this Act, and accordingly in those provisions any reference to a local authority or their district shall be construed as including a reference to a parish council or their parish.

*Section 232*—A local authority may provide huts or other conveniences for bathing on any land belonging to them or under their control, and may make charges for the use thereof.

*Section 269* gives a local authority powers to restrict the use of movable dwellings, including tents, to not more than 42 consecutive days or more than 60 days in any 12 months on any land', unless a licence is granted, or except in the case of an organisation (e.g. Camping Club of Great Britain and Ireland) which satisfies the Minister that it takes reasonable steps to secure that camping sites belonging to or provided by or used by its members are properly managed and kept in a good sanitary condition.

The Town and Country Planning Act, 1947, restricts the use of land for purposes of camping to a total of 28 days in any calendar year, but continues the exemption granted to organisations under this section.

## 8. PHYSICAL TRAINING AND RECREATION ACT, 1937

*Section 4(1)*—A local authority may acquire, layout, provide with suitable buildings and otherwise equip and maintain lands, whether situate within or without their area, for the purpose of gymnasiums, playing fields, holiday camps or camping sites, or for the purpose of centres for the use of clubs, societies or organisations having athletic, social, or educational objects, and may manage those lands and buildings themselves, either with or without a charge for the use thereof or admission thereto, or may let them, or any portion thereof, at a nominal or other rent to any person, club, society or organisation for use for any of the purposes aforesaid.

The authority may also provide and, where necessary, arrange for the training of, such wardens, teachers and leaders as they may deem requisite for securing that effective use is made of the facilities for exercise, recreation and social activities so provided.

(3)—A county council may provide public swimming baths and bathing places under Part VIII of the Public Health Act, 1936, and, accordingly, in sections 221 to 229 of that Act any reference to a local authority or their district shall, in relation to public swimming baths or bathing places, be construed as including a reference to a county council or their county.

(4)—A local authority may contribute towards expenses incurred by another local authority, whether under this or any other Act, or by a voluntary organisation, in providing or maintaining within the area of the contributing authority, or on a site where it will benefit any of the inhabitants of that area, anything mentioned in subsection (1) of this section, or a swimming bath or bathing place.

(5)—Section 69 of the Public Health Act, 1925, and so much of the Museums and Gymnasiums Act, 1891, as relates to gymnasiums, shall cease to have effect and any property held by a local authority for the purposes of the enactments thus repealed shall, without any necessity for formal appropriation, be held by them for the purposes of this section.

*Section 9*—In this Act, unless the context otherwise requires, 'local authority' means the council of a county, county borough, metropolitan borough, county district or parish, and the common council of the City of London. ...

## 9. PHYSICAL TRAINING AND RECREATION ACT, 1958

*Section 1(1)*—The power conferred on local authorities by subsection (4) of section 4 of the Physical Training and Recreation Act, 1937 (which relates to contributions by local authorities towards expenses of providing and maintaining gymnasiums, playing fields, swimming baths and other facilities) shall include power for a local authority to make a loan to a voluntary organisation for meeting (wholly or in part) any expenses of that organisation, being expenses towards which the local authority could make a contribution under that subsection;

Provided that a loan shall not be made in the exercise of that power for meeting any expenses of maintenance, or for meeting any other expenses which are not of such a description as to be properly chargeable to capital account.

## 10. HOUSING ACT, 1957

*Section 93(1)*—The powers of a local authority under this Part of this Act to provide housing accommodation shall include a power (either by themselves or jointly with any other person) to provide and maintain with the consent of the Minister in connection with any such housing accommodation any building adapted for use as a shop, any recreation grounds, or other buildings or land which in the opinion of the Minister will serve a beneficial purpose in connection with the requirements of the persons for whom the housing accommodation is provided.

## II. CARAVAN SITES AND CONTROL OF DEVELOPMENT ACT, 1960

C. POWERS OF A LOCAL EDUCATION AUTHORITY  
EDUCATION ACT, 1944

*Section 41*—Subject as hereinafter provided, it shall be the duty of every local education authority to secure the provision for their area of adequate facilities for further education, that is to say

- (a) full-time and part-time education for persons over compulsory school age; and
- (b) leisure-time occupation, in such organised cultural training and recreative activities as are suited to their requirements, for any persons over compulsory school age who are able and willing to profit by the facilities provided for that purpose:

Provided that the provisions of this section shall not empower or require local education authorities to secure the provision of facilities for further education otherwise than in accordance with schemes of further education or at county colleges.

*Section 53(1)*—It shall be the duty of every local education authority to secure that the facilities for primary, secondary and further education provided for their area include adequate facilities for recreation and social and physical training, and for that purpose a local education authority, with the approval of the Minister, may establish, maintain and manage, or assist the establishment, maintenance and management of camps, holiday classes, playing fields, play centres, and other places (including playgrounds, gymnasiums, and swimming baths not appropriated to any school or college), at which facilities for recreation and for such training as aforesaid are available for persons receiving primary, secondary or further education and may organise games, expeditions and other activities for such persons, and may defray or contribute towards the expenses thereof.

(2)—A local education authority, in making arrangements for the provision of facilities or the organisation of activities under the powers

conferred on them by the last foregoing subsection shall, in particular, have regard to the expediency of co-operating with any voluntary societies or bodies whose objects include the provision of facilities or the organisation of activities of a similar character.

#### D. POWERS OF A LOCAL HIGHWAY AUTHORITY

##### STREET PLAYGROUNDS ACT, 1938

*Section 1 (1)* — The council of any county (other than the administrative county of London), metropolitan borough, county borough, borough or urban district, shall have power, for the purpose of enabling any roads within their area in respect of which they are the highways authority to be used as playgrounds for children, to make an order prohibiting or restricting, subject to such exceptions and conditions as to occasional user or otherwise as may be specified in the order, the use of any specified road by vehicles, or by vehicles of any specified class or description, either generally or on particular days or during particular hours:

Provided that an order made under this section with respect to any road shall make provision for permitting reasonable access to premises situated on or adjacent to the road.

#### E. POWERS OF A LOCAL PLANNING AUTHORITY

##### I. TOWN AND COUNTRY PLANNING ACT, 1947

*Section 5(2)*—Subject to the provisions of any regulations made under this Act for regulating the form and content of development plans, any such plan shall include such maps and such descriptive matter as may be necessary to illustrate the proposals aforesaid with such degree of particularity as may be appropriate to different parts of the area; and any such plan may in particular

(a) define the sites of proposed roads, public and other buildings and works, airfields, parks, pleasure grounds, nature reserves and other open spaces or allocate areas of land for use for agricultural, residential, industrial or other purposes of any class specified in the plan; . . .

##### 2. NATIONAL PARKS AND ACCESS TO THE COUNTRYSIDE ACT, 1949

*Section 12(1)*—A local planning authority whose area consists of or includes the whole or any part of a National Park may make arrangements for securing the provision in their area (whether by the authority or by other persons)

- (a) of accommodation, meals and refreshments (including intoxicating liquor);
- (b) of camping sites; and
- (c) of parking places and means of access thereto and egress therefrom and may for the purposes of such arrangements erect such buildings and

carry out such work as may appear to them to be necessary or expedient; Provided that a local planning authority shall not under this section provide accommodation, meals or refreshments except in so far as it appears to them that the facilities therefor are inadequate or unsatisfactory, either generally or as respects any description of accommodation, meals or refreshments, as the case may be.

*Section 13(1)* — A local planning authority whose area consists of or includes the whole or any part of a National Park may, as respects any waterway in the Park and within the area of the authority, carry out such work and do such other things as may appear to them necessary or expedient for facilitating the use of the waterway by the public for sailing, boating, bathing or fishing:

Provided that a local planning authority shall not under this section provide facilities of any description except in cases where it appears to them that the facilities of that description are inadequate or unsatisfactory.

*Section 64W*—A local planning authority may with the approval of the Minister make an access agreement with any person having an interest in land, being open country, in the area of the authority whereby the provisions in that behalf of this Part of this Act shall apply to the land. *Section 93(I)*—Where it appears to the council of a county or county borough, as respects a road in their area, being a road in a National Park or in an area of outstanding natural beauty or a road forming part of a long-distance route, that it is expedient that the use of the road by traffic of any particular description should be restricted on the grounds

(a) . . . .

(b) in the case of a road forming part of a long-distance route, that the use of the road by such traffic would prejudice the use thereof by persons journeying on foot or on horseback, the following provisions of this section shall have effect.

(2)—The council shall consider what restrictions appear to them to be requisite on the grounds mentioned in the last foregoing subsection and shall also consider the extent (if any) to which any such restrictions would interfere with

- (a) the reasonable requirements of members of the public as users of traffic of the description proposed to be restricted;
- (b) any reasonable requirements for such traffic to have access to premises situated on or near the road; and
- (c) any other special or local requirements as to the use of the road by traffic of that description.

(3)—If after such consideration as aforesaid the council are of the opinion that it is expedient so to do, the council may make and submit to the Minister of Transport an order imposing, either generally or in such cases or subject to such exceptions as may be specified in the order, such restrictions as may be so specified on the use of the road by traffic of any such description as may be so specified.