



# Youth and Development in the Caribbean

COMMONWEALTH SECRETARIAT

# Youth and Development in the Caribbean

REPORT

of the

Commonwealth Caribbean Regional Youth Seminar

Port of Spain, Trinidad

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# FOREWORD

by the Commonwealth Secretary-General

Brilliant sunshine, a cloudless blue sky, dazzling white beaches, an iridescent sea, palm trees gently swaying in the breeze, lush vegetation and fragrant blossom, the pulsating rhythm of the steel band - - - - -

This is the Caribbean - at least, as seen through the polaroids of the tourist. Small wonder that he feels mildly envious of the inhabitants of these islands in the sun.

Perceived through unshaded eyes, however, the illusion changes and the sky is no longer cloudless. To Caribbean leaders and their people, the natural beauty of the environment is also an incongruous backdrop for the social ferment of which they are part and parcel.

Here among a group of newly emerging nations may be found an amalgam of most of the known forms of the youth problem. The educated drop-out jostles against the frustrated primary school leaver, the drug scene grows ominously, traditional authority is challenged and condemned and existing social attitudes are called sharply into question. The search for identity is vigorous and a place in the sun is no longer enough.

From the Caribbean cauldron many other developing countries of the Commonwealth may not only gauge the range of problems which they are likely to encounter, as their educational systems approach the degree of sophistication of those in the West Indies, but they may also recognise promising lines for their solution. The enterprise of young people in pioneering the development of the Guyanese interior, in serving their communities as volunteers, in acquiring new skills in youth

camps, in operating co-operatives, and small scale businesses etc., point the way and reflect the capabilities and resilience of youth.

Political emergence has brought in its wake a dramatic change in the attitudes and outlook of young people. They want to serve, and they demand channels to make service possible.

The Caribbean region shares with the rest of the developing world the loss from the rural areas of the more ambitious and able young people who join, in increasing numbers, the drift into towns. Some of the islands suffer even more from the emigration of the best qualified. Of 784 nurses trained in Jamaica between 1962 and 1966, 729 migrated to other countries. It would be all too simple to argue that the "pull factors" - better salaries, higher standards of living etc., are altogether responsible. Surely, there are also "push factors" such as lack of encouragement, disincentives, and disillusion.

The disillusion can best be dispelled by the direct involvement of young people in the development process, by the delegation of real responsibility for part of the nation building to those who will have to live in such nations until well into the 21st century. Half the population of the Caribbean is under the age of 25; this is too high a proportion to be left out of the consultations relating to decisions about their future. Confidence in the young and involvement of the young are the keys to peaceful progress.

Goodwill on the part of the existing community leaders will evoke the co-operation of those who will inherit the world now being fashioned. The alternative to co-operation and mutual trust is an unhappy prospect. The problem is with us now; decisions must be made without delay. Don Fabun's story of the Shafter cow in The Dynamics of Change carries the moral for our times and should help to instil in us all a due sense of urgency:

"At exactly 5:13 a.m., the 18th of April, 1906, a cow was standing somewhere between the main barn and the milking shed on the old Shafter Ranch in California, minding her own business. Suddenly, the earth shook, the skies trembled, and when it was all over, there was nothing showing of the cow above ground but a bit of her tail sticking up. For the student of change, the Shafter cow is a sort of symbol of our times.

She stood quietly enough, thinking such gentle thoughts as cows are likely to have, while huge forces outside her ken built up all around her and, within a minute, discharged all at once in a great movement that changed the configuration of the earth and destroyed a city and swallowed her up . . . If we do not learn to understand and guide the great forces of change at work in the world today, we may find ourselves like the Shafter cow, swallowed up by vast upheavals in our way of life - quite early some morning."

In the Caribbean people of many different races and creeds are labouring to build nations, as their national blazons testify. Out of many, Jamaica seeks to mould one people; Trinidadians aspire together and achieve together; in Barbados they progress on the basis of pride and industry, while Guyana moves forward as one people, one nation with one destiny. In all of this youth must and will play its part.

A handwritten signature in black ink, appearing to read "Amos Lovell". The signature is stylized and cursive, with a long horizontal stroke extending from the middle of the name.

## THE SEMINAR IN PERSPECTIVE

At the official opening ceremony Dr. Hugh W. Springer, Commonwealth Assistant Secretary-General, delivered an address in which he outlined the events leading up to the Seminar and put into perspective some of the problems of youth. The text of his address is reproduced below.

\* \* \*

This seminar is not an isolated event, but the second of a series of three meetings. The first of these meetings, like the present one, was a regional seminar on the problems of youth training and employment in Commonwealth countries. The region on the first occasion was Africa and the seminar was held in Nairobi last November. The third meeting, we hope, will be a Commonwealth-wide conference of Ministers concerned with youth problems and youth activities. This may well take place some time next year.

These three meetings followed from discussion at the last Prime Ministers' meeting, in January 1969, of possible Commonwealth co-operation in the youth field. The ideas contained in a paper submitted to the Heads of Government on this subject received their general support, and the Secretariat was instructed to continue its studies of youth problems. That was the first time that youth questions had been raised at a Prime Ministers' meeting. But, of course, these matters had come up for discussion, in one or other of their aspects, at successive Commonwealth Education Conferences, for example, at the Ottawa Conference in 1964 and at Lagos in 1968: and the Secretariat undertook between 1967 and 1969 a survey of programmes of vocational and social training of primary school leavers in the Commonwealth African countries. A similar survey has been carried out in the Caribbean, references to which will be made during the present Seminar.

We are indebted for their help on both occasions to three men very well known for their work on different aspects of our subject: first, Mr. Alec Dickson, who in his chosen speciality of voluntary youth service has established for himself a unique reputation in the world. His early pioneering experience in East and West Africa led to his establishing in Britain Voluntary Service Overseas and, later, Community Service Volunteers; and his advice has in recent years been sought by governments as widely separated as Hong Kong, Nigeria, India and the United States of America; next, Professor Archibald

Callaway, who for more than a decade has been devoting his distinguished research talents to the investigation of factors affecting employment among school leavers in Nigeria and means by which employment for them can be promoted; and, finally, Mr. Patrick van Rensburg, whose experiments in development-oriented secondary education and vocational training in Botswana have attracted interest and admiration throughout the world.

We have also been fortunate in being able to draw on outstanding local talent and experience. To give the keynote address, we have Mr. William Demas of Trinidad, who is at present Secretary-General to the Caribbean Regional Secretariat; and as consultant we have Mr. Vin Lawrence of Jamaica, who is perhaps the leading authority on youth work in the Caribbean. At present he is United Nations Adviser to the Government of Guyana, and we have to thank both the Prime Minister of Guyana and the United Nations for releasing Mr. Lawrence.

These Seminars differ from our usual conferences in the respect that those who take part do not do so as delegates expressing the point of view of their Governments. Many of them are not Government officials. Nor, may I add, are they here to represent the views or attitudes of any particular age-group or interest-group. They attend because of their practical knowledge and their experience in the field. Our aim is to distil from their accumulated wisdom some ideas that we hope will be of use to Governments and others who have to make and carry out policy in the areas that we shall be discussing.

Bringing together the best available people is obviously of the first importance for success in such an enterprise, and we have tried our best to do this on both occasions. The method of operation is also important. We shall use here a method very similar to the one we used in Nairobi, and its success on that occasion makes us look forward with confidence to at least an equal success during the next ten days.

One of the points agreed on in Nairobi (and I feel sure it will be agreed here also) was that in considering the problems of youth training and employment attention should be specially directed to the contribution that youth can make to national development, which is the central pre-occupation of new nations. This means that our discussion must be in the context of the Caribbean as a developing area and must take account of the fact that the young want to be involved. They want, as they say, "a piece of the action". This attitude on the part of youth is a

factor which must obviously be turned to account in the working out of any solutions to the problems of training and employment. It is one of the factors common to all our situations, whatever may be the nature of our social, political or economic milieu, and whatever may be the stage of our development. The main point, however, is that youth itself is not the problem; the problem is rather how to help the young to find a role in a society that has changed and is changing so rapidly that adjustment to change is always too long delayed.

Another conclusion that stood out prominently in the Nairobi discussion was the need for efficiency in co-ordinating the activities of the numerous agencies involved, inevitably and properly, in youth training and employment. These include different ministries and Government departments, at both central and local levels, as well as voluntary bodies and international agencies. Obviously there can be no one answer to this problem of co-ordination that would apply to all situations, but it is always possible that stimulating ideas may be thrown up in discussion and may suggest solutions or partial solutions. Meanwhile, the presence of the Minister of Education as our Chairman is a symbol of the central importance of education in all matters affecting youth in the twentieth century. We hope that at later stages of the seminar the interest of other Ministers whose portfolios are also relevant will be shown by their association with us.

In the Secretariat we spare no pains in the preparation of Commonwealth meetings, but inevitably a considerable burden falls on the shoulders of the local Government. On this occasion we were fortunate in that the seminar was within one of the portfolios of the Prime Minister, who took a personal interest in it from the start. This ensured that everything possible was done to give us the support that we needed. We are sorry that he is not here today to receive in person our very warm thanks for his interest and help. The work of organising the local preparations has been carried out with great thoroughness and efficiency by an inter-departmental Committee under the Chairmanship of the Parliamentary Secretary for Community Development and Youth Affairs, Mrs. Muriel Donawa McDavidson. We are grateful to her and to the members of her Committee, and also to Mr. Cyril Forde, who is for the purposes of the seminar our liaison officer with the Government. We consider it very fortunate for us that he was chosen for this assignment.

If I have spoken at somewhat greater length than usual it is because this seminar, like the one in Nairobi, is somewhat different in style and intention from either the general or the specialist conferences usually convened by the Secretariat through its Education Division, and I therefore thought it desirable to put it in its context.

The evolution of Britain and her colonies into the free association of independent countries which we call the Commonwealth will, I am sure, make an encouraging and perhaps inspiring story for the edification of future generations. This new Commonwealth is still in process of formation and, perhaps for that reason, there is something attractive about working for it, the attraction of seeing signs of growth in response to one's efforts. Certainly, I have found great satisfaction in my work during the past four years.

The establishment of the Secretariat in 1965 was important and necessary for the evolution of the new multi-racial Commonwealth with its many levels of wealth and varying stages of development. This would now be universally admitted. But at the time the idea of such a Secretariat did not appeal strongly to all concerned. Its acceptance now is a testimony to the wisdom and foresight of its protagonists. Prominent among these, if I remember rightly, was the Prime Minister of Trinidad and Tobago.

Mr. Chairman, I feel sure that the deliberations over which you do us the honour of presiding will result in a report of great practical value to all who seek solutions to the vital problems with which we are concerned.

SEMINAR OBJECTIVES AND GUIDELINES  
FOR GROUP DISCUSSIONS

I. OBJECTIVES

The objectives of the Seminar are :-

1. To bring together the thinking and experience of persons actively engaged in youth work in the Commonwealth Caribbean and countries with similar problems, and to produce a report which will offer a practical source to which policy-makers can turn for guidance and ideas, and which may prove of use :-

- (a) to encourage and assist governments in formulating or revising their policy for youth and in promoting long-term plans and immediate action in this field;
- (b) to encourage non-governmental organisations active in the field of youth to further develop programmes which will seek to bring about a conscious involvement of young people in the development process and provide for the social needs of out-of-school youth;
- (c) to foster the interest of commerce and industry in the education and training of out-of-school youth as a contributory factor in economic growth and the development of human resources.

2. To encourage co-operation in the field of youth activities through the exchange of information and expertise by direct professional contacts, by the provision of volunteers and other resources, and by any other appropriate means.

3. To consider means by which Commonwealth countries may appropriately co-operate in the youth field.

II. GUIDELINES FOR DISCUSSION

It is suggested that discussion should fall under four main heads :-

A. Identification of the problem



- B. General considerations affecting policy
- C. Planning and implementation
- D. Other factors in the development of programmes.

A. Identification of the problem

1. What are the needs, interests and aspirations of out-of-school youth in the context of the developing countries of the Caribbean today ?
2. What special problems are associated with particular sectors of young people in the Caribbean region, for example, urban youth, young people in rural areas, university students, young people from broken homes, etc. ?
3. To what extent is there a problem created by a lack of opportunity for the involvement of young people with adults in policy-making, planning and implementation of programmes for youth ?
4. What are the employment opportunities for young people and how are young people affected by the employment situation ?

B. General considerations affecting policy

5. How far is the employment situation in individual countries such that it can be affected by training ?
6. How does the employment situation affect the content and objectives of training ?
7. When planning programmes, should any specific sector of out-of-school youth receive priority ?
8. What should be the expenditure priority for programmes for out-of-school youth by comparison with those in the formal education system ?
9. Where should the overall administrative responsibility for youth programmes lie ?
10. How best can co-ordination between youth programmes be attained ?
11. What are the respective roles of governmental and non-governmental organisations in this ?

C. Planning and implementation

(a) Young people in urban areas

12. What are the distinctive training needs of young people in urban areas ?

13. What forms of training and youth activities are most appropriate to these needs ?

14. How can the activities of youth workers be so planned as to reach greater numbers of urban youth who are currently unaffected by established youth service structures ?

15. What role is there for purely social youth programmes? Should they evolve so as to provide for practical training needs?

16. How can activities be planned which will attract increasing numbers of young women into urban youth programmes?

17. In what ways can youth programmes in urban areas be developed so as to provide an opportunity for community service by young people ?

18. What role is there for urban youth programmes in the rehabilitation of young offenders ?

19. How can activities be arranged to involve "educated" youth in upper secondary and higher education in youth activities which relate to national community development as well as healthy personal development ?

(b) Young people in rural areas

20. Where should the training activities be located ? In the work place? In purpose-built institutions ?

21. What is the desirable balance between vocational and non-vocational elements in training activities ?

22. What role is there for non-vocational youth activities ?

23. What distinctive role can be served by a National Youth Service or similar systems such as a national system of youth camps for extended, intensive training ?

24. When employment prospects are limited, can training programmes be planned and executed so as to create employment for their trainees?

25. What provision can be made for the follow-up which is essential after training?

26. Are settlement schemes (a) the most effective, (b) the most appropriate form of follow-up to rural youth training programmes?

27. What particular problems, administrative, sociological, impede the development of settlement schemes in the Caribbean context?

28. How can programmes be devised to cater for the needs of young women in rural areas?

#### D. Other factors in the development of programmes

29. How can the work of the formal school be related to the development of youth programmes? Should the concept of the Community School be developed?

30. What is the role of evaluation procedures in the development of youth programmes and how can these best be organised?

31. What are the appropriate forms of leadership training in the context of youth activities in Caribbean countries and how should these be organised?

32. Can the limited funds available for youth programmes be more effectively utilised? In particular, can the costs of training facilities be restrained in order to benefit greater numbers of young people?

33. How can international co-operation in the organisation and operation of youth programmes best be achieved?

34. How can the contribution of volunteers from overseas be made more effective, and what implications does this have for existing arrangements?

35. How can the trend towards volunteer-sending between Caribbean countries be encouraged and developed further?

36. What form could Commonwealth co-operation in the field of youth most effectively take?

SUMMARY  
OF THE MAIN IDEAS AND SUGGESTIONS

The following list of ideas and suggestions arising from the seminar may prove of assistance in the planning and formulation of policy.

Problems and needs

1. The problems for young people in the Caribbean derive from the geographical location and the history of the area, resulting in pressures and attitudes which make traditional occupations unacceptable even though alternatives are not often available.
2. The pattern of social structure, of maternalistic communities and incomplete families, call for special programmes designed to relieve the adverse social side effects.
3. The paucity of employment possibilities in the modern sector makes it essential to re-examine the possibilities of providing more satisfying employment for young people in the rural areas.
4. Greater efforts should be made to reach young people in urban areas by the provision of developmental and recreational programmes.
5. University students may themselves find anticipated employment opportunities decreasing in the coming years. They should be encouraged to participate as equals with other young people in voluntary development projects.

Priorities

6. Youth problems in the Caribbean are many and varied and call for a diverse pattern of educational and training provision. Out of school education seems to provide the most hopeful means of meeting the needs. Priorities must be established to ensure the best use of available resources, ensuring as far as possible the maximum returns for expenditure.

7. Planning should be flexible enough to be adjusted to changing circumstances and local conditions. No overall pattern will serve the region.

8. Relative costs and returns from formal schooling and out of school education should be assessed and policies adjusted to ensure that each type of provision is relevant to the local needs. Expenditure might be reduced by productive activities and less costly forms of instruction.

9. The expansion of the formal educational system does not provide the long-term answer to high rates of unemployment.

### Young people in urban areas

10. The major need in urban areas is for vocational training for employment or self-employment. Particular attention should be paid to the possibilities of small-scale craft employment.

11. Social and recreational provision should not be overlooked. Organised evening activities help to relieve the effect of poor urban living and play some part in limiting delinquency.

12. An educational element incorporated into youth programmes assists those young people whose social and intellectual development may have been delayed because of the environment of their early childhood.

13. Youth programmes should endeavour to recruit from the more favoured sections of society and also reach out to the "unclubbable". To do this they must avoid arousing suspicion as "official" activities.

14. Special efforts should be made to involve young women in youth programmes, particularly in courses related to home-making, together with educational and recreational facilities.

15. More realistic treatment is needed for the young urban offender, emphasising rehabilitation rather than punitive "correction", working towards his eventual reincorporation into his society.

## Young people in rural areas

16. The impact of the mass media reinforces the desire of many young people in rural areas to move to the towns. Renewed attention should be directed towards interesting young people in the possibilities of improved farming practices. Agricultural training alone will not persuade young people to stay in the rural areas. It must be supported by an overall programme for rural development designed to improve social and material facilities.
17. Training may be appropriately located in institutions, on the job, or in a combination of both, according to the level of training and the nature of the group being trained.
18. On the job training has the advantages of economy and realism but must be carried out by efficient instructors, who must themselves be trained. A cumulative effect of improvement in quality and status can be envisaged.
19. On the job training programmes should involve the local community as far as possible. In this way local leaders may well be identified and accepted.
20. Institutionalised training is appropriate in those cases when there is no existing skill or community upon which to base a programme, when the physical environment necessitates the concentration of training facilities in one place, or when expensive machinery and equipment are necessary.
21. Institutions should endeavour to make training as realistic as possible. Buildings should not be unduly luxurious, nor machinery and equipment outside the young farmer's price range.
22. Instructors in institutions have the advantage of close and continuous association with their students but should avoid falling into traditional teaching patterns.
23. The institution should serve as a base for activities involving the surrounding communities to the maximum possible extent, providing educational, social and recreational facilities.
24. Buildings such as youth centres, not primarily designed as training centres, should be taken into service whenever possible.

25. The content of training courses should be balanced between vocations and non-vocations, in order to produce as far as possible self-reliant young people predisposed to rural occupations but sufficiently adaptable to be acceptable for urban employment, and ready to play an active part in promoting change as local leaders.

26. For rural-based agricultural programmes to succeed, land must be made available to the young trainers on completion of their course, and investigations should be conducted into the introduction of high-earning crops.

27. Occupations in small-scale rural industries offer much potential for development and absorption of young people.

28. All rural programmes should be labour-intensive. Lower wage-levels may be offset by greater motivation.

29. Training programmes should be reviewed continually to ascertain how far they are attaining their objectives.

30. Settlement schemes may be the most appropriate form of training provision in some particular circumstances, but should be very carefully planned and executed if they are to prove both economic and realistic.

31. Training programmes should be related as far as possible to existing and potential employment possibilities. This may involve revising young people's attitudes towards certain occupations. Efficient planning necessitates the co-operation and co-ordination of a number of official departments and agencies.

32. The demand for local goods and produce should be stimulated through the mass media so that the maximum market potential may be exploited by the young people who have been trained.

33. All trainers should be given enough general education to enable them to appreciate the importance of their individual role in the overall pattern of development.

#### Involving young people in development

34. Young people should be involved directly in the planning and execution of youth programmes and given responsible posts within them.

35. Governments should accept responsibility for the financing of youth programmes and determine broad policy.

36. National Youth Councils provided the means for co-operation among organisations and a suitable channel for the expression of opinions, but should be truly representative of all types of youth activities.

37. An important function of youth programmes is to encourage and train community leaders capable of stimulating enthusiasm among young people.

### The role of the school

38. Existing systems of education prepare young people for work in the modern sector of the economy and often result in a lack of sympathy with the less fortunate members of their society.

39. The potential role of the school in the overall development programme is not often recognised. Revised curricula, the opportunity for pupils to engage in community service and the involvement of parents in the life of the school are some ways in which the school could become identified with the needs of the community which it serves and grow into the focal point of community activities.

40. Dual function teachers-social workers could play an important liaison role between school and community.

41. The revised concept of the school would require new approaches to the initial and in-service training of teachers. A common basic training course for all personnel engaged in development work should be considered.

42. The direct involvement of secondary school pupils and university students in development activities should be encouraged.

### Youth services and youth camps

43. The value of residential youth training lies in its combination of general education with the inculcation of vocational skills, social competence and progressive attitudes.



44. The Universities could usefully assist in the evaluation of such programmes.

45. Concern was expressed over the high cost of some youth camps, since this limits the number of young people who can benefit from the courses.

46. Youth camps in rural areas must establish a close relationship with the communities among whom they are sited.

#### Evaluation of youth programmes

47. Efficient systematic evaluation of programmes is essential both to ensure maximum effectiveness and allay doubts about the relevance of the activities. Long-term and continuous assessment techniques can both provide valuable guidance.

#### International co-operation

48. More international gatherings at a practical working level, supplemented by an increased flow of information, could lead to international co-operation on a much increased scale, although care should be taken not to transpose programmes indiscriminately between countries.

#### Volunteers

49. Existing volunteer programmes should be reviewed to ensure that adequate preparation is given to volunteers and that they are selected at an appropriate level with skills to match the needs of their assignment.

50. Consideration should be given to the promotion of a Commonwealth Caribbean Volunteer Service, based upon the existing small-scale scheme.

#### Commonwealth co-operation

51. The Commonwealth Secretariat could play a valuable part in promoting the exchange of information by producing a regular bulletin focusing on Commonwealth youth and detailing

new projects and approaches. A more comprehensive clearing-house function would also be beneficial to all member countries.

52. The Commonwealth Secretariat could also help member countries with various aspects of technical assistance, the promotion of a Commonwealth Volunteer Scheme and the exchange of personnel.

53. A Meeting at Ministerial level of Commonwealth countries would provide a valuable opportunity to discuss co-operation in the field of youth and the development of a Commonwealth Youth Programme.

# PART 1

The Report of the Seminar

# CHAPTER 1

## Problems and Priorities

### Problems - General and Particular

1. In the Caribbean countries of the Commonwealth can be seen a microcosm of the current problems of youth in societies at various levels of development throughout the world.
2. Because of their history, geographical location and close cultural and economic ties with the more developed countries of North America and Western Europe the Caribbean states are affected by many of the youth problems which have arisen in recent years in these countries. Thus, essential features of the youth situation in the Caribbean are the problems of the affluent society, the educated drop-out, the drug scene, and the fundamental questioning of the structures of established society. At the same time the Caribbean countries are not immune to the endemic problem in other developing countries of educated, unemployable youth. Here, as elsewhere, young people are turning away from customary forms of training for traditional occupations and demand the formal schooling and training which, mistakenly, they believe will enable them to find employment in the modern commercial and industrial sectors of the economy. The problem of unemployed youth may be even more acute in the Caribbean than elsewhere, because the formal school systems are comparatively more highly developed there than in most other developing regions. Nor can the Caribbean countries offer to young people surplus land where they can earn some sort of living when their hopes for employment in the modern sector have been finally dashed.
3. In addition to these problems which it shares with other countries, there are in the Caribbean area complicating factors specific to the locality. These include the effects of the region's

social history, the incidence of high population densities, and an often indefinite cultural identity. The social history of the region has bequeathed two major problems. The first is that of inadequate child-parent relationships resulting from a loose family structure, and the second of antipathy towards farming, and manual work generally. Although a high density of population is not common to all Caribbean countries, it has long been a cause for concern in islands such as Barbados, and has largely influenced the widespread tradition of emigration from the region. Problems derive, too, from the fact that so many Caribbean countries, small in size and population, do not have a strong national cultural identity but share to some degree in various cultures deriving from America, Africa, Europe or Asia. The discovery of a regional or national cultural identity is important to the shaping of a national policy for young people which will inspire in them positive motivation towards goals which are in the national interest. An identity may emerge as the result of effect towards clear national goals, as, for example, in Guyana where young people are trained and equipped for pioneering work in the interior. Such a development is less likely in a country such as Dominica, for, although the basic problem is similar to that of Guyana, the much smaller population makes it impracticable to inspire young people by means of a programme on similar lines to that in Guyana.

#### Problems of special sectors of Caribbean youth

##### a) Young women and girls

4. In many Caribbean countries, young women constitute an unusually high proportion of the resident population, the result in some degree of a greater tendency on the part of the young male population to emigrate in search of employment. As a consequence there is a general trend towards economic and social independence on the part of the women in the population. This may be manifested in a greater interest in and willingness to seek out wage-earning employment or a tendency towards female self-assertion. This frequently takes the form of early child-bearing, and leads to a devaluation of the status of marriage as the key relationship in the family structure. A social pattern whereby families

are built around the mother or grandmother is common, so that often there is no central male figure in the early upbringing of children.

5. Two main problems arise from the evident needs of young girls. In the first place, there is an immediate necessity to provide for young women the means of being self-supporting, especially if they have family responsibilities at an early age. Secondly, in the longer term, educational activities must be provided which will promote new attitudes of greater social responsibility towards early motherhood and the role of marriage. These should include sex education and education in family planning.

#### b) Incomplete families

6. There was special concern over the problems of a particular group of young people who are the product of the situation discussed above, young people from incomplete families. In the special social context of the Caribbean countries, "incomplete families" is a more apt description than the term "broken homes" which is often used. The incomplete family frequently produces immature, insecure and unbalanced young people, prone to delinquency and very often ill-equipped to benefit from existing facilities for employment or training. The lack of economic security in such families results in their being deprived of many of the basic requirements of existence at even a rudimentary level. This deprivation can in turn lead to delinquency. The absence of a father figure, of male authority in the home, has often been pinpointed as a weakness widespread in Caribbean society and a contributory cause of the lack of regard for authority that exists among many young people in the region. The whole situation is exacerbated by the practice whereby children are often left by their natural mothers in the care of an elderly grandparent, usually a grandmother, so resulting in both paternal and maternal deprivation. Female teachers predominate in school, and women in the societies in general, so that adolescents frequently are the product of a social environment heavily dominated by women.

7. Consideration was given to possible action to relieve some of the adverse social side-effects of this situation. The participation of male volunteers in youth programmes at all

levels might help to break down the association between certain types of work and one particular sex and increase the general participation of the male community in social work. This process could in turn be reinforced by increasing genuinely integrated activities for both sexes in youth programmes and educational activities generally, so producing greater mutual respect between the sexes. Lastly, it was suggested that through the schools, particularly through social studies courses, there should be a systematic educational effort to promote an awareness of the meaning of responsible parenthood.

### c) Young people in rural areas

8. The problems of youth in rural areas was examined in the recognition that a distinction between rural and urban groups applied essentially to the larger territories. The problems of rural youth, especially in developing societies, were thought to be in many respects universal. The rural areas present many draw-backs in the eyes of young people. Employment tends to be of the traditional sort, small-scale farming or fishing. In Caribbean circumstances these occupations carry the stigma associated with any type of work both arduous and unremunerative. Cash earning employment possibilities are limited and often seasonal. New jobs in agriculture, which would give a new image to agriculture, are few and are expensive to create. Social and recreational amenities, as well as simple physical amenities, are more limited in the rural areas. At least, this is the popular opinion among the rural youths who have not experienced living conditions in the urban slums. The mass media, particularly the radio, now reach all areas, projecting to young people an image which accentuates the advantages of town life, particularly in social and recreational terms, at the expense of village life. One result has been the migration, over several generations, of the more enterprising young people from the rural areas, so depriving these areas of their potential leaders and contributing to a growing demoralisation and widespread feeling of hopelessness.

9. The seminar agreed that the nature of the employment situation facing young people generally made it essential to re-examine the possibilities of the rural areas, providing more satisfying employment for young people. Any new strategy for the rural areas and the involvement of young people in it needs to be based on a wide ranging set of decisions about land use and

accessibility, credit and loan schemes, training in skills and the promotion of positive attitudes towards the land. The particular formula adopted would vary according to the particular social and economic circumstances of each territory. Nevertheless, the seminar believed that the land could be made to provide much more opportunity for satisfying employment. Governments should develop policies towards this end with greater enthusiasm than in the past when the conviction persisted that rapid industrial development would overcome all employment problems, for youth and others.

#### d) Young people in urban areas

10. In many respects the problems of young people in urban areas pertain particularly to the problems of social and material deprivation already mentioned. They are compounded by the fact that most young people in urban areas are necessarily more exposed to the mass media and its image of success and prosperity, to the daily evidence of inequalities of wealth and employment opportunity, to the influence of inflammatory political ideas, and to the harsh facts of a depressed employment situation.

11. Against this, the urban areas offer, in terms of employment, more opportunity of acceptable openings and more social and recreational facilities, although neither quantitatively nor qualitatively can existing facilities be regarded as providing adequate coverage. The great majority of young people, especially those who might be expected to benefit most from involvement in youth programmes, are not reached by either governmental or voluntary provision. There is an urgent need both for the expansion of existing structures and for experimentation with new initiatives, whether by modifying the operation of present structures or by devising entirely new approaches, seeking to make contact with and involve urban youth to a much greater extent than in the past.

#### e) University Students

12. Students in universities and other post-secondary institutes constitute a further group of young people with special needs and requirements. The university student is better equipped than the school leaver at present to face the facts of the prevailing employment situation, but while the



unemployed graduate is not yet commonly encountered in the region, this possibility is foreseeable in certain instances. Employment at the level expected by the university graduate cannot always be guaranteed to him, and already there is some lowering of job aspirations on the part of young graduates.

13. In certain territories, most conspicuously Barbados, the over-production of educated manpower is a long-established tradition. Employment problems have been resolved in the past by emigration both within the region and beyond. Emigration is still possible and popular, but it may not be able to go on indefinitely. It is also open to question whether comparatively poor countries should continue to spend their limited resources on the education and training of young people who will seek employment elsewhere.

14. Motivational factors weigh heavily upon the argument. A greater sense of regional consciousness and identity, a greater loyalty to an ideology which is properly of the region, might stimulate university graduates to remain within the region and to contribute to its development effort.

15. A further factor relating to the specific situation of university students centres on attitudes, particularly towards the social divisions in Caribbean society which have already been identified as a major problem throughout the region. University students can give a lead, for example, in community service activities directed towards the less fortunate sections of the population or take an active part during their long vacations in development projects requiring manual labour. Such expressions of active involvement with the community might help to bring together a society divided not so much on racial lines, as in the past, but increasingly, and perhaps more dangerously, by social and economic class. At the same time, the involvement of students in development work could help to promote among young people generally a reappraisal of the role of agriculture, or a consciousness that development effort is not necessarily the exclusive preserve of governments. University students, fulfilling their leadership role in their society could stimulate among the peoples of the Commonwealth Caribbean a determination to tackle development problems for themselves. New attitudes might then replace the fatalism and resignation with which many of the less privileged people face the problems of poverty. In this connection, the initiative of students from various campuses of the University of the

West Indies in offering their services voluntarily for development work is a particularly encouraging sign, as is the Governments' willingness to organise the means whereby this voluntary effort could be turned to good effect.

16. Related to this student role of community leadership is the fact that many university students are dissatisfied with the present social order. They want change and are impatient with the slow rate at which it is being achieved. This phenomenon, inevitable and possibly even desirable in any university setting, has gained in intensity because of the background problems of unemployment, the distribution of wealth, and the pattern of ownership of capital in Caribbean countries. It has produced an abundance of intellectual criticism of various aspects of the political, social and economic situation. Yet in only a few instances has criticism been followed by the universities and their their student bodies confronting development problems and social problems directly. A particularly valuable instrument, which would provide the means for channelling intellectual concern to practical ends, would be an organised national or community service programme along the lines that have been experimented with in Ethiopia (Ethiopia University Service) or Tanzania (National Service). This would enable the university graduate to give service either by direct use of the professional skills which he has acquired or in tasks equally beneficial to the community but less immediately related to his course of studies. A further advantage of such a project is that it would help to meet the criticisms of some observers that university students are merely concerned with verbalising.

### Patterns of education and training

17. Youth problems in the Caribbean are many and varied. It follows that the patterns of education and training necessary to deal with some aspects of these problems will be similarly diverse. Programmes will necessarily vary substantially from country to country within the region and, in certain instances, even within individual countries. Broadly, however, the educational needs of young people are catered for in two ways:

- formal classroom work - primary, secondary, technical, college and university courses;
- out-of-school education and training, including pre-vocational training, on-the-job training through

apprenticeship, education for community development, youth centre activities, both vocational and recreational.

18. The seminar emphasised the increasing importance of out-of-school education as both an instrument of development and an effective means of meeting the needs and problems of youth. Out-of-school education can be both a substitute for and a complement to formal education.

#### Determination of priorities

19. Faced with choices over types and strategies of education, between the formal and informal approaches or combinations of both, the Commonwealth countries of the Caribbean have difficult decisions to make in determining priorities in the use of limited resources for the education and training of youth. As a result of the gravity of the youth problem in political terms, the continuing difficulty posed by the overall employment situation, the impossibility of creating sufficient acceptable employment opportunities in the reasonably near future for young people emerging from the formal system of schooling, the Caribbean countries have to decide three major issues in educational planning. They must determine:

- (a) the proportion of the nation's total resources, both public and private, that are available for education as a whole. (In determining this figure, expenditure on education, whether formal education or out-of-school education, will be assessed in competition with all other expenditure, for example, on roads, bridges, credit programmes for farming or industry);
- (b) the distribution of this total among the various forms of education, not only between formal and out-of-school education but also, for example, between education for young people and the education of adults;
- (c) the achievement of the most efficient ways of obtaining the highest returns from the different methods used. (The comparative analysis of costs and benefits between various strategies is essential to the formulation of policies which will make the best use of available resources. It is especially important to examine the input side of all educational efforts,

informal and formal, and to learn as much as possible about the productivity of differing inputs by comparing unit costs. Thus a lowering of the unit cost per pupil or youth camper without a lowering in educational standards brings about a rise in efficiency. Similarly, an improvement in the quality of instruction which does not involve a substantial increase in unit cost also represents an economy. Close scrutiny of the cost structure of educational institutions, perhaps using the comparative methods, should reveal opportunities for achieving economies in their operations).

20. In simple numerical terms over half of the population in the Caribbean region is under the age of twenty and a disproportionately high number of the total unemployed falls within the age range 15-20 years. The gravity of the youth problem is such that there is need for definite action immediately. An essential starting point to any discussion of programmes intended to alleviate these problems must be re-allocation of funds available for educational training.

21. The seminar expressed concern about the quality of much of the formal education now available in the Caribbean. Criticism was directed, once again, at academic and literary curricula which, it was argued, can induce unrealistic attitudes towards employment, or fail to provide the new generation with the necessary skills needed by industry or by a modernising agriculture. Out-of-school approaches were seen as a counterbalancing strategy, effective in providing functional skills in appropriate training environments and fostering positive attitudes.

22. When suggesting this, the seminar recognised the existence of an overall limitation in the national resources available for education in all its forms and the consequent need for priorities to be established between school and out-of-school provision, especially if, as appears to be the case, expenditure on schools is already high. The seminar suggested that increased expenditure on out-of-school programmes might have to come in part at least at the expense of formal school programmes. If this is to be justified, then there is a crucial responsibility on the part of those directing out-of-school programmes to minimise unit costs and maximise the educational and training returns. This obligation would require a much more careful scrutiny of projects than has often been given

in the past. For example, in the case of the selective youth camp, the main agency of out-of-school education within the region, it will be necessary to demonstrate, first, that this approach is successful in equipping young people with skills which fit them for employment, and that this approach is more worthwhile in terms of costs than other out-of-school approaches which serve the same purpose.

### Specific groups of young people and priority needs

23. It is possible to identify within the region's youth certain groups which require particular youth programmes. The seminar, however, was unable to assess the relative priorities which might be accorded to each group. The problems of the various groups of the region's young people include important common factors relating to employment, the search for a national or regional cultural identity, and the means by which young people may play a larger part in making decisions which affect them, particularly decisions about programmes for young people. These problems affect all groups of Caribbean youth, whether university students or "shanty-town" dwellers.

24. While the seminar could not indicate any sector as deserving special priority, some of the problems relating particularly to specific sectors can be isolated. The existence of such special problems indicates the need for flexible planning and implies that these specific factors should be carefully considered when programmes are designed. There was general agreement about the impracticability of all-embracing blue prints for young people. Even the youth camp system, which has been implemented fairly widely throughout the region, should be adapted in its operations to suit the immediate situation in which it is functioning.

### Expenditure priorities: in-school and out-of-school

25. The view was repeatedly expressed that total expenditure ceilings on education in all its forms must be determined and comparative costs and benefits of various approaches assessed before any clear priority can be recommended for the allocation of resources between formal schooling and out-of-school programmes. But such a decision cannot be made solely in terms of educational or economic effectiveness. In the last resort, a political decision needs to be taken after

taking into account the wishes and prejudices of the people in any given country. For the present, it is apparent that there is a powerful public opinion in favour of formal schooling, regardless of the fact that advancement within the formal school to minimum prescribed levels can no longer bring the rewards that could hitherto be expected.

26. In considering the priorities between formal and informal education, there are additional factors to be taken into account :

- a) The capital and recurrent costs of formal education are high and the returns on this type of investment long delayed: as against this, informal approaches related to employment opportunities can yield quick rewards and if carefully planned, can offer educational opportunity at a comparatively low cost.
- b) In some territories there are insufficient resources available to provide a complete system of formal education; in these circumstances, the more immediate returns from informal education might be more attractive.
- c) In most countries there are insufficient job opportunities in the modern sector and in government service, to which the present formal school structures are geared, to absorb all the young people who are graduating from these systems. Exceptions to this were noted in some of the smaller islands. Out-of-school education and training, by inculcating new attitudes and skills, would encourage a greater self-reliance on the part of young people, a greater potential for developing new employment opportunities and, indeed, an increased ability to take advantage of existing opportunities.

27. This assessment of comparative costs and effectiveness between formal and informal approaches points particularly to the need for a re-examination of the formal school system. The work of the schools might be made more relevant, especially at the upper levels, by the introduction of productive activities to help meet the costs of formal education. As at Knox College in Jamaica for example, new approaches to education and training must be tried out and evaluated. A greater measure of self-instruction, possibly using programmed materials, would allow students more time for productive activities. The resulting savings in costs should enable greater numbers of

pupils to be accepted into the schools. New curricula, too, might be designed to promote in young people the skills and attitudes needed not only for employment within the privileged structure but also for exploiting untapped resources and new employment opportunities.

28. It was recognised that, even if appropriate reforms were carried out, there would still remain a need to provide opportunities outside the formal school system for young people to receive skills training and civic and community education in an educational environment more acceptable to them than that provided by the formal school. Equally, there is an immediate need for programmes to cater in the short term for the increasing numbers of young people who are unemployed and subject to the demoralisation that unemployment brings. To meet these circumstances, out-of-school programmes for young people appear to offer the only immediate hope.

29. It should, however, be borne in mind that programmes for the out-of-school education and training of young people can in certain circumstances be equally as expensive as formal schooling. In the planning and organisation of out-of-school education programmes, costs should be constantly under consideration and systematic attempts made to effect the maximum economy. Possible ways in which this might be done are, first, the involvement of the trainees themselves in the establishment of the training facilities, as in the early days of the Jamaican youth camps and in the newly established Dominica youth camp; secondly, the deliberate use of low-cost building technologies and locally available materials; thirdly, the inclusion of a substantial element of productive work with a revenue-generating capacity within programmes. The training and settlements programme of the Guyana Co-operative Union was singled out as an example of an existing programme within the region which satisfied most of these criteria.

30. In considering the various questions surrounding the determination of priorities between formal and informal, in-school and out-of-school educational approaches, the seminar noted the general tendency of governments to react in a conventional way to the pressures of large-scale unemployment and lack of training opportunity for young people, namely by expanding the formal education structure. Insufficient consideration has been given to the possibilities

of developing effective and diversified out-of-school education and training programmes for young people, particularly in relation to development needs. Those programmes which have developed within the region along these lines have often fallen within the scope of social welfare where the objective has been to absorb the energies of young people out of school through recreational and social facilities. To a lesser degree, also, where there has been an acceptance of the need to establish a working relationship between youth activities and development, ideas have tended to concentrate on the concept of the selective youth camp. The seminar advocated that more priority in the allocation of finance should be given to youth programmes leading to productive training and development-oriented activities and that, within this area of activities, there is a need for more experimentation with differing approaches than has been undertaken so far.



## CHAPTER 2

# Young People in Urban and Rural Areas

### Young people in urban areas; their needs and appropriate youth activities

31. The main area of training needs in urban areas of the Caribbean region is vocational. Both young men and young women in these areas need specific skills if they are to be placed in employment, or engage in satisfying self-employment. Employment is one of the main means of counteracting the delinquency and demoralisation that are increasingly characteristic of the slum areas of the overcrowded cities. It is in these areas, where the effects of large-scale unemployment are most severely felt, that a compensatory strategy is most urgently needed to provide not only skills for which there may be employment demands but an understanding of what employment means, what employers expect and how the labour market operates. Youth programmes which will enable young people to have access to existing job opportunities are thus a fundamental need in the cities, especially in view of known scarcities of labour in certain skilled occupations particularly, for example, in the building industry and related trades such as plumbing, carpentry, electrical installations, etc.

32. Outside the modern sector of employment, there is an area of small-scale activity, which is perhaps contracting under the pressure of modern technological advance, but which is nevertheless still in existence in most of the region's cities. This is craft employment. Craftsmen in leather, metal or wood often produce distinctive and individualised goods for which an increasing market can be foreseen in the highly industrialised countries where public taste frequently turns away from mass-produced items. Employment opportunities also exist in service occupations such as vehicle maintenance, hairdressing, and photography. Food processing offers openings on a small scale.

33. It was strongly argued that there has been insufficient attention paid to these types of employment. If training and other means of development are directed at this basic level, providing an opportunity for improved business practices, advice on design and marketing, capital for better equipment (so enabling products to be improved in quality without destroying work places), then an expansion of employment opportunities and training possibilities for young people at this level is possible. With this aim in view, both governments and private industry throughout the region should be encouraged to contribute towards the development of the small businessman. Places in existing training establishments might be made available to the small firm's employees and the effects of their training assessed by observing them later in their working situation.

#### Social and vocational programmes

34. Young people in the cities are also at a disadvantage in terms of social and recreational facilities. Youth centres can provide only minimal opportunities for recreational activities, together with some facilities for coaching and improvement of skills. In the main, the training ground for young people in Caribbean cities is the streets. Many athletes and sportsmen of major standing have emerged, but such achievements have normally occurred despite the deficiencies of the existing system. Both governments and the private sector have tended to become involved to some degree in sports and recreational development generally. The seminar considered the example of the West Indies Sugar Company in Jamaica which offers training in cricket, football, volleyball and athletics. A need was seen, however, to develop activities which would depart from the traditional pattern of organised games and seek to make contact with the substantial numbers of young people, particularly girls, who are not attracted by such activities. A further need exists for the development of recreational activities which can take place after nightfall. Possibilities which might be further developed, and which would extend the range of interests of young people in cities, include drama, creative dancing, craftwork, music and singing.

35. The possibility was thus envisaged of youth centre programmes much wider in scope than has often been the case, offering a richer social and recreational programme but in addition making some contribution towards vocational training needs, particularly in those areas where employment opportunities are known to exist and where the special interests of young people lie.

For example, in the case of girls, courses in hairdressing and beauty care might be developed primarily as a recreational activity but could ultimately evolve along vocational lines. For boys, activities such as vehicle maintenance and repair could develop similarly. The special case was considered of the entertainment industry with particular reference to Trinidad and the steel band tradition. Interest in steel band membership among young people, particularly young men, is strong and opportunities for cash earning are considerable, especially when related to the tourist industry. Here again there is an opportunity for recreational activities to be devised within a youth centre departing to some degree from conventional patterns but making a contribution towards a solution of employment problems.

36. The needs of urban youth were also viewed from the viewpoint of socialisation. Because of parental and family background and the kind of society in which they live, many young people in the urban areas, particularly the overcrowded and economically depressed urban areas, are at a multiple disadvantage. By the time they reach adolescence their intellectual development may have been seriously impaired in comparison with other groups and their capacity for fitting in with the recognised norms of established society greatly diminished. Their ability to profit fully from educational opportunities or to find regular employment is thus limited. In these circumstances, there may be a case for including in youth programmes a distinct educational component which would supplement the social, recreational and vocational aspects of programmes by courses in citizenship, in responsible parenthood, in family planning, possibly even in political matters in the broadest sense. There must, however, be some doubt as to the effectiveness of such training in the case of young people who have been reared in slum conditions, with all the disabilities that this implies, and who continue to live in and be subjected to all the influences of these conditions. There is some evidence from Jamaican experience that it might be possible within a more intensive training situation than that provided by the non-residential youth centres to divert permanently the employment aspirations of urban youth away from the urban situation. Among the trainees in the Jamaican youth camps who have shown most enthusiasm for agricultural training are several of completely urban origin. Following their youth farming as a career. Not all young people are unwilling to leave the towns; given suitable training and follow-up, many can become usefully involved in rural work.

37. An important purpose of youth programmes in the cities is the bridging as far as possible of the rift between the privileged and underprivileged sections of the community. Frequently, it was felt, the more fortunate sections of the community, young and old, live in a way which does not bring them into contact with conditions of social and economic distress. Yet there are often reserves of goodwill and interest which could be usefully tapped. The National Volunteers programme in Jamaica, and the proposals for a similar organisation in Trinidad and Tobago, might provide valuable models upon which youth service to the disadvantaged sections of the community could be based.

38. At the other end of the spectrum, there is special concern over another problem which is becoming increasingly urgent in urban areas throughout the world, in the Caribbean no less than anywhere else. This is the question of unattached youth, the large number of young people who remain unresponsive to organised youth activities, preferring to stay away from existing centres and very often presenting the gravest social problems. Some of the reasons for this lack of response were considered: lack of activities or facilities in the most depressed areas; suspicions by parents and young people in these areas of any organisation that appears to be "official"; the impression that many youth programmes are designed exclusively for juveniles; a lack of self-confidence resulting from deprivation, and a consequent unwillingness even to take the initiative of joining an organised group; doubts over the social norms that some groups often seek to project. Problems also arise in relation to the ability of existing youth officers to deal with the unattached young people. Youth officers are frequently trained to operate in an institutionalised setting, and are in many cases heavily over-worked, often with largely administrative matters. Young people who are willing to participate present an easier problem than unattached youth. Youth workers are very often either unable to venture beyond their familiar working setting or, more frequently, reluctant to do so when this might mean greater frustration or even physical danger. The seminar saw the need for new approaches to work with unattached young people. These involve a direct initiative on the part of youth workers, who would seek out the unattached rather than waiting, usually in vain, for these young people to make contact with the established organisation. The difficulties and complexities of this type of work, requiring professional skills of a higher order than have been available so far, have important implications for youth work training in the region and for the deployment of youth workers by all the agencies involved. Experience in this type of work in the

region is limited as yet, and the importance was stressed of carefully documented experimental work so that experience can be shared among all interested agencies.

#### Programmes for young women

39. The lack of formal provision for youth is more acute generally in the case of young women. This results in part from the way in which youth programmes have developed in many Caribbean countries. They have tended to be heavily biased towards recreational activities and particularly towards group sports which naturally appeal more to young men. Many youth centres were indeed for a long time confined to young men. Even in those cases where this policy has been altered in recent years and a systematic attempt has been made to bring young women into the youth centres (as in many youth centres sponsored by the Jamaican Youth Development Agency) it has proved difficult in practice to attract girls into the centres and provide a programme with a sufficient range of activities to hold their interest. When planning youth programmes for young women, there is urgent need to include activities related to their potential role as future home makers. This is especially desirable in view of the established pattern of early motherhood. Activities such as home management, child care, cookery and nutrition, sex education and family planning might usefully be included in out-of-school education programmes for girls and could readily be based on urban youth centres if personnel and materials were provided. Such activities would not necessarily hold the interest of all the girls attending the centres nor attract the interest of those outside who might profit most from such courses. Additional activities, therefore, would have to be devised to fit in with the recreational interests of young women, for example, drama, popular outdoor sports, or dancing, as a means of arousing an interest upon which more specifically educational activities could be built. An opportunity should also be provided for young women to become aware of the broader problems of their society through courses which would put before them current development issues and the potential contribution of women towards their solution.

#### The young offender

40. Delinquency is not a problem exclusive to the cities, but the living conditions prevailing in many parts of the cities and the unemployment and high population density of these areas combine to make the problem of delinquency more acute there.

In recent years this problem has assumed major proportions in the larger metropolitan centres within the region and acquired particularly violent overtones. Public opinion throughout the region is strongly against the young criminal and too little consideration is given to the social and economic conditions which provoke anti-social conduct or to considering new policies of prevention. It is frequently held that the most appropriate treatment for a young urban offender is to detain him in a "place of correction" in the most remote rural location possible, despite the fact that after "correction" the young person will return to the the environment from which he originally came. Youth programmes will not in themselves solve deep-seated problems arising from the whole environment. Educational effort tends to be dissipated by the other factors weighing upon a young person. Nevertheless, involvement in urban youth programmes and association with young people who have not collided with the law might assist in the rehabilitation of the young offender. It might, therefore, be valuable for youth organisations to make contact with establishments for the young offender and initiate activities within these establishments in the hope that the interest aroused in the youngster will carry over after his release and contribute towards his rehabilitation. It is important that probation officers and others concerned with follow-up work with young offenders should be conscious of the possibilities afforded by youth service activities when devising programmes.

41. The need is urgent throughout the region to develop new approaches to work with young people out of school, particularly those from socially and economically disadvantaged backgrounds, in an effort to make earlier contact with the potential delinquent. Such new thinking is also required in work with young people who have contravened the law. It is of particular concern that in certain countries in the region juvenile offenders are still kept in corrective custody in the company of mature criminals and, even where institutions for young offenders have been established, there is in some cases still a predominant feeling that such establishments must be primarily punitive in their function. A greater understanding is generally needed of the social and economic background of much juvenile crime, and of guidance and counselling work as a means of identifying particular personal difficulties.

#### Young people in rural areas

42. The seminar recognised that in many Caribbean countries there is no clear distinction between urban and rural areas.

People often live outside the urban area yet earn their livelihoods within it. It is also possible to combine agricultural employment of a traditional sort with occasional employment in the modern wage-earning sector of the economy, in agriculture or industry. In other instances, the modern sector, in the form of hotels, has moved into areas that might be considered completely rural, thus bringing a range of influences to bear on the rural areas which might disturb traditional patterns of living. Throughout the rural areas the impact of the mass media is strongly felt, promoting a style of living that is essentially urban, and a sense that prosperity and a better life necessarily lies in the towns. The effect is steadily to undermine the young person's interest in and links with the rural community. This, combined with the prevalence of sub-economic land holdings of small farmers, low returns from farming, a low level of agricultural technology and an "inherited" distaste for farming, results in a general move away from the land by young people, an ageing agricultural population and an increasingly neglected national resource. This situation coincides with continued widespread urban unemployment. The seminar agreed, therefore, that means must be sought to interest young people in improved farming, thus both relieving employment pressures and contributing towards national commodity needs and export earnings.

43. At the same time it was recognised that it is not possible to solve this problem solely by the provision of training in agricultural skills. The Jamaican youth camps demonstrate the ineffectiveness of programmes which attempt to tackle the problem through training alone. These youth camps have done much by way of development and introduction of high-value crops suitable for cultivation by the small farmer, yet, no matter how efficient and imaginative the training programme may be, unless it forms part of an overall programme for the development of rural areas in terms of material facilities, social amenities and services to farmers, then the lure of the urban areas will not be counteracted. If, however, a young man can see beyond his agricultural training to a working situation where he will have access to a land-holding of economic size, where the application of his acquired knowledge will receive support through agricultural credit and loan systems for tools and equipment enabling him to breakaway from old-fashioned farming practices, and if the marketing of his produce is organised so as to give him a reasonable return for his efforts, then, in many Caribbean countries it might well be possible to involve substantial numbers of young people in farming and related activities.

## The organisation and location of training

44. Two main possibilities for training were envisaged, training in specially built institutions (rural training centres, youth camps, farm institutes), or training on the job in actual work situations. Combinations of these were also thought feasible, as was a more effective use of existing facilities. The best form of training would depend on the particular activity being undertaken, the degree of sophistication of the course content, the level of technology employed, and the nature of the group of young people for whom the programme is designed.

### (a) On the job training

45. Training in the work place or on the job has certain advantages. For both agricultural and industrial trainees it can be expected that learning on the job will have a greater realism since they are acquiring skills in the situation in which they are already employed or where they will eventually find employment. Such trainees are also more likely to enter the type of employment for which they are being prepared. In some countries the close link between training and working conditions may not be entirely an advantage since it reduces the likelihood of emigration. To be effective, training on the job must be carried out by competent trainers, whether farmers or artisans, who must themselves be given training. This should produce valuable side-effects in terms of an improved public image for farming or crafts through the introduction of improved equipment. As this occurs the programme becomes increasingly likely to attract and hold trainees. Training in the work place has social advantages also in that the young trainee retains his link with his own community and continues to be fully a part of it. He is unlikely to acquire exaggerated expectations of his prospective standard of living, and with them a belief that only in the towns can he find the quality of life that he is seeking.

46. It is important that parents, the local community and local leaders should be involved as closely as possible in training efforts within rural communities. This has a two-fold benefit. The trainee's participation in the programme is likely to be more effective if his parents understand and support it. Secondly, if the programme is concerned with new approaches to development, including new techniques and practices, then the closer the community is involved in the programme the more it can be expected that there will be valuable spill-over effects. In planning programmes the possibility should be considered of parents making a direct personal contribution, for example by providing materials,



facilities or services. Their identification with the programme will be consequently greater and the chances of success enhanced.

47. This type of working association also helps to establish local leaders, giving them the opportunity of making a personal contribution towards the development of their communities and their countries. In the Caribbean local leadership in the rural areas is often inadequate. People are hesitant to come forward and rarely feel that they themselves can achieve anything substantial. Parental and community involvement can thus be an important by-product of on the job training. In the region generally, examples of on the job training are not numerous, certainly not on a large scale. The work of the Guyana Co-operative Union's settlement and training programme falls largely within this category although it does also include a short institutionalised pre-settlement training element. Other examples examined by the seminar, although they are not exclusively concerned with young people, are the training programme in bay oil production sponsored by the Tropical Products Institute in Dominica and Grenada, and the Belvedere Settlement Scheme, also in Dominica.

48. The main advantage of this type of approach lies in the economy of cost. No expensive capital investment in training facilities is required, nor, in most cases, are residential facilities. On occasions, investment in training (including technically qualified and experienced trainers) will need to be supplemented by the purchase of land, so that an identification between the employment envisaged and the training course may be evident from the beginning. Cost comparisons between institutional and non-institutional training are not always a simple matter of calculating the value of investments in each case.

#### (b) Institutionalised training

49. Institutionalised training has its own advantages. Where new skills or techniques (new agricultural methods or new crops) are to be introduced into a rural community training cannot be based upon the development of existing skills. In some cases there may be no existing community upon which to base a training programme. The training institution in these circumstances becomes a developmental agency opening up new land. It may eventually become the focal point around which a new community develops, as its trainees complete their courses or new settlers enter the area, willing to be pioneers but seeking nevertheless some contact with governmental services. The experience of Guyana's Tumatumari Camp in a recently opened area of the

interior illustrates this situation.

50. Institutional training may also be essential when the immediate environment is especially hostile or demanding. Physical problems alone may make necessary a consolidated training establishment. An example of this may be found in the long-established project of Chestervale Camp in Jamaica, where agricultural activities have had to be developed in the most challenging circumstances of the Jamaican Blue Mountains. Or again, the skills which the programme may seek to introduce may require plant and materials which are particularly costly and which therefore it is only feasible to provide through an institution. Finally, in cases where trainees suffer extreme social disadvantages a training institution may be necessary in order to provide a substitute social environment to reinforce the skills training programme and compensate in some degree for deprivation.

51. It was recognised that such training establishments can never replicate fully the conditions in which the trainee will have to work. Nevertheless it is important for such establishments to try to create a training environment in which conditions approximate as closely as possible to real life. Close links should be established as a matter of policy between the training institution and the surrounding community so that trainees are constantly kept aware of the real situation in the community in which they will work and begin to recognise how improvements might be brought about. In order to achieve realism in the training environment, it is important to avoid expensive buildings (both for living and for instruction) and other costly equipment such as machinery outside the young farmer's price range. A tendency was observed in some situations for those who lay down policy for youth training at the highest levels to overlook the fact that there is a relationship between the appropriateness of training and the material conditions of the training establishment.

52. A special asset of the institutional approach is that it enables instructors and teachers to work most efficiently with the young people with whom they are brought into contact. Institutional training, however, is prone to give rise to a traditional teaching situation, concentrating on theory at the expense of communicating practical skills. On the other hand, the classroom has practical advantages for non-vocational, general education and motivational courses.

53. A youth training establishment in a rural community can provide a valuable base for other activities for the benefit of the community as a whole, meeting the need for social, recreational and adult education facilities.

54. Many countries facing the problem of equipping young people of equipping young people for work in rural development and involving them in a practical way, have found useful a combination of approaches. In the case of young farmer training, primary training might be carried out on the land, whilst secondary training in the form of specialised short courses on particular topics might be provided in institutions. These would thus build upon and enrich initial training on the job and lead to the progressive introduction of a higher order of skills. Such secondary courses may also include activities ancillary to agriculture, for example, marketing, business management, accounts, or the provision of motivation. They also provide an opportunity for social and cultural activities.

55. The seminar considered that the fullest use should be made of existing institutions whether or not these are primarily intended for training. Some institutions, for example community centres or youth centres, have already accepted this extended role and are engaged in the provision of training. More could probably be achieved by a more imaginative use of existing facilities. The example was examined in Trinidad of a proposed project for the adaptation of abandoned railway stations for use as community centres. Similar ventures might be possible elsewhere where economic patterns are changing.

#### Content of training courses; vocational and non-vocational.

56. In considering the content of courses, it was generally agreed that a balance should be found between vocational and non-vocational elements. Emphasis on vocational to the exclusion of other aspects would neglect an important responsibility of programmes for the development of the individual personality and the equipping of socially disadvantaged young people from rural areas with attitudes and knowledge conducive to the modernisation of rural communities. Rurally based training courses cannot at present guarantee their students employment in farming or associated rural industry. It is necessary, therefore, to include in courses general elements which will assist a young person to obtain employment outside the rural areas, or outside the specific vocation for which he is trained.

57. Whilst recognising the importance of including non-vocational elements in training activities, cost factors will limit the extent to which these can be provided, particularly if out-of-school programmes are designed primarily to relate to the employment situation. Practical training can include the promotion in

the trainee of sound work habits and attitudes which are crucial components in any training programme. These do not have to be taught formally in a traditional classroom situation. Nor is character building dependent on theoretical instruction. It can derive from direct involvement in work situations, the management of productive activities, the organisation of productive work and community service activities. In general, if more self-reliance is to be promoted in rural youth in the Caribbean, a greater measure of responsibility should be placed upon them in all aspects of youth work. Too often governmental and non-governmental agencies have acted on behalf of youth, with the consequence that attitudes of dependence have been created and there is insufficient acceptance of what young people can do for themselves.

58. Vocational components in training programmes can stimulate trainees towards carrying out activities which reduce costs. Teachers, instructors and planners tend to overlook cost factors and assume that "budgetary provision will be made". An important product of non-vocational courses is an awareness of the cost factor and of the related obligations on everybody involved in youth work to keep costs down so that programmes can extend their coverage as widely as possible. The foundation of positive motivation towards development, not yet a common characteristic among most young people in the Caribbean, depends on a clear understanding of economic and social realities, of potentialities and deficiencies, particularly in the rural context, and on the possible contribution of young people in promoting change. Appropriate non-vocational elements should, therefore, be an essential part of all youth training and leadership training programmes, especially in the rural areas where morale is frequently very low.

#### Rural youth programmes and rural employment

59. The background to the operation of many programmes for rural youth is not so much unavoidable unemployment, as in urban areas, but an antipathy to traditional rural employment and a reluctance to consider how traditional occupations might develop within the rural environment. The seminar believed that, subject to certain conditions, it would be possible to plan and execute rural-based training programmes to tackle the problem of negative attitudes and provide a practical training in techniques for developing the employment potential in rural areas.

60. In the agricultural sector, which in the main still affords

most possibilities, the availability of land to trainees subsequent to their training is the crucial factor. In the Caribbean region generally there is comparatively little unallocated land still available. In many territories, however, more land might become available if measures were implemented for the full and effective use of existing land and if these measures were related to a system for the redistribution of land to allow for more intensive land use. Several governments are planning for action towards this end. Even in the smaller and more densely populated islands land at present under-used might become available for wider distribution. Action along these lines is an essential pre-requisite for the development of successful agricultural training programmes affecting large numbers of young people. Given these measures, the possibility could be investigated of the introduction of high-earning crops suitable for cultivation on a small scale, exploiting the favourable climatic conditions and the growing luxury market in the region, and making full use of constantly improving communications with overseas markets. Small-scale experiments with crops such as iceberg lettuce, mushrooms and peaches by the Jamaican Youth Camps indicate the way ahead. More basically, there are growing food needs within the region in essential foodstuffs which have at present to be imported, often from the U.S.A. Here, too, is an opportunity for the modernising young farmer to move ahead.

61. While agricultural development with appropriate training and back-up measures can offer productive employment opportunities, the rural areas might also afford opportunities in small-scale industries, related for the most part to the particular agricultural resources in the area. Examples are oil extraction from copra, soap and cosmetics manufacture, canning, preserving and food processing generally. Diversification could also be extended into small-scale production less closely related to agriculture but still drawing on local resources in terms of skills, design ideas and materials, for example carving and woodwork, ceramics, leatherwork and garment manufacture, all related in some measure to luxury requirements. Many of these activities can also serve local needs, for example, furniture manufacture, the tailoring of school uniforms, or vehicle maintenance and repairs.

62. It was recognised that increasing and diversifying agricultural production and developing further small-scale rural industry depend largely on the establishment of reliable markets both overseas and at home. The process of diversification might to some extent stimulate local demand, provided that governments

act to encourage greater consumption of local goods rather than imports. This might mean tariff protection in some cases. Export promotion requires effective marketing organisations to bring maximum benefit to the producer. It also depends on special advantages in skills, quality and cost-competitiveness, particularly labour costs. The Caribbean region already possesses some of these advantages. Training programmes should seek to identify and develop these and rectify the deficiencies.

63. The need to promote maximum employment opportunities in rural areas implies the use of labour intensive methods, both in agriculture and small industries. Such approaches would result in wage levels rather lower than those in the modern sector to which young people aspire and would demand of young people a high sense of dedication and motivation. This raises some questions about wage levels in the modern sector and whether sacrifices on the part of the more fortunate members of the community might not help to minimise the effect of social divisions and consequent dissatisfactions.

#### Follow-up

64. All training programmes should establish clear objectives from the start. Follow-up procedures should be organised to ascertain how far the objectives are being attained and indicate how programmes might be improved. Follow-up is an essential part of a continuing training process.

65. A fundamental factor in the attainment of the objectives is the emergence of strong and independent local leadership capable of giving the support which would otherwise have to be provided by the training organisation. During training programmes and in the early follow-up phase it is important to identify leaders. When possible, special training courses should be organised for them.

66. The divided nature of extension services is a special weakness. It was argued that all agencies coming into contact with rural training programmes, and the young people trained under these programmes, should work together with a common strategy, combining their various special skills. Extension workers should normally possess a wide range of skills and not be excessively specialised. Training of such personnel might be appropriately carried out in multi-purpose centres, rather than in centres specialising in one particular aspect, for example

health, agriculture or social work. Extension personnel engaged on follow-up work would then be expected to have some knowledge of particular skills as well as an awareness of community needs and how to set about meeting them. Follow-up activities should take into account the importance of enriching rural society through the development and improvement of social and recreational facilities, so helping to bridge the gap between rural and urban conditions.

### Settlement schemes

67. Settlement schemes are not necessarily the most effective or appropriate form of follow-up to rural training programmes, although they can make an important contribution in some situations. Guyana, with its vast areas of undeveloped land, might benefit from such schemes, although, because of the size of the developmental task there, it is questionable whether settlement schemes along the formalised and highly directed lines that have operated in some parts of the region would be appropriate.

68. In general, rural youth training programmes from the beginning should be related as precisely as possible to the ultimate employment end. Settlement schemes might be one such end, but programmes can also produce young people for life and work elsewhere than in settlements. One possibility is the systematic placement of trained young people in stagnant rural areas to work with the adult community and seek to promote change in agriculture and in other ways.

69. A further possibility is for rural youth training programmes to produce a cadre of sub-professional youth and community workers operating at village level and reinforcing the established structure of social work and social welfare. In effect this would be 'settlement' within existing communities. Experiments along these lines have been conducted in various parts of the world, in most developed and in developing countries, but not as yet in the Caribbean region. The explanation lies not so much in the lack of need for this type of work as in the lack of imaginative structures through which young people can work and in the chronic problem of adverse attitudes towards the rural areas.

70. Various problems inhibiting the development of settlement schemes in the Caribbean region were examined. First, close governmental supervision and high capital costs in terms of infrastructure, training, land purchase and preparation, mean that only a small proportion of those young people who might be trained

for settlement can in fact be recruited. Secondly, there are certain doubts on the socio-economic consequences of settlement schemes, particularly if they are composed largely of young people. The highly capitalised schemes tend to produce a new stratum in already excessively stratified societies where class differences are known causes of friction. Again, young people, particularly when facing severe development tasks, can benefit from the mature leadership which adults can provide. Finally, settlement schemes aimed at young people have sometimes been set up without fully recognising the intensity of the resistance to agriculture, particularly on the part of those who have advanced comparatively far in formal education. The result is a reluctance to participate on the part of those young people for whom the scheme was intended.

### The employment situation

71. The employment situation in the Caribbean forms the essential background to all youth work, and must be taken into account when formulating policies for youth, whether already out of school, or about to leave school. In practice this means that existing organisations and institutions working with young people should, on the one hand, understand and inform young people of available employment opportunities and, on the other, equip them as far as possible to make the most of these opportunities. This implies more efficient vocational guidance in the schemes, so that on leaving the young person is under no illusion about what the employment market offers. It requires also that youth centres should accept a positive role in relation to the facts of the employment situation by including in their programmes provision for some skills training, as a preparation for further training on the job or in a suitable vocational training establishment.

72. The overall employment situation in the region, shows that, while jobs are very limited within the existing wage paid structure, there are certain known areas of opportunity. It is important, therefore, in shaping a national youth employment policy that there should be the clearest appreciation by young people of where these opportunities lie. Possibilities include the building and catering industries and service occupations such as domestic work, auxiliary nursing or craftwork. Young people are often aware of possibilities in this type of employment but are not attracted towards them because of traditional aversions. Youth programmes should accept the responsibility of tackling these prejudices at their root. One possible approach to induce different attitudes is through self-interest. Training girls in



home economics in Barbados has proved successful because of the possibility of subsequent emigration to North America as skilled workers. A new venture in the Jamaican youth camps programme has been to launch training programmes for hotel workers in conjunction with hotels in the neighbourhood of the particular camp. Employment is guaranteed to all trainees by the hotels concerned and the trainees gain in prestige from involvement in the luxury atmosphere of the Jamaican North Coast. Camp policy is to ensure that these trainees play their part in the social and ceremonial activities of the camp so that other trainees can clearly appreciate the outward manifestations of their fellow-campers' material good fortune. Motivation towards certain categories of employment therefore, may be achieved through the urge to share in material prosperity.

73. Additionally, the possibility might be explored, as in other countries, of systematically motivating young people through youth programmes towards specific types of employment which are seen to be both in the national interest and satisfying in themselves. There may be some doubt over what can be regarded as an authoritarian approach, and one which might be received unsympathetically by highly individualistic young people in the Caribbean. Yet educational efforts of this sort have been successfully made in countries which are in no way less democratic. The essential prerequisite is a series of agreed national goals, understandable and sympathetic to young people, with which they can positively identify. Once these goals are established, youth activities can be set up to increase understanding of them and provide whatever technical skills are necessary to assist in their attainment. Experimental work along these lines is already in progress in Guyana with the establishment of a Co-operative Republic and the definitions of the principles of Co-operation as the national ideal. The settlement activities of the Guyana Co-operative Union depend largely upon young people in their aim of developing the interior primarily through agriculture. The Union is already achieving positive gains in motivating and training its participants for an agricultural and co-operative way of life very different from the traditional life of their people.

### Training and employment

74. There is a widespread tendency to consider training as an end in itself, and frequently, when training structures are set up, there is little or no consideration given to subsequent employment. There is a widespread belief that unemployment among young people and its socially disruptive by-products will somehow

disappear if "training" is provided. In fact very often training structures set up to relieve the effects of large-scale unemployment merely act as reservoirs which contain labour surpluses for a time and offer a nominal training not necessarily related to real employment possibilities. With the completion of the stipulated training period the dangers of large-scale youth unemployment will be augmented by the release on to hard-pressed labour markets of a further batch of unemployables.

75. Training in itself solves no problems. It can be effective only if it enables young people

- to fit into existing job openings
- create new job openings, or
- profit from job openings elsewhere.

76. In these circumstances, the seminar believed that on the whole there should be more skills training, and more varied skills training, throughout the region to enable young people to adjust to employment in any of the three ways listed. Despite fairly comprehensive training structures in the larger territories, there are still particular shortages in certain categories of employment. The case was noted of nurses in Jamaica. Since 1962, more nurses had been trained than the island requires but current shortages of trained nurses caused by emigration had made necessary the introduction into the hospitals of a new category of nursing auxiliaries. Similar situations exist in Trinidad and Tobago and in the Windward Islands. Shortfalls were also noted in other professions and in certain categories of artisans such as builders, in places where rapid hotel development is in progress.

77. Throughout the region there has been insufficient careful analysis of the detailed employment structure to enable training programmes to be shaped to meet requirements. Inadequate assessment of actual training requirements has resulted in some overtraining. The example was cited from St. Lucia where a hotel and catering training course at middle management level has been built into the newly established vocational training centre in Castries, although the immediate need as far as the hotels are concerned is for people with the basic skills for elementary hotel services. As a result, the Hotels Association on its own initiative established a basic training programme which will provide employment for all who complete the course satisfactorily. Over-training frequently means that the ex-trainee regards himself as too well qualified for whatever employment may be available

locally. His problem, he feels, can be solved by emigration. Although this may relieve the region of surplus population, it does little to satisfy proved needs in various technical fields.

78. There are special problems relating to agricultural employment. The inherited resistance to farming is such that it can probably be overcome only by building up a new public image of the farmer. This means high capitalisation and expensive supporting services. Schemes which have sought to change the image of the farmer and to train young people for modernised farming have been tried in various parts of the region but have generally been so costly both in finance and in supervisory manpower that the numbers affected are very small.

79. Many young people will, however reluctantly, return to the land, and special youth training programmes should seek to reach large numbers of these young people. In this connection, the achievements of the Jamaican 4H movement are particularly noteworthy. It reaches over 25,000 young people in rural areas, providing both an opportunity for building up their farming skills and enriching their social and recreational activities.

80. Another possibility which merits further investigation is that of increasing cash earnings on even small acreages. Experimental crops such as mushrooms, peaches, iceberg lettuce, grown in the Jamaican youth camps, have shown that good financial rewards can be achieved particularly when there is access to luxury markets such as are afforded in most Caribbean countries by the hotels. In a number of areas these hotels at present must import fruit and vegetables often from as far afield as the United States. This situation offers excellent opportunities for cash earning by the small farmer, provided that the necessary ideas are put before him, the necessary skills and supporting services supplied and the necessary marketing facilities arranged. Many of these possible activities afford opportunities for rural-based youth activities. A definite commitment by governments towards the development of the rural areas and improvement of the situation of rural people, and practical measures to back up this commitment, are essential to the success of programmes designed to train young people for life in the rural areas.

81. Another factor affecting the youth employment situation is the advancement of the small tradesman and artisan. Many such operate throughout the region and might, if suitably supported and advised, create new employment openings for young people. This is especially important in the case of those occupations with

a specific craft content in view of the unfulfilled demand by the tourist trade for distinctive Caribbean goods. The future prospects for craft employment related to the tourist industry, with its high-earning potential, are good, and youth programmes (and the schools) should seek to stimulate in young people an interest in artistic and craft work which might afford productive employment in future.

82. The small rural-based artisan presents different problems. He is frequently competing at an increasing disadvantage with more modern industry based elsewhere, either in the urban areas of the individual territories or outside the region altogether. If small industry is accepted as worth developing as a source of increased youth employment, it might be necessary for governments to intervene directly both by providing supporting services (as is already happening to some extent) and by protecting the small businessman. Protection may be afforded either by tariffs (which will encourage import substitution), or by the specific allocation of certain kinds of production to small rural-based industries, even at the cost of price variations.

### Training objectives

83. The seminar advocated an emergency strategy for youth training related to the facts of the employment situation and embracing various areas of governmental action which had often in the past operated in isolation from each other. In most of the countries thorough surveys are required of present and projected manpower needs. These would provide targets for training programmes. There is a similar need for careful analysis of the skill content of the different categories of employment that might be available, so training courses may be shaped to meet differing requirements. Frequently, it was felt, training establishments within the region do not consider carefully enough those categories of employment with modest training requirements for which elaborate and costly facilities might not be necessary.

84. The identification of existing opportunities for employment and the establishment of training facilities to equip young people with the necessary skills and attitudes to capitalise on these opportunities are only part of the necessary provision. In addition the need remains to look further into the various national economic structures and consider how maximum employment can be promoted, how training programmes should be formulated so as to generate particular skills and at the same time generate new employment. The mat-making industry in Dominica is an example

of the exploitation of marketable skills related to a locally available material and supported by the sponsoring programme's organisation of the production and marketing operations. In Dominica, where wood is available locally in abundance, developments are planned in wood carving. In this instance, proposals are being considered for the importation of carvers from Haiti, where these skills are already well established, and the institution of a combined training and production operation. The non-indigenous trainers will eventually be phased out as the indigenous business operation develops.

85. There is a general need to ensure as far as possible that development projects offer the maximum opportunities for employment. Too often in the Caribbean there is an unquestioning acceptance of the need for any developmental or commercial operation to make use of the highest level of technology in its operations. The reasons usually given for this are either the close proximity of the U.S.A. and the inevitable influence of American ideas in this respect, or the power of the trade unions which insist on maintaining wage rates at a level which necessarily encourages employers to think in terms of substituting machines for men. The seminar thought it crucial that within each country there should be devised and accepted a wages policy appropriate to situations where employable labour is abundant and where jobs are scarce. Labour intensity should then be a general principle governing the objectives and content of training.

86. An additional element in this argument relates to public taste, particularly in consumer items. Here, it was argued, the mass media tend very often to promote an interest in habits of consumption based on those in highly developed economies, so creating a demand for imported goods. It must be emphasised that import substitution through maximised local production would play an important role, and a fundamental objective within such a strategy should be the promotion of locally manufactured goods. "Buy Local" campaigns and the careful redirection of consumer demands through the mass media should be designed to this end.

87. Another essential aspect of training programmes is motivation, whether in programmes for young people in rural work or pre-industrial training programmes for urban youth aiming to give them the attitudes, discipline and familiarity with materials and tools needed to adjust successfully to industrial employment and training. There is also the need to build into programmes with a primarily vocational purpose some more general educational elements relating to the cultural situation or showing how the

project fits into the development plan as a whole. An understanding of his relationship to his society, his government and its plans and policies might help to reinforce the enthusiasm of the trainee for the particular programme in which he is involved.

## CHAPTER 3

# Youth in Action

### Responsibility and co-ordination

88. In the established system of provision for youth, governments, voluntary agencies, commerce and industry have all been involved in different ways. The missing element is the young people themselves. So often youth is "provided for". In the present times, with the growing sense of independence on the part of young people, with the spread internationally of concepts of participation and resistance to direction by authority, it was regarded as of the greatest importance that youth activities, while still supported by the traditional interests, should be as far as possible under the direction of young people themselves, with young people being involved in the planning and in the execution of programmes. This should apply equally to governmental and voluntary projects, although it was recognised that government structures make it more difficult to bring young people into direct contact with the point where decisions are made. Nevertheless, there are hopeful indications in various countries in the region that young people with first-hand experience of these patterns of activities which are likely to stimulate the interest of youth could become involved in the development of governmental strategy.

89. Governments should be the main source of funds for youth work, although this has not yet been accepted throughout the region. In addition, governments have the responsibility for determining the broad lines within which all youth activities should operate. They should recognise the need for the maximum degree of diversification so that specific projects, whether governmental or other, may be designed to meet the needs of particular groups or particular local situations. Equally, machinery is necessary to enable individual programmes or organisations to influence the development of national policy. In this connection, a welcome trend is the

emergence within various countries of National Youth Councils which communicate the views of the non-governmental sector of youth activities. It was observed that such agencies often involve mainly the conventional youth organisations and do not extend across the whole range of youth work to include development-oriented activities. National Youth Councils should be broadened in this way if they are to reflect accurately the whole youth situation in individual countries. With official representation they could become the focal-point for comprehensive national policy-making and effective collaboration among all those concerned in the youth field.

90. There was a general feeling that effective co-ordination has been lacking in many respects in the past and that a broadly representative body such as was envisaged would lead to a general enrichment of programmes. It could both promote better exchange of ideas at the national level and also improve international co-operation and exchange by providing an effective channel for co-operation in the whole field of youth activities. The importance of such an inter-agency structure suggested that its head should be a political figure of the highest level. Such an appointment would facilitate local co-ordination and also demonstrate the high priority which Caribbean countries are prepared to accord to youth activities.

### Participation

91. The current movement towards involving youth people in the processes of decision-making is as necessary in the Caribbean as elsewhere. In the Caribbean there has traditionally been a deep-seated reverence for seniority in society, measured in terms of years. Positive action to achieve the greater participation of young people in decision-making is more urgent in Caribbean society than in some other regions, where changes in recent years have brought about the accelerated advancement of comparatively young people to positions of high authority.

92. In the past, well-intentioned people interested in youth matters have often launched programmes designed to mould young people in accordance with what the older generation believed to be "good" and "proper" practice. The young had rarely questioned the right of their elders to take these kinds of decisions and voluntary youth work along traditional lines had been well supported. The new spirit of questioning which had arisen in recent years had led to a rejection by many young people of traditional



youth organisations as being inappropriate to their needs because the shaping of policy in these organisations took little account of their opinions. As a consequence, both in long-established youth programmes and in the more recent ventures such as youth camps there is increasing acceptance by adults of the need for participation by young people. This is apparent, for example, in the Trinidad youth camps where the administration of the disciplinary code rests almost entirely with a committee of the campers. Other recent developments in the region which indicate a growing willingness on the part of the adult generations to recognise the need for the involvement of youth in all aspects of society are the appointment of members of Youth Organisations to important National Councils including in some instances, the Senate. On a wider scale, there is growing throughout the region a vigorous debate on the desirability of lowering the voting age to eighteen years, a development which, the seminar felt, would indicate the willingness of governments to involve young people at the political level.

93. Whilst this was regarded as an important and progressive measure, there was a feeling that political gestures alone were not sufficient. The responsibility of governments in the Caribbean towards their young people should include also the support for programmes enabling young people to express their concern for their communities positively through personal involvement. Government training programmes, whether in formal vocational training establishments or youth camps, are crippled in their effectiveness by the limited numbers of young people whom they can accept. At both extremes of the nations' young people, on the one hand the unattached, the young people with multiple disadvantages, and on the other the university students, no means exist whereby they can convert into action their urge to participate. The seminar saw the need for co-ordinated national programmes involving youth in both the planning and execution of action projects, thus making participation a reality.

#### Leadership training

94. Imaginative and progressive leadership is essential if attractive programmes are to be devised on a wide enough scale to affect the large numbers of unattached, unemployed young people in the region. Two types of leadership were identified. First, there are those people who are professionally engaged in work with young people either through governmental agencies or voluntary organisations. Secondly, there are the young people themselves. An essential function of youth programmes is to encourage

young people to offer themselves as leaders and provide opportunities for them. The development of such leaders is vital to the future social and economic progress of the region.

95. Existing leaders should appreciate the need to relate youth activities to development both in the practical operation of programmes and their broader educational objectives. The attitudes of such leaders are important. It is vital to avoid bureaucratic attitudes and the conventional official attitude of administering programmes without personal commitment. If programmes are to succeed, the leadership must be able to arouse enthusiasm and commitment in young people, and this implies that these attitudes are shared by the leaders and administrators. This has important implications for official policy about the staffing of agencies working with young people.

96. Participation in leadership must mean more to young people than a desire to lay hands on the symbols of adult authority. Ultimately, there must develop a greater appreciation in Caribbean society of what people can do for themselves and a decreasing tendency to look to government for action, particularly in the development field and activities affecting the community. Such attitudes can be fostered by youth programmes and should be a conscious objective of such programmes.

### The formal school

97. Existing curricula, methods of teaching and school organisation were reviewed by the seminar. Present educational systems prepare young people to take up employment in the wage-earning sectors of commerce, industry and government, and parental aspirations are strongly focussed in this direction. As a result, young people undergoing formal schooling, particularly those in secondary and higher education, tend to be insensitive to the needs of the less fortunate members of the community who are unable to aspire to such employment. There is a corresponding unawareness of the potential contribution of the formal school towards general development programmes and in particular programmes for out of school youth. The existing system fails to prepare those young people who do not succeed in reaching the higher levels to be self-reliant and make the most of opportunities for self-employment.

98. The seminar believed that the needs of young people, particularly those out of school, for skills training and for broadened

social experience can best be met through plans for the comprehensive development and improvement of whole communities. The resource that the school represents in terms of manpower and in material, especially in less developed rural areas, should be put to the service of the whole community whenever it is not required for conventional educational purposes, particularly during school holidays and in the evenings. For the school to extend its role in this way the curricula at primary and secondary levels need modification so as to make the maximum use of the child's immediate environment. This applies particularly to elementary science but also to many other subjects, such as social studies. The curriculum should also include for all pupils acquaintance with various practical skills, tools and materials. There might also be included in the curricula of the upper levels of primary schools and secondary schools an opportunity for direct community service. This might take the form of assistance with the construction and maintenance of community buildings, the development of improved tools, equipment, farming techniques, crops or help with overstrained social services, for example by helping in hospitals and dispensaries. The school can thus become the focal point for community activities, including youth activities. In order to ensure continuing working links between school and community, the possibility should be explored of training teacher-social workers. These would have a part-time teaching load in school, possibly in areas of the curriculum related to community work and the understanding of society, together with a part-time responsibility for work among young people and adults out of school, using the school as a base from which to operate. Experience in certain Educational Priority Areas in Britain with this type of experiment is especially relevant, and information on their future development could usefully be disseminated throughout the Caribbean region.

99. The concept of the school serving the educational needs of whole communities, children, young people and adults, implies changes in attitudes on the part of head teachers, assistant teachers and teacher trainers, and the consequent need for far-reaching changes in the pre-service and in-service training of teachers. For teachers already in service, re-training programmes could promote and stimulate support for the revised role of the school in the community. For future teachers, the curricula of teacher training colleges and the organisation of pre-service training should be reconstructed to put over the idea of the school as a centre for community development as well as a building in which formal teaching takes place. School teachers and others

engaged in education for social and economic development, such as agricultural extension workers, co-operative and community development workers, might discover mutual benefits from sharing in a common training institution. Njala University College in Sierra Leone, for example, has successfully established training courses for school teachers, agricultural extension workers and home economics diploma holders within the same institution. The lack of co-ordination often existing between these different groups might be minimised if mutual understanding was developed at the initial training stage.

100. Possible difficulties were also foreseen in helping young people already in school towards a revised concept of the purposes and activities of the school. This re-orientation might be achieved through the inclusion in the curriculum of studies relating to the social and economic background of the particular society, through seminars involving students and out-of-school youth, work camps, joint work projects and community service activities generally.

101. It was stressed that parents often share with their children the view of the school as an escape route from a way of life which they themselves would like to reject. Older people, particularly in rural communities, must be made aware of the development potential of their societies, particularly the possibilities of self-help projects and the contribution which they and their families might make. The revised concept of the school and its role could help to this end.

102. When attempting to involve adults in the school, it is necessary to look beyond the traditional Parent-Teachers Associations. These have often been controlled by teachers, directing the interest of parents towards the provision and improvement of school amenities, largely through fund-raising. What was now felt to be necessary is a genuine partnership between teachers, parents and the young people in school, so involving the community as a whole.

#### Young people in secondary schools and universities

103. The seminar was generally agreed on the need to involve young people from secondary schools and universities in practical schemes of community service as their contribution to national development and the development of their immediate communities. A frequent criticism is that these young people ignore the needs of the under-privileged masses.

104. Various ways were suggested whereby young people from the educationally privileged section of the community can become involved in community service programmes. This type of activity could take various forms, depending on the nature and interests of the particular group. Practical activities could aim at improving the immediate living and working environment. In Dominica and Guyana, projects concerned with painting and maintaining hospitals have proved successful. Building roads in remote areas has also been tried. These activities call for a substantial physical effort, often imply rugged living conditions and certainly serve to promote a different image of the jobs that young people in secondary and tertiary education are prepared to tackle. There is also a greater need for groups with declared humanitarian objectives, for example, Junior Red Cross, Boy Scouts and Girl Guides, to become involved directly in work with branches of the social services. Hospitals are often short of staff, and hospital managements should be encouraged to examine the possibilities of using young volunteers. The training programmes of specific organisations might be related to such special situations. Drama or cultural groups can contribute both by fund raising through public performances and by performing in hospitals or homes for the aged. The underlying requirement is that programmes should be as wide-ranging and diversified as possible, seeking to provide the most extensive range of possibilities for the worthwhile involvement of young people in the problems of their communities.

#### Special role of national youth services and youth camps

105. Programmes now operating in many developing countries, including several countries in the Caribbean, provide full-time residential training for varying periods from one to two years. Provision for girls is increasing. The camps in which this type of training largely takes place are mostly situated in rural areas, involve substantial numbers of rural youth in their programmes and have a major agricultural and rural vocational element in their programmes.

106. The particular value of this type of provision lies in its combining of training in a variety of vocational skills with general education and activities designed to encourage social responsibility and the development of the individual personality. Since the young people attending the camps are mainly from socially and economically disadvantaged backgrounds, a twofold purpose is served. First, the young people are helped to become more

mature and socially acceptable individuals, with a greater pride in themselves and understanding of the problems of their country and their community. Secondly, they are given skills which may be either directly applicable in employment, for example in farming or in various service occupations, or the foundation for a thorough craft training to recognised standards. In certain instances, however, the camps have sought to provide a complete skills training, although, because of the need to provide suitably qualified instructors, training facilities, equipment and materials and simulated working environment, this type of experiment has never been entirely successful. In consequence, when full skills training courses to recognised levels are attempted, the additional costs involved may compare unfavourably with other forms of training such as trade centres and industrial wings of training institutions.

107. Youth camps, as they have operated within the Caribbean region, have complemented rather than competed with the work of more conventional forms of trade training and have reached young people who might otherwise have been unaffected by out-of-school educational activity. They have also contained a substantial element of remedial social work within their programmes.

108. Such programmes are largely phenomena of the 1960s, although the Jamaica camps originated in the previous decade and have had an influence in many regions of the Commonwealth and beyond. The constitutional affinities between the Jamaican camps and the Kenya National Youth Service are particularly noticeable. Because these organisations were formed quite recently, there is little real information on how successful in the long term they are as agencies for changing the attitudes of young people and guiding them towards participation in national development. A particular need, and one which might be supplied more easily, is a clear assessment of how successful such programmes are in fitting young people into employment, or how successful they are in turning out young people with the skills and desire to improve upon traditional patterns of farming. The Social Science departments of the University of the West Indies could provide a valuable service by evaluating the impact of these programmes, at least in the short term, on the young people who have participated in them.

109. The customary doubts over the high cost of youth camps and national youth services were expressed. The Caribbean establishments undertake considerably less in the way of productive work

by the trainees themselves than do similar agencies in Africa. In various African countries such work takes the form of direct involvement by trainees in the building and operating of camps, agricultural work contributing to food needs and revenue through sales, and paid contract work in various technical fields for government or private industry. It was suggested that in the Caribbean region youth camps have been dominated by the philosophy of social work, that is, they are primarily remedial organizations. In the present situation in the Caribbean it was felt that the youth camps should concentrate more on development requirements and the practical contribution which the camps and the campers might make to development. The introduction of more productive activities might also assist to some extent in reducing the high costs of full residential establishment. Because of their costs, youth camps can be seen as only one component in the overall provision for young people in the region, affecting a relatively small minority of young people out of school. The camps must, therefore, be complemented by less intensive and less costly approaches to youth training.

110. Youth camps in the rural setting can do much to familiarise young people with new techniques and new crops whilst at the same time working to overcome their prejudice against agriculture. The Jamaican youth camps have many pioneering achievements to their credit in this respect. No matter how effective the agricultural training operation, or how systematic the attempted re-orientation of attitudes, it cannot be expected that large numbers of the young people produced by the camps will turn to farming and produce the changes in farming practices expected of them, if the present restrictive system prevailing in most rural areas in the Caribbean remains. Rural training related to all-round rural development must be effected before any substantial achievements can be realised.

111. A cause of concern about youth camps in the rural areas is the lack of a working and social relationship between the camps and the surrounding rural community. Whenever possible camp facilities should be made available to adults also, especially in areas where recreational and social facilities are limited and where there are few other sources of new agricultural ideas. The camps should primarily serve young people but should also see themselves as part of an overall national provision for community needs. They should, therefore, seek as far as possible to serve the community also.

## Evaluation and youth programmes

112. Programmes for young people have often been launched hastily, without a clear understanding of their objectives and without any assessment of whether they are satisfying real needs of young people. It has not always been established whether the particular approach selected is an acceptable use of resources in terms of costs, whether it is primarily a remedial exercise aimed at keeping young people off the streets, or whether it has a preventive purpose aimed at attacking the root cause of discontent among young people by promoting development activity.

113. Systematic evaluation is essential if these doubts are to be resolved and a rational basis established for a valid strategy for programmes for young people in the particular social context and within the limits of the resources available. Such evaluation, if properly executed, requires a range of specialised professional skills in the social sciences, including the use of techniques of measurement which are objective and free from personal and political pressures. Various possibilities were examined for organising this type of service. The seminar considered the example of the National Council for Educational Research and Training in India. This is an autonomous body, organised on an academic basis but enjoying financial support from government, which provides specialised services including the objective evaluation of programmes of various Ministries. Such an organisation is only feasible when a country has a wide variety of programmes in operation and when there are adequate reserves of professional skills. In many countries it is necessary to look to universities to provide such services. This affords an excellent opportunity for University Social Science faculties to provide a valuable service to the community and, in so doing, acquaint students directly with real social problems during their normal course work. This possibility was regarded as particularly appropriate in the Caribbean region where the university covers most countries and has a recognised regional status.

114. Evaluation has become a province of the international expert in recent years, a fact which can result in heavily subjective reports, drawing very often on experience in other situations inappropriate to the very distinctive situation of the Caribbean region. Doubts were expressed about the value of short term assignments by experts, although comparative experience could provide useful assistance to the operation of the programmes.



115. Various methods were considered for the carrying out of long-term evaluation. Success can be judged only against declared objectives, when programmes are planned. A statement of objectives should include social as well as economic factors, despite the difficulties of listing the former. In estimating the overall impact of youth programmes, social and political factors must be taken into account. This requires a special understanding of the character of a particular society and consequently presents serious difficulties to internationally recruited evaluators. Local personnel, sensitive to local social and political factors, should be associated closely with any evaluation undertaken by an outsider.

116. An essential preliminary procedure often overlooked is the baseline survey, which establishes the necessary initial data against which the changes brought about by a particular programme are to be measured. Evaluation is often begun some time after programmes have been initiated. If no baseline survey has been made the ultimate task of evaluation is much more difficult. Such essential preparatory work affords a valuable opportunity for university students to make available their special talents and training for the service of the community. The further development of evaluation procedures, involving the use of sampling techniques over broad areas of the community, also provides a valuable opportunity for co-operation with commerce and industry, since these frequently have well developed market research and data-processing facilities useful to the planning and evaluation of youth programmes.

117. Youth programmes can benefit from the practice in commerce and industry of monitoring, or continuous assessment, so that shortfalls or flaws in the operation of programmes can be revealed and appropriate modifications be made as the activity goes on. In many respects, continuous assessment of this nature is of more practical value than evaluation carried out over a lengthy time-span, the results of which may be long delayed.

## CHAPTER 4

# Co-operation in Youth Programmes

### International co-operation

118. Increasing possibilities were seen for international co-operation in the field of youth activities. Various existing programmes, international, bilateral and non-governmental were considered. The seminar felt that too little information was generally available about the possibilities for co-operation and the particular interests of the organisations concerned. These information gaps can be overcome at least in part by meetings at which the various interested agencies are represented. Too often, however, international conferences affect only policy-makers at the highest level and their value for those actually concerned in the operation of programmes tends to be limited. There is, therefore, a need for more international gatherings at practical working level, supplemented by a more widespread flow of practical information on new approaches to youth work to serve as a basis for working co-operation. This whole area could be usefully explored further by the Commonwealth Secretariat.

119. It is important also to realise that the countries of the Caribbean region can co-operate to their own advantage in the field of youth as well as in other fields. Already within the region there are reserves of expertise which might profitably be shared. The process has already begun of transferring suitably adapted approaches within the region, the obvious example being the spread of the residential youth camp from its country of origin, Jamaica. A parallel activity is the exchange of specialist personnel on short and medium term missions.

120. A common shortcoming observed throughout the region is the lack of programmes and strategies designed to reach the mass of young people, as opposed to highly selective programmes. The growing urgency of the youth situation underlines the need for ideas and activities related to local communities in local situations. Effective co-operation at a regional level depends upon the solution of the problem of excessive selectivity in the existing provision for youth. The immediate problem is, therefore, to consider how expertise and resources available in the region might be used in ways that are relevant to individual projects and applicable to young people in local areas. This general problem is even more exacting when international co-operation is considered. The goodwill of the various interested agencies was recognised, and there has been an encouraging realisation in recent times of the need to apportion aid to the informal as well as the formal sectors of education. It is apparent, however, in the Caribbean region and elsewhere, that there are special difficulties in devising appropriate forms of aid to the out-of-school sector, including youth work, because of the need to relate programmes in this field so closely to particular local situations. The educational export business in the out-of-school sector becomes for this reason much more difficult than, for example, assistance towards university development. Nevertheless, because of this difficulty, an opportunity is presented for the promotion of new attitudes to aid based on full co-operation between donor and recipient with the aim of identifying the best form of assistance for each specific situation. External assistance to local planning, in the form of financial assistance, equipment and professional expertise, can be of much value provided that the relationship described above is established.

### Overseas volunteers

121. Most of the problems of international co-operation in the youth field can be identified from an examination of the role and contribution of overseas volunteers, many of whom have played a valuable part in the development of existing schemes. It was important to consider carefully the posts in which overseas volunteers have been most useful and equally to consider less successful projects in order to determine how best to improve the recruitment and use of these young people.

122. Certain indications are already available of how volunteers can be used more effectively. Firstly, in terms of academic qualifications, certain established programmes tend to place too much emphasis on supplying volunteers who have undergone higher education or completed an advanced training. Such people are not always appropriate to the working needs of vocational training programmes for youngsters in developing countries where a volunteer with a more practical bent and with working experience might be more valuable. Conversely, some countries expect too much of volunteers. Frequently they are regarded as fully qualified personnel and given responsibilities beyond their experience and capabilities. On occasions they may rise to the situation and perform the duties required. If they do not, it should not be interpreted as a fault of the volunteer or a weakness in a particular programme. A further common weakness was lack of preparation of the volunteer both beforehand in his own country and after arrival at his destination. Greater attention should be given to increasing volunteers' understanding of the country to which they are posted. For its part the receiving agency should recognise that the volunteer is often inexperienced and must be educated in the ways of the country to which he is allocated.

123. Requests for volunteers should be framed in clear and precise terms and full job descriptions should be provided, thus avoiding the situation whereby a volunteer may find himself in a different post from that which he had envisaged.

124. Sending agencies should endeavour to recruit more volunteers with technical skills and aptitudes and some experience of management. These might be able to help young people more effectively especially in preparing for employment, the area of highest priority. It might also be possible to involve more experienced older persons in this particular problem. Doubts were raised about the value of short-term volunteer service. A minimum period of two years was regarded as essential.

#### A Commonwealth Caribbean Volunteer Service

125. There is a perceptible trend towards volunteering in the region. In Guyana and Dominica volunteers from other territories are already doing useful work. Within individual

countries also, community-related volunteer activities are beginning to emerge, although often without formal structures for the recruitment, despatch and support of volunteers. If the trend towards volunteering is to be reinforced, a formal organisation is needed. There are, however, obvious difficulties which would delay the emergence of such an organisation. These are, first, finance, and, secondly, questions relating to the administration, its location, and whether it should be independent or attached to some regional organisation such as the Commonwealth Caribbean Secretariat or the University.

126. The financial problem can be tackled through the provision within the region of a common pool of finance for the support of a regional programme. Some funds might be sought from the Regional Development Bank. Co-operation from business houses, industrial firms, service clubs and voluntary organisations should also be encouraged.

#### Commonwealth co-operation

127. Most suggestions applying to international co-operation generally could be applied also to co-operation within the Commonwealth. The advantages of a common language and long-established personal and operational associations, should mean that Commonwealth activities will prove both relevant and valuable, attuned to local needs and sympathetic to local sentiments.

128. The need was frequently expressed for an effective exchange of information about the development of youth programmes throughout the world and in particular about new ideas and projects in youth activities related to development. The Commonwealth Secretariat might help to satisfy this need. First, a periodical publication might be produced which would focus on Commonwealth youth and in particular document new approaches to youth work and special achievements. A more detailed clearing-house service might be provided for both governmental and non-governmental agencies. The possibility might be explored of the use of audio-visual media, particularly film, radio and television, to direct attention to the needs of youth in the Commonwealth and the scope for co-operative effort in supporting schemes designed to satisfy these needs.

129. The Commonwealth Secretariat might also make a constructive contribution in technical assistance. In areas such as programme planning, the preparation of project submissions, and evaluation there are often short-term technical assistance needs which call for a speedy response. The Commonwealth Secretariat should be equipped with the resources to provide appropriate services.

130. Information about low-cost tools and equipment is also essential. Some published material is already available from sources in the United States and Britain. Within the Commonwealth there are major developments in this field, particularly in the developing countries, and information about these could usefully be distributed much more widely. Examples include developments in leather work and textile work at village level in India; low-cost windmills in Australia; ceramics manufacture in Guyana and Jamaica. The Commonwealth Secretariat could provide a valuable service by collecting information on this type of development and communicating it to those endeavouring to promote labour intensive youth employment and training schemes.

131. The exchange of volunteers has already developed on a large scale within the Commonwealth. The contribution of programmes such as CUSO, AVA, IVS and VSO was reviewed and commended. The pattern of volunteering within the Commonwealth, however, consists largely of bilateral arrangements for sending young people from the richer to the less rich member countries. This neglects the fact that in some developing countries there are young men and women who might become involved in voluntary service. They could often offer skills more appropriate to the needs of other developing countries than those offered by volunteers from more developed countries. An example of this would be experienced leather and textile workers from India.

132. In view of this, the possibility of the introduction of a Commonwealth Volunteer Scheme might be further examined. Such a scheme would break away from the traditional patterns of volunteer sending and give real substance to the concept of the Commonwealth as a polycentric association of nations.

133. Finally, following the successful organisation of regional seminars on youth problems and youth training in both the Commonwealth countries of Africa and those of the Caribbean,

there is already abundant evidence of the high priority that member Governments are giving to the development of programmes for young people, particularly young people out of school and often out of employment.

134. In view of this increasingly urgent priority, Commonwealth countries should come together at Ministerial level in the near future to discuss how they might best co-operate in the youth field and to consider the development of a Commonwealth Youth Programme.

# PART 2

## Addresses



ADDRESS BY THE HON. FRANCIS PREVATT,  
MINISTER OF EXTERNAL AFFAIRS,  
AT THE OFFICIAL OPENING OF THE SEMINAR

Mr. Chairman, Distinguished Guests, Ladies and Gentlemen,

It is an honour and a privilege to have been invited to address this distinguished gathering this morning, and to declare open the Commonwealth Caribbean Seminar on Youth Employment and Training. May I express the profound regret of the Right Honourable the Prime Minister of Trinidad and Tobago at his inability to be present this morning to deliver the feature address. The Prime Minister's interest in the problems and development of youth is well known. I am request to convey his best wishes for the success of your deliberations and the hope that your labours will be meaningful and profitable.

This is the second such seminar organized by the Commonwealth Secretariat, and follows closely on a very successful conference held in Nairobi in November last. The Government and people of Trinidad and Tobago are, therefore, deeply appreciative of your choice of the host country for this first such Western Hemisphere meeting.

In extending a most cordial welcome to all delegates and observers, I am sure that friends from sister Commonwealth Caribbean countries will forgive me if I single out for special mention the delegates from Africa and Britain, countries with histories older than those of the Caribbean, but which are none-the-less plagued with problems arising from the restlessness of youth, similar to those encountered by our relatively young and under-developed countries.

To those of you who are visiting this country for the first time, may I express the hope that your conference agenda will permit you time to see something of our exciting island-nation and to enjoy its scenic beauty. I hope you will be able to meet and exchange experiences with the Trinidadian people and enjoy the warm affection and hospitality of our multi-racial society in a country where, as in the words of our National Anthem, "Every creed and race find an equal place". To those of you who have been here before, we accept your return as an appreciation of

the pleasant and rewarding stay you had previously, and we trust that this visit will be no less enjoyable.

The primary purpose of this seminar is to pool the experience and expertise of persons concerned with and engaged in youth work, and to distil from their wisdom ideas which will prove useful to policy makers. From this pooling of experiences and ideas it is expected that a blue-print will emerge for closer Commonwealth co-operation in the development of schemes for work amongst youth. It is comforting to note that your delegates are not representatives of their respective governments, charged with espousing and supporting the policies and principles of their sponsors, but persons selected for their own ability, experience and interest in youth work. I venture to suggest that your contributions will, therefore, be uninhibited and objective and will give us, the policy makers, food for thought on the contemporary problem of adequately providing for our young populations.

Within the past few years, youth has become a very controversial subject. Some people are genuinely terrified at the power of youth and resentful that they seek to change the old established order. But why should not the older give way to the new, provided that in doing so, something better is achieved? The advances in medical science over the past two to three decades have contributed to the tremendous population explosion experienced in several countries of the world, particularly in the developing countries, where it is not unusual to find over 50 per cent of the population under twenty five years of age. In our own country the ratio is even more disturbing, for nearly 50 per cent of our population is under twenty years.

But it is far more disturbing to note that scientific and technological developments in other fields have tended to reduce the dependence on manpower as a factor of production. Labour intensive methods of production are being replaced by capital intensive techniques; men are being replaced by machines. Yet with populations heavily weighing in favour of youth, Governments are forced to provide more school places, more social and recreational facilities, only to find that each succeeding year more skilled, highly trained and highly qualified youths are thrown on to the labour market to compete for fewer and fewer jobs. The youth of the Third World, born in era of hope, of great possibilities and ever increasing opportunity, encouraged to develop his skills and talents, suddenly finds that he has very little opportunity to contribute to the making and execution of plans for shaping his own or his country's future. Those actively engaged in so

doing are usually older people who have sometimes failed to keep abreast of the times or are unwilling to accept realities. The frustrated youth seeks outlets for his pent-up energies and emotions; he wants to catch the attention of those around him, to be counted when he rises and to be heard when he speaks. He is striving for a place in society through which he might fulfil his dreams and his ideals; but he soon finds that his efforts are in vain, that there is little room for him in legitimate and well-ordered activity. He turns to the dramatic, the theatrical; some young men engage in marches, street demonstrations and sit-ins; others turn to more extreme forms of showmanship - physical violence, street fighting and occupying buildings; others devise schemes and plots to overthrow the establishment, to rebel against society; some of the weak, unfortunately, fall prey to debauchery and drugs. These are merely manifestations of the enslaved seeking after survival; the young are revolting against authority and lack of opportunity.

It is pertinent to ask: what are we doing about these problems with which we claim to be so concerned? Your coming together from countries near and far to share your experience is ample testimony of our concern to find solutions to the problems of youth. The late President John F. Kennedy expressed the view: "If men have the talent to invent new machines that put men out of work, they have the talent to put those men back to work". It is no wonder, therefore, that the American nation has spent such vast fortunes in sending men into outer space and in landing men on the moon, nor that they are already preparing for the journey to outer planets. The vast resources of the sea bed are already opening up new vistas for some nations. Will these new-found resources and the yet unconquered areas provide the challenges and opportunities eagerly awaited by our restless youth? Will their fruits be shared by all nations or will they merely serve to widen the gap between the scientifically and technically advanced countries and the under-developed countries of the world? Will these new-found resources serve to put men back to work?

When solutions to the problems of youth are under discussion, certain questions must be borne in mind. How, for instance, do we harness the talent and skills of our youth in such a manner that we do not impose restraints on their dynamism and sense of creativity? How can we motivate them into making a contribution to their own and their country's future progress? What contribution should youth make to the political, social, cultural and economic development of their country, and what forums should be open to them? This obviously raises the very topical question

of the voting age and active participation in politics.

These are some of the thoughts which must commend themselves to you during your deliberations. All countries, rich and poor alike, owe it to their youth to train and organize them for service to and for their native land. We in the Caribbean have recently embarked on a new round of co-operation in economic integration, in the sure and certain knowledge that many of the problems of the region can only be solved by the united efforts of all our people. The proximity of our countries to each other, the similarity of our backgrounds, our close family ties and our common hopes and aspirations, impose upon us a responsibility to come to each other's assistance. We are pleased to share our joint experience with peoples from other regions. The emphases may differ, but I am certain that our basic problems are the same. The swiftness of modern communications has reduced, in terms of time, the size of the earth, and places our neighbour's problems right on our doorstep.

Your recommendations are to be considered at the next meeting of Commonwealth Prime Ministers to be held in Singapore in early 1971. It behoves you, therefore, to think globally, not only regionally, realizing as you no doubt do that the Commonwealth is spread over all continents.

I look forward to receiving a copy of the report of your deliberations. I am confident that with the talent here assembled, your discussions will be stimulating, impartial and objective, your recommendations constructive and practical.

It is with pleasure that I now declare open this Caribbean Seminar on Youth Employment and Training and wish you abundant success in your deliberations.

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## YOUTH AND DEVELOPMENT

Keynote address delivered by

W. G. Demas

Secretary-General  
Commonwealth Caribbean Regional Secretariat

It is a great pleasure to have been asked to give the keynote address this afternoon. The invitation did come as something of a surprise, seeing that I am by no means an expert on youth. I can pretend to know a little about development, but I should warn you that my knowledge of youth problems is by no means extensive.

At the same time, I hasten to add that I did become very enthusiastic about the topic. This is so for two reasons. First of all, I think that the juxtaposition of youth and development is extremely significant. Its significance lies in the fact that it places emphasis on the development process where it ought to be - on people. Normally one is accustomed to hearing about industry and economic development, the role of agriculture in economic development and, even more recently, education and economic development. But I think that the theme of youth and development places emphasis where it should be, because youth are people and, although it may be a cliché, it would stand repetition to emphasize that economic development depends on people. It depends on people's capacity for work, their imagination and, equally if not more important, on their motivation. I think the juxtaposition of youth and development in the title is also significant in that it does serve to highlight an important fact about the Commonwealth Caribbean today - that is, the preponderance of young people in the population. I think that the papers from Jamaica and Trinidad and Tobago have brought out this fact well and clearly. For example, it is stated that the percentage of the total of the Trinidad and Tobago population under twenty-five years of age is 62. One can say, perhaps guessing a bit, that in Trinidad and Tobago the age of the 'typical' person in a statistical sense is about eighteen years. In other words, the typical Trinidadian and Tobagonian (and I have no doubt that this

figure also applies to the rest of the Commonwealth Caribbean) is a person of about 18 years. This I think highlights the importance of the relationships between youth and development in the specific circumstances of the Commonwealth Caribbean.

I need hardly warn you that this is a vast subject and that owing to the nature of my address certain aspects will inevitably have to be omitted. For example, I do not propose to say anything about the problems of delinquent youth, nor will I say much about the role of women or young females. These subjects, as you know, raise special problems. I shall be speaking about youth in general, and I shall be dealing largely with economic development.

### The concept of development

I think it is worthwhile to examine closely this concept of economic development about which we hear so much these days. To most people economic development simply means an increase in per capita income or, more broadly, in material welfare. This is true. There must be a continuing increase in the levels of material well-being for people in modern societies to be satisfied. However, one has to go more deeply into the matter of economic development than thinking simply in terms of continuing increase in per capita income or of material well-being. We have to look, for example, at the distribution of income. If, let us say, the economy grows at a very high rate, perhaps at eight per cent per annum, but the increase in well-being is concentrated among the top ten per cent of the population, one cannot in any meaningful sense of the word speak of economic development in that kind of situation.

One also has to look at the employment situation. Again, if an economy is growing at eight per cent per annum but the percentage of unemployment in the total labour force is anywhere between 19 and 20, then one has to take this very important factor into account in judging whether that country is really developing in a satisfactory way and in a politically acceptable manner.

Apart from the distribution of income and the unemployment situation, there are other elements which also deserve attention. One of them is the extent of national control of the development processes. In the historical context of the Commonwealth Caribbean there has been a sort of development, almost a "bastard" kind of economic evolution, which has been imposed by people in organisations outside of the countries, and, what is more, this kind of development can continue only if the people

and organisations outside choose to promote such development. In other words, if one is really examining the concept of development beyond a superficial level, one has to look at the extent to which the springs of development come from within the country or from outside.

Finally, another important element, which I think is part of a satisfactory definition of the concept in the specific circumstances of the Commonwealth Caribbean, is the extent to which there is popular participation in the economy. There should not be too unequal a distribution of income. As you all know, there is no country in the world where income is perfectly distributed in the sense of everyone having the same income; for this reason, I say not too unequally distributed. But consideration should also be given to the extent to which ordinary people participate in the economy, in the sense not only of owning capital, owning shares, equities, industries and so on, but also in terms of running industries. Thus, in my opinion, one has to have this kind of well-rounded conception of development to make the term appropriate to the circumstances of the Commonwealth Caribbean and to the aspirations of the people in the nineteen seventies.

If one has this kind of concept of economic development, and one examines the present day Commonwealth Caribbean economies, one might ask: How do these countries stand in relation to this particular concept of development? If one thinks about the matter just a little, one will see that judged by these criteria the Commonwealth Caribbean countries are under-developed. It is true that in some of these countries the per capita income is higher than in many other countries of the Third World - higher than in many of the countries of Asia and Africa and even Latin America. But when one examines the question more deeply and makes reference to some of the considerations I have mentioned above, one will find everywhere in the Commonwealth Caribbean a large degree of under-development.

#### Some factors of under-development

There is in all the Commonwealth Caribbean countries - whether they are large or small, whether or not they have mineral resources such as oil or bauxite, a tremendous amount of unemployment. One finds that unemployment of the labour force is generally somewhere between ten and twenty per cent. In some cases it even exceeds twenty per cent.

Further, in all the Commonwealth Caribbean countries, without exception, Agriculture, other than the traditional exports of sugar, citrus and bananas, is not in a very satisfactory condition. There are two types of agriculture. One is organised along lines of large estates, large plantations, producing mainly for export, and the other comprises smaller holdings, many of them very small indeed, and predominantly orientated to the domestic market. This is the sector of agriculture which supplies food directly for the region, and in all cases it is here that low productivity and slow growth in production are evident. One finds that in relation to other sectors of the economy, such as minerals or tourism or manufacturing industry, the part of the agricultural sector producing food for the home market is growing rather slowly, if at all. We cannot ignore this fact in judging the extent of under-development of the countries of this part of the world.

There are many other factors which suggest a high level of under-development. One of them is the extent to which, in relation to the export sector of agriculture, the countries of the region depend on preferential shelter in metropolitan markets. This is clearly a sign of under-development and dependence. Moreover, one finds a shortage of appropriate institutions, particularly financial ones, which can help to mobilise savings for productive investment within the countries. The list can be lengthened, but I will not do so since this is not a talk on development as such, but on youth and development.

I propose in the rest of my address to look at the subject in relation to two of the factors in under-development which I have mentioned earlier i.e. unemployment and the poor state of agriculture. I shall also refer to another factor, namely, the extent of popular participation in the economy, because I think that a greater realisation of this particular aspect of development is important, not only in its own right, but also in helping to solve or to alleviate the unemployment problem.

### Youth and unemployment

If we look at the situation of Caribbean youth in relation to these factors, one finds that unemployment affects the young people most heavily. The highest percentage of the unemployed in relation to the labour force occurs in the age group 15 to 25 years. This is true of all the Commonwealth Caribbean countries. Obviously, this situation is one which must be profoundly demoralising to the young people of the countries of our region and it seems to me that unless something is done in a fairly short space of time,



the situation will be most untenable. Of course, the economist has a rather longer term horizon than most people and, when I say a short space of time, I mean a decade or so. Unless something is done early, it will be impossible to contain the situation and to maintain the society in a viable way.

In the Caribbean youth is also profoundly alienated from agriculture and from rural life. Relatively few young people are thinking in terms of taking such action and such steps as would enable them to participate more directly in the economic life of the countries where they live.

In fact, because of the economic and social situation of the Caribbean, we find that Caribbean youth is today doubly alienated. On the one hand, it shares the general, at least the widespread, alienation of young people in most parts of the world, particularly in the more developed countries. Youth today is dissatisfied and has for some reason or other, or for various reasons which are too complex to analyse here, rejected all forms of authority, whether that authority is inherited in the form of institutions or whether the authority is exercised by individuals. In fact, it seems to me that particularly in the developed countries all forms of institutions are rejected among certain sections, particularly the so-called New Left. This is a fascinating question which for reasons of time I cannot explore here today. Caribbean youth shares in this general alienation of youth. At the same time, we find a second source of alienation of Caribbean youth which arises from the obvious source. Many of them find that they cannot play any kind of constructive or self-respecting role in their societies, given the present economic and social arrangements which result among other things in frighteningly high levels of unemployment. In the light of this, Commonwealth Caribbean Governments are under a double kind of pressure to do something about the youth problem - if I may term it that.

In looking at what can be done, and in what ways policy-makers and youth organisations themselves can get assistance from this kind of Seminar, I think it is useful to break the subject down into a number of parts. First of all, we have to consider what Government can do; second, we have to consider what employers, what business can do; then we have to consider third, what labour organisations, trade unions, can do; fourth, we have to consider what the under-privileged youth themselves can do; finally - and I think this is probably an area which is somewhat neglected in the Caribbean if not in other countries - what the relatively privileged youths can do for the less privileged ones.

## The role of government

Government, quite clearly, has an important role to play. The Government is responsible for overall economic policies and, of course, one of the most important aspects of economic policies in countries such as ours concerns employment.

## Causes of unemployment

At this stage I think that before we proceed any further, we ought to analyse the employment problem in the Caribbean for a few moments. I am sure that most of you here are familiar with this, but for the sake of completeness I think it would be useful for me to say a few words about the source of this serious unemployment problem which we are all facing today in the Commonwealth Caribbean. Unemployment is not a simple problem. There are several inter-related factors, of both an economic and a social nature, which have produced an appalling unemployment situation in the Commonwealth Caribbean.

## Population growth

First of all, there is the high rate of growth of the labour force which is a result of the number of births fifteen years before. The labour force today, in 1970, is determined - omitting emigration - by what happened or failed to happen in 1955. In a sense, therefore, the rate of growth of the labour force is determined by the rate of growth of the population fifteen years before. This is well known and I will not bore you with statistics. I think that the Jamaica paper has provided some very good statistics - demographic statistics - on the rate of growth of the population etc. Suffice it to say that in all the Commonwealth Caribbean Countries populations are growing at a fairly rapid rate - by which I mean more than two per cent per annum. In some cases the growth rate exceeds three per cent per annum.

When a population is growing at three per cent per annum as compared with 0.5 or one per cent per annum, that makes a tremendous difference. I think this is obvious to you. While the difference seems to be very small, however, the effect is very great, especially when it is realised that three per cent per annum means growth twice as fast as 1.5 per cent per annum and six times as fast as 0.5 per cent per annum. In most of the developed countries, for example Britain, the population is growing by 0.5 per cent per annum. If, therefore, in this part of the world, the population grows by three per cent per annum it is growing

six times as fast as in Britain. This gives you an idea of the magnitude of the problem.

### Inappropriate technologies

Apart from population growth, and hence the growth of the labour force, unemployment is caused by the fact that technologies which we use are not appropriate to our situation. We use highly capital-intensive technologies which are imported, like practically everything else in the West Indies, from outside. The West Indies have been and continue to be great importers. We import not only goods but technology, fashions, tastes, ideas, institutions. We import almost everything and our technology derives from the more developed countries where it is labour that is scarce and capital that is relatively plentiful.

In the Caribbean, we have the opposite situation. Capital is scarce and labour very plentiful. Therefore, when we have capital-intensive technologies we fail to generate much employment per unit of investment. For example, one finds that in the typical Commonwealth Caribbean country it costs something of the order of \$25,000 W.I. per annum to produce one job in the manufacturing industry. This gives an idea of the enormity of the problem posed by capital intensities. Let us not forget also that when countries like Britain were going through a similar phase of development, the amount of capital required to create a job in the manufacturing sector was much less. I will not give you precise figures but, as a rough guess, perhaps the cost of providing a job in industry was one-twenty-fifth of that amount (even after allowing for price changes.)

This shows then that the capital intensive technologies which we are now importing from the developed countries are hindering the expansion of employment opportunities. I think these two factors are well known - population growth and capital-intensive technology - and there is general agreement, I think, about them. There will not be much controversy about them.

### Wage rates

At this point I deliberately become more controversial and mention other factors. One of them is the pattern of wage rates which has been established, and which has come into being both because of the structure of our economies and because of the activities of Trade Unions, which - and here I will be very controversial - constitute an institution imported in a form which

has not been modified to suit our circumstances.

Let me develop this point by taking the question of economic structure first. In nearly all the Commonwealth Caribbean countries one has got two sectors of the economy in terms of productivity or output per man. One has got sectors such as oil or bauxite - mineral sectors - which have a very high productivity per man. In other cases one may have the modern tourist sector, luxury hotels and so on which can afford to pay higher wages. Then one has the less developed sectors, especially agriculture, which do not have the same output per head, and which therefore cannot pay the same rate of earnings as the modern sectors. To the extent that the high wages which are obtainable in the high productivity sectors affect the rest of the economy, to that extent is development retarded and the expansion of employment is hindered.

The classic example, of course, is Agriculture. Given the kind of wage one can hope to earn in an industry like oil or bauxite, or in a modern hotel, and given the level of earnings one can expect in the kind of agriculture we have, it is not surprising that the supply of labour for agriculture is reduced and is very adversely affected in this kind of situation in the Caribbean. At the same time, because of our economic structure, we find that salaries of certain individuals in certain large international companies which operate here tend to be pulled up to the level of the salaries which can be paid in the Metropolitan countries. And, of course, if a salary of a certain category of worker goes up, or is high, then it is very difficult to prevent an upward pull being exercised on other salaries of less "important" workers (if I may use this phrase), and of course of other wage earners. This is an extremely important factor which operates in the Commonwealth Caribbean. It is also aggravated by the "brain drain". The fact that qualified people from the Commonwealth Caribbean, can with a certain ease go to North America and earn high salaries corresponding to the productivity of the Metropolitan countries means in fact that more and more in the Commonwealth Caribbean an international market is being created for qualified people. More and more, too, this international market for these trained people affects other sectors of the labour market in the Commonwealth Caribbean countries.

#### Metropolitan model trade unions

To complete the picture, we have the Trade Unions. In my opinion they are very good agencies for several reasons.

They are a very important institution in any kind of non-totalitarian society, but at the same time simply because their practices are somewhat too closely modelled on those in metropolitan countries without sufficient adaptation to the circumstances, one finds that the Trade Unions tend to exert a lot of pressure to push up wages and this is not only exercised in leading sectors, but also in other lower-productivity sectors, such as the Government. This in turn does tend to aggravate the unemployment problem.

### Attitudes of secondary school leavers

Another factor in the unemployment situation is somewhat more nebulous. This factor belongs to the sphere of attitudes and values and it is rather intangible, but I think it does have tremendous importance in the Caribbean, especially in those countries which have advanced significantly in providing secondary education. One finds that (and this is well known, of course) secondary school graduates are extremely "choosy" about the kind of work they will do and about the level of remuneration which they will accept. In many cases, such attitudes have the effect of making them remain unemployed rather than accepting alternative kinds of employment, or salaries which are considered lower than those anticipated. Now this is a fact, and behind it lies a whole host of factors, which it would take too long to analyse here. It is, especially at the secondary level, partly the fault of an irrelevant education system which is part of the inherited values of the society, a very peculiar ex-colonial society where all sorts of aberrations flourish.

### Irrelevant mass media

However, it is also partly the result of the kind of perceptions and aspirations created by the electronic mass media in the Commonwealth Caribbean. Perhaps I have a bee in my bonnet about the mass media, but in considering the economic and social problems of the Caribbean, I always seem to come to this particular bee in my bonnet; and quite honestly I think it is an important factor. The electronic mass media, for the most part, are completely irrelevant; not only irrelevant but actually harmful in that they create the wrong values, the wrong perceptions. They raise consumption aspirations and they induce in the Commonwealth Caribbean, North American consumption standards and consumption aspirations. We have a situation where the economic basis can never satisfy, at least for hundreds of years, the kind of aspirations that are fostered nightly by the irrelevant mass

media in our midst.

This then is just an indication of some of the factors behind this set of attitudes (especially among the secondary school leavers) which are unfavourable in helping the unemployment situation or in promoting some kind of inclination towards agricultural work and rural development generally.

We have identified five factors in the unemployment situation. I will not try to give them relative weights except to point out that the easiest one of them to control, in my opinion, is the first one - that is, population growth; and I think that in many of the Commonwealth Caribbean countries, Governments over the last few years have been successfully beginning to implement family planning programmes. Of course, this solution takes a long time to show results, because even if one halves the birth rate today, and this is impossible, even if one halves the birth rate in one year, it would be another fifteen years before the rate of growth of the labour force would also be halved - leaving out of consideration emigration.

Thus it is a long-term solution. But because it is long term does not mean that it ought to be neglected. The other four are much more difficult and this is where I think youth programmes have relevance.

I have taken a rather circuitous route to come to the main point but I thought traversing the route would have been worthwhile to the understanding of some of the difficulties and complexities of the problem.

### Policies for reducing unemployment

Before we examine what various groups can do, let us try to make a rough synthesis of the kinds of policies which can be adopted to reduce or eliminate unemployment in the Commonwealth Caribbean. The first, which we have just mentioned, is an attempt popularly known as Family Planning. There are others. For instance, quite clearly, there must be profound changes in the education system, both of the formal education system and of out-of-school programmes. There must also be profound changes in the orientation, content and objectives of the mass media, because these media shape the values and aspirations and motivation of the people. Further, there must be some attempt to have what is now known as an Incomes Policy. The term "Incomes Policy" is sometimes misunderstood. It does not only

mean some kind of restraint in wages. It includes a lot more than wage restraint. Because of the irrational pattern of wages and salaries in our economies, clearly something has to be done soon about the whole complex of elements included in the concept of Incomes Policy.

We must also make an attempt to modify some of the technologies which we import from the Metropolitan countries. We have to explore all the possibilities of what are known as "intermediate technologies" which are now being promoted in other parts of the Third World, in the Commonwealth countries such as Tanzania, for example. I think there is a group in Britain known as the Intermediate Technology Development Group, which is doing some very good work in this field. They are advising many British firms on the use of so-called intermediate technology. From what I know about the situation, these intermediate technologies are being more widely used in Britain than they are in the Commonwealth Caribbean. There is also the whole field of technological innovation and adaptation which we in the Commonwealth Caribbean have not yet begun to touch.

In terms of general policies to alleviate this very complicated problem of unemployment, we have to do something about rural development. Let us be realistic. We cannot hope to stem the drift from the rural areas to the urban areas, but by an appropriate kind of rural development, by the focussing of general development strategy in a particular way, we could do something to slow down the rate of outflow from the rural areas to the urban areas.

Finally, the desire to create jobs must inform the actual content and orientation of development plans much more than is the case at the moment. In all development plans, not only the Commonwealth Caribbean but all over the Third World, we find lip-service being paid to employment objectives. There are fashions, of course, in all these things. Among one's aims, it is usual to speak of, for example, "the maximisation of employment opportunities," or some such nice phrase. But normally planners simply pay lip-service to this idea of creating additional employment opportunities, forget all about it, and go along to think purely in terms of economic growth, in terms of the growth rates of different sectors, production possibilities in different sectors, and so on. The result is that in terms of the actual details of the plan (policies and projects) employment is forgotten and in the end just sheer economic growth gets major consideration.

One of the things which the post-war economic history of the Commonwealth Caribbean has taught us is that economic growth is not the same thing as the expansion of employment opportunities. When the now developed countries were developing, economic growth and expansion of employment opportunities moved in the same direction. There was, as it were, a one-to-one correlation between the two things. But nowadays the Third World countries face the paradox that growth and employment appear to be conflicting tendencies. This has very grave implications for economic policies and the approach to development in countries such as ours. We simply cannot afford to look at employment as a by-product of economic growth. We have to plan integrally for employment along with other objectives. Employment objectives must be deeply embedded in every single facet of development planning and development policy. It has been argued in some places that one should simply allow economic growth to take place and forget about employment. In other words, they say: try to solve the employment problem by a kind of redistribution of income. When we have growth we would use the proceeds of this economic growth to create jobs. But experience has shown that this approach does not offer a feasible solution.

#### Possibilities for employment creation

The important thing, in my opinion, is to look at some of the possibilities which have not yet been utilised for creating employment among the people. Let us now examine what Government, first of all, can do in this situation to create employment opportunities for young people, to interest young people in agriculture in rural development.

#### Appropriate content of education

I mentioned earlier changes in the educational system - this is extremely important. In my opinion, all of us in the Commonwealth Caribbean, without exception, need to re-think the entire formal education system. First of all, we have to re-think the curriculum content. In an area such as the West Indies where this profound unemployment problem exists and where it is important to encourage self-employment and co-operative endeavour, it is surprising that the subject of cooperatives is not a compulsory subject in all secondary schools and even primary schools. In our countries, where there is this aversion to self-employment among large sections of the population, it is surprising that elementary business practices (I am not speaking



of "highbrow" business management or about managerial theory) are not taught and made compulsory in all secondary schools. This need not be taught as a separate entity in itself. One can gear, for example, the whole teaching of arithmetic and mathematics to small-scale business situations involving self-employment. To take an illustration, compound interest is ideally suited to be taught against this background.

Another example is that the manner in which Applied Science is taught could be related in the lower forms of the secondary schools or even in the higher classes of the primary schools to Agriculture. While I am not a professional agriculturalist, I think that most of the Science subjects in an applied sense could be taught around West Indian Agriculture.

### Child oriented teaching methods

One needs also changes in the approach to teaching. Again, I must warn you that I am not a professional educator, nor an educational psychologist; but I see no reason, a priori, why in teacher-training courses the teacher could not be taught such pedagogic methods as would enable the child whom he or she subsequently teaches to learn to be more innovative and creative as a person rather than what has been called by our social psychologists the authoritarian type of personality, or in other words, the uncreative sort who simply follows set rules, who cannot think out things for himself or herself in a given situation. What we really want is to create problem-solving children, innovative children, rather than children who simply accept set formulae and learn by rote. I am now treading on rather dangerous ground, I know, for I am not really qualified to speak on such matters; but, a priori, I see no reason why this kind of approach to the teaching of the child, and therefore, the formation of the personality of the child should not be done. Perhaps I should add that things might have improved since I was at school in Trinidad. It may be that the emphasis now is on turning out the sort of child I have described much more than it was in my time.

### Mass media

Apart from these changes in the educational system, Government can do something about the mass media. I think everyone would agree that the mass media in the sense of the radio and television, if properly utilised in the Caribbean, can be a powerful educational force in the very broad sense of the

word. More than that, these media can influence deeply and perhaps even change the values of the society in generally acceptable directions. One has got to be careful here. I am not suggesting that the Government should try in some kind of sinister "1984" way to shape the minds of people; but I would suggest that, if one takes a typical Caribbean society, one would find that there is general consensus that certain things are desirable, such as making the person more interested in his Caribbean environment. I think everyone, including the most reactionary in the Caribbean, would accept that making people, especially the young people, more oriented towards agriculture and the rural way of life is desirable. To the extent that the mass media can be geared towards achieving these generally acceptable objectives, to that extent the mass media can help to change the values and attitudes in directions relevant to employment creation and rural development.

### Out of school education

Finally, the Government has a large responsibility for out-of-school training. The question is one of priorities, as it always is in economic and social planning. What emphasis, for example, should governments give to expenditure on the formal school system as against out-of-school training? This is the sort of question we need to ask and answer. We all know in the Caribbean that the Governments should do a lot more about out-of-school training-whether it is vocational training after working hours, whether it is Youth Camps, Trade Centres or rural settlements of young people and so on. Ultimately, we return to the question of establishing priorities.

My guess is, and I am only guessing here, that this has to be quantified especially in terms of relative cost. Many people forget that Youth Camps and rural settlements are, or can be under certain circumstances, relatively expensive propositions, perhaps even more expensive than formal secondary schools, so the matter cannot be decided on easily. It has to be based on detailed quantitative work. My judgement would also incline me to the view that in most Caribbean countries there should be a marked shift in expenditure, away from the formal school system, especially the secondary school system as it is now practised in the West Indies, and towards out-of-school training in various forms. In fact, I would go so far as to say that in many, probably all, Commonwealth Caribbean Countries the secondary school system is counter-productive in terms of the objectives we have been talking about such as the creation of employment, orientation of young people towards agriculture and rural

development. This being so, I think the societies can shift the balance away from the formal school system towards informal training without any loss.

### Private sector

I must now turn to what the private sector can do. I think the answer here is obvious. The private sector can do quite a bit more for training in vocational skills. It is partly a question of resources, it is partly a question of whether they regard their responsibilities to the entire community as being part of their business responsibilities. Now we will not go into this because it involves very well known considerations, and this ground has been trodden on many times before. But quite clearly the private sector can certainly increase its contribution in the form of vocational training, both by having apprentices at work under work conditions, or by conducting special training schools, as many of the bigger firms do. This is very obvious and there is nothing controversial here. More novel, I think, is the idea that the private sector - organised firms - can do much to help young people who try to create self-employment. Young people who may set up small business or co-operative groups can be assisted without much cost or with little or no cost by trained and experienced people from the private sector. I am thinking of people like Managers and Assistant Managers, Accountants, Engineers and other technical people. If the private sector really mobilises its personnel in Engineering, Accountancy, Management, Finance and so on, I think they can do a tremendous amount of training in fields such as Accounts and Business Management which would enormously assist the young people in creating employment for themselves. Very little of this has so far been done in the Commonwealth Caribbean.

Turning now to the under-privileged youths themselves, I call them under-privileged, because I assume that they are not at work. Many have been asked to submit themselves to training. I think a word of caution is required here. We certainly need a lot more specific training in the Caribbean, training for specific skills at various levels, but I have always been concerned with the question of structure. I have always been inclined to question the rather crude assumption which exists in the Commonwealth Caribbean that the way to solve the employment problems is simply to train more people. In other words, if in Country A, there are 40,000 unemployed people and one trains all of them, hey presto! there will be 40,000 jobs. Life is not quite as simple as this, unfortunately. It is clear that there is not a one-to-one

correspondence between training and employment. In other words, if we train everyone, that in itself will not guarantee absorption of all into employment. I am not questioning the value of training - I am simply saying that one should be careful about making the assumption that the only route towards the solution of the problem is through the provision of training in specific skills. In any event, I think that the under-privileged youths of the Caribbean ought to be much more ready to submit themselves for training when such opportunities are presented to them.

Another point-and a rather controversial one-which I should take up later is that when young people in the Caribbean, and I may probably be accused of moralising here, happen to get training in technical skills, they immediately think of going abroad, to North America for example. This will not really help the situation at all, because, to the extent that trained people leave the Caribbean, to that extent the Caribbean is exporting capital to the more developed countries. I have met several youths in Trinidad and Tobago who are undergoing training and who intend that, once they have got the certificates or they have passed their course, they will get the next boat or next plane out to the United States. I know there are various reasons for this state of affairs. All I am saying is that if this is the attitude adopted towards training and if training is done specifically to get people out of the country this attitude will not in the long run help the development of the Caribbean. In other words, I think we should be very careful about the doctrine, which seems to be growing in some quarters of the Caribbean, that we should train our young people for export. We cannot build a society on the basis of giving the young people a mental outlook whereby they look forward to exercising their skills abroad. I will take up this question later.

In terms of what the young under-privileged people can do for themselves, I think that the most important thing, even more important than training and undergoing training, even more important than not going abroad and trying to seek a job at home, is the desire for self-employment either on an individual basis or on the basis of co-operatives. I think this is an area which has not really been sufficiently exploited or encouraged in the Commonwealth Caribbean. We all assume that it is the end of the matter that young people should be trained, but it is not simply a question of training; it is also a question of motivation of the young person so that on leaving school, even a secondary school, he or she would be motivated to create work for himself or herself, or for a group of young people. This relates to the

kind of educational system and educational experience which a child undergoes, how his personality is formed at school and at home, the kind of values which he imbibes both from the formal system and from the mass media and the general environment. It is also a very important function of something I will come to later.

Finally, we have to ask ourselves: what can the more privileged youths do in the specific context of the Commonwealth Caribbean? I feel that the more privileged youths, in the sense of those who have a good education, who may have been to university and acquired some professional qualification, can do much by helping to train young people in their spare time as some sort of voluntary community service. This is very important obviously. But second, and even more important it seems to me, is that the more educated young people, the more privileged in the Caribbean, must try to influence the values of the not-so-privileged younger people. This they can do by striking out on their own in new fields. Let us take an example. If and when agricultural graduates (people who have done Agriculture at the U.W.I.) go and start farms for themselves, if graduates in business management from the universities either in the West Indies or abroad go and open up small establishments for themselves, I think that kind of example would be worth millions and millions of dollars spent on precept. In other words, the more educated young people, it seems to me, should themselves engage in economic enterprises even on a small scale, and this in the specific context of the Caribbean - where everyone knows everyone else - would act as a tremendous kind of example to the not-so-privileged people to start doing things for themselves.

Now what can the Trade Unions do? The Trade Unions themselves can help of course in so far as the Movement consists of many highly skilled workers. I have always felt that they could help quite a bit in the free voluntary training of under-privileged youth. They can help by working out, along with the other sectors in the situation - for example, Government and the private sector - some kind of framework for an Incomes Policy which would counteract the unfavourable effect of the distorted wage and salary structure I referred to above. As I said earlier, this does not only mean wage restraint. For example, to the extent that the better paid workers use their wage increases or use part of their higher wages for investment whether in co-operatives or in their own business, to that extent they are helping the under-privileged youth by creating employment. But if, like almost everybody else in the Caribbean society, the Trade Unions

spend all their earnings on high consumption, quite clearly they will not be helping the under-privileged. I am not saying that only Trade Unions can help. I have listed the roles which other groups can play, the Government, the private sector, the under-privileged youth and the privileged youths. I am not trying to suggest that the Unions alone should make a contribution to solving this extremely difficult and explosive problem.

### Conclusion

Time does not permit me to explore certain questions involved in youth programmes such as administration, implementation, involvement of young people in both the planning process and in the execution process, so I will omit that part of what I intend to say and come to my conclusion.

You will have noted that all along I have tried to stress the idea of motivation of under-privileged youth in the Caribbean. It seems to me that this is really the central issue. Training has its place, there is no doubt. Opportunities provided by Government's economic policies for the creation of jobs for employment also have their place and an extremely important one. The whole development strategy, particularly the Government's development strategy, must be oriented in an employment-creating direction. This, too, is extremely important. But I think that what is most important is the correct motivation of the boy or girl in the Caribbean, motivation to create resources, to create employment opportunities, to add, if you wish, to the production of the society by his own efforts, or her own efforts or by group efforts. In other words, to refer to a point I made earlier, I think that resolving the employment problem in the Caribbean is not simply a question of re-distributing the fruits of economic growth to alleviate the problem although this element is important. It also means mobilising the unused capacity which we now have in the form of unemployment so that more resources will be created while employment opportunities are being created at the same time. In other words, it involves trying to use the spare capacity in the system.

What is extremely important in all of this is something I have referred to already in another context: the need for an ideology of development and social change in the Caribbean. Unless there is this specific ideology related to our own specific conditions in this part of the world, our own historical experience, our own aspirations, our own style, if you wish, I do not see how the motivation can be created. I do not see how any changes in

the educational system or any changes in the mass media can be effected. What we need above all in the Commonwealth Caribbean is a relevant ideology of development and social change so that everyone, including the unemployed, the under-privileged young people, will be motivated to create employment for themselves, either in sole proprietorships or in co-operatives and to orient themselves more towards agriculture and rural development.

So I have to end on this note. The more I reflect upon the economic problem of the Caribbean, the more I see the need for this kind of ideological impetus towards a solution of the problem. So you have the paradox here, then, of an economist who has ended up by looking at the problem in terms of the need for a relevant ideology.

TRAINING AND SERVICE:  
YOUNG PEOPLE AS A NATURAL RESOURCE

Alec Dickson

Honorary Director, Community Service Volunteers

In so far as my work deals with volunteers, what I am going to say may seem irrelevant to those who are tormented with the problems of involving the unemployed in work. Indeed, during conversations with the youngsters of Mt. St. George Youth Camp in Tobago and at Chaguaramas Camp in Trinidad, it became clear that many simply could not conceive why one should be training and involving young people in activities that did not lead immediately and directly to permanent employment.

In so far as my work is to discover new roles for young people and to develop a labour-intensive approach, then there may be interests that we have in common.

We cannot be working on behalf of the dispossessed, the disadvantaged, the deprived, without simultaneously making parallel efforts to involve the privileged, the better educated, the more fortunate young. This requires different motivation and changes in attitude.

Aims and end-products

I have observed in several very different operations that when labour-intensity becomes the principal aim, the nature of the product itself changes. This was clearly evident in the case of, for example, an institution for mentally handicapped adolescents in London where it is the concern of the staff that, as part of their training, these young people should be making things with a view to selling them. If it has ever been your lot to have association with such schemes, you will know how difficult it is to find things which such young people can make, and which are also marketable. But ultimately the staff came up with an idea - a kind of toy, of plastic or sorbo-rubber, made in the shape of a doll, which children might play with in the bath. Great was the delight of the staff when they secured an order for it from one of the largest chain stores. Then there came the dreadful day when a letter arrived from the headquarters of the firm saying that the



buttons, those little sorbo-rubber buttons, were not always in the direct perpendicular, and unless this could be rectified, regretfully they would have to cease their orders.

When I visited the institution two months later, it was to find that they were still producing these toys and the order had been increased. But now it was the staff who were making them, totally destroying the whole object of the exercise. They had made productivity and the cash gain their priority. Six months later, however, as a result of some suggestions which I made, they switched to another line and now once again the young people were doing the manufacturing. What every child, what every adolescent was making was a picture. Each picture was individual, each reflecting something in the child. There is now a sale for these products, particularly when it is known from what background they come. (Indeed, one is not being cynical, but they resemble some of the most avant garde pictures which can be bought in art galleries). Happiness is now abounding on all fronts.

I repeat: The nature of the operation changes subtly when in fact it is the utilisation of people which becomes your priority and not just productivity.

There is an institution for severely physically handicapped adolescents and young men on the south coast of England, in a very comfortable seaside resort. We were asked if we could provide volunteers who would help in the nursing and general care of these people. We provided rather a mixed bag - two unemployed lads who felt that although they were unemployed, they might as well do something worthwhile until a job turned up, and two other young men, perhaps from a rather different social background, who were police cadets. In these institutions the inmates were put to bed at six p.m. Can you imagine what it would be like, at the age of nineteen and with a mind of your own, on a summer evening on the south coast of Britain, to have to be put to bed at six o'clock as though you were a child of five or six? Can you imagine the indignity and the boredom?

"But you do understand, don't you, Mr. Dickson, that staff are hard to come by, and as funds aren't limitless, we can't employ two shifts? So it is quite natural and proper that our staff should go off duty at six o'clock. There is always a night duty person, if a boy rings the bell. And of course, they can always listen to the radio." That was the official explanation.

The young people we provided in substitution for the professional male-nurses did not have their homes locally; they were unmarried and therefore had nothing whatever to do with their leisure time after six p.m. What more natural, then, that they should stay on in the evenings, engaging in every imaginable kind of activity to amuse themselves and the inmates? When I arrived in the fourth month, I found that this institution, where previously the inmates were put to bed at six, was now regarded as the gayest resort in town, where secondary school sixth formers, returning to their homes after a visit to the cinema, would drop in to talk with the staff and inmates or join in a sing-song. Towards eleven, the staff would say, 'Let's pack it in,' tuck the inmates up in bed and put the lights out. The shift from the use of professionals to what was a labour-intensive utilization of young volunteers had totally altered the concept of care in that institution and converted it into something dynamic.

My visit had been towards the end of April, and I was told of an almost shocking incident which had occurred on the first of the month. The Superintendent had come on duty at nine o'clock in the morning and the place was deserted, not an echo; it was rather like the mystery of the 'Marie Celeste' - where had they all gone? The answer was quite simple. Since five a.m. that morning, with the enchanted participation of these crippled youngsters, our four volunteers had been packing them one above the other in the attic so as to be able to greet the Superintendent, after the first ten minutes of his amazement and concern, with 'April Fool!'

Do these examples seem to you rather remote from the West Indies or rather juvenile? Then let me share with you what was for me a profound experience at the recent conference organised by the CIBA Foundation in Istanbul. I was rather an intruder as the only non-medical person present. The problem confronting the delegates was how to deliver medical care to the millions upon millions in the rural areas of the Third World. Although a relatively large part of the medical budget is spent on the training of doctors, when they emerge after seven years' training, their one determination is not to serve in a rural area. Indeed, even a post in a provincial town may not satisfy them. It's the capital or nothing, and if pressures are placed on them, they know that they can sell their skills overseas in the United States or elsewhere. What is the answer to this problem? Increasing the number of doctors in training does not lead to greater medical care reaching the rural masses.

Deeply fascinating was the description given by a British doctor who had just returned after fifteen years in China, the first ten years having been spent at one of the leading teaching hospitals in Peking. Five years ago came an appeal from Chairman Mao for doctors to volunteer to run training courses in the provinces in winter. (Very special significance lay in the last two words - 'in winter' - as you will see in a moment). Their function was to train peasant-doctors. A breaking-point had been reached as it was realised that to rely on the conventional, traditional method of producing doctors meant that medical care was not going to reach millions within this century. Each Commune was asked to put forward the name of one young man who they felt would be capable of absorbing whatever training he was given, and from whom they in turn would be prepared to accept such care, advice and treatment that ultimately he might be able to give to them.

The first task, then, of the doctors who had volunteered was the extremely intricate one of how to boil down and concentrate a training which they had taken seven years to absorb into something that could be communicated in one winter, and absorbed by a person who in China would be called a 1500 character person, able to identify and understand 1500 Chinese characters. This training had to be completed in one winter, because they remained essentially peasants; these peasant-doctors were not available in the summer since they were bringing in their harvest.

Simultaneously, whilst one team undertook this extremely intricate operation, another team was examining and reaching agreement upon what were the six most common diseases to which the Chinese peasant in those areas was prone, and still another team was deciding on one or two relatively fool-proof methods by which these peasant-doctors could recognize the symptoms.

This was the emergence of the peasant-doctor. Of course the ultimate product - the kind of care he could give - was infinitely inferior to that which a trained doctor could give. But when the choice lay between having some care and having none at all, it was obviously better to have some. (Incidentally, spot checks by qualified doctors ascertained an 85% success rate in the diagnosis). What are the implications of this? Surely one implication is that now there are thousands of young men, who in other circumstances would have been only peasants, who today feel a double significance in their lives. And isn't that one important implication of all our work here - to give significant

purpose and meaning to young people living at a very humble socio-economic level?

I remember, when it came to question time at the conference in Istanbul, one of the questions was: "Dr. Horne, what was the motivation for these highly intelligent and experienced doctors of yours, serving at Peking's premier hospital, giving up their comfort to work in improvised lecture-rooms in village barns, in the cold of a Chinese winter?" Quick as lightning and with passionate conviction came the answer: "The approbation of their fellow-citizens, and their conviction that this was the right thing to do."

### 'Different' need not mean 'worse'

I repeat, when utilisation of people becomes the priority, there is a change in the end product. But I would like to suggest that the change is not necessarily for the worse - it is not necessarily an inferior product.

A "K.A." is a Kidney Assistant, and if you haven't got them in your country now, I prophesy that within ten years they will be there. They are the new human phenomenon which has been evolved to deal with this new, highly intricate piece of machinery, the kidney machine, on which many people may depend for their lives. What is a Kidney Assistant? Visiting a London hospital, I was told by the Matron: "One is coming now down the ward towards you." It was a sister, a hospital sister, but where normally there would be a kind of watch hanging from her uniform, there was a screwdriver. I leave it to you to imagine, even in Britain, in a great hospital, how difficult it is going to be to turn out this polymath, trained not only in the science of medicine, but also in the skills of engineering and combining the two.

Since, even in London, nurses with a knowledge of nuts and bolts are hard to come by, an idea occurred to me. Why should not a youngster at a technical college or an engineering apprentice from a local firm, still in training, be attached for a number of months to that hospital to contribute his engineering skills? In conjunction with the nurses in medical training, could the combination provide the required answer until such time as the College of Nurses has re-tooled to produce the combined genius? Would you be altogether surprised if I told you that the result of the marrying of the two skills was to give young apprentices a sense of personal care? I repeat: when the utilisation of people becomes the aim, when the labour intensive

approach is adopted, the end-product, though it may be different, need not necessarily be inferior.

About three years ago, we approached a hospital in Sussex with a suggestion that a group of local volunteers should construct a swimming pool. What was needed in the first place was a contractor who would agree to make use of untrained and unqualified young workers alongside his own experienced labour force. A contractor was found to give us this undertaking, and my organisation's particular contribution was to find a full-time volunteer who, for four to six months, would act as foreman of the volunteers, co-ordinating the efforts of school-children students, scouts and police cadets.

The first three such volunteer-foremen to be provided had a college background, but the last came from industry - an apprentice with an extremely humble academic background. In his final report was enshrined the truth, so blindingly obvious that it had been obscured from all of us. He asked why, in fact, the scheme had failed. Despite his promises, the contractor had discovered that if he were to follow the architect's plan, it simply was not possible for him to wait for groups of young volunteers to turn up. The cement had to be made, mixed and used at that very minute, and this meant employing his own labourers. The design of the roofing did not allow for the use of the untrained. The only tasks allotted to the volunteers, therefore, were the more menial ones of carrying water and sand.

Then followed this truth. Had the architect been told in the first place that one of the objects of this operation was to enable young people in the neighbourhood to feel that they had contributed to the building, he could undoubtedly have come up with a plan that would aesthetically have been no less agreeable and functionally no less effective. Yes, it might have taken two years to build instead of one year. It might not have had some of the elaborate decorations that the result had, but it would have been just as effective and agreeable.

Apply that to other situations. If effective use is to be made of the relatively unqualified and inexperienced, this fact must be considered in the original design. Simply to adapt an article normally produced by the highly skilled or by mechanical processes will lead to unhappy results.

## Service on-the-job

What is the new dynamic in service to the community? I believe it to be this. Service is no longer something that begins at 4.00 p.m. It is no longer something which you relegate to the weekend or to a vacation; or, if you are a married woman, to the time when the children have grown up; or, if you are an adult man, to when you have retired. This is, indeed, the concept of voluntary service which we have had until virtually yesterday. It was something you engaged in after you had made base, after you had reached the shore when your own personal security and aspirations had been achieved. Seldom was it part of that struggle. But today, service is coming to be seen as emerging from the job itself. Helping is too vital to be regarded as a hobby.

In London S.E.1. the postmen have been saying to the Welfare Department responsible for the care of the very old and infirm: "Can we help you? Of course, we are not trained social workers; our headquarters are not at the Town Hall; we are just postmen. But we knock on every door. We should like to acquaint you with the situations of human need that come to our notice in the course of our rounds." They have been followed by the milkmen, saying: "We don't even have to knock on doors; even the way the milk bottles are put out speaks a certain message to us." In the City of Leeds they have been followed by the men who enter houses to read gas meters and electricity meters. Suddenly not only is the technical out-reach of these Welfare Departments gigantically expanded, but men in relatively humble ranks of public utilities discover that potentially they are in the front ranks of social workers. Observe that this is not something that the milkmen or postmen do after 5.00 p.m., when the round is finished, nor something they offer to do at the weekend; it is a service that they are rendering because it emerges fundamentally from the job they are doing, through a re-interpretation of that job.

At Ankara in Turkey, medical students at the Hacettepe School of Medicine are allocated, in their first week of study, responsibility for the health of a Turkish family in a slum area. Manifestly, if a wife is going to have a baby within ten days, a medical student in his first week is not expected to deal with it alone; he will have behind him the whole Faculty of Medicine to give professional support. The point is that responsibility is not assigned to that young man on presentation of his degree. Responsibility, and practice in exercising it, is something which

is built into the course from the very first day.

On the east coast of Britain, at Yarmouth, it suddenly came to the ears of a group of industrial apprentices that there was a man in danger of losing his job in a factory through a blood deficiency, which caused the blood in his fingers to grow so cold that he couldn't operate them. They came up with the answer - battery-operated, transistorized gloves, devised as an essential part of their technical training as apprentices. They undertook this not as something separate, but as an essential part of their training through an interpretation of the role that their skills could play in a social setting.

### Training by doing

In the days when I served in other parts of the world, Trinidad did not mean steelbands, or even calypsos. Trinidad meant the famous Imperial College of Tropical Agriculture. I know that today it has a highly specialized role but elsewhere in the Caribbean, the Eastern Caribbean certainly, agricultural officers are presumably being trained. What might one hope for? Perhaps, as an integral part of their training, these young agricultural officers-to-be could share life with the youngsters in the Youth Camps for a period, understanding that their future jobs would be 30% the imparting of technical skills, and possibly 70% the motivational challenge of involving in farming young people who, in fact, are not attracted to it. What would the impact of having such students working alongside and sharing their conditions for a while be on the youngsters in the Youth Camps? What would the training impact of such experience be on these students? Could it be other than positive?

If training and doing are inseparable, if giving and learning are in fact combined - as today in modern French, the word for 'guests' and 'hosts' is interchangeable - then what are the organisational implications? It might mean a sharing of the responsibility for the administration and running of some youth centres and camps. Of all the camps I have seen in my life, those I recall most vividly were situated in the wooded hills of California. Visiting Camp Scott and Camp Scudder, some 25 miles from Los Angeles, on one of those marvellous sunny mornings in mid-December, I discovered there young people whose morale was higher than in any of the new Peace Corps training centres that were being established in that first bright dawning of the Peace Corps in 1961, and it was all the more remarkable, seeing that there was not a single youngster there

of his own free will. They were, in fact, camps for young offenders.

Morale shone as brightly as the reflected sunlight from their steel helmets, because ninety per cent of the training was directed to involving them in the preservation of the forests of Southern California from the ever-present danger of fire. Fire wasn't just a hazard that might illumine the experience of a boy once during his period in these camps. One youngster told me he had been to twenty-three fires. There were the watch towers, there was the duty patrol standing by, able to leap within seconds into one of the trucks, whose engine was kept warm. They felt that they were on active service for the State of California. It was not surprising to learn from the Director that there had been no instance, in his five years' tenure of office, of any boy having flinched in the face of forest fire, or, perhaps still more surprising, having made good use of the resulting confusion to effect his escape. Among the three elements in that camp - the Negro youngsters, the Whites, (know colloquially as the Anglos) and those of Catholic, Spanish-speaking origin (known as the Mexicos) - the intensity of friendship was tragically uncharacteristic of ordinary America. Really, this was William James' "Moral Equivalent of War". But in the context of which I am speaking, the significant thing was that the responsibility for these camps was one shared between the Department responsible for the preservation of forests and the Probation Authorities in Los Angeles County. And it was the knowledge, quite apart from the inherent drama, that what they were doing would have had to have been done, if they hadn't been there, by men paid for the purpose, that gave the boys added significance. Would greater meaning be given to all Youth Camps if they were jointly responsible to a Department that stood in the boys' eyes for a recognised national purpose?

### Problem solving in training

I have been wondering if we are making sufficient provision for problem solving. From time to time we send our seventeen and eighteen year olds to the London Hospital, which is about a thousand yards from my office, and there awaiting them are twenty wheel-chairs, by arrangement with the hospital authorities. Our young people are told to return to our office in these wheel-chairs, and each is given a separate assignment. One is to get a book out of the library, another is to phone us from a public call-box, another to use a public lavatory, another to visit the cinema, yet another one to return by the London



Underground. They come back, having made the thousand yards journey, after about two hours, either speechless with excitement or incoherent with indignation at the experiences they have undergone. We know, having done this several times, that only one is likely to succeed - the one who endeavours to make the journey by London Underground from Whitechapel to Aldgate East. This is because you cannot get your hand inside a telephone box and ring if you are in a wheel-chair. You cannot get your wheel-chair up the steps into the Public Library. If you were to be so rash as to try to descend into one of those pit-like underground public lavatories, you would go head over heels, and if you arrived intact at the bottom, you would not be able to manoeuvre your chair into a cubicle. Try to get into a cinema, and a bland suave manager comes up with some declaration to the effect that he is very sorry for you, but the old LCC Fire Brigade Regulations do say "You may not clutter the passages and aisles".

They have, through empathy, through placing themselves in the experience of somebody else, discovered what handicaps are endured by others. And very softly we then say: "What are you going to do about it?" "How do you mean, Mr. Dickson, do about it?" "Well, some of you are 18; you have reached a voting age; you are at all events young citizens. Are you satisfied that this is the provision in the capital city of Great Britain for the handicapped? Let's take the lavatories - the one single, most inhibiting factor, which prevents handicapped people from undertaking ordinary journeys into a city because of the acute embarrassment it may cause. Who is responsible? It is the Public Health Committee. Who is the Chairman? Find out his name, even discover his private address, because many offices have secretaries who divert such uncomfortable letters. You should put this to him with courtesy; put to him the experience you have undergone, and a recommendation that if they could make provision for this kind of thing at Heathrow Airport, surely here and there in a capital city there should be facilities of this kind for the handicapped.

"What are you going to do about the cinema? Let's look in the Yellow Pages of the telephone book. Is there a Federation of London Cinema Owners? Do they have a house magazine or a trade journal? Couldn't we put a letter in, describing our experience, advocating that they would not be bankrupted if they took out the seats in the back row, where, after paying, a wheel-chair case could sit?

"Now the library, that's easy, isn't it? We could make, in our own school, our own college or our own youth workshop, a wooden ramp. We could offer to send our own young electrician to install a bell at street level and even a mirror so that the librarian, from where he sits, could see whether it was a genuine wheel-chair case. Of course, these young people discover that the bump and the jarring at the bottom of the spine as their wheel-chair goes over a curb-stone is as nothing compared with the bruising they get in their first encounter with public authorities. But this is a vital part of democracy, to know how to approach authority with a view to bettering the conditions of those who may be inarticulate.

Problem solving brings back to mind a tropical setting, a bay - a view not dissimilar from what meets the eye in many a West Indian island. On the veranda of a training centre, young Nigerians were sitting, engaged in an evening sing-song, when up the stairs came a young man in a clinical white coat, asking to speak to me. The music stopped because his announcement was a terrible one. He was a medical orderly from the nearby plantation labour lines, and so far as he could see, he had three cases of typhoid on his hands; what help could we give? It was no good trying to telephone the General Hospital in Victoria, because, since the storm the night before, the telephone line was down. This was the problem now suddenly facing our trainees: what could they do?

One group starting off, armed with their mosquito nets, struck me as curious, and I asked them why they were so equipped. "We have to prevent anybody else from being bitten by these insects." "Yes, but is typhoid spread by insects? Did anyone of us ask the medical orderly before he hurried back to his plantation camp? No, we didn't. As a matter of fact, am I not right, it is a water borne disease?" There was another group setting out with enormous great cutlasses. Had they thought of the consequences of arriving in darkness, as a group of strangers armed with cutlasses, at a camp already on the verge of panic owing to this frightful disease? Their reply humbled me, as they said, "Well, we've got to put up a quarantine camp to isolate them, and that's why we're bringing cutlasses." Then in darkness, in silence, we set off for the labour lines. Then, of course, and only then, did I reveal that it was just an exercise, contrived by me, artificially. In obvious emotional relief, the Catholics crossed themselves and the Baptists exclaimed, "Hallelujah! No typhoid!"

What were we trying to do? We were trying, within the confines of a training course, to get the young men to react to this kind of emergency - not so exaggerated, not so inconceivable in a developing country - and the responsibility, which was not something that could always be pinned to a Government Department; this time it was their's.

### Problem solving in action

One does not, of course, have to contrive these emergencies; one can take the disasters that do occur. I remember a visit to India, two years ago. In Maharashtra State, there had just been an appalling earthquake which devastated one particular area, Koina, where every building and every school was razed to the ground. When the news reached India's College of Technology at Powai, on the outskirts of Bombay, every Indian student instinctively put his hand in his pocket to subscribe something for relief. Then the Principal, the equivalent to Vice Chancellor, strode in and said, "Gentlemen, I never doubted that you would want to raise money, but I want to put it to you that there is something more fundamental that we, as a College, can provide. We can't tackle the totality of this problem; what we can tackle is one particular aspect, and seeing that we are in education, let it be a contribution to the children." Within twenty-four hours, pooling their ideas, the students came up with a design for an earthquake-proof school. Dr. Bose, the Principal, simultaneously mobilised the apprentice-workshops in that area of Bombay to weld a prototype, and then he addressed a second question to the students. Was it their wish that he should telephone the Director of Public Works or the Commissioner for Disaster Relief, to see whether, since the equipment was ready, they would like to take delivery of it? Or would students prefer to go themselves to Koina, themselves to erect the equipment, making any last minute alterations in design? No need to tell you which they chose. With one shout, they said, "To Koina!" The Principal then walked across to the air-conditioned common room, the senior staff quarters, and said, "Gentlemen, are you prepared to see our boys sweat in the sun in Koina, blistering their hands, while we sit here?" So virtually the whole of Bombay's College of Technology transferred itself to Koina, and in the words of one of the students, "This was our finest hour". As a result, all this led to a new policy at the College of Technology to have discussions with every technical department in Maharashtra State, so as to see in what ways their students, as part of their training, could be making contributions to the various technological problems confronting the authorities.

I would like to think that technical colleges in the Caribbean and the University of the West Indies asked for all the papers relating to the appalling disaster of the sunken boat at St. Kitts to see if a technical component was somehow lacking, for which they could provide a technical solution.

We had a disaster about two years with a trawler, the "Casita", sinking off the coast of Devon with the loss of all hands on board, but the serious thing was the fact that washed-up drowned the following day were some of the seamen, wearing the latest, just-about-to-be-approved pattern of life jacket. Despite all the tests that one assumes were undergone, when it in fact came to the crunch, the tapes had slipped, and instead of suspending the head above water, the jacket had thrust it below water. All this came out in the inquiry. Months later, I had to address an educational establishment where the trainees had a very limited range of action. It was, in fact, a Borstal, an institution for young offenders. Three days beforehand I telephoned the manufacturers, whose name had been divulged in the newspaper account of the inquiry, and three of the detective life-jackets were sent by train to me. I took them to the Borstal and flung them at these lads and their staff. "Test them in your swimming pool - with your good swimmers, your non-swimmers, your medium swimmers; test them wearing nothing but swimming trunks and test them wearing duffle coats and rubber boots; test them with care in daylight and test them at night in simulated panic. Who knows? It might be given to you and your instructors, some of whom served in the Royal Navy or the Marines, to come up with answers which have defeated the experts."

May I repeat: there is a need for problem-solving in training programmes.

### Adventure in training

What does the name 'Tobago' spell to anyone from Britain Britain? I think it spells Alexander Selkirk, Daniel Defoe and Robinson Crusoe. I wonder whether a Robinson Crusoe approach might have a part to play in our Youth Camps. If you are washed up - socially, if not literally - there appears really to be little prospect of survival. What are you going to do about it? Perhaps groups of Robinson Crusoe's faced with this situation of having to fend for themselves, of making do with what they find about them, might be one approach to training in initiative and self-reliance. And might this not help to inject an important element of fun and adventure into our training programme? There's a

Turkish proverb to the effect that 'when the house is finished, death enters in'. I would interpret it to mean that the excitement, the purpose, lies in the actual building. When it's finished, something goes out of it. So I would suggest that the Robinson Crusoe approach might have more than one thing to commend it.

### Relating the curriculum to reality

Furthermore, suppose the training camp was itself looked upon by the whole island, by the whole neighbourhood, as a place to which they came for help? Near to the training camp that I ran in the Cameroons umpteen years ago was a Government Trade Training Centre at Ombe, turning out after 3 to 4 years what were, one hoped, highly-qualified craftsmen. In that part of the Cameroons, it was virtually impossible to get your car repaired; if something went wrong you were in a fix, and when we took our cars to the Government Trade Training Centre, we were sharply informed that it wasn't their job to be mending Government officers' cars; that was our responsibility - they had their training programme to attend to. It didn't occur to them that the mending of our cars, in real-life situations, would provide just that reality which their training was lacking. A year later they were pleading with Civil Servants and others to take their cars to their training centres. Training Centres benefit when the local neighbourhood looks to them for help in a variety of problems.

Does curriculum reform - to relate the syllabus to the realities of the situation in the West Indies - necessarily mean a diminution of academic values? In their concern that young people should not be further alienated from the possibility of a livelihood on the land, some have implied that if this entails jettisoning much of what passes for schooling today, then it is a price that should be paid. But a curriculum that is orientated to the needs of the community does not necessitate a debasement of its intellectual content. On the contrary, it could mean a sharpening of the intellectual challenge.

In a school on the outskirts of Manchester - a school where most of the children leave at 15 years to enter the labour market - a mistress teaches science in such a way that the pupils respond to human needs. Three years ago they devised an alarm clock to waken the deaf. The children went round the hair-dressers, asking to be given old, out-of-date or broken-down electrical hair-dryers. After repairing these in the science laboratory, they linked them in electrical combination with alarm

clocks and installed the resulting mechanism beside the bed of those who were deaf. At the required hour, without outside aid, they would be woken . . . . . by a blast of warm air on their face from the hair-dryer!

The following year they perfected a contrivance that sounds an alarm when a baby is snatched from a perambulator. Last year they tackled the problem of old people living alone who collapse - from a stroke, a seizure, a heart attack - and lie, possibly unconscious, on the floor of their home, unable to alert neighbours to their plight: when their absence is noticed, it may be too late, for they may be dead. How could they be helped? After considering the problem from every angle they concluded that they had to evolve some piece of equipment which would operate by virtue of the fact that one had done nothing, rather than that one had taken some specific action - quite a sophisticated concept.

Eventually they came up with a solution - a time-switch attached to the lavatory chain: every time the chain was pulled the dial was pulled back to zero, but if the toilet was not used after a twelve hour interval, then the time-switch triggered off an alarm. They held a small Press Conference and the next day the school was telephoned by welfare authorities in Manchester and Lancashire enquiring about the possibilities of developing the device. Think of the impact on these children, of very ordinary academic backgrounds, of discovering that science actually related to every-day life and of finding that they had it within them to help those in need.

In another school the sixth formers locate their debate once a month not in the assembly hall, but in the convalescent ward of a psychiatric hospital, where patients are recovering from nervous breakdowns. Choosing a subject of topical or general interest, they find the patients gathering closer and closer, until finally they are taking part in the debate. This is, of course, the object of the exercise.

In India, students of Gulbarga Law College have boarded trains to convince ticketless passengers that it is the people of India they are robbing by fare-evasion. By applying their legal knowledge to a real-life problem facing the railway administration, by exercising the capacity of persuasion that will be an essential part of their intended profession, these students perform a public service.

Earlier this year student unions throughout England began to plan how they might disrupt the matches that the South African cricket team were to play this summer - and manifold and daring were their preparations to spoil the pitches and hold up play. I put it to them that there were more positive ways of expressing their abhorrence of Apartheid and racial discrimination. Could not every student of physical education coach one coloured immigrant youngster to such a degree of sporting or athletic excellence as would assure him a place in any team of his peers? Let me repeat: relating the curriculum to social needs does not necessarily mean a debasement of its intellectual challenge.

### Who shall be trained?

In the United States children at school who are in distress do not always turn to a teacher or counsellor. The small girl in tears may run to the old woman who runs a candy-shop across the road; the youngster who is being bullied may be found sitting on the coals in the boiler-room, pouring out his heart to the janitor. It is these individuals (perhaps because they do not exercise authority?) who are frequently found to be those in whom the young under stress will confide and whose advice they will heed. Why not give them a little informal training so that their counselling may be still more effective?

When I was Head of UNESCO's Technical Assistance Mission in Iraq, endeavouring to train rural welfare workers, I found that the Iraqi teachers attached to us had little inclination for village life. They had volunteered for work with UNESCO in the expectation that it would lead to scholarships in Europe. When it led, on the contrary, to the pitiful and poverty-stricken Arab settlements in the countryside, it became clear that they wanted to remain in Baghdad. My feeling was that we should turn instead to the Army, and seek out those young Corporals or Sergeants who were to be discharged back to their villages at the conclusion of their two-years of military service. Because they were essentially peasants, they did not pine for the bright lights of town; they were happy to resume their rural life. Since they had acquired two or three stripes on their arm, it was reasonable to assume that they had some modest capacity for leadership. Give them some simple training, I reasoned, and they would stay content in the countryside, doing what they could to improve the welfare of their fellow-peasants.

From these two examples an axiom of some general relevance begins to emerge. Take those with aptitude, who are not emotionally opposed to the work and who are already engaged in it: upgrade them with some increased skills: and give them a greater feeling of personal significance. Then you have the likelihood that they will remain on the job and not abscond for what they believe to be more prestigious work, to which they may be quite unfitted.

### "Consumer" training

It takes two to make a success of a job, the employer as well as the employee. Is understanding and adaptability to be required only of the worker? In my organisation in Britain we believe that those who use our volunteers - hospital matrons, superintendents of institutions, social workers etc. - need insight into the potentialities of our young people, just as much as the latter require briefing. Would you not feel, in regard to the placement of young people seeking work, that it is worthwhile considering whether hotel managers and personnel officers, for example, can be given some insight into how to get the best out of youngsters? A word of advice here. Never use the word 'training' in their hearing. 'Training' is not for people like ourselves, in senior positions of responsibility, is it? But call it a 'sharing of experience' - so that no one feels he is going to be at the receiving end of somebody else's superior wisdom - and we are quite happy to attend a seminar or whatever you care to call it. If we go away from this experience with some new ideas, then surely we have undergone a training process.

### The value of shared experience

How can attitudes be changed? People often respond more sympathetically when help is asked of them rather than when help is given to them. It is, after all, more flattering to be approached for our help: few of us like to think that we need good done to us. Tim was an 18-year-old who had some months to spare between school and university, and we attached him to a multi-racial school in Southall, near London, where his role was to help a group of immigrant Asian children with their English. Returning from school at 4.00 p.m., after a fortifying cup of British tea at his lodgings, he would go round streets, knocking on doors, to ask elderly English ladies for their help. His children, he explained, went home after school and there in their families until next morning they would be talking Urdu, Gujerati, Tamil, Malayalam, Bengali etc., thereby forgetting most of what he had been teaching them throughout the day. Could he



bring them some of his Indian youngsters after school, so that they could practise their English? With infinite caution some of these English ladies would agree, and Tim would rush back to class next morning to say: "Boys, do you know there are old English ladies living here who have never been visited? We will help them, won't we?" So, when two turbaned 13½ year-old Sikh boys spent half an hour with old English ladies, who was helping whom? Each was convinced that they were needed by the other - and so of course they were.

In the context of the situation in Trinidad, suppose that the more fortunate young were to be asked to help the less fortunate. Suppose, for example, that apprentices undergoing the excellent training courses organised by the major industrial companies were to be attached to the Youth Camps for some three months in rotation, to impart the skills that they themselves were just learning to master. When one has to teach is the moment one really learns. The apprentices would be deepening their own familiarity with their craft in passing it on to others.

But does this have to be confined to industrial apprentices? Might not 18/19 year-olds, who have some time to spare between their GCE results and their eventual entry into university, college or some other form of further education, devote those months to sharing life with the less privileged young people in the Youth Camps, both giving something of their talents and receiving in return the friendship of young fellow-citizens of different backgrounds? Surely one vital aspect of democracy is this sharing of experience - and it is equally vital to the concept of common citizenship and nationhood.

We are extending this concept even more widely in Britain. Many Chief Constables are enabling their entrants into the Police Force to have, during their last few months of training, some opportunity to learn about the community. We are placing these cadets in every kind of situation of social need. In places like the Boys' Industrial School and other institutions for juvenile delinquents, these young policemen are working (in plain clothes) with these boys, helping them in sports and every other activity. This cross-fertilisation of experience is immensely valuable. Young policemen learn to see the social implications of disturbed family backgrounds, while young offenders learn that the police are not necessarily their sworn enemies.

Incidentally, just before my departure for this conference, we wrote to Police Forces in many parts of Britain, asking

them for their ideas on how school children could help them. This request took them by surprise. They were familiar with the concept of the Police helping schools, with instruction in rules of the road, etc. But the notion that children might be able to help them, the Police, was obviously startling. It is going to be very interesting to see how ready some Chief Constables are to accept help from the young, and even to see roles for them in their work.

### Reflecting a philosophy

One last thought, or a combination of last thoughts. Do our headquarters reflect the philosophy of the field? By this, I do not mean that I expect to find Texaco Headquarters exuding oil. But I do expect any headquarters to reflect the philosophy of its operation. Young people finding their way to a headquarters ought not to be confirmed in their current belief that they can't trust anybody over 30. In how many Ministries of Education do you get the feeling that these are people alive to learning? Admittedly, they reflect experience in teaching, but are they themselves alive to learning? I believe there has got to be an infinitely closer relationship between what happens in the field and what happens at headquarters. If yours is an organisation that sends young people out to do brave things, does your headquarters reflect equally the qualities of self-reliance and imaginative creativity back at base?

The inventor of the Hovercraft, who we British are convinced is an Englishman, recently gave an interview on his resignation, after an appalling row with one of those national corporations or institutions which governments set up to develop bright inventions until such time as there is a proper commercial market for them. In a rather poignant interview he said that inventors were regarded as wild, half-crazy creatures who might do brilliant things in the laboratory, but who at all costs must be kept away from the company's boardroom or the factory-floor, lest production be disrupted. It was policy, he complained, to shackle the inventor with his creative mind to some administrator, with hard, practical experience of conventional finance and management. This, he said, led only to frustration and sterility. The success of Rolls-Royce at the beginning of the century had been due to the inventor meeting a financier equally creative and bold in his field as the engineer was in his - so that there was a true union of imaginative minds. Of how many organisations which deal with the young can one feel that those in charge reflect the qualities of youth?

This union of minds, this sharing of experience is urgently needed in so many fields. A few months ago I was asked to advise the Nigerian Vice-Chancellors on how a year of National Service, i.e. helping the community, particularly in the rural areas, could be injected into the university curriculum. It was required of me that I should suggest how the students might spend the year in teaching or helping in dispensaries or in small public works projects. But the more I considered the implications, the more clear it became that students could not be expected to go and do this kind of thing on their own: their work would only be effective if it were an extension of what they were studying at the university. In other words, the Faculty itself had to be involved as well: lecturers, yes, and even professors, would have to spend some time with their students in the field, working together to bring help and enlightenment to where help and enlightenment were needed. We cannot be advocating that the young engage in arduous service unless we adults are prepared to make comparable sacrificial contributions.

In talking to schools in Britain I generally make two points. Firstly, you can no longer pay others to do your loving for you. The fact that your parents pay taxes does not absolve you from making your contribution - in personal service and care for others: you cannot hive off this responsibility on to professional social workers; you too are needed. Secondly, every young person, irrespective of his academic ability, has something which he can give to others. Frequently a hand goes up and I am asked: "Does this apply only to the young?" "No", I answer, "every adult has it within him to help others." "Then why, Mr. Dickson," comes the reply, "is it that in this school there is only one single member of staff who identifies himself with our community service work?" How is one to answer that question?

We who are engaged in social work are apt to divide people into two categories - givers and receivers, professionals and the public, experts and volunteers, social workers and clients - in other words, the 'haves' and the 'have-nots'. But I think of a senior executive who is in charge of finance in a certain company. At 4.00 p.m., one afternoon a month, he leaves the office to attend a meeting of a voluntary organisation, where his advice as Honorary Treasurer is crucial. Later that same evening, because of tensions in his own family life, he consults a Marriage Guidance Counsellor. Within six hours he has laternated in the roles of professional, volunteer and client. Ladies and gentlemen - we are all clients today.

THE EDUCATION AND TRAINING OF OUT-OF-SCHOOL YOUTH  
IN THE COMMONWEALTH COUNTRIES OF THE CARIBBEAN  
AND AFRICA - SOME COMPARISONS

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At first sight, the very exercise of comparing youth programmes of the Caribbean with those of Africa would seem questionable in view of the apparently enormous differences between the two regions. On the one hand, there is a great continental land mass of more than 300 million people, on the other a scattered assortment of islands, large and small, with a population of about 4 million.

Economic comparisons are equally difficult. The Caribbean territories are still, in the main, dominated by plantation-type economies producing specialised cash crops and other raw materials largely for export to the affluent countries of North America and Europe. In some territories, there is also a comparatively small modern manufacturing and commercial sector. The African continent in the main, certainly south of the Sahara and north of the Limpopo, is still a land of small peasant producers, many of whom are steadily moving away from subsistence farming to become involved in producing supplementary cash crops for the commercial market. The modern industrial sector is very small and slow to develop.

In educational and cultural terms, there are also many differences. In the Caribbean, the spread of formal education has gone much further, particularly as regards elementary education and literacy. There are also significant cultural differences arising from the close association of the Caribbean countries with the metropolitan countries of Europe over several centuries. The colonial history of the Commonwealth countries of Africa, on the other hand, lasted generally less than a hundred years.

Social differences are especially pronounced and have a

direct bearing upon the types of social action which are appropriate for young people. In the Caribbean, as a consequence of the particular social history of the region, the family is on the whole a comparatively weak unit and loyalties to it are fairly fluid. In Tropical Africa, there is generally, especially in the rural areas where the majority of the population live, a strong allegiance to the smaller social groupings - tribe, clan and family.

### Some common needs

The value of comparing experience in the field of youth organisation and training, an area of activity necessarily very closely related to the socio-economic structure of particular societies, must therefore from the beginning be equally doubtful. Yet in fact in both regions, when the broad situation of young people out of school is examined, distinct similarities appear. There is a common need for youth programmes which will provide disadvantaged young people both with skills training, to meet the needs of industry and improved agriculture, and with social training. The latter largely amounts to a combination of civic and community education, with the aim of promoting among young people an increased pride in themselves and a greater understanding of what they might do to improve their situation.

In wider terms, youth programmes of this sort have a two-fold objective. It is hoped that they can assist in national development by improving the general level of skills among the mass of the population by working through the youth of the community. Secondly, youth programmes should help to counteract any anti-social tendencies which may have arisen among young people as a result of, for example, their aspirations to certain types of employment not being fulfilled. There is frequently a further need to give increased and more systematic attention to the possible employment opportunities which might absorb some, at least, of the products of such training. In certain instances, it may be necessary to seek to provide these through the promotion of settlements, small industries etc. This at once raises common questions concerning the kinds of supporting services needed to sustain farm settlements, artisans' co-operatives, development services for small industries etc.

### Youth training in the Caribbean

In the Caribbean countries of the Commonwealth, the general picture regarding out-of-school training for young people

is as follows:-

- (1) intensive and selective social and vocational training programmes in fully residential, government-sponsored youth camps;
- (2) non-residential skills training in purpose-built vocational training centres, mainly, but not exclusively, government-sponsored;
- (3) youth activities in non-residential centres; these are largely of a social and recreational nature but include some vocational training;
- (4) training, sometimes in settlements, for rural and agricultural development;
- (5) traditional voluntary youth activities of the uniformed type with a mainly social and recreational purpose.

## 1. Youth Camps

Broken down further, this structure covers, first, the government-sponsored youth camps, which have been operating for some time in Guyana, Jamaica, Trinidad and Tobago, more recently in Dominica and are projected elsewhere in the Eastern Caribbean.

The youth camp provides a training in agriculture, various technical skills and other activities of a vocational nature, as well as social training and further general education to selected young people who are mainly disadvantaged, particularly in respect of home background, over a period of eighteen months to two years, and seeks to place them in employment after training. In recent instances the concern with subsequent employment has led to an involvement in cooperative development and settlements.

## 2. Technical and vocational training

Secondly, the structure includes a wide range of industrial and vocational training establishments, organised in some instances by non-governmental bodies. These offer young people a traditional technical training to various accepted standards. In some cases the standards are locally determined. In others, they are still linked to the City and Guilds of London Institute. Some institutions produce technically trained manpower generally,

without particular reference to the special needs of specific industries. Other training establishments are closely related to a particular industry and the trainees are largely absorbed by that industry. Trinidad provides examples of each approach. The John Donaldson Institute illustrates the general polytechnic-type approach, whilst the Point Fortin Vocational Training Centre is more particularly concerned with turning out the type of skilled personnel needed in the petro-chemical industry. There are many other similar examples of both categories in other territories.

Within this broad classification there are also various training establishments which seek to provide a training in various precise manual skills for specific service occupations. Examples of such programmes are the Community Development Department's Craft Training Centre in Barbados; also in Barbados, the Homecraft Centre; in St. Lucia, the training school set up by the Hotels Association and in Dominica, the Convent Craft Training Centre. Each of these has its own particular vocational purpose.

The aim of the Barbados Craft Training Centre is to build up local handicraft production so that the lucrative tourist trade, which often has produced little in the way of material benefits for the mass of the community, can be tapped for the benefit of the local population. The training programme of the Homecraft Centre in Barbados is framed in recognition of another recurrent social phenomenon in that country - the need for many people to emigrate to find employment. A basic objective of this course is admitted to be to equip young people, mainly girls, for employment in the catering industry or in domestic service in Canada or the United States.

In St. Lucia, the recent very rapid expansion of tourism has greatly strained the island's reserves of trained manpower at the lower and middle levels for the hotel industry. The Vocational Training Centre in Castries, established at the end of 1969, should contribute towards a solution of this problem, particularly at the middle level. The Hotels Association itself has mounted a series of crash training courses in the specific skills required of low-level personnel. A ready source of employment for former trainees is provided by the sponsors.

In Dominica, handicrafts have been strongly established over several years and a widespread reputation earned for high quality in the goods produced. The Convent Training Centre in

Roseau pioneered this work, although it is now only one among several such establishments. The purpose of the training activities is to communicate to young people out of school, mainly in this case unmarried young women, skills related to particular crafts which are known to have a ready commercial outlet, and to provide facilities for production and the marketing of the output. The special value of this type of programme is that it indicates the possibilities for modestly profitable self-employment even where the immediate employment situation is very depressed. In addition some special provision is made for the training needs of women. This is of particular importance in many Caribbean countries where there are proportionately more women than men in the locally resident population.

### 3. Youth centres

Thirdly, youth centres - purpose-built structures which act as focal points for various youth activities - are fairly widespread in the Caribbean countries and are an aspect of both governmental and non-governmental provision for young people out-of-school. Originally, the activities at these centres were largely social and recreational. More recently, in view of the general need for technical skills throughout the Caribbean, some youth centres have attempted to provide various vocational and pre-vocational training activities as optional additional components of their programmes. This approach has not yet been adopted in all youth centres throughout the region. Where it has been attempted, activities differ extensively in their nature and results vary. It is becoming increasingly accepted at policy level that youth centres should become alert to the realities of the employment situation and should seek to assist young people out-of-school to solve their employment problems, since unemployment is a major cause of the demoralisation of young people and therefore a major cause of social dislocation.

The youth centres illustrate many of the familiar problems of institutionalised structures which seek to cater for the needs of young people out of school. Where training in various skills has been introduced, for example at Boys Town in Kingston, such activities have been hampered, firstly, by the lack of skilled instructors and other resources, such as equipment and materials, and secondly, by the fact that many young people who come into contact with these centres are apathetic towards skills training. In certain cases, practical courses introduced into certain youth centres have had to be dropped because of lack of interest among the young people at whom they were aimed. Equally, however,



particular types of training activity have found ready acceptance. The course for girls in hair-dressing and beauty care at the King George VI Club in Kingston, for example, has proved very valuable in attracting girls into an atmosphere which had traditionally been heavily orientated towards sporting activities likely to appeal to young men.

Large numbers of young people in urban centres throughout the West Indies, however, remain unaffected by the youth centres (still more so by the youth camps) and it is in the main these young people who pose the social problems. This is not, of course, a peculiarly West Indian problem, the same being true of, for example, Britain. The 1969 report 'Youth and Community Work in the Seventies' tentatively accepts the estimate of the Fairbairn Committee that only 29% of young people in the 14-20 age-group are affected by the Youth Service. The Albemarle Committee a decade earlier had estimated that the proportion was "one in three". The 1969 report places great emphasis on new approaches to youth work so as to reach the unattached group of young people, which is the major source of delinquency.

#### 4. Rural and agricultural training

Fourthly, there are various examples in the Caribbean region of training for rural and agricultural development in which young people are involved. This aspect of youth work has, however, received rather less attention in the Caribbean than in Africa. The explanation for this is primarily historical. Popular antipathy towards the land, with the consequent general abandonment of it, has gone much further in the Caribbean than in Africa. The classic instance of this is Trinidad and Tobago where, according to a recent estimate, agriculture produced only 9% of the Gross National Product, despite high rates of unemployment among young people and substantial areas of unused land suitable for agricultural development.

In certain cases, most obviously Barbados, the situation is exacerbated by acute land shortage, at least at the level of the small farmer. Again for historical reasons, it has been necessary for the small farmer to work on land holdings of sub-economic size, supplementing his income by occasional and seasonal work on plantations, or by combining small farming with other employment, for example carpentry or building. The result has been to promote in young people the conviction that farming can offer no prospect of even a modestly prosperous future.

In other cases, where there is still land available in some quantity, as in Jamaica or Trinidad, it has been thought necessary in setting up training projects for rural youth to entice suitable recruits by stepping up the material inputs to a very high degree, establishing from the outset highly industrialised farming systems. The result has been that settlement schemes, such as the Rhymesbury Scheme in Jamaica, have proved extremely costly in terms of settlers placed on the land. While there are individual examples of settlers within these programmes who have developed their new holdings and are farming in a modern way with acceptable results, these schemes have only been able to accommodate very small numbers. Indeed, this strategy has so far made only the smallest contribution towards providing employment for young people out of school.

An alternative approach to rural development and the involvement of young people in this process can be seen in the settlements and training programme of the Guyana Co-operative Union. This organisation is seeking to tackle the complex problems of establishing agricultural co-operative settlements in the largely undeveloped Guyanese Interior, an exercise made especially difficult by the particularly rugged terrain and the customary deep-rooted suspicion of agriculture among large sections of the community in Guyana, as elsewhere in the Caribbean. In this programme, certain options which are open to those shaping policy for rural settlement and training in Jamaica and Trinidad are non-existent. In terms of finance, a heavily-capitalised operation is not possible, firstly, since Guyana is not a wealthy country; secondly, since it is important that the settlement programme, in the interests of Interior development, should involve as many people as possible. Intensive supervision is also impossible. The Co-operative Union does not have the manpower resources to direct the settlement programme closely. More important still, the physical conditions, the remoteness and lack of communications in the Interior make it necessary that settlements display a large measure of self-reliance.

To meet this situation, the Co-operative Union has devised a settlement and training programme which has many similarities to the low-cost programmes recently devised in Africa. The involvement of young people in this type of programme is a prerequisite. The physical demands of such schemes are one element in this. The need for strong motivation and indeed an element of self-sacrificing idealism is another. The co-operative settlements, although composed predominantly of young people,

do, however, have a leavening of older people who provide valuable social balance and mature leadership when this is necessary.

In the training approach, the settlements programme of the Guyana Co-operative Union challenges many vested assumptions in this field. Recruits often have minimal education and in many instances have little or no previous acquaintance with agricultural work. The programme does not, however, offer an extensive preparatory training before settlement. A short preliminary course lasting a few weeks is basically concerned to raise the morale and increase the motivation of the settlers towards the development of the hinterland. At the same time it provides some training in the basic techniques needed to establish first crops and erect simple accommodation. More serious agricultural training takes place after settlement through the periodic attachment to the co-operative of an extension worker who lives with one group for several weeks before moving to another. Agricultural training is thus carried out in the situation with which the settlers are most familiar, and is related completely to the particular agricultural operations which the co-operative is involved in at the time.

The settlement work of the Guyana Co-operative Union provides a model which is increasingly familiar in the context of rural development in Africa, but which has very few parallels elsewhere in the Caribbean region. The customary explanation is that Guyana's physical and social conditions are so different from those of the West Indies that any experimentation in the former has very little applicability to the latter. Indisputably, in terms of availability of land and density of population, there is very little similarity. There may, however, be some room for replication where population density is still comparatively low and there is unused land available, and where modern sector development has not gone too far. A rural training approach which seeks to establish young people as improved farmers of modest scale, with comparatively low capitalisation and with training and productive work being combined in the working situation, might pay dividends. Dominica seems to offer an obvious possibility.

What would seem to have more relevance to the Caribbean as a whole is the concept which is central to the Guyana Co-operative Union's development approach - that balanced development, in both the economic and social sense, must not overlook the expansion and development of the rural base, particularly

when modern industrial development is not able to create new jobs at a rate which will keep pace with the job aspirations of school leavers, and other traditional employment outlets for school leavers are becoming increasingly restricted. In addition, other aspects of this programme reveal an understanding that the full realisation of the economic potential of the rural areas does not confine itself to agriculture, and that small rural-based industries and craft activities must play an important part also.

#### 5. Traditional voluntary youth organisations

The final main area of youth activities in the Caribbean is that of the traditional voluntary youth organisation, often the uniformed sort. The organisations within this category are comparatively widespread in the Caribbean. They involve mainly young people in school and affect largely the younger elements of the age-group. Undoubtedly such organisations contribute usefully to the social education of young people and serve to promote individual self-confidence which is a valuable element in the development of the adolescent. Comparatively, there is a greater proportion of the age-group in the Caribbean in school than there is in Africa. It might therefore be expected that such organisations affect proportionately more of the age-group than in Africa, where the voluntary uniformed youth organisations are almost entirely confined to the few young people who succeed in winning their way into the upper reaches of the school system.

Such organisations in the West Indies (as in other parts of the world) are facing a period of questioning over what their role should be. The focal point of this questioning is the employment situation for young people leaving school and the social problems posed by the high incidence of unemployment among them, as well as the universal dissatisfaction of youth with traditional authoritarian structures. There is as yet no clear indication on the part of these organisations of new programmes which can make a direct attack on this particular problem, although clearly any programme which is able to engage the energies and interests of such young people, even programmes of a purely social nature, must be regarded as contributing in some measure towards its alleviation.

#### Youth training in Africa and the Caribbean - some comparisons

In which respects then does this broad situation regarding the out-of-school education and training of young people in the Commonwealth Caribbean relate to equivalent situations in the Commonwealth-countries of Africa, and how might comparative

experience be of assistance in the development of programmes?

In the African region, there are outwardly several marked similarities. The work of the national youth services in countries such as Kenya, Tanzania and Zambia broadly overlaps with the official youth camp programmes in Guyana, Jamaica and Trinidad. Technical skills at sub-technician level are communicated through various vocational training centres on broadly the same basis. At technician level and above, the training structures almost coincide. Training for rural development has necessarily gone much further in Africa than in the Caribbean and a broader range of approaches has been devised. This necessarily reflects the greater preoccupation in Africa with the development of agriculture and the rural areas and rural communities in general. Youth centres involving skills training are a relatively under-developed area of activity in the African countries. Such non-residential centres as exist have tended to provide the mainly social type of programme and have been largely confined to urban areas. The voluntary youth organisations in Africa and the Caribbean are in very similar stages of development.

### Youth camps

Each region would seem to have produced some lessons for the other. For the West Indian youth camps, there would seem to be great relevance in the preoccupation which has grown up in recent years among their African equivalents with what happens after training. Most of the African programmes are based on the fact that the camp training phase is a mere beginning to the over-all operation of providing a supplementary training for young people and also an opportunity to contribute to the development of their country. Most training programmes have therefore developed second phase operations which enable graduates to become involved in rural development through farm settlement schemes. The beginnings are also being made to the introduction through youth service programmes of non-agricultural skills into the rural areas, thus assisting the process of economic diversification and advancement. In contrast, the youth camps as they are at present operating in Jamaica, Trinidad and Guyana are essentially training operations, their preoccupation with what occurs to the trainee afterwards being until very recently limited to various 'placement' activities which seek to fit the young people concerned into whatever employment opportunities exist.

Equally there would seem to be some value for African youth services in studying the approach to training in the youth

camps in some West Indian territories. Generally speaking, a more varied training is offered in the West Indies. There is therefore more freedom of choice for the trainee in the kinds of activities that he would wish to pursue. More particularly, however, there would seem to be in the West Indian youth camps more concern with the trainee as an individual, with his particular personal qualities and problems, and with how the training programme can either develop or alleviate these. This general characteristic probably arises from the fact that youth camps in the West Indies have been seen as part of the social welfare and educational apparatus, and personnel engaged in youth camp training are usually drawn from this particular professional background. In most African situations the orientation of the national youth services is towards agriculture and industry, and personnel involved are inclined in these directions.

The main area where the youth camp programmes in the two regions differ is in the degree of political involvement in the respective programmes. In several instances in such programmes in Africa, it is frankly assumed that the fundamental need, as far as out-of-school youth is concerned, is to motivate them towards development activity, meaning in effect that "political education" in some instances or "motivation training" in others is regarded as a crucial aspect of the programme.

The reasoning behind this approach put forward by some of its advocates in Africa should perhaps be examined. It is argued that for many young people with no particular skills to offer, the only prospect for a productive existence lies in the rural areas. Training programmes should induce them to accept this, despite the lack of glamour and generally inferior material facilities, rather than risk the uncertainties of the towns. Motivation towards the rural areas thus comes before skills training. The basis of this motivation is acceptance of a national ideology, whether this is "Ujamaa" (Tanzania), African Socialism (Kenya), Zambian Humanism or the Common Man's Charter (Uganda). There would seem to be much relevance in this for countries such as Guyana which are facing major rural development tasks. There would also seem to be relevance for other West Indian countries which have mounted settlement and training programmes in which the overall emphasis has been on communicating agricultural skills rather than seeking to engender an urge towards agriculture, or where agricultural potential remains undeveloped, partly as a consequence of widespread social attitudes which do not assist the development purposes of the country.

## Technical and vocational training

In the communication of technical and vocational skills, in both regions the upper reaches of the training systems have certain similarities. There are major variations at lower levels. The nature of the economies of various Caribbean countries has required the specialisation in the specific craft and industrial activities already examined. In Africa, with the growth of interest in intermediate technology, there is a distinct swing away from the idea of considering all activity conducive towards development in terms of the techniques appropriate to a fully modernised economy. The prospects for the development of small rural industries, or for the improvement of existing local industries, are being carefully examined, mainly in relation to the processing of agricultural production or the promotion of import substitution. This type of development activity is seen in countries as far apart as Nigeria and Tanzania as a major source of employment for young people and, with this in view, various programmes are already operating with the aim of improving the operations and training capability of established entrepreneurs and craftsmen.

A further feature within this general area which has developed in a unique way in Africa in recent years is the idea of setting up a skills training programme for young people during which they will also engage in cash-earning activities. The results of this will substantially contribute to, or indeed cover, the costs of training. This has become internationally known as the 'brigade' system of training.

This type of programme has most chance of success where existing craftsmen are almost non-existent, and where there is an unsatisfied demand for such work, a situation which does not exist in Caribbean countries. The possibility is, however, illustrated of a self-help approach to skills training and employment generation outside the conventionally accepted structure. This concept cuts back sharply on the limitations on the dimension of training imposed by shortage of finance.

Alternatively, on the craft side, the Caribbean countries have in many respects progressed much further in the organisation of training, production and marketing than has been the case in most African countries, where generally craft work remains very much an individual matter. In many African countries one of the obstacles to the fuller development of craftwork is inability to adapt design ideas to popular (i.e. marketable) tests. A further

obstacle, at least as far as the primary producer is concerned, is that the retailing of much good quality craft work has tended to fall into the hands of urban-based entrepreneurs with the necessary capital and managerial skills to put the merchandise before the potential purchasers at prices considerably higher than the producer receives. African countries anxious to promote craftwork among young people might find much of value in the kind of training, production and retail organisation that has been developed by the Social Welfare Department in Barbados or by the Convent Craft Centre in Dominica.

### Rural and agricultural training

Training young people for rural development is an area of particular divergence between the two regions. This divergence largely reflects the fact that in Africa generally agricultural development is given a very high priority by governments, and the involvement of young people with progressive attitudes towards and skills in agriculture is considered to be one of the main means whereby improved farming patterns can be introduced on a large scale. In the Caribbean countries, with the exception of Guyana, agricultural development, particularly at the level of the small independent farmer, has a less prominent place in national planning.

In terms of numbers involved, the main agency in the Caribbean concerned with the preparation of young people for rural development is the 4H Young Farmers Club movement which has in Jamaica a membership of approximately 25,000, making it the largest single organised youth activity. Again, however, the Clubs' effectiveness in terms of their ultimate objectives of increasing interest in the land and rural life on the part of young people is diminished by the fact that the dominant motivation tends to be away from farming. Very often these organisations are supported by young people for the non-vocational activities that they provide, without any real acceptance by the participants of farming as a way of life.

The same kind of motivation away from agriculture on the part of young people can of course be found throughout Africa, particularly among those who have undergone the primary school course. In most African countries, however, a strong policy line is laid down by governments which seek to combat this tendency. Projects which aim to involve youth directly in rural development are given much support and encouragement by both governmental and non-governmental organisations. In the West Indies, popular antipathy to rural life is not very often actively



discouraged at governmental level and the impression is sometimes created that fully modernised farming, (implying abandonment of the land by the small-scale farmer), is to be promoted as quickly as possible, regardless of the social consequences. In such circumstances programmes which try to train young people in the skills needed for rural development are not entirely appropriate. Such a strategy can only be valid if industrial expansion is proceeding rapidly and employment outside agriculture is being created at a sufficiently rapid rate to absorb the young people being diverted away from the land.

It is already clear that even in the more developed territories of the Caribbean this is simply not the case. Modern sector employment is expensive to create and tends to cut back on the amount of labour employed. This shortage of employment might promote in several Caribbean countries where there is land available or under-used, or where it is farmed on a very expensive system, a re-examination of the possibilities for settlement and training in combination, which have proved effective in several situations in Africa and elsewhere.

The exception to all this must of course be Guyana where, manifestly, experience in Africa in training youth for rural development - the kind of training course selected, the refinement of training objectives, the emphasis on motivational elements, the nature of the supervision and level of capitalisation - has considerable relevance.

### Youth centres

In comparing the operation of non-residential youth centres and youth clubs in the two regions, an almost converse picture is presented to that concerning young people and rural development. In Africa, with its preponderantly rural population yet under-developed agricultural potential in many areas, the immediate need is for training which will enable young people to share in realising this potential. In the Caribbean, however, the urban situation figures much more prominently. Flexible programmes for young people based on non-residential centres, offering a range of skills training, social and recreational outlets, an opportunity to be involved in organisation and management and, where necessary, the possibilities for counselling, fill an obvious need. Programmes of this nature have in recent years emerged in various parts of the West Indies and much valuable experience about their operation has been gained. The need is, however, nowhere satisfied, the usual limitation on the expansion of such programmes being finance.

Given this limitation, it might be questioned whether the scale and quality of material facilities provided in some centres are entirely merited.

A further area where some criticism might be levelled is the low level of involvement of young people in decisions about the way in which the centres run. Admittedly, the 'participation' argument weakens when, as is the case in many of the cities of West Indies, there is such a strong need among young people, especially those outside the school system, for any form of constructive youth activity.

Already in the African cities a nucleus of fully urbanised young people are facing the usual problems relating to education, unemployment and adverse living conditions. Their contacts with rural areas are tenuous or non-existent and for them political rallying-cries such as "Back to the land!" can have little meaning. The presence of this element is reflected in the rising incidence of juvenile crime in most major African cities. The open youth centre which has been evolved in the West Indies to cater for this category of young people appears to provide a model which should prove to have increasing relevance for many parts of Africa.

### Traditional voluntary youth organisations

Lastly, as regards the voluntary uniformed youth movements, in both regions it is clear that they must find a new role for themselves to fit new and still rapidly changing social and economic circumstances. In Africa this process of re-examination has probably gone further; already there has been a substantial expression in practical terms of how, or indeed whether, these organisations should continue to operate. In one country, Malawi, the government has taken the radical step of establishing one national youth movement for all young people and has abolished the traditional uniformed youth organisations. In other cases, notably Tanzania, the government's emphasis on national service for large sectors of the nation's youth, compulsory in the case of those privileged enough to have undergone secondary and higher education, has tended to overshadow and play down the established role of the older organisations. Elsewhere, however, vigorous attempts are being made to work out a new role, emphasising service to the community, practical work projects and the involvement, as far as possible, of young people who are not in school.

## Conclusion

The need is becoming generally recognised throughout the world for new ideas and initiatives which will provide a means whereby young people can involve themselves in the problems and the development of their societies. In the so-called "developing" countries, the general problem is compounded by the critical employment situation facing young people and their dissatisfaction with the way of life which for most people has been customary. In the search for new ideas for youth programmes, there has often in the past been a tendency both in the Caribbean and in Africa to look to the "developed" countries for transferable models. The results of this transference have been variable, since the original models were designed to fit the conditions of highly urbanised and industrialised societies, fundamentally unlike the two regions in question. The ultimate answer in the evolution of youth programmes appropriate to each region must come through action at national or even local level. The Commonwealth Caribbean countries and the Commonwealth countries of Africa would appear, however, to have sufficient similarities to make a comparative study of action in the youth field rewarding to those shaping future policies.

## SOME ASPECTS OF THE YOUTH CAMP MOVEMENT IN THE CARIBBEAN

based on an address delivered by  
Vin Lawrence  
United Nations Consultant, Guyana

Youth in the Caribbean countries are facing problems similar to those of young people in most developing countries. Unemployment presents a very grave problem throughout the region. The situation is exacerbated by the population explosion; and although Family Planning programmes have slightly reduced the birth rate in some areas, it still remains high. Over half of the total population is under 25.

Every year the labour market is flooded with new entrants, the vast majority being unskilled school leavers. The figures below give some idea of the size of the annual influx.

Jamaica	40,000
Trinidad	20,000
Guyana	10,000
Barbados	7,000
Antigua	3,000
Dominica	2,000
St. Kitts, Nevis and Anguilla	1,000

Only a small proportion of job-seekers are successful in finding employment. The figures available indicate that in Jamaica about 10,000 are absorbed annually into the labour market - a mere 25%. In Guyana about 2,000 manage to find work, - some 20%.

Part of the problem, that is, lack of skills training, lies in the educational system. The system in the Caribbean is based on a combination of the British and American patterns, which, while satisfying the requirements of those countries, is irrelevant to the needs of the region. A serious examination of the appropriateness of the content of education is required and where necessary radical changes should be made.

The exodus of young people from the rural to the urban areas presents another problem. Many consider physical labour, especially in agricultural situations, to be degrading and they

seek instead positions of higher-status in the towns. It may be possible to overcome this prejudice to some extent by introducing agriculture into the school curriculum, where it may take its place among the various academic and practical subjects.

In discussing agriculture, it is important to mention the plantation system which operates in the Caribbean. The most fertile areas of land are in the hands of large landed owners, many of whom do not utilise their land to the maximum possible extent. Since many thousands of peasant farmers throughout the region are obliged to scratch a living from small plots of poor land, the system of land tenure should be carefully considered when plans for agricultural development are being made.

In all Caribbean countries, young people are being attracted away from the rural areas to the towns, in search of employment, higher wages, entertainment, etc. Attention must be given to ways of drawing people back to the rural communities, of making these communities sufficiently stimulating to encourage young people to remain in them. Recent efforts in Guyana and Jamaica are moves in the right direction, but it is as yet too early to assess the effects of these.

Caribbean Governments are paying increasing attention to the problem of youth. Whereas previously their main concern in this field was the provision of institutions for the correction of delinquent youth, today, realising that prevention is better than cure, they are becoming increasingly involved in youth programmes, camps and settlement schemes which have a developmental objective. In some areas a few youth workers have been trained and appointed to further develop this sort of work but there remains a great deal to be done.

Voluntary workers from overseas - Peace Corps, C.U.S.O., V.S.O. and West German volunteers - have done some excellent work in the region; it is hoped they will continue to assist.

Valuable aid has been received from the international organisations - UNDP, ILO, UNESCO, UNICEF and FAO and the Commonwealth Secretariat.

Young people who have left school and have some inclination towards agricultural employment are catered for by the Youth Camps. The success of the first camp in Jamaica has led to the development of more in that country and to their establishment

in others. Jamaica has three youth camps in operation at present and plans to construct more. In Trinidad there are four and in Guyana two. The one youth camp in Dominica is attended by not only local boys but also boys from other Eastern Caribbean islands. Camps for the Windward and Leeward islands are planned for the near future.

The aims of the youth camps are:

- (a) to provide basic training and experience in agriculture, including principles of the economics and management of viable farming, both crop and livestock;
- (b) to provide on-the-job training in various skills and trades appropriate to the process of development and often ancillary to agriculture;
- (c) to promote among youth community spirit, a wholesome attitude to work, good citizenship and the qualities of functional leadership, in an environment where youth can feel involved and experience some degree of fulfilment.

Recruitment of volunteers is carried out by Government agencies. The age range of youth trainees at recruitment varies from territory to territory, as shown below:

Trinidad	13 to 21 years
Jamaica	15 to 19 years
Guyana	15 to 20 years
Dominica	15 to 20 years

In Jamaica, the cost of training one boy for a year is approximately £150. This figure includes administrative expenditure, food, clothing and pocket money. There may in some cases be additional costs for transportation.

Each camp is headed by a Director, who is assisted by Counsellors (or Assistant Directors). The latter play the role of 'guide, philosopher and friend' to the youngsters in training. The instructors are technicians from various trades and occupations. As part of their work, instructors carry out a certain amount of vocational guidance and are concerned, in some cases, with the conducting of aptitude tests.

The boys themselves play a part in the camps' administration. To every ten boys, there is a leader; to every 100-150 boys, there is a deputy Senior Leader, and to every camp a Senior Leader, all leaders being elected by the boys from among themselves. A weekly meeting of all leaders is held to plan the programme for the following week. Opinions are expressed and discussed before final decisions are made. Any problems which the leaders cannot solve themselves are taken up with the Director.

In this way the boys become acquainted with the principles of democracy, and learn that much can be achieved by peaceful discussion. The boys begin to feel that they have a place in the camp community and experience, perhaps for the first time, a sense of belonging and community spirit.

As an aid to improving the large unemployment problem, labour-intensive projects are a necessity. So, too, are projects which will attract young people back to the rural areas. For these reasons, the emphasis in the camps in Guyana, Dominica, and Jamaica has been placed on agriculture. Ancillary activities such as the construction of farm buildings, maintenance of vehicles and tractor-driving, are also taught. In Jamaica, the boys' interest in agriculture is encouraged through membership of the 4H Young Farmers Clubs.

The daily programme at a youth camp is quite heavy and youngsters not accustomed to discipline may sometimes find adjustment difficult. Every activity - rising, meals, instruction, chores - has to be carried out at a set time; in this way, the boys are obliged to become more punctual and they learn to use effectively any free time they have. The programme ensures that the boys are fully employed; they learn not to waste time and gradually begin to develop the 'right' attitude to work.

When the boys, now skilled in some areas, leave the camps, they face the problem of finding suitable employment. The youth camps do assist the boys in this. In Jamaica they are advised by Welfare Officers, who are responsible for post-training guidance and counselling. In Guyana the problem of finding employment in agriculture is not as acute since there is plenty of land available in the Interior. The Government is anxious to develop this region and through a Placement Committee helps to find appropriate employment for the youth camp 'graduates'.

## Plans for the Future

In view of the current uneasiness among youth in all parts of the Caribbean, it behoves the various Governments to pay immediate attention to the problems affecting them. In some instances the frustrations of young people have already led to violence.

In October, 1969, the Caribbean Regional Workshop on Integrated Rural Development stressed the need for the formulation of national policies on youth and proposed that such policies should recognise three basic principles, namely:

- (i) the approach should not only be problem-centred but should have a positive resource-development orientation;
- (ii) the approach should be an integrated one, covering the various aspects, such as social environment, the educational system and employment opportunities;
- (iii) the strategy should be part of the overall national effort.

Youth employment and training schemes should be developed within the framework of national development plans. They must be directed towards the achievement of full and productive employment through the training of youth.

While the success of the youth camps up to this point has led to plans for the construction of more. It is important for Governments to realise that youth camps cannot be developed simply by importing a blue-print from another territory. They must be tailored to fit the economic and social needs of the particular country.

From time to time, an appraisal of the work being done in youth camps should be made to ensure that it remains relevant to the needs of young people and the society.

Ideally, the youth camps should be run in conjunction with other aspects of community development; they should be part of an integrated programme.



It is argued that our greatest wealth is our people. Let us remember that the majority of our people are youths.

# PART 3

## A Selection of Documents

# VOCATIONAL GUIDANCE IN DEVELOPING COUNTRIES

C.H. Lindsey

I.L.O. Expert in Youth Employment, Placement and Vocational Guidance

## Introduction

1. The optimum adjustment of people to work (human resources utilisation) depends upon many things: primarily, the productive resources available, or likely to become available; training facilities; the geography of transport and living accommodation; and other material factors. But it also depends upon how people think about work. If people do not know what needs to be done, or will not do it, or want to do things which they cannot do, then many will find themselves in work they cannot do well, or in which they are unhappy, or will be unemployed even when there could be work for them, whilst the country will suffer from work done badly and without pride, or from the loss of national wealth when work which could be done remains undone.

2. Vocational guidance is about this thinking that needs to be done if the best use is to be made of a country's human resources - often, in a newly developing country, its main source of national wealth.

3. Vocational guidance is usually defined in terms of its meaning to the young people with whom it is concerned. It may be defined alternatively as the process of influencing thinking so as to optimise the adjustment of people (usually young people) to work.

4. In technically advanced industrial and commercial societies, it has evolved principally as a means of helping young people to think realistically about their choice of employment, to plan their careers and to execute these plans. Since it focuses attention upon the various capabilities and interests displayed by different young people and encourages realism about these, it may take the form of only one aspect of a broad approach to guidance, aiming primarily to encourage the adolescent to mature through sensible approaches to problems of all kinds; or it may be viewed more narrowly, mainly as a means of enabling young people to choose and find work or training which they will enjoy and do well.

## Unemployment and vocational guidance

5. In a developing country with a population explosion and high unemployment amongst youth, such aims may seem academic or even frustrating. The role of a young person's choice may be very limited. There may simply not be enough employing enterprises to provide employment for the high numbers of young people. Even when there is work, lack of experience in personnel selection, or misjudged training, may vitiate even the most sensible choice.

6. In countries with plenty of employment, with opportunities for training related to work needs, and with planned selection, the main "think-factor" which may be left for vocational guidance to influence may well be the young people's choice. Where the situation is different, however, and the role of choice is less important, it is likely that vocational guidance may not seem to have such relevance if it still operates with the same aims and by the same methods as in the countries where it evolved.

## Other problems

7. Added to this, there are likely to be important differences in educational systems - the multi-faceted, richly equipped institutions of the technically developed countries, with opportunity for interest and experiment in many practical activities and social relationships, as against the concentration upon book work in many schools in developing countries; in information - the comprehensive statistics, jobs descriptions, research and experience on the one hand, as against, perhaps, a complete absence of occupational statistics; and in resources - the ability to train and provide large cadres of professional guidance workers, as against difficulty in allowing for even few hours a week of a teacher's time.

## Aims and methods

8. If vocational guidance in a developing country is to serve its essential purpose of influencing thinking so as to optimise the adjustment of young people to work, it will have to have different aims and to adopt or emphasize different methods from those of "classical" guidance in technically advanced countries.

9. These aims and methods cannot as yet be confidently stated - there is not enough experience to go by. It is necessary to analyse the economic needs and plans, the educational system

and the population trends in each country; to consider how their interaction and their interaction with other factors, especially social values, traditions or external influences, create a divergence between what people are likely to think and what they need to think, what they know and what they need to know, and so on. Only such an analysis can reveal what thinking vocational guidance could most usefully attempt to influence, and in what ways and by what means it might do this.

10. This paper, however, suggests some tentative approaches which may be worth taking into account in such analyses.

11. The central aim may be to make young people aware, as early as they can understand, of the nature and extent of the labour market, i.e. the number of openings in each occupation, by comparison with the competition for entry, i.e. population and education statistics. They need to be made responsive to the possibility of self-employment and, where appropriate, to occupations (e.g. agriculture, building, catering) which offer prospects but which they do not like. Many may have to be accustomed to the idea of participation in special work schemes (if available) or self-help projects, instead of normal economic employment.

12. Young people must be helped to understand the ratio of competition to opportunity in popular employment occupations, and to accept the situation of selection. In the Caribbean, they will probably need to be helped with information about the kinds of work overseas for which they could prepare, and perhaps to weigh the personal gain of emigration against the national gain if the most talented and experience do not emigrate.

13. Vocational guidance would then act largely as a public relations wing of manpower and educational planning, to adjust people's thinking to the needs of the situation, and to bring to the fore those manpower problems which cannot be solved by normal economic processes, so that people will be ready to consider what unorthodox methods may be necessary to evolve solutions.

14. In a depressing employment situation, vocational guidance must not take a form which raises unrealistic hopes. The only hope for young people facing trouble is to help them to see and deal with their difficult situation maturely and objectively.

15. Young people may need to be helped to appreciate that only some, with the requisite effort to qualify, are likely to realize their talents and interests in modern attractive occupations of their choice, whereas others will find their fate determined more by chance and circumstances than by planned and appropriate use of their capabilities.

16. The normal role of vocational guidance in technically advanced countries with full employment - to help individual young people to develop and implement careers plans - will probably relate only to a minority of fortunate young people: for many, vocational guidance will more usefully take the form of an information service with a purpose, the purpose arising from the need to reconcile hopes with realities and reveal areas where new solutions must be sought.

#### Direction and methods

17. Vocational guidance may also need to be directed to different people. Much of its work may need to be directed less to students and their parents than to employers, selectors, trainers and educationalists, in the form of advice based on knowledge and interpretation of the content of jobs, the needs of the labour market, and the consequence in work opportunities of various developmental schemes. This in turn may shift the emphasis from the personal relationships of classical counselling to the organisational needs of creating a body of informed opinion capable of enlightening and influencing such people.

18. Methods and means will also need to be carefully judged. For example, it may be personally rewarding for a highly trained guidance worker to help a group of young people to solve their problems; but if there are only a few such experts available, their time may be much better used in training, organising and stimulating other people to carry out the kinds of guidance which their time and training will permit, and in devising and evaluating field projects of data collection and research into methodology. Where placement, selection, manpower planning and other services, normally taken for granted in technically advanced countries, are absent or inadequate it may be necessary to enter these fields, or to collaborate closely and actively with those who are concerned with them. One of the main tasks of the guidance worker may prove to be the involvement of teachers, trade and welfare organisations and pupils, particularly in the collection of information and its preparation for publication.

## Action Research

19. The general strategy also needs sober assessment. Usually, we hope in vocational guidance to provide a service. But in the early stages of vocational guidance work, the main feature will be a lack of essential knowledge and experience. The primary needs, therefore, are to :-

- (a) collect facts on which authentic guidance can be based;
- (b) publish basic information so obtained;
- (c) discover what kinds of activity in guidance will achieve what affects, and how to undertake them most effectively.

20. This means that the emphasis, perhaps for a period of two or more years, may need to be on Action Research. Service, no doubt, will be rendered, and increasingly as time goes on. But this will be less important, at first, than the accumulation of information and experience. Later, on a sound foundation, a sound service may be hoped for.

21. Activities which it may be useful to undertake include :-

- (a) Compiling a complete register of employers (agents: teachers, training instructors, university students, staff of Labour Ministries, Rotary and Lions Clubs, Chambers of Commerce, senior school students, guidance staff.)
- (b) Preparing a general guide to employment opportunities - range of choice, volume of employment in each, and as far as possible the likely number of openings (agents: teachers, guidance staff, material from Labour Ministry, etc.). A similar guide to training opportunities could be produced.
- (c) Compiling a list of sources of information, and collecting a library of information and study material at central and other suitable places.
- (d) Preparing visual material to illustrate relationships between employment growth, population growth and educational expansion; also to illustrate trends in employment opportunity and the immediate need to envisage self-employment, agricultural

resettlement, etc., and, in the long term, population stabilisation.

- (e) As a starting point for judging the aims of a vocational guidance programme in each school, introducing follow-up surveys of work outlets of ex-students as a standard duty within the schools. This could be done experimentally, using senior students as interviewers to make them aware of the problems.
- (f) Programmes of job studies by teachers, both to collect information for (a) and (b) above and to equip them with the necessary understanding to discuss careers information with students.
- (g) Projects carried out by students about jobs as experiments in methods of inducing logical thoughts on careers - e.g. job studies, work experience, occupational surveys, maps of local businesses, plant tours.
- (h) Collection of ideas and experience about the possibilities of earning a living in self-employment and small cooperative employment.
- (i) "Group conferences" using ex-students, or representatives of occupations, to discuss their experience (including interviews in front of the class).
- (j) Preparation of "case histories" on careers of ex-students for use as discussion and training material.
- (k) "Career days".
- (l) Exercises (essays, "ambition census", questionnaires etc.) to discover what ideas students have about their future (possibly at different stages of a programme).
- (m) Similar exercises for "self measurement" to help students see their interests and capabilities by comparison with a group.
- (n) Development of discussions about jobs and careers with groups of students, in the light of information



collected as above. (Use of ex-students may be investigated here also).

- (o) Use of school magazines and other local publications.
- (p) Cooperation with press, radio and television for publicity, especially to reach parents.
- (q) Discussion with appropriate agencies (employers, personnel selectors, cooperative departments, education authorities, trade unions, training authorities etc.) on matters relevant to optimising movement of young people into productive work (agents: guidance staff and teachers).
- (r) "Role-playing" - especially in regard to selection interviews and preparation for field work in guidance.
- (s) Writing letters of application for jobs, etc., and practice of filling in forms.
- (t) Where circumstances indicate a real possibility of students' using their choice, individual consultation (agents: guidance staff, selected teachers, members of professions and occupations willing to assist);
- (u) As experience accumulates from consultations, preparation of "census of student problems", and case-studies arising from them.
- (v) If appropriate, publicising National Youth Services and other opportunities or requirements for special work schemes.

22. It will be seen that, in accordance with the earlier assessment of aims, most of the activities suggested are connected with making young people aware of their situation, or with discussion of new forms of productive work, rather than with counselling on individual choice. Indeed, on account of shortage of professional full-time staff, it is envisaged that even where individual counselling for choice could reasonably be undertaken, group counselling and reference to consultants representing different fields of work will have to be emphasized.

23. As mentioned earlier, in all such activities, however useful their results may be, the most important thing in the first stages will be to discover the most effective and efficient ways of carrying them out, so that a body of authentic training material may be gathered quickly. It is important that different ways of doing things should be planned; that the aims of each kind of activity should be carefully considered and ways (however simple, however subjective) should be considered of judging how well these aims are being achieved. Much attention could well be given to "writing up" these experiences, as the basis for a future training handbook for guidance workers and career teachers.

### Organisational structure

24. The organisational structure of vocational guidance work will also need to reflect this strategy. Thus, the basic unit is not likely to be characteristically the individual professional worker, providing service to a group of young people, even though some of the work may take this "shape". On the contrary, it may be envisaged as a local group of full-time guidance workers and part-time career teachers, who can plan projects, distribute tasks, arrange for reciprocal observation of work, collectively evaluate, etc. The regular meetings for these local groups would be not merely a means of continued in-service training, but the essential "factory for manufacturing experience"; this form of organisation would reflect the self-training nature of the research involved in the development of a programme of vocational guidance in its early phases.

### Conclusion

25. With such an approach, on the basis of real knowledge and proven experiences, vocational guidance will be able before long to help many young people to see where they could realistically aim to find themselves in the existing labour market. But, even more important, as the nation grapples with the problems of economic development, if emerging solutions reveal the need for jobs to be done which are unfamiliar, unexpected, or even unwanted, it should be capable of serving as an effective instrument of developmental policy and human resources development by spreading information, giving explanations, and, above all, rousing discussion, so as to help young people to see and accept the demands of the situation, and to participate willingly and actively in the growth of their nation's prosperity.

## TRAINING AND EMPLOYMENT PROBLEMS OF YOUTH IN DEVELOPING COUNTRIES

Some observations submitted by C.H. Lindsey,  
I.L.O. Expert in Youth Employment, Placement and  
Vocational Guidance

1. The International Labour Organisation has been increasingly concerned with youth problems in developing countries and it has sought both singly, and in cooperation with other UN Agencies, to expand and strengthen its activities which are directed towards helping to understand, identify and meet major youth problems in developing countries, such as those of lack of work opportunity, of vocational guidance and training, of integration into work life, and of protection from exploitation and abuse.
2. Almost 54 per cent of the total population of the world is made up of children and youth. The labour force under the age of 20 is expected to increase from 230 million in 1970 to over 245 million by 1980, and the 20-24 year age group from 211 million in 1970 to about 246 million by 1980; at the same time there will be about 43 million children under 15 in the world labour force in 1970.
3. Children and youth under 20 years of age made up around 53 per cent of the total population in the developing countries, as contrasted to 31.3 per cent, for instance, in the six countries of the European Common Market (1960-62). Percentages in Trinidad and Tobago (1961) and Jamaica (1960) stood at 52.1 and 50.1 respectively. To point up the seriousness of the problem of youth unemployment, it might be noted that in Jamaica, according to the 1960 census, 39 per cent of all unemployed were in the relatively short 15-19 age group, and that 54 per cent of the unemployed were seeking their first jobs.
4. The rapid increase in the number of young persons seeking employment, the existence of millions of youth entering the labour market with little or no proper training, and of the many in whom education has instilled unrealistic attitudes to work preferences will require a new approach and major effort to deal with the problems involved. This might call for efforts to relate education more closely to manpower needs for development purposes; to supplement the inadequate education and training systems with special arrangements aimed at helping young people

to get some preparation for their future participation in economic life; and to review many of the present notions on education, such as the role it has to fill in society and its relationship to employment.

5. It is against this background that the ILO has been giving increased attention to the complex problems involved in the vocational preparation, vocational guidance, and employment of young people in the developing countries. In the World Employment Programme (WEP) which has recently been launched by the ILO, and which is expected to occupy an eminent place in the strategy for the Second Development Decade, education, training and vocational guidance of young people are of fundamental importance. One of the main objectives of the PREALC (Regional Employment Programme for Latin America and the Caribbean), the Latin American and Caribbean component of the WEP, is to develop these activities and to seek to widen youth training and employment opportunities.

6. In the vocational training field, in which the great bulk of the ILO's operational activities are concentrated, many projects benefit youth directly or indirectly, and greater efforts are being made to ensure that youth training is part and parcel of an integrated system of human resources planning and development within the framework of national, economic, and social development. ILO vocational training experts and manpower planners are jointly studying the needs of youth and the opportunities for meeting them through training and employment. Vocational guidance experts have been made available to a few countries (including Trinidad and Tobago), seeking to develop job information and career advice to children and young people. Help is being given in the establishment of youth employment services and land settlement facilities. The work under the ILO's rural development programme includes an important youth component and projects are specifically directed towards promoting more favourable prospects and concrete opportunities in rural areas towards improving training for agriculture and related activities.

7. It is recognised, however, that present ILO activities barely touch the problem and that a far more intensive effort will be required in the years to come. With this end in view, an inter-agency approach to youth problems is being pursued within the United Nations family of organisations. An attempt is also being made to seek the cooperation of the international non-governmental organisations in inter-agency programmes, to employ more foreign volunteers in youth schemes and to mobilise bilateral assistance

for our youth projects. A joint UN/ILO inter-regional seminar on youth service programmes was held near Copenhagen in November 1968, in collaboration with the Government of Denmark, to consider guidelines for the development of national youth service schemes, and in 1971 the ILO will convene an inter-regional meeting of youth service leaders on the organisation and management of youth service programmes, to examine management problems of such programmes and to assess national experience in operating youth programmes of various kinds. The participants will also be called upon to evaluate a cost-benefit analysis of such programmes (which is at present being carried out by the ILO), and a general analysis of their economic and social justification; the participants are expected to study the principles, standards or practices for effective operation of these programmes.

8. Recognising the inter-relationship of the problems of training and employment of young people and emphasising the need for a new approach to assist member governments in this matter, the ILO Conference at its 1970 Session adopted a Recommendation concerning Special Youth Employment and Training Schemes for Development Purposes, designed "to enable young persons to take part in activities directed to the economic and social development of their country, and to acquire education, skills and experience facilitating their subsequent economic activity on a lasting basis and promote their participation in society."

9. These special employment and training schemes were expected by the Conference to serve one or more of the following purposes: (a) to give young persons who are educationally or otherwise disadvantaged such education, skills and work habits as are necessary for useful and remunerative economic activity and for integration into society; (b) to involve young persons in national economic and social development, including agricultural and rural development; (c) to provide useful occupation related to economic and social development for young persons who would otherwise be unemployed; and (d) to enable young persons who have educational or technical qualifications which are needed by the community for development, particularly in the economic, social, educational or health fields, to use their qualifications in the service of the community. A recurrent theme in almost all interventions during the discussions on this subject was the recognition of the seriousness of the problem of unemployed and untrained youth in developing countries, which some representatives described as frightening. Attention was drawn to the fact that although the number of such persons passing the school leaving age is constantly increasing, the increase in job

opportunities has not kept pace, with the result that many of these young persons remain unemployed, or eke out a precarious existence in various very low productivity occupations. Some of the speakers at the Conference drew attention to the fact that benefits of secondary or higher education had in many cases the effect of isolating youth from their environment without equipping them to contribute through their work to the development of their countries. This was one reason why many countries already had, in recent years, drawn up various types of special programmes (differing from normal training schemes and adult education programmes and involving arrangements which are not quite the same as those normally found in work relationships), with a view to providing work and training for these young people while at the same time enabling them to contribute to their countries' development. The ILO is assisting a number of these countries in these efforts by providing whatever technical expertise they require plus a limited amount of fellowships and equipment.

10. Closer co-ordination of these special youth employment and training schemes with general development planning will be necessary to ensure that the projects undertaken complement other national or regional development work, and that training is so organised as to yield the maximum benefit within the framework of the general vocational training and educational system and of development plans. Better assessment of present and future job opportunities on national or regional levels would contribute to the planning of training for skills for which there is actual or potential demand and the subsequent settling of participants in employment.

11. Whether in the developed or in the developing countries, it is clear that the demands and problems of youth cannot be tackled in isolation. They must be dealt with within the framework of economic growth and social and cultural development as a whole. But there is an urgent need to plan for and with youth, within the over-all content of national development, to pinpoint their needs, to find imaginative solutions to the problems involved in enabling young people to develop their full potential and to contribute to the national well-being, and to associate youth in a direct and responsible fashion with the policies and programmes affecting them.

#### Out-of-School Youth Programmes in Jamaica

12. Of Jamaica's total population 1.93 million (end of 1968), 1.1 million were between the ages of 0-24; 300,000 or 15 per cent

of the population were between the ages 15-24. Annually, some 30,000 to 40,000 young persons reaching the age of 15 are in search of a job, while the number of new jobs, added to replacements, probably provides fewer than 15,000 jobs a year. It is estimated that this year (1970), 40,000 young people coming out of the primary cycle can have little hope, because of the limited facilities available, of entering the secondary level.

13. Despite the enormous efforts being undertaken by the Jamaican Government to expand, improve and diversify the formal educational system, the problem of untrained and unemployed out-of-school young persons continues to grow. For the present, it seems hardly possible for the formal educational system to absorb the ever-increasing numbers. Another solution has already been experimented with in Jamaica with varied degrees of success, namely, the provision of special youth programmes for training and employment.

14. In essence, these programmes are designed to give the disadvantaged and poorly-educated young person a minimum level of vocational training, self-discipline, leadership training, cultural, sports and leisure activities. These programmes, under the auspices of the Ministry of Youth and Community Development, comprise :-

- (i) Youth Camps (providing unskilled unemployed boys, aged 15-18, with civic, agricultural and industrial vocational training for 18 months);
- (ii) Youth Centres (at present urban non-residential centres mainly used for cultural or sports events but with a minor vocational training component);
- (iii) Youth Clubs (mainly of a social or cultural nature);
- (iv) Summer Nature Camps (usually of three weeks' duration organised mainly for city youngsters during the summer vacation. They are intended to expose urban youngsters to healthy outdoor living in a sociable and cultural environment);
- (v) Summer Work Camps (Camps organised to carry out a specific task such as clearing land, road-building);

- (vi) National Volunteer Organisation (Composed of educated youth who offer their services to the community).

15. The core of these out-of-school youth programmes is the Youth Camps. These provide general education and civic training as well as training in technical skills which it is hoped will facilitate entry into agriculture, handicrafts, mechanical crafts, construction crafts, and services.

16. A basic philosophy of these camps is to foster a respect for agriculture. Jamaica, like many other developing countries, suffers from a serious rural exodus to the towns, due in part to the low esteem with which agricultural pursuits are held, especially amongst the young. This of course bodes ill for a country whose economic mainstay is agriculture and whose economic plans want to stress rather than to minimise agriculture.

17. In order to instil in the trainee a respect for agricultural employment, an agricultural component has been placed in the curriculum of the Youth Camps, regardless of whether the trainee is enrolled in an agricultural section or not; the idea being that, fortified with a respect for agricultural activities, the trainee will find it easier, if need be, to return to agricultural activities. It remains to be seen whether this philosophy can be applied on the same scale to other youth programmes, and if so to what degree.

18. Although Jamaica has come a long way in the development of out-of-school youth programmes, these programmes in their present form barely scratch the surface. The Youth Camps, for instance, only accommodate 1,240 boys, constituting less than 3 per cent of those who could be eligible for it.

19. The Jamaican Government has now requested assistance from the United Nations and the Specialised Agencies to help expand the present programme. As a result of a recent ILO and subsequent joint ILO/UNESCO mission to Jamaica, the Government has requested UNDP assistance for :-

- (a) the setting up of a National Youth Service to co-ordinate all governmental youth programmes, and to administer the different programmes of the Ministry of Youth and Community Development which directly concern young people.



- (b) the expansion of the present youth camps by increasing the number of camps to 11 and by establishing a number of girls' camps and a cadre training centre. This expansion, it is hoped, will enable the camps to accommodate 9,000 trainees by 1974;
- (c) strengthening the present National Volunteer Organisation;
- (d) strengthening the vocational component of, and expansion of, the present youth centres and youth club programmes;
- (e) providing better training for the educational, technical and other instruction of the Youth Camps, Youth Centres, Youth Clubs and youth organisations in general.

20. The Government's request for assistance calls for the sending of an inter-agency team consisting of seven experts and short-term consultants as well as equipment for the various components of the programme and fellowships for counterpart staff. It is hoped that the team, in close collaboration with their Jamaican counterparts, can expand and streamline the present programme and thereby reach a majority of the young people who are neither in school nor employed.

21. The problem of the young unskilled and unemployed which Jamaica is faced with must be solved if she is to fully develop socially, economically and politically. The progress that she makes in this field will be watched with the utmost interest by other countries having much the same problem, since Jamaica has a headstart of many years, particularly with its Youth Camps which were started some fifteen years ago.

#### Out-of-School Youth Programmes in Trinidad and Tobago

22. As in other Caribbean countries, the population of Trinidad is young: of a total of 1,010,100,<sup>1</sup> 61%, or 616,650 in all, are under the age of 25, including 189,000, or 18.7% aged 15-24 - i.e. young workseekers. With around 30,000 live births a year and a death rate of under 7,000 per year, in thirty-five years,

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<sup>1</sup> Population & Vital Statistics 1967 Report, Table 4.

the natural increase in population has risen over four-fold; and each year has produced about 14,000 more workseekers, compared with estimates of about 5,000 more jobs a year created by the rapid growth of a wide variety of industries. In 1968,<sup>2</sup> 30% of young workseekers were unemployed and it is common for a boy to be unemployed for many months, sometimes years, before he eventually gets work.

23. The balance in the employment market is also affected substantially by migration. For many years, this produced a net increase in the working population of Trinidad and Tobago, but since 1964 the net flow has been increasingly outward, rising in 1967 and 1968 to around 10,000 per year.<sup>3</sup> In the third five-year plan, manpower estimates are calculated on the basis of an expected total net emigration of 25,000. Whereas in the past emigration was seen very largely as a harmful "brain drain",<sup>4</sup> recent high-level policy statements view it as a major means of balancing the manpower budget.

24. In spite of the increased numbers of young people, primary education up to the age of 14 is assured to almost all; almost 5,000<sup>5</sup> per year are enrolled in secondary school courses, and about a thousand a year remain to the age of 18 or 19 to complete a seven-year secondary course. A substantial proportion of less successful secondary school students, however, find it difficult, after an academic preparation, to adapt their ideas to craft or agricultural work in which their intelligence and abilities could be in demand; many, in consequence, are believed to remain unemployed. The Government have long been aware of this anomaly. They have equipped all new Government Secondary schools with workshops for metalwork and woodwork and practical rooms for home economics; a few schools are already teaching agriculture. Teacher training is in progress for fuller expansion of such facilities.

25. Meanwhile, training facilities are being expanded also to equip young people for work in Trinidad and Tobago or for success in emigration.

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<sup>2</sup> Third Five Year Plan IX, Paragraph 25.

<sup>3</sup> Ibid IX Table I.

<sup>4</sup> Ibid IX Paragraph 11.

<sup>5</sup> Draft Plan for Educational Development, Tables before Appendix I.

26. An "emergency" training programme, offering 120 hours' training spread over some months in various trades, mainly in preparation for employment in building work, has enrolled almost a thousand young people.

27. Four trade centres will soon be enrolling students for longer courses (600 hours' related instruction) aimed to produce "assistant craftsmen", i.e. workers able to undertake certain parts of a craftsman's work under the supervision of a qualified man.

28. Establishments, both in the private and public sectors, are responding to the Prime Minister's appeal to extend facilities for in-plant training and apprenticeship. The Federation of Chambers of Industry and Commerce has begun special courses of training to equip craftsmen with teaching skills so that they can be called upon instructors.

29. Workshops are completing their equipment, and full-time instructors have been appointed to the four Youth Camps so far in operation, with some five hundred young men enrolled. Work will soon begin on the construction of a fifth camp for three hundred girls. The World Food Programme is providing the camps with over nine hundred tons of foodstuffs, valued at over \$TT600,000, and the Food and Agricultural Organisation is helping with advice on diet, and provision of educational courses in nutrition, through the services of an associate expert in nutrition and home economics. An ILO consultant is in Trinidad at the request of the Government to advise on policy for a placement service, to train staff for it, to arrange liaison with employers, government departments and other agencies concerned with possible work outlets and to develop publicity. He is also assisting with the orientation courses for instructors of the youth camps. The Regional Community Development Adviser of the United Nations Office of Technical Cooperation has been advising generally on the camps and has organised a follow-up survey to show the work entered by about 300 boys who have so far completed their training.

30. Some young men trained in Youth Camps are amongst those benefiting from a substantial 'Crown Lands Settlement' programme, with which the United Nations Development is assisting. It is planned ultimately to establish 1800 farm units on 12,000 acres of Crown Land.

31. All these forms of training are open to young people with very limited academic qualifications. For those with greater school achievement, training at craft, potential foreman and technician level continues at three well-established training institutions in the island.

32. Meanwhile, a National Training Board has been established, not merely to lay down policy and provide for supervision of training, but to coordinate the efforts of the Ministries of Agriculture, Education, and Labour, and the Department of Community Development and Youth Affairs in their different fields of responsibility for training.

33. It is not enough for facilities for training to be available. It is also necessary for young people to know about them, to be prepared to want to use them and to enter courses for which they are suitable. Within the Education Ministry, approval has been given for the establishment of a vocational guidance unit, charged with the initiation of a programme of vocational guidance in schools. In preparation for the coming school session, fifty teachers have been trained to use part of their time to collect information about work to be done in employment, self-employment and cooperative enterprises; to publish and use this information to help young people to see in what kind of work they can best, or where they need to, use their talents and interests; and to undertake guidance and counselling of young people to the extent possible. The ILO expert on placement services has also assisted with these training programmes.

34. The Government is encouraging initiative and enterprise on the part of young people in creating their own employment, and has provided financial, technical and other assistance to a number of projects. Following a joint mission by the ILO and the Intermediate Technology Group the Government has invited the ILO/UNDP to provide the services of an expert to assist in the development of small business. It encourages and assists handicraft activities based on the numerous community centres, and is providing staff to raise the quality of design and to assist part-time instructors to improve the effectiveness of their work. The ILO has helped with the services of an expert in handicrafts design and marketing over a period of twelve months.

35. In broader issues, through educational programmes and special seminars, Government, religious and private agencies collaborate in many ways to deal with social problems amongst youth. Relevant to this field are the activities of two experts of

the World Health Organisation who are advising on the development of the Government's family planning programme.

# YOUTH DEVELOPMENT AND DEVIANCE: SOME PROBLEMS OF YOUTH DEVELOPMENT

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## Introduction

1. The main aim of this paper is to examine "crime preventive" aspects of youth development programmes. This end is reached by a roundabout route, in that some general limitations of such programmes are first suggested. In particular, it is emphasised that the great majority of young people are not involved in youth development programmes, (1) and some possible reasons for resistance to involvement are examined.

2. Youth development programmes are often supported on the grounds, *inter alia*, that they will help to reduce crime and delinquency. (2) It is suggested that they have little chance of succeeding in this goal as they are constituted at present, since they rarely "reach" potential offenders. Furthermore, they may even have a counter-tendency to increase rebelliousness among the "unreached".

3. Finally, some possible ways of involving more young people, and especially potential deviants, are put forward. It is hoped that, in focusing on ways of dealing with more extreme problems, some insights may be given into ways of solving more general difficulties of youth development.

## Aims and Assumptions of Youth Development

4. Youth development programmes are intended to combat "youth problems", which are more typically seen as "in" young people rather than "facing" young people. The early philosophy of youth development emphasised a need for training in employment skills over and above that provided by schools and employers, together with training in and facilities for constructive use of leisure time. Special emphasis was given to "character training", the moulding of attitudes and values according to idealised conventional standards.

5. Methods borrowed indirectly from English public, (that is, exclusive, private) schools focused on disciplined, highly structured activities, and both aims and methods were determined by adult perceptions of youth needs. The number of young people influenced was not especially important, but "leadership" was stressed with the intention of developing an elite.

6. The very idealistic nature of this early philosophy is exemplified in the charter of the Jamaica Youth Corps, which was intended to encourage :

"the virtues of industry, honesty, responsibility, loyalty, dignity, perseverance, courage, purity and usefulness..." (3)

7. These initial aims and assumptions have changed somewhat in the 1960's. In the midst of rapid social changes and increased awareness of young people's vocal criticisms of the modern world, "youth problems" have been reanalysed and aims and methods of youth development modified. In a recent address to the Commonwealth African Youth Seminar, A. Smith said :

"...everywhere the root of the problem appears to be in the understandable dissatisfaction of the rising generation with the established social and economic order. In developing countries, this dissatisfaction takes on particular overtones because of its close link with the problems faced by the increasing numbers of young people who are emerging from a traditional way of life, but who find that the modern economy has not developed sufficiently to receive them, and offer them the opportunities to use their talents creatively and satisfyingly". (4)

8. New emphasis is given to problems as faced by and defined by young people. This emphasis has been accompanied by increased recognition of the need for involvement of many more young people in youth development, and in decision-making about its content. (5) Rather than "discipline" and highly structured activities defined by adults, concepts such as involvement, participation, communication and democracy are now integral to youth development. Stress on conformity to established values has tended to give way to some tolerance of dissent and efforts to listen to criticisms voiced by young people.

(6) There is new (and desirable) uncertainty about aims and programmes, and the youth view that "we must make our own mistakes" (7) is increasingly recognised.

### Aims and Assumptions in Practice

9. The over-riding problem of youth development, of course, is that its programmes cannot solve the real and material problems faced by young people. There is no implicit solution in Smith's description of "the understandable dissatisfaction of the younger generation with the established social and economic order". (8)

10. In fact, there is a danger that youth development may be seen as a sufficient substitute for solution of problems faced. Yet training people for employment is of little value if it does not go hand-in-hand with expansion of job opportunities. Teaching the virtues of agriculture is unlikely to be effective without massive improvements in rural life.

11. Given the overwhelming difficulties of creating opportunities to match exploding aspirations, there is likely to be a regression in practice from the new emphasis on listening to and involving young people, to the former emphasis on changing people by disciplined, structured activities. Such a regression is especially likely in the West Indies, for a number of reasons.

12. First, West Indian youths are a "post-modern" generation, (9) in the sense that their parents were "modern" participants in the revolutionary Independence movement begun in 1938. The parent, proud of involvement in this movement, wants his offspring to continue nation-building along the recently established guide-lines.

13. But the fact that the present-day adult was personally involved makes it especially difficult for him to tolerate criticism of "his" movement. Suggestions that fundamental problems remain unchanged, that "more of the same" is getting nowhere but to "neo-colonialism", are taken as personal attacks.

14. In these circumstances, the psychological mechanisms which are widely described in studies of prejudice are likely to operate. (10) The prejudiced individual is often unable to blame himself or the groups with which he identifies for problem



situations, and finds a substitute, scapegoat target for his aggression. This substitute, ("youth" in the present case), is then perceived as having various unfavourable, stereotyped attributes which are used to justify the aggression directed against him.

15. Second, as many commentators have indicated, (11), West Indian societies are still rigidly stratified along class-colour lines, even though there are some increases in social mobility. Furthermore, relationships between classes and between adults and young people are highly authoritarian, (characterised by insistent demands for obedience on the one hand, a strong need for dependence on the other). Faced by widespread encouragement to develop new aspirations, and aware of international demands by young people for social change, West Indian youths are rapidly casting off psychological dependence and passive obedience to adults, while adults themselves remain caught in an authoritarian frame of reference. (12)

16. As Argyris has shown in studies of industrial organisations, and Cohen with reference to delinquent gangs, an escalating cycle of rebelliousness-conformity is likely to take place in such circumstances. That is, rebelliousness against demands for conformity is likely to be met by increased demands, which in turn give rise to increased rebelliousness. (13)

17. The good intentions of youth development planners in the West Indies have to cope with strong tendencies towards such a cycle which are built into the societies. Potential solutions are again suggested by studies of industry. (14) The adult has to make a positive effort to allow youths to "make their own mistakes" - an extremely difficult and unnatural thing to do - and operate on the assumption that young people are more willing, talented and responsible than they may appear to be.

18. Third, the fact that West Indian societies are strongly Christian, laying great stress on abstract moral values, is liable to contribute to the rebellion-conformity cycle. Young West Indians are constantly reminded of moral precepts, which constitute aims of "character training" in youth development programmes. But such precepts are empty slogans unless translated into practical examples, and youths are constantly faced by examples of adult hypocrisy, bending and redefining abstract principles in practice. To stress such abstract values as aims of youth development is likely to be seen as confusing or

practically meaningless at best, akin to the well-known problem in West Indian education of asking children to write essays about 'A day in the snow'. At worst, it may be seen as thoroughly dishonest and leading to rejection of adults.

19. Fourth, it is suggested that techniques such as "involvement, participation, communication and democracy" are not by any means widely practised in the West Indies. Referring to political development in Jamaica, Munroe has pointed out that casting a vote does not, in itself, constitute participation in politics. It gives a representative the right to think for you between elections, while other essential mechanisms for public involvement in the political process are extremely limited. (15)

20. In fact, it is always extremely difficult to carry through intentions such as involving, participating and communicating. (16) To talk is easy, to listen difficult. Human relations are often "pseudo-human relations." (17) Others may become involved in our terms, but we do not like it if they want to set the terms. These difficulties are greatly intensified in highly authoritarian and stratified societies, with abnormal difficulties of communicating across class or generational groups. Again, there is a constant, built-in tendency to give up the attempt in the face of severe difficulties, to regress to demanding conformity and obedience.

21. Finally, it should be noted that traditional styles of leadership in the West Indies, authoritarian rather than democratic, are likely to be limited in effectiveness. Research findings indicate that authoritarian leadership may be effective in dealing with routine or well-understood problems, but it limits creativity and is inefficient in providing either solutions to new problems or the motivation to persist in efforts without supervision. (18) Thus, in youth development, the tendency to find leaders who conform to and enforce existing values is unlikely to be effective in circumstances in which new solutions to new problems are essential.

22. The sum of these arguments is that, despite good intentions to adapt youth development to new definitions of "youth problems", there are strong resistors to change. The criticisms and "styles" of young people (19) are more likely to be seen as objectionable than in many other societies, and conformity and obedience are likely to be demanded in the absence of other solutions.

23. In turn, participation of young people in youth development programmes is likely to continue to be limited, unless great emphasis is paid to reducing resistance. Youth leaders, like social workers generally (20), will be able to convince themselves that their work is more effective than it is, while really working in a situation of "preaching only to the converted minority".

### Youth and Crime

24. These general arguments provide a lengthy introduction to the conclusion that youth development programmes, as at present constituted, are likely to have very little impact on deviant behaviour. Potential offenders belong almost exclusively to the "unreached", who are not involved in youth development programmes. In the present section it will be argued that adults contribute principally to deviant and "damaging" acts, while tending to use "youth" as a "scapegoat" group. Young people perceive this and both more and less rebellious tend to reject adult-directed youth development programmes.

25. In Jamaica, as in all societies, recorded rates of law-breaking are higher in youth than in adult groups. On the other hand, as in other "developing" countries, juvenile delinquency and youth crime represent comparatively small proportions of all law-breaking, as compared with more "developed" countries. For example, approximately 45% of all persons proceeded against for offences (including "cautions" or police warnings) in England and Wales are juveniles; proportions exceeding 50% are found in some parts of the U.S.A., whereas in Jamaica, which has no official warning system, only 8% of convicted persons are juveniles. (21)

Table 1 Age distribution of male offenders convicted in 1965-66 in Jamaica

<u>Age group</u>	<u>Offences</u>					Percentage of all convictions
	Violence against person	Robbery with violence	Breaking & entering	Damage to property	Other (not traffic)	
	%	%	%	%	%	%
8-16	8	6	17	13	6	8
17-19	12	27	26	22	24	21
20-24	17	13	31	26	31	28
25+	63	54	27	39	39	43
Totals	100	100	100	100	100	100
% of all convictions	18	1	3	17	61	100

26. As the number of persons aged over 25 is greater than the numbers aged 8-24, of course, the rate of convictions overall is greater in the younger group. But it may be seen in Table 1 that both violence generally and robbery with violence, which arouse so much public concern at the present time, are predominantly adult offences. Children and youths are most commonly convicted of property offences, taking items of small value, and of miscellaneous, relatively minor offences such as disorderly conduct, indecent language, stone throwing and offences under the vagrancy law.

27. These data, of course, refer only to convicted law-breakers rather than all law-breakers. In thinking about crime, we tend to overlook the fact that the great bulk of law-breaking is not detected. Studies of unreported crime indicate, in fact, that the startling proportion of four-fifths of the adult population have committed offences at some time in their lives for which they could have been sentenced to imprisonment. Social class groups vary in the types of offence committed, rather than in frequency of offences. (22)

28. In other words, law-breaking of the kind carried out by the great majority of convicted persons is widely distributed throughout society. It is a major error of fact to attribute it to any minority group, least of all "youth". Even the major crimes which, individually, create most public concern are predominantly adult activities.

29. A large number of research studies have failed to produce anything more than fragmentary, often conflicting information on causes of crime, (23), but one thing is clear. Rather than seeing it in terms of individual or sub-group abnormality, we will only learn how to control crime in the long run by seeking its roots in the wider social structure. Enormous variations in crime rates between societies are only marginally related to factors often put forward as "causes", (or, for that matter, to the efficiency of the major controlling machinery, the police force).

30. In fact, what acts are "damaging", as opposed to "criminal"? It has often been noted that young people, unblinded by experience, see mankind with great clarity. A primary "youth value" suggested by Keniston (24) is that "the ultimate measure of man's life is the quality of his personal relationships". This re-definition, which does not conflict with religious or other moral codes, leads to some broadening of the usual

concepts. For example, the concept of "violence" is broadened to include waging war, or doing damage to another by racial or class or political discrimination. Likewise, stealing becomes a no more suitable candidate for rigorous state control than profiteering or various forms of "crookedness".

31. From such a "youth" perspective, demands by adults for obedience and conformity, together with complaints about "hooliganism", tend to receive little recognition. In fact, it seems especially true in the West Indies that complaints about "problem youth" are based primarily on day-to-day evidence of "rudeness" and disobedience. Although more serious forms of youth deviance have tended to increase from a very low baseline, they have not done so by any means as much as has adult concern.

32. This adult concern appears to stem from the fact that youthful behaviour has departed from the extreme passivity which has frequently been commented on in the West Indies. Adolescent rebellion has not been characteristic, and the early teens in the West Indies are still different in many respects from the turbulent years described in the literature on adolescence in more "developed" countries. (25)

33. A "self-fulfilling prophecy" is clearly at work in relation to youth and crime. That is, adult views that young people are more troublesome leads to legal "capturing" of a greater proportion of all young deviants. Recent delinquency statistics in Jamaica illustrate this tendency. The proportion of male juveniles brought before the Court increased from 8.5 per thousand to 10.7 per thousand over the three years 1963-4 to 1966-7. Closer inspection of this increase, however, shows that it consisted almost entirely of greater reporting of minor larcenies and miscellaneous minor offences in the urban area of Kingston and St. Andrew. (26)

34. In summary, it makes little sense to see increased crime as stemming primarily from "problem youth", or to see youth development as crime preventive, when crime is so pervasive throughout society. It makes little sense to demand idealised standards from young people, and to insist on obedience for the sake of obedience, when the "subterranean values" of the society reshape conventional values, to define an enormous variety of circumstances in which these "rules are justifiably" broken. (27)

35. It is in the nature of human values that they are not absolutes; we have to weigh up conflicting values in practice and allocate weights according to our narrow group interests. This process provides "justification" for all kinds of acts which depend on seeing members of other groups as deserving "victimisation". (28) To demand absolutes from young people is to demand the impossible. To demand one thing of them while behaving differently oneself is only to invite rejection.

36. It is suggested that this process underlies much youth-adult conflict at the present time, and creates major difficulties for youth development programmes. Despite good intentions, these programmes are liable to be rejected by many ordinary young people in practice, on the grounds that they require conformity for the sake of conformity.

37. Youth development cannot, of course, influence those whom it does not "reach," whether they are more or less extreme deviants. It follows, then, that the first and most difficult problem of youth development at the present time is not simply to provide more programmes, but to find ways of attracting and involving the alienated. Some ways of doing this will be suggested in the following section.

#### Means of Involving Deviants

38. The general implication of previous arguments is that, as far as possible, young people themselves must be fully involved in decisions about the nature of youth programmes. This does not refer only to a highly selected group who lead participation at present, but to the "current unreached". To use the industrial model referred to earlier (29), limits of control must be set as wide as possible, even though participants may, through adult eyes, be likely to make many mistakes.

39. To say this is not to go to the extreme of suggesting that young people should run the world and need no guidance. They want and ask for guidance, but when it is given should be, as far as possible, up to them. Imposition of control, whether legal or other-wise, should be a last resort.

40. Some years ago, the writer assisted in a youth development project which was, on the surface, a very large jazz club on an island in the river Thames. It had a membership of several thousand, was very successful as a jazz club which

appealed to young people from all sectors of society, who were non-joiners of conventional educational or youth organisations.

41. The club operator was a detached social worker, who was approached by members from time to time to co-operate in arranging projects which they themselves initiated. Inter alia, the members raised funds regularly to provide scholarships for further education of school "dropouts", and financed and assisted in running old people's homes.

42. This illustration is based first on the principle of attracting young people. To transfer the example to the West Indies, it would first be necessary to identify activities which attracted deviants, such as the early steel bands or current small discotheques, and seek to assist youth development projects emanating from them.

43. The illustration also shows that young people seek out solutions to practical problems in their immediate environment. (30) This alternative to broader social planning has been chosen by youth in many countries, and suggests that youth development could be especially attractive and effective if it greatly emphasised the principle of practical community service, (which is, of course, already practised in youth development, though given less emphasis than it might be). (31)

44. The use of "detached" or "street" workers to make contact with deviant groups has proved an effective technique of reducing more serious deviance. Workers must, first and foremost, be able to "make contact" and prove acceptable to youth gangs. (They are often recruited from ex-gang members). By setting low, undemanding standards initially, they may obtain better results in the long run. S. Adams, in comparing costs of two delinquent gangs in California, one contacted by a detached worker, concludes that:

"The 43 boy gang cost about 140,000 dollars less in a three-year period under service from the detached worker than it would have cost had correctional expenditures accumulated at the same rate as for the comparable gang that received no service." (32)

45. As a final example, schemes based on non-prosecution of first youth offenders seem worthy of introduction. Informally, of course, many youth offenders are not prosecuted by the police, though the evidence cited earlier for Jamaica (33) is that

concern about youth has led to more frequent legal prosecution. On the contrary, it appears desirable to maintain and formally extend "pre-Court" methods, by giving first minor offenders warnings and entering into informal "agreements" with them, (rather than legal orders), that they will, for example, attend a youth organisation, or repair damage done, or keep a voluntary curfew for a period. (Prosecution of juveniles has now been discarded in England and Wales under the new Children and Young Persons Act).

46. The first effect of such schemes is to increase enormously the numbers of officially known deviants, as shop-keepers, teachers, neighbours and even parents seek assistance in dealing with "problem youths". Only when this contact is made, of course, does it become possible to guide the individual into more constructive channels. At the same time, the damaging effects of legal, public and self-identification as a convicted offender are avoided.

### Conclusions

47. Youth development per se can be little more than a stop-gap activity, waiting for improved vocational and educational programmes, and it must not be seen as a substitute for other forms of development. Nevertheless, it has a useful role to play in the meantime in involving far more young people in constructive activities, while reducing numbers involved in largely destructive activities. It is emphasised, however, that both aims will only be successful if strong, built-in tendencies towards programmes informally based on conformity and obedience are counteracted. Teaching must be a genuine two-way process between youths and adults. Often we claim that it is, while actual practices deny this. Conflicts of views, far from being undesirable, are likely to produce better answers to society's problems in the long run.

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- (20) c.f. L.T. Wilkins. Social Deviance. Tavistock. 1964.
- (21) U.K. statistics may be found in annual Criminal Statistics, H.M. Stationery Office.  
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## PROBLEMS AFFECTING YOUTH

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1. A comprehensive analysis of the problems affecting the youth of the nation reveals that consideration should be given to a variety of factors, with each of which I will attempt to deal in turn.

### Population growth

2. The "population explosion", the most important single factor in the rate of demographic growth, has been responsible for persons under twenty years old constituting about 55% of the population of this nation. With each succeeding year the number exceeds that of the preceding year.

3. Constantly growing numbers of children attain school-going age each year and the already inadequate capacity of the school system cannot be easily expanded to meet the increasing requirements.

### Family Planning

4. The education programme of the Family Planning Unit needs to be more vibrant and realistic. Extra special attention must be given to rural areas, especially the outlying rural areas which are the ones most compromised. While the decision to participate or not must perforce rest with the individual, more direct and positive steps must be taken to reach such people who, because of their built-in defence-mechanisms, will never make the first move. The male of the species must also be part of the target population. Lectures, film shows and the like must be directed to youths in their late teens and early twenties.

5. Very soon, school places will have to be found for disadvantaged children who, for obvious reasons, will never be able to make full use of school places. They will surely become primary school drop-outs, to swell the every-increasing number of the unemployables.

6. Tobago, an island of villages, falls under this heading. The non-existence of any viable industries ready to absorb the

large number of school leavers, both primary and secondary, makes Tobago a more than special case for Family Planning attention.

7. It would be treading on dangerous grounds to introduce sex education in schools at the present moment although there is a crying need for such. This subject has been considered taboo for such a long time that it was impossible to get a body of teachers who could handle such an assignment with detached dexterity. However, steps are now being taken to correct such a drawback.

8. In the meantime, a series of pamphlets, in non-scientific down-to-earth language and dealing with the socio-economic aspects of Family Planning should be circulated to Youth Groups, Village Councils and other kindred associations.

9. Ignorance on the question of sex and its embarrassing implications has been responsible, in great measure, for compromising the future of many of our promising youths.

#### Youth Camps

10. The major institutions which are calculated to provide the panacea to unemployability are the Youth Camps and, to a lesser degree, the Trades Centres.

11. There are four youth camps:-

- (a) Persto Praesto - the pioneer youth camp of the nation - started in 1964. It is situated in Central Trinidad on lands covering an area of over 250 acres.
- (b) Mt. St. George - situated in the island-ward of Tobago; covers an area of about 300 acres.
- (c) Chatham - situated in the county of St. Patrick, South Trinidad; covers an area of about 300 acres.
- (d) Chaguaramas - situated in the recently de-activated Naval Base on the north-western peninsula.

There are facilities in this camp to make it the biggest - numerically and otherwise.

## Trade Skills

12. The following trade skills are taught by paid instructors :-

Auto-mechanics	Carpentry
Welding	Woodwork
Electrical installation	Masonry
Plumbing	Tailoring
Auto-body straightening and painting	Pottery

13. Because of the facilities existing at Chaguaramas it is proposed to set up Television and Radio and Refrigeration shops.

## Youth Unemployment

14. Against the background of the present youthful disenchantment and unrest owing, primarily, to lack of job opportunities, steps should be taken immediately to establish a "Community Youth Development Corporation", a Government sponsored agency, manned by a small staff.

15. The functions of this agency/corporation would be three-fold :-

- (a) to promote investment by the public and private enterprise in the Corporation, the primary aim of which is to provide funds to start business enterprises for youths, to make young businessmen.
- (b) to advise on viability of specific enterprises and to provide information on current investment opportunities and prospects for small business in the country.
- (c) to attract and receive sums of money to be donated to, or invested in, the corporation for the purpose of promoting business or entrepreneurial opportunities for the youth of the country.

16. The staff should comprise :-

- (a) a Managing Director, who must be a graduate

in business management with some considerable knowledge of local conditions.

- (b) an Executive Secretary who should be an accountant at the level of Assistant Secretary in the Civil Service.
- (c) an Assistant Secretary, at the level of Administrative Assistant in the Civil Service - a sociologist, psychologist or other social scientist, very dynamic and having previous experience in Community or Youth Development, who should be capable of performing as a career guidance officer, as well as assisting with the processing of applicants' cases.
- (d) Clerical staff comprising two clerks and one filing clerk.

17. For the project, Government should seek aid from technical assistance bodies, notably the Pan American Federation of the O.A.S.

18. The Corporation should have from Government a grant in the neighbourhood of TT. \$50,000 in the first year, together with what may be donated by the private companies.

19. The number of loans should be limited during each year and the areas of enterprise should be to some extent guided both by intimations given in the Five Year Plan and by frequent regular checks on the economic and social trends. Farming should not be excluded from the area of enterprises to be encouraged.

20. The young people should benefit greatly from the dialogue which would obtain in the scheme calculated to cater specifically to their major needs. Those who would gain directly from these loans to set up in business would not be a majority, for among other reasons not everyone possesses the aptitude or the desire to be his own employer.

21. It is envisaged that arising out of the establishment of this particular type of source of credit and advice, co-operative societies of young people with combinations of skills and interests would be welded together in single enterprises etc.

22. Many schemes would have to be rejected, but the young people would learn as a result what is involved. This proposal is made in the knowledge that the youth of the country regard their prospects for development as tied in with their position in the economic and social strata of the society and with opportunity for upward mobility.

23. The opportunity afforded them of interaction with this agency with its highly trained staff and the nature of the service should have the direct result of nurturing confidence in prospects for business in and among a section of the nation which would otherwise have little opportunity of earning or owning a stake in the productive sector of the economy.

### Vocational and technical training

24. The transition from a plantation economy to one that is becoming more and more industrially viable has greatly underscored the fact that we are sadly wanting in the matter of a constant supply of competent technical skills necessary to meet such a demanding change.

25. Training, adapted to economic and social perspectives, must embrace vocational and technical training, in the first instance, and training in leadership and civic responsibility, in the second.

26. Technical training, within the context of the nation's needs, must be considered under two heads:-

(a) Training for trainees

(b) Training for instructors who will eventually train the trainees.

27. Technical training for the vast number of unemployable and therefore unemployed, disadvantaged youths, is the only answer to this untenable situation.

### Major Considerations

28. There is a most urgent need for a clear-cut, well-defined programme of training to embrace both areas of training. This need is greatly accentuated by the following major considerations:-

(a) The traditional grammar-school type of education -



Cambridge and London Universities - based - has been found to be no fit preparation for the progressively demanding industrial climate. A white-collar job was the goal of all such graduates. They did not want to "soil their hands". No blue collar work for them!

- (b) The existing Technical Institutes can accommodate only so many. This total enrolment is just "a drop in the bucket" in relation to the ever-increasing numbers seeking admission. The setting up of more such institutions or, for that matter, extending the operations of the existing ones, is now given top priority consideration.
- (c) A high degree of technical skill is really no guarantee of capacity to instruct.
- (d) The mass exodus of skilled tradesmen to the more attractive industrial countries has not only threatened to leave this country industrially indefensible, but has unwittingly deprived us of any possible reservoir of competence which, in an emergency, could be co-opted into the field of instructors.
- (e) The system of apprenticeship, which did so much good in the past, has of late been confined only to the major industrial concerns, who consider this an imperative since it is self-perpetuating in intention. This should be revived with greater vigour. Each industrial concern should be committed to accept a number of apprentices in a fixed ratio to their personnel and volume of business.
- (f) Despite the much-publicised drain of industrial skills and the dearth of competent trade instructors, it is thought-provoking that up to now there is not even the semblance of a programme for training trades instructors.
- (g) In order that the proposed extended Youth Camp programme and the new Trades Centres project may attain some measure of viability, it is

imperative that there be a ready supply of competent trade instructors.

- (h) Such a programme of training for instructors would obviate the necessity of requesting assistance of this nature from other countries.
- (i) The nation's man-power requirements point to a greatly increased demand on these occupations requiring technical training. This suggests that the gap between the man-power needs of industry and the skills of the work-force will continue to widen in the absence of decisive remedial action.
- (j) Set against the background of the lack of technical skills in the region and the burgeoning needs of industry for such skills, plans should be set in motion to launch, among the participating CARIFTA countries, a regional vocational and technical training programme based on the philosophy of the Colombo Plan, which has done so much to vitalise the economic life of South-East Asia.

### The Thailand Approach

29. Against the background of technical training, it is interesting to note that Thailand has started a trend which bids fair to be copied by other developing countries.

30. In effect, this is the result of an agreement between the Philco-Ford Corporation and the Student Department of the Royal Thai Embassy in the United States.

31. This provides for technical training and industrial work experience during twelve months for fifty-one Thai teachers in the United States in the following areas:

Electrical Trades - seventeen teachers

Electronic (radio and T.V.) - seventeen teachers

Automotive trades - seventeen teachers

32. Upon the successful termination of this course, all Thai teachers must return to Thailand to take up positions as trades instructors in Youth Camps, Trades Schools or kindred institutions for a period of time specified by the Government.

33. The Thai approach would be too costly for us to follow. One cannot, however, lose sight of the fact that this approach spells out, in clear tones, an urgent awareness of the great demand for technical training.

34. Some twenty or so trades instructors have been recently appointed to duty in the existing camps, but with the proposed extended programme there will be need for many more.

### Obligatory Participation

35. A possible solution to our problems as to the quality and, quantity of trades instructors for the Youth Camps and Trades Centres is what could be referred to as "obligatory participation" as practised by many of the developing countries of the world - Africa, South East Asia etc.

36. In these countries, there is the understanding that graduates from technical institutes, especially those who have an aptitude for imparting knowledge, must spend a specified time in some "hardship area" - Youth Camps, rural schools or any other Government controlled institutions which have difficulty in recruiting personnel.

37. In this way, the institutions concerned are assured of a full complement of competent instructors in the various trades.

38. The education policy obtaining in Trinidad and Tobago has such a proviso, whereby all graduates from Government-run Training Colleges and Universities are committed to serve in primary and secondary schools throughout the territory for a contracted period of time, before they are tempted to move on to greener pastures.

39. This contributes to the educational development of the nation while at the same time affording an opportunity to graduates to express their appreciation of training received at the expense of the taxpayer.

40. The Ministry of Education could be approached to have such a policy extended to involve the Technical Institutes. Too

often these people are ready to shake the dust of the institute off their feet, without a thought of returning in kind some sizeable token for benefits received. Their approach is too individual, too personal, too selfish. Obligatory participation should be the operative principle.

#### Another Possible Solution

41. Another possible solution might be found in the industrial sector itself. Persons with knowledge of "work practice" and industrial experience with co-workers and subordinates are better prepared to provide the under privileged youth with vocational instruction than persons with knowledge of teaching theory and curriculum.

42. Some arrangement should be affected between Government and the industrial sector in two areas:-

- (a) Foremen, or very experienced workers with communication skills, who are attached to industries having no apprentice-training programme, could be released for a specified period - one year or so - to do service in Youth Camps or Trades Centres.
- (b) Industries which boast of vocational training programmes offer such "on-the-job" work practice. One or two of the outstanding graduates who have the necessary communication skills would be released for a specified time for such duties.

43. The question of salary could be approached in any one of these ways:-

- (a) The industry concerned might consider this gesture as a contribution towards the programme and pay the salary of the person under consideration.
- (b) Government might pay the stipulated salary of the post, with the industry concerned meeting the difference if the workers' salary is more than that of the post.

## Respect for Trades Skills

44. It is high time we put an end to the "catch-as-catch-can" approach to trades shops' instruction while we continue to spend million of dollars setting up schools and placing training for teachers on the high-priority list, as it should be.

45. If we are to be industrially viable, we need to turn out a constant supply of graduates from technical institutes, many of whom are not only proficient in the various skills, but who have also been trained in the techniques of imparting such knowledge to the many thousands of youths who are hungry for such instruction.

46. They must know that they are being trained to operate as instructors and, as such, must be involved with what might be termed "instructor awareness".

47. They would be sent to youth camps and trades centres in much the same way as hundreds of training college students; even those finishing studies at the University of the West Indies know that they will be posted, at the beginning of the school year, to primary and secondary schools to teach the school population.

48. Technical training for youth must be accorded the same respect and dignity as formal education. It must be concentrated and programmed, and not looked upon as a dumping ground for educational failures and frustrated tradesmen looking for some measure of security.

49. A programme of this sort would surely bring a new dimension to the graduates of the technical institutes - a sense of involvement in promoting the industrial development of the nation.

## Agriculture

50. The dominance of the oil industry notwithstanding, agriculture is, and will continue to be, the backbone of this nation's economy and all youth camps for boys will, therefore, be agriculturally oriented in both crop husbandry (ground provisions and green vegetables) and animal husbandry (pig and poultry rearing and dairy farming).

51. The phased development of all camps will have as its goal the total cultivation of camp acreage. This will not be less

than one hundred acres in extent in any camp. Self-sufficiency is the desired end-result.

### Agricultural Officers

52. Every National Youth Camp must have on its staff an Agricultural Officer who shall be mainly responsible for initiating and implementing the agricultural programme of the camp.

53. Full-time Agricultural Officers are the only people comparable to the Trade Instructors, who are also full time. The too infrequent visits of Agricultural Extension Officers give the lie to the expressed concern of the Ministry of Agriculture for the agricultural development of the National Youth Camps.

### Rural Youth Development

54. The Ministry of Agriculture should be encouraged to pursue and extend their laudable project of having selected youths who are agriculture-oriented engage in co-operative farming on large areas of arable land in far rural areas as is soon to be started in the county of St. Andrew.

55. Every county should boast at least one such project if suitable land is available.

56. All technical assistance, including feasibility studies, land capability tests, topographical surveys, extension services, will be undertaken by the Ministry of Agriculture.

57. The success of such a project would be greatly underscored if the selectees were first to undergo a rigid two or three months induction course either at one of the suitable Youth Camps or in some government-controlled farming project.

There they be given lectures on the practical aspects of farming in all its areas, taken on field trips, given assignment and chores etc. This would prepare them to face the challenge of the project to be undertaken.

### 4H Clubs

58. The recently-launched 4H Young Farmers Club under the umbrella of the Ministry of Agriculture has as its chief term of reference the development of rural youth and could offer assistance in this respect.

## Urban and Rural Imbalance

59. Rural development, within the context of the problems of the nations youth who, for one reason or other, are displaying a marked disinclination to go back to the land, cannot be equated with development only in agriculture, the chief area of emphasis in rural areas.

60. While it is desirable that those engaged in agriculture should be assisted in all technical details relevant to agriculture in order to ensure maximum productivity therefrom, it should be the responsibility of Government to help in the promotion of diversified rural industries which will serve the purpose of supplying a wide range of simple producer and consumer articles.

61. This is an effective tool in inducing a faster rate of creating employment opportunities for the increasing number of rural unemployed, with special reference to the youth sector.

62. Against this background, efforts will be exerted towards the establishment of a Rural Industries Scheme which should result in bringing together statutory and voluntary interests to work for the improvement of life in rural areas.

63. A Rural Industries Corporation, which could be an adjunct to the existing Industrial Development Corporation, should be set up. This Corporation should be in a position to provide the following services:-

- (a) advice and information on technical business, financial and marketing problems;
- (b) technical instruction and training where suitable facilities are not provided by Education Authorities;
- (c) technical publications;
- (d) experimental and testing work;
- (e) technical advice and information to the Rural Industries Workshop and Equipment and Workshop Loan Fund.
- (f) publicity - an expanding programme of exhibitions throughout Trinidad and Tobago.

64. These services should be provided by a field staff of itinerant technicians and advisers who should work in close collaboration with secondary voluntary organisations, such as the Country Association of Youth Groups, the Association of Village Councils, etc.

65. Priority should be given to the following categories of rural industries:-

(a) those which provide a service to or are ancillary to agriculture;

(b) those village industries which help the export drive, directly or indirectly.

66. Some of the schemes in rural industrialisation include the following products: furniture, timber, wines, liquors, pre-fabricated building components, handicraft workshops, food processing and canning plants, etc. The raw materials for these schemes are easily obtainable in the country.

67. Technical assistance should also be sought from the International Labour Organisation in the establishment of this scheme.

68. The Industrial Development Corporation should be encouraged to extend its programme of setting up industrial estates in other rural areas as it has been doing in Trincity and in the environs of Arima.

69. It would be necessary for the Industrial Development Corporation to offer powerful incentives to entrepreneurs if this is to be a viable scheme. The benefits accruing to human dignity and involvement would be compensation enough.

70. This would more than help to offset the spiralling social problem of urbanization, especially as it relates to the unemployed rural youth who has to choose one of two embarrassing alternatives: migrating to the city to swell the army of the unemployed, or remaining at home, resigned to the futility of trying to improve his lot - a woeful waste of human resources and a very visible social problem.

### Drug Addiction

71. Over the past three or four years, there has been a



growing wave of drug usage, especially of marijuana. We have been fortunate, so far, in the fact that there is no problem with "hard-core" drugs.

72. Certain recent incidents which were given undue press publicity have clearly demonstrated the fact that youths are the most vulnerable section of the community, and many are the reasons given for this situation.

73. Up to now there has been, however, no attempt at formulating a preventive approach to the "problem". Reaction by the limbs of the law has been the one measure adopted, and prosecution for possession or cultivation is the only answer.

74. There should be a programme of education calculated to highlight the injurious effect of drug usage. There should be a battery of competent lecturers, comprising medical men, teachers, the police and other kindred voluntary workers, to go around from school to school on such an important mission.

75. Films showing the evils of drug addiction could be easily obtained from foreign film companies. They are quite well-suited to the local youthful audience.

#### Lack of recreation facilities

76. A common complaint of nearly all youth groups and, for that matter, County Associations of Youth Groups, is the lack of recreational facilities - in most cases, both indoor and outdoor.

77. Even in areas boasting youth centres, the lack of proper programming is sometimes responsible for much of the confusion which robs recreation of its true value.

78. In some Village Council-dominated Community Centres, indoor recreation is, more often than not, looked upon as a nuisance which must give place to Women's Group meetings, handicraft classes, etc.

79. Outdoor recreation is an even greater problem, since the lack of playing fields robs the youngsters of opportunity to participate in the popular outdoor games which are held dear in the hearts of all young people - cricket, football, basketball and even athletics. They do not, therefore, develop their true potential.

80. Notwithstanding the fact that recreation grounds just do not appear out of thin air, it should be the aim to provide every village with a ground for the playing of such games. The Ministry of Local Government, the competent authority, should be so appraised.

81. Every County should boast a relevant County Sports Association, responsible for all aspects of sport in the individual county. The Division of Sports, I am sure, could give some information on this matter.

#### Placement of youths

82. The post-graduation activities of Youth Camp trainees have always been an area of weakness in this programme. The soon-to-be established Placement Service of the Division of Youth Affairs is calculated to effect some improvement in this respect.

83. The Placement Service constitutes an integral aspect of the Youth Service since in the final analysis the crucial test of the efficacy of the training programmes carried out in the Youth Camps and Trade Centres will be the degree to which the Service succeeds in securing placements for graduates.

84. The Placement Service does not guarantee job opportunities for graduates; they must, therefore, always be prepared, in keeping with the Camps' philosophy of self-reliance, to exert every conceivable effort to find suitable available employment.

#### Yardstick of success

85. The success of the Youth Camp training programme will be reflected in the disposition of the employers to accept the graduates as capable tradesmen. The quality and intensity of trade instruction and the work experience gained by trainees will naturally be the determining factors in such a situation.

86. The National Youth Camp Certificate, which lists all the trades in which the trainee was involved, must raise questions as to the capacity of the trainee to be competent in any one of such trades. This certificate must be replaced by one which would be acceptable to employers and specifying only one trade, as the Assistant Craftsman Certificate set by the Ministry of Education and Culture.

## Youth Camp facilities for girls

87. The El Dorado Youth Camp will be constructed to accommodate 300 young ladies in the age group range 14-24 who, not having had the benefit of formal training apart from that obtained at primary school, have little prospect of employment or successful career, unless further training is possible.

88. The programme of education and training at the Camp has been planned with due reference to the needs identifiable from the social and economic trends in the country.

89. The activities of this camp will be as follows:-

- Handicraft
- Dressmaking
- Leather work and upholstery
- Bookbinding
- Typing and Shorthand
- Elementary Book-keeping
- Beauty Culture
- Housekeeping
- Home Nursing etc.

90. Although the girls will be housed from the start in a properly constructed building, it is intended that they should assist in enhancing the Camp by horticultural projects and agricultural activities. Camp life should inculcate in them a measure of community spirit and responsibility, and a thoroughly planned programme of suitable education will aim at ensuring both a broad general education for living and skill in two or more areas.

91. The period of eighteen months spent in the Camp is intended to add to their personal store of knowledge and at the same time to increase their earning power.

92. In the El Dorado Girls' Camp a new type of education for girls will be started; it will have a cultural flavour and will be shaped by an appreciation of the realities of our own society. It is also intended to have day-time non-residential training for young women between the ages of 19 and 23 who are in need of some training to gain employment. Special consideration has been given here to provision for single women of this age group who have one or two children and need some measure of financial independence.

## The communication gap between industry and the underprivileged

93. The commercial and industrial sector of the Caribbean Commonwealth must be fully aware of the fact that recent events in the region, precipitated by the mood and temper of the time and the rising expectations of the under-privileged, must, perforce, result in a complete re-appraisal of what could aptly be called the era of "glorified detachment" from the social ills of the community on their part. This detachment was the hallmark of an extractive, reactive and punitive colonialism.

94. The non-governmental sectors should not have to be told that their social responsibility to the community in which they operate is more, much more, than merely writing cheques or giving token support to secondary organisations. Greater involvement and honest commitment are the sorely needed components in such a setting. The longer employers remain uninvolved in improving their communities in every area of living, the more disadvantaged they become in competing for and attracting the kind of employees they need in order to remain profitable.

### Profile of the disadvantaged

95. A conspiracy of circumstances has somehow been responsible for creating and promoting in industrial and commercial employers a feeling of suspicion and apprehension in the matter of placing the people from multi-problem areas on their payroll. Disadvantaged youths are thus heavily compromised.

96. The profile of disadvantaged youth typically shows that they are not reliable, are frequently late for work and absent without explanation, that they dress poorly and out of context, and lack personal hygiene. It reveals that they are impulsive, hostile and unfriendly to co-workers; are not temperate in their language; are reluctant to accept or profit by supervision or criticism; are time-wasting in their work activities; are not interested or motivated to train for job skills in order to improve their occupational mobility and are not disposed to go job-hunting. They are often resigned to the finality of their position and to the futility of striving to improve such positions.

97. Notwithstanding this, many employers have learned that:

- (a) most disadvantaged youngsters, when given the opportunity to work, really want to work;

- (b) most disadvantaged youths who are unemployed are employable;
- (c) most of the untrained disadvantaged youths are trainable;
- (d) most uneducated people are educable.

### Good work habits

98. The gratuitous hiring of a few hands should not be the extent to which employers are only prepared to go. Where possible, pre-work orientation, supportive counselling and continued follow-through on the job are very necessary to turn some of the "disadvantaged" into good employees.

99. The important elements of pre-training should include such areas as grooming and hygiene, money management, job-preparation and human relations.

100. Where Management has become involved in hiring and training, it must be stressed that the learning of **good working habits** is even more important than the actual learning of a specific skill. This should be even more emphasized in the case of Youth Camp training.

## JAMAICA'S YOUTH PROGRAMMES FOR THE SEVENTIES

contributed by the Youth Development Agency,  
Government of Jamaica

1. It is the purpose of this paper to provide a synopsis of the present youth programmes in Jamaica and the plans for the Seventies. This paper will, however, be better understood if the information given is set within the demographic statistics of the country and after some reference to the socio-economic situation of the Jamaican youth.

### Demographic statistics

2. In 1969 Jamaica had a population growth rate of 33.3 per thousand, having fallen from 42.0 per thousand in 1960. The rate of natural increase was 26.1 per thousand as against 33.2 in 1960. In absolute terms, the number of births fell from 67,400 in 1967 to 65,400 in 1968, and to 64,700 in 1969. This decrease we attribute to a healthy Family Planning service and, to some extent, the emigration of Jamaican women in the child bearing age range. Figures quoted since 1960 are estimates by the Central Planning Unit. The Census of 1970 will clarify these figures in due course.

### Some socio-economic considerations regarding Jamaican youth

3. Demographic Survey: 15 - 24 age group :-

(a) In 1960 some 52% of the population was under 25  
i.e. one out of every two persons was under 25.

(b) Annual increment was in the region of 60,000.

(c) Censuses

i) 1943 - male - 108,446	) 18.7% of population
female - 123,118	
<hr/>	
231,564	

ii) 1960 - male - 125,203	) 16.7% of population
female - 144,473	
<hr/>	
269,676	

iii) 1965 (provisional)	
male - 156,100	) 17.4% of population
female - 159,200	
<hr/>	
315,399	

- iv) It is estimated that by 1970 some 56% of our population will be under 20 years of age.

### Primary education

4. The 1967 Report of the Ministry of Education showed that attendance at the Primary School level varied widely. While in Kingston the average attendance was around 90%, in some rural parishes the average was as low as 59%. The average attendance in 1967 was approximately 66.2/3%. In the age group of 15-25, whereas in 1943 as many as 25.3% of the population never attended school, this number was reduced to 16% in 1960.

### Literacy

5. The 1960 Census showed that :

- (a) 7.4% of the age group 15-24 could read only;
- (b) 10.2% of the same group was totally illiterate.

This would mean that in 1960, 27,000 of our young people between 15 and 24 were illiterate and 15,000 could read only. The same survey in literacy carried out by the Social Development Commission in collaboration with the Department of Statistics in 1962 indicated that there were 23,000 persons in 15-19 age group who were illiterate. It is important to note that the present policy of Government is to liquidate illiteracy by 1980.

### Unemployment

6. The unemployment problem can be described under four main headings :

- i) Youth aged 15-24 constitute a significant part of the unemployed perhaps 40%.
- ii) The incidence of unemployment is probably twice as high in young females as in young males.
- iii) In the Corporate Area, where about 23% of the population is concentrated, about 40% of the unemployed are located.
- iv) Unemployment is primarily concentrated among the unskilled and untrained.

### Psycho-social problems

7. A 1958 study of 5,200 children in Jamaica, between the

ages of 10 and 15, showed that 40% of these children had no male persons in the home, while, for almost half of those who had a father or a father substitute at home, the man concerned was only a temporary partner either of the mother or grandmother.

8. In many of our schools, an overwhelming majority of the teachers are women so that boys have very little contact with their male elders in both home and school. Two types of personality problems could arise here. On the one hand, the girls could tend to be over-conscious of their feminine roles and maternal functions, leading to promiscuity and premature child bearing; on the other hand, the boys could be psychologically and emotionally insecure because they have become uncertain of their male roles and may tend to be women- or mother-dependent. The Jamaican society is such that it could be possible for a youngster to adjust to the discipline of a male for the first time in his first job; it is even possible, however, that a female could be his first boss.

#### The Jamaican Youth Service - a critical appraisal

9. Within the 4 agencies of the Social Development Commission of the Ministry of Youth Community Development the following programmes are pursued :

(a) Youth Development Agency

- i) 3 Youth Camps - graduating 1,500 boys every 18 months;
- ii) 400 Youth Clubs with 20,000 young people;
- iii) 9 Community Centres for the urban youth.

(b) Sports Development Agency

- i) Playfields - rural and urban areas
- ii) Coaching clinics and coaches
- iii) Supplying sporting equipment at cost price

(c) Social Development Agency

- i) 100 Community Centres in rural areas helping in craft training, home economics, recreational, social and cultural activities.
- ii) Literacy.

(d) Craft Development Agency

Promotes craft work among the youth of the villages.



10. Within the Ministry of Youth and Community Development lies the responsibility for Care and Protection - Foster Care, Children's Homes, Approved Schools, Remand Homes and Places of Safety. There is also the Probation Service.

11. Within the Ministry of Rural Land Development are the 4H Clubs, with a membership of 25,000 persons, and the Dairy Development programme for settling young people in agriculture.

12. The industrial training programmes of the Ministry of Labour and National Insurance also make a substantial contribution.

13. Industrial training was established under the Ministry of Labour and National Insurance to accelerate the training of workmen to supply skills in demand in industry. This scheme caters to those persons who missed the existing opportunities in institutional vocational training or proper apprenticeship training. These Centres also train or retrain redundant workers rendered jobless by mechanisation. The courses are either full-time or part-time and are conducted in Centres set up throughout the island. Trainees are recruited through the Government Employment Bureau from the ages 17-35. The courses are from 3-6 months for Commercial subjects and 6-11 months for the trades. Trainees are tested at the end of their courses by the personnel of Trade Test Boards. The areas of training cover the following occupations:

- Steel fabricator
- Steel erector
- Welder
- Pipefitter/plumber
- Fitter/millwright
- Heavy duty mechanic
- Carpenter
- Steel worker - reinforced concrete
- Mason
- Installation electrician
- Sheetmetal worker
- Key punch operator
- Hotel workers - waiters, bell hops
- Commercial workers - steno/typists etc.

The subjects taught at each centre are geared to meet the needs of the particular community. The average size of each class is 20. Recently the National Industrial Training Board has been

established in this Ministry to standardise and co-ordinate the industrial training programmes in all government departments.

### Voluntary Agencies

14. Scouts, Boys' Brigade, the Churches and their youth groups, YMCA, YWCA, and many others have branches throughout the country.

15. Many reports have been submitted on the Youth Development Agency, the Bradley Report and the Milson Report being the last two.

16. One of the greatest needs is the further co-ordination of the work of all those who deal with the welfare and development of young people in Jamaica, particularly the Government Agencies. This co-ordination is necessary to make the best use of the scarce resources of the country with a view to expanding and developing the programmes. For example, the Ministry of Education is involved in vocational training and so are the Ministry of Labour and the Ministry of Youth and Community Development. All told, a reasonably good job is being done, but with inadequate co-ordination.

17. The young people are clamouring to participate in the building of the country. The present programmes cater chiefly to the unemployed in terms of vocational training and recreational and cultural development. These activities need expansion, but what is also an urgent prerequisite is a concept of national identity embracing all the young people of the country, including University students and those from the secondary schools, colleges, etc., to the point where they become more committed to the needs of the total society and would be prepared to sacrifice time and effort to help. Such a committal would help to break down some of the class barriers and professional snobbery which exist in our society today and would perhaps encourage more professional people to remain in Jamaica instead of migrating.

### Proposals

18. The Youth Development Agency of the Ministry of Youth and Community Development has been fulfilling part of a vital need with its activities in the youth field. But it is now recognised that the needs have far outpaced the present facilities, and that a more massive, integrated approach is necessary to reach that critical minimum number of young persons which would keep the

youth component of the Jamaican society from becoming more of a liability, and would turn it instead into a major contributor to economic and social development. The regular education and training systems are unfortunately not yet capable of absorbing much more than a token number of the youth in the "15 - 18 gap" between primary schooling and employment. Until they can do so, a different approach has to be found, one that may require revision of the traditional notions of methods, qualifications, standards, organisation and structure; and one that will permit the largest possible number of youngsters to be reached within the limitations of men, money and time. It has to provide the very basics of vocational training while, at the same time, forming men and women as persons and as citizens; it has to be rooted in the society and work with it and among it; it has to be as practical as possible, without compromising anyone's chances for improvement; it has to be open to the ones most in need as well as to those already favoured, since it should provide even more for those who have been disadvantaged while expecting more from those who have been privileged.

19. The Government of Jamaica wants to expand its programmes, each aimed at a major need of its youth. These needs are complex and varied; they are linked to the needs of the educational system, to the problems of employment, a situation in which there are many unemployed young people who are unskilled while at the same time there are many jobs calling for skilled people which are not filled; the needs are also linked with the growing number of the youth population and the need for their increasing participation in the process of social change and economic development.

20. Keeping in mind these diversified needs and aspirations, the project aims at concentrating initial efforts on the less privileged section of the youth population, namely, the unschooled, insufficiently schooled and the unemployed. At the same time, systematic research will be undertaken to acquire more knowledge on youth needs and aspirations. To this end, the setting up of a National Co-ordinating Body is proposed to co-ordinate all governmental youth programmes and to administer the different programmes of the Ministry of Youth and Community Development, which directly concern young people. The different aims of the project may therefore be summed up as follows:

- a) to co-ordinate and expand the existing youth services of the country, thus developing a comprehensive national youth programme;

- b) to provide more out-of-school facilities for training in skills and general education for the young people;
- c) to improve their employability by the above means;
- d) to seek new ways of involving young people in service to the country, through direct participation in development projects, thus encouraging a spirit of dedication and civic pride, self-discipline, and fostering a greater degree of social integration.

21. For this overall purpose, a four-year expansion programme is hereby proposed.

22. The major proposals are :

- a) to set up a national organisation, the National Youth Service, to co-ordinate all governmental youth programmes, and to administer the different programmes of the Ministry of Youth and Community Development which directly concern young people;
- b) to expand the present youth camps by increasing the complement of campers in two of the present camps and over the next four years, to build four additional boys' camps, three girls' camps and a training centre. The camps will provide the basic elements of general education and civic training including Family Life Education, as well as training in skills for employment. Opportunities will be afforded for sessions in vocational guidance, counselling and aptitude testing. The technical skills will be divided into five categories -
  - i) agriculture
  - ii) construction crafts
  - iii) mechanical crafts
  - iv) handicrafts and
  - v) services.

For the girls, the programmes will be differentiated to include home management, auxiliary nursing, commercial skills, etc.

- c) to strengthen and expand the present youth centre and youth club programmes by providing more staff and equipment and by utilizing more efficiently the resources already available to the country, e.g. schools, for such programmes. These programmes

will be designed to provide training for employment, educational and cultural activities and youth group dynamics .

- d) to strengthen the present National Volunteer Organisation and to devise ways of allowing the educated youth of Jamaica to provide their services to the community during vacation periods or on week-ends or evenings .
- e) to provide better training for the educational and technical instructors of the youth camps, the physical education and sport instructors, and the youth leaders active in youth centres, youth clubs and youth organisations in general. These youth leaders will be the national leaders chosen by the young people themselves .

### The National Youth Service (NYS)

23. This body would directly supervise and service the existing youth programmes under the Ministry of Youth and Community Development and those to be set up or strengthened. Its major responsibilities should be the expanded Youth Camps (which are to include camps for girls); the YouthCentres, which will be provided with training facilities; the Youth Clubs, covering more of the national territory and which will be more socially and culturally oriented; the Summer Nature Camps and an expanded network of Summer Work Camps; domestic volunteers (including students volunteering during their summer vacation); national and international cultural events; sports activities and special centres for such programmes as physical education training or instructor training; a cultural centre; and one or more youth hostels. The National Youth Service should be, at the same time, similar to the national youth services in many African and other countries. It would be the executing organisation for all governmental youth programmes and policies. It should be guided by a national co-ordinating council made up of representatives of all Ministries concerned, as well as employers, trade unions and social and civic organisations. In addition, it is intended that the Service will be guided by a panel of young councillors (the National Advisory Council of Youth) composed of some of the most active youth leaders of the country, including some belonging to the NYS.

24. The Government department responsible for the NYS is the

Ministry of Youth and Community Development, the administrative and controlling agency of the NYS. It will be assisted by the "National Co-ordinating Council" whose secretarial functions it will perform. The national headquarters of the NYS will carry out the daily administrative tasks. The staff of the YDA Headquarters in 1970 will consist of 13 officials plus clerical and service staff. To carry out the proposed three year expansion programme, it is suggested that this staff be raised to 36 over the following three years. It is proposed that the Director of the NYS, who is responsible to the Minister of State of the Ministry of Youth and Community Development, be supported by a Principal Deputy Director, and assisted by two Assistant Directors (for Youth Camps, Clubs and Centres), and by two Chiefs of Services (Administrative and Technical).

25. The National Co-ordinating Council of the National Youth Service would be composed of high ranking members of all ministries or government services concerned, as well as of representatives of statutory boards, social and civic organisations, and of employers and trade unions. Its functions should be :

- a) to establish a policy for the NYS, in line with the general economic and social development programmes of the country, as well as the national manpower requirements, taking fully into consideration the activities of their own ministries or organisations;
- b) to supervise the general development of the NYS;
- c) to co-ordinate activities of the NYS with other relevant activities of governmental or non-governmental sectors;
- d) to make suggestions to other government services and non-governmental organisations on all matters pertaining to youth development and employment.

26. In addition Youth Advisory Committees will function both at national and local levels.

### Youth camps

27. The present camp formula has proven successful, and only minor changes or re-orientation are necessary to make the present camps more effective. However, the expansion planned

for the next three years will allow some streaming and the introduction of administrative methods which should make the operations less onerous while improving efficiency. After evaluation and aptitude tests, the boy will be directed to one of the Technical Camps specialising in the family of skills appropriate for him. These camps will be divided into five categories or "groups": agriculture, mechanical crafts, handicrafts, construction crafts and services. In addition to skill training, each camp will have an agriculture section and a maintenance section, and will also provide general education and social studies courses. Recruitment will continue to be done through the present recruitment committees in each parish, or by the Ministry of Labour's Placement Services; eventually some new system of recruitment may have to be devised. One change will be introduced, however; the applicant will be required to take a literacy test to place him in one of three categories: illiterate, marginally literate and literate. Those classified as illiterate will be required to attend a full-time literacy course of approximately six months before entering the camp; the marginally literate, mostly those who were literate once but who have lapsed, will enter directly into a camp. (The exact length of the literacy courses will have to be determined in the course of operations). It is hoped that all instruction can be carried out at an accelerated pace, since all campers will be literate at entry.

28. To carry out this literacy programme, a "functional literacy training centre" or "pre-camp training centre" (PTC) will be set up by the Literacy Section of the Social Development Commission (which already receives UNESCO assistance). The PTC will be residential and attached to one of the camps. (As the need increases, several PTC's may have to be established). In all cases where a candidate has easy access to an existing literacy centre, arrangements will be made for him to acquire literacy there, before reporting to the camp. (It is also intended to utilise domestic volunteers to teach literacy courses in the Youth Centres established in many urban areas of Jamaica, or to utilise the services of civic or social groups for this purpose).

### Timetable

29. In the non-agricultural camps each camper may spend his time approximately as follows :

- 1/5 - agriculture and/or maintenance
- 1/5 - education and civic training
- 3/5 - skill training (practice and related instruction).

Each camp (except those for agriculture) will have a permanent agriculture section (with some 90 boys and a staff of 8), a maintenance section (50 boys, 2 staff members), and approximately 6 technical units, (each with approximately 60 boys and 2 instructors). In addition, a teaching staff of 7 will teach English (2), mathematics (2), social studies (2) and sports (1). The Agriculture Camps will also have small and separate maintenance sections, and the boys will spend approximately 4/5 time in agriculture and 1/5 in general education and civic training. These are simple indications, as the teaching programmes will have to be adjusted to youth needs and demands permanently re-oriented.

30. The five groups of camps will be :

Group 1 - Agriculture, including fisheries, forestry, horticulture and animal husbandry, possibly also food processing.

Group 2 - Mechanical Crafts, including general mechanics, automotive mechanics, fitting, welding.

Group 3 - Handicrafts, such as carpentry, shoe making, leather crafts, tailoring.

Group 4 - Construction Crafts including masonry, plumbing, carpentry, electrical installation, painting.

Group 5 - Services such as electrical repairs, driving, hotel personnel, barbering.

31. At the end of his year at the Technical Camp, the student will undergo a skill test to be used by the Placement and Follow-up Section, to provide the boys with assistance in employment, settlement or further training.

### Placement and further training

32. Until now it has not been found necessary to expand the existing "Welfare Section" of the YDA (at present consisting of three officials concerned with the placement of the graduates) but as the camps enlarge this section will be strengthened. Its main functions will be to ensure the absorption of the graduates upon completion of the training and the skill test. "Absorption" can take one or more of the following forms :



Employment:

- a) Salaried or as family worker;
- b) Membership in a producers' co-operative or "advanced technical camp", which would give the graduate further training while at the same time allowing him or the co-operative to be self-supporting;
- c) establishment of crafts or small-scale industries, individually or in partnership, or small co-operatives, possibly with the help of the Small Business Loan Board;
- d) settlement on the family farm or on new lands possibly provided by the Ministry of Rural Land Development), receiving technical support from the Agricultural Extension Service or the 4-H Clubs, and possibly even acquiring a small agricultural loan.
- e) staff of Youth Centres or Youth Clubs.

Further training:

- a) in Training Centres, Evening Institutes, Technical Schools;
- b) Apprenticeships or on-the-job training (this may require strengthening of the existing Apprenticeship Board, the provision of incentives for employers, supervision of contract agreements, trade testing services, etc).
- c) in training courses and various activities at the Youth Centres and Youth Clubs.

Agriculture in the Youth Camps:

33. Each student will be required to participate in agricultural work and receive training in improved agricultural techniques throughout his attendance in the camp. In the pre-camp Training Centre this agricultural training and work may take approximately 1/5 of his time, in the Technical Camp 1/5 and in the Agricultural 4/5. Those who are following courses in critically needed skills and who are therefore assured of immediate placement after graduation may be exempt from most of this agricultural training.

34. The purpose of this formula are -
- a) never to take the student completely away from the sector he probably knows best, and to which he may eventually have to return, at least temporarily;
  - b) to teach him more effective methods of farming, which may encourage a greater number of them to remain in rural areas since their income will be increased (even those who do not settle on the land could use this knowledge to provide at least for part of their food);
  - c) to produce a large share of the daily needs of the camp in fresh vegetables, fruits, eggs, poultry, or livestock.

35. By spreading the agricultural training over the three terms of camp, it is hoped that agriculture will lose the stigma of being a necessary evil permitting entry into the camps but will assume equal status with the other skills taught. Another consideration in decreasing the amount of time spent on agriculture during the first term of service is to encourage more boys to apply for admission by not "overpowering" them immediately with more agricultural work which may be exactly what they have tried to escape from. Furthermore, it is anticipated that training given over three terms will be more efficient, since the student will have reached a higher general level of education and training toward the end of his service than during the first semester only, thereby allowing the instructors to accelerate the pace of instruction.

36. Special Construction Camps (Expansion Phase): In the initial phase, as a temporary measure, each new camp opened will be a Construction Camp, where, in addition to the regular education and agriculture courses, only construction crafts will be taught in connection with the building of the camps. This will obviate the need for the establishment of regular Technical Camps until towards the end of the expansion phase.

37. The building tasks of these Construction Camps will be to take over where the construction firm building the "nucleus" leaves off and build workshops, classrooms, dormitories and offices. While this is being done, the camp will operate as a construction crafts Technical Camp, but the students will be lodged and will study and work in temporary buildings (quonset or nissen huts) set up by themselves.

38. The training component will be same as that of a regular construction crafts Technical Camp, with approximately  $\frac{1}{5}$  of the time spent on agriculture,  $\frac{1}{5}$  on general education and training, and  $\frac{3}{5}$  on learning construction skills (utilising the "training-cum-production" method). The skills taught and practised will include masonry, carpentry, plumbing, electrical installation and painting.

39. It is not yet known in which time-span such an "expansion camp" can finish all the major permanent buildings necessary before the camp can be converted into a regular technical or agricultural camp. At present it is thought that  $1\frac{1}{2}$  years, the normal length of service in youth camps, may be too short, and a service of 2 years is anticipated. After enough experience has been gained and the simplest and most effective methods for construction have been established, it will probably be possible to cut this time to  $1\frac{1}{2}$  years, necessitating only a simple adjustment in the expansion programme.

#### Girls' Camps

40. From 1970 on, construction will be started on one girls' camp per year. These camps will accommodate initially 300 girls each, and should be constructed near urban centres, where some of the instruction will be given (i.e. nurses' training in hospitals, family planning centres, etc).

41. The girls' camps will have half the capacity of those for boys. It is proposed that the boys will build these camps and the girls will move in after the boys trained in construction skills have graduated or shifted to new building sites.

42. The period of training in a girls' camp will be of 12 months duration. However, it will be preceded whenever necessary by a period in a Pre-Camp Training Centre for functional literacy training. As for the boys, this training can also be obtained in existing literacy centres or in youth centres.

43. The skills or disciplines taught at the camp will include agriculture (especially horticulture and small livestock breeding), general education and civic training; home economics and handicrafts; health, hygiene, child-care and nutrition; family planning; and such trades as offer good employment possibilities (for example, nurses' auxiliaries, clerical workers, household helpers, hotel service, etc.) A girl's time will again be divided approximately

into -

1/5 agriculture  
1/5 general education  
3/5 skill training

44. The placement and follow-up section of the National Youth Service will also attend to the needs for further training or employment of the girls graduating from the Girls' Camps.

#### Youth centres

45. At present there are ten Youth Centres reaching approximately 2,000 boys and girls. They are located in urban areas and are non-residential. They consist usually of one building, where facilities are available for cultural events and recreational activities. The Government intends to better equip existing centres and to expand the number to 30 centres during this three-year project. The building of new centres, though, is not envisaged, as they will be located in existing Training Centres of the Ministry of Labour. In fact, while the youth camp formula seeks to offer a new form of out-of-school training, youth centres aim at reaching a larger number of young people through a non-residential and less expensive formula. The training given at these youth centres will not be of the same intensity and level as in the camps, however; the intention is to utilise all facilities available, human and physical, to train young people in simple skills and for educational, cultural and social activities.

46. The youth centres will be open to various categories of youth, students as well as unschooled youth, young workers and unemployed. They will be seeking a means of establishing a dialogue among youth and adults. The centres will assist in developing youth-to-youth projects. They will encourage and organise surveys undertaken by young people on youth needs and aspirations, the organisation of literacy classes, the holding of working groups to discuss topical subjects related to the development of the country. The intention is to develop the concept and the application of continuing education and to involve actively young people in the activities which they will choose to undertake. In youth centres young people will assume responsibilities and participate in decision making. The training of youth leaders will be an important aspect of the work of the centres.

## Youth clubs

47. At present, some 20,000 boys and girls belong to Youth Clubs. The activities of the clubs are mostly of a social and cultural nature, and are carried out with the assistance of 45 Youth Organisers spread throughout the island. The number of Youth Organisers will be increased to 63 by 1975, and it is the intention of the Ministry to try to reach from 30,000 to 40,000 young boys and girls through the Youth Clubs' programme. In addition, a certain re-orientation of the content of the programme will endeavour to give some vocational training to the members of the clubs, mainly through the teaching of trades and other activities that do not require installation of expensive facilities or long periods of study. Furthermore, it is intended to increase the physical education aspects of the club activities, participation in sports events, organisation of trail clubs and outdoor clubs, and to organise more cultural activities.

## Instructor Training

48. The vocational training instructors needed for the camps will be recruited from among the skilled craftsmen; if at all possible, from amongst those who have, themselves, been trained in a youth camp and who have acquired a few years of working experience. Another possible source of instructors is the graduates from the Ministry of Labour and Ministry of Education Trade Training Centres. After recruitment, these instructors will be given a short course in pedagogical techniques adapted to the work in the youth camps and the level and orientation of the boys and girls in the camps. At later stages, these instructors will be given skill upgrading courses or refresher courses in pedagogical techniques. The Ministry of Labour will be equipped to provide both kinds of training (pedagogical and skill upgrading). Some of these may be given at the Vocational Training Development Centre of the Ministry of Labour established with UNDP and ILO assistance, and at the Teachers' Training College at Mico of the Ministry of Education. Other training sessions may be organised in that camp. The educational staff of youth camps will be recruited among teachers and they will receive additional training and refresher courses at the Training Colleges for teachers in co-operation with the Ministry of Education and the University of the West Indies. In addition, youth leaders and youth officers for centres and clubs will be recruited among the natural youth leaders and training will be given in youth camps and other available facilities, in co-operation with various

governmental and non-governmental institutions. The administrative staff of youth camps will be selected from senior and experienced staff of the Youth Development Agency and will be provided with additional specialised training in camps and other institutions.

TENTATIVE SUMMARY OF COSTS

Year	Category	No. of Units	No. of Participants	Capital	Recurrent	TOTAL
1970	Preparatory expenses (1 boys' camp (1 girls' camp (1 training centre	6	1,750	468,216	451,500	919,716
1971	Youth Camps	7	3,340	1,348,000	1,002,000	2,350,000
	Youth Centres	10	3,000	50,000	64,000	114,000
	Headquarters			-	165,920	165,920
	Sub-total			1,398,000	1,231,920	2,629,920
1972	Youth Camps	9	4,240	990,000	1,272,000	2,262,000
	Youth Centres	20	6,000	70,000	128,000	198,000
	Headquarters			-	172,800	172,800
	Sub-total			1,060,000	1,572,800	2,632,800
1973	Youth Camps	11	5,140	990,000	1,542,000	2,532,000
	Youth Centres	30	9,000	70,000	192,000	262,000
	Headquarters			-	180,240	180,240
	Sub-total			1,060,000	1,914,240	2,974,240
4 years' Grand Total (including preparatory costs) in J. \$				3,986,216	5,170,460	9,156,676

- N.B. (a) Capital cost includes buildings and equipment but does not include cost of land which is estimated to J \$ 476,000.  
 (b) Recurrent cost includes office and general expenses, staff cost, maintenance of vehicles, supplies for youth camp and youth centres, expenses for surveys.

### Other sources

To carry out this programme will require a very great effort on the part of the Government and of the people of Jamaica, as well as the mobilization of all possible means (persons, ideas, finances facilities, etc.) This effort will also need the support of the international community which is now being sought. The United Nations and her agencies have collaborated with Jamaica in preparing this plan and have promised technical and financial assistance.

THE YOUTH TRAINING PROGRAMME IN  
TRINIDAD AND TOBAGO

contributed by the Government of Trinidad and Tobago  
Division of Community Development and Youth Affairs  
Office of the Prime Minister

1. Trinidad and Tobago celebrated the seventh anniversary of its Independence on 31st August, 1969. In the tradition of all developing countries, it has been subject to the socio-economic ills which are the natural consequences of this change of status, industrialisation, urbanisation, mechanisation, and last but no means least, the population explosion.

2. Though it is to our credit that international experts have been loud in their praises of our economy which has often been described as both stable and vibrant, we are, nevertheless, compromised by the almost world-wide phenomena of unemployment, underemployment and unemployability.

3. The Government is most concerned over the ever-increasing number of school leavers - primary and secondary - who are swelling the ranks of the unemployed on the labour market.

4. This concern is doubly aggravated by the disturbing realisation that the old colonial English Grammar School type of education was not really preparation enough for the exacting demands of industry. Vocational and technical training for youths, therefore, by reason of the attendant circumstances, has become the top priority consideration in the national development.

The Drain of Technical Skill

5. The drain of technical skills to the economically more attractive large industrial countries underscores the need for vocational training.

6. While this drain could be interpreted as a big advertisement for the high level of technical skill reached by our workers, it cannot be gain-said that, carried to its logical conclusion, such an exodus could not only leave us perilously short-handed, but could well paralyse our industrial develop-



ment programme throughout the coming years.

### Training

7. Training for youths is carried out under two programmes:
- a) Ordinary
  - b) Extra-ordinary

### Ordinary:

8. Skills development addressed to manpower needs is given either through the organisation of training within industry or at Government-maintained Technical Institutes.

9. All the major industries - oil, sugar, etc., - have their Trade Schools and Apprenticeship Training Schemes for the children of their employees. This is an industrial imperative calculated to maintain a constant supply of skills needed in the industry. Outstanding trainees sometimes receive scholarships leading to degrees in Engineering - Mechanical, Electrical, etc.

10. Recent events have somehow resulted in the intensification of the apprenticeship schemes of the major industries. These have even gone to the extent of running crash courses to accommodate some of the large number of the youthful unemployed.

11. The John S. Donaldson Technical Institute, situated in Port-of-Spain, is among the best equipped and most outstanding schools of its kind in the Caribbean. Under expert tutors, John S. Donaldson offers Day and Night Classes in all the traditional trades and skills, in Office and Business Management, as well as in Hotel and Catering Service.

12. Minimum qualifications for admission to this institute ensure the capacity to profit from the courses, which are both rigid and demanding. Graduates receive National Certificates of Competence and are in great demand in their respective fields.

13. The San Fernando and the Point Fortin Technical Institutes are the southern counterparts of John S. Donaldson. These institutes are all administered by the Ministry of Education and Culture.

### Extra-ordinary:

14. This is a Government-financed programme geared towards

the rapid development of the skills of unemployed, unskilled youth between 17 and 21 years, with special consideration to the under-privileged and depressed areas. The emphasis is on the practical. This extra-ordinary or accelerated programme is carried on mostly in Youth Camps and, to a lesser extent, in Trade Centres.

15. The training enables the participant, once he has finished the two year residential course, to work as a helper in qualified or semi-qualified occupations, rising from the unemployed to the working status where he is then able, through complementary instruction, to obtain the required knowledge for his full employment in industry or to engage in his own business. The criteria for participation are considerably less demanding than those for the Technical Institutes.

16. Government has recently set up the Division of Youth Affairs specifically to deal with youth activities. The chief concern of the Division of Youth Affairs is the extension of the Youth Camp programme.

### Youth Camps

17. There are four youth camps:-

- a) Persto Praesto - the pioneer youth camp of the nation - started in 1964. It is situated in Central Trinidad on lands covering an area of over 250 acres.
- b) Mt. St. George - situated in the island-ward of Tobago - covers an area of about 300 acres.
- c) Chatham - situated in the country of St. Patrick, South Trinidad - covers an area of about 300 acres.
- d) Chaguaramas - situated in the former Naval Base on the north-western peninsula. There are facilities in this camp to make it the biggest, numerically and otherwise.

### Trade Skills:

18. The following trade skills are taught by paid instructors :

Auto-mechanics	Carpentry
Welding	Woodwork
Electrical installation	Masonry
Plumbing	Tailoring
Auto-body straightening and painting	Pottery

19. Because of the facilities existing at Chaguaramas it is proposed to set up television, radio and refrigeration shops.

### Agriculture

20. Agriculture receives top-priority consideration in all Government Development programmes and so Youth Camps are all to some degree agriculturally-oriented, engaging in both Crop and Animal Husbandry.

21. The phased development of all camps has as its goal the total cultivation of camp acreage. Self-sufficiency in edible crops, poultry products and pork is the objective of all camps.

22. Chatham is the most agriculturally-oriented of all the camps.

23. Example is better than precept and Government has been leading the way by handing over to many ex-campers with an agricultural bent well-equipped farms under the Crown Lands Holdings Development Scheme. These farms are being developed much to the benefit of all concerned - the young farmers and the purchasing public.

24. A new dimension now engaging the minds of Government is the setting up of co-operative farms whereby large tracts of arable land are handed over for development by hand-picked young men who are interested in agriculture.

### Induction

25. The role of the Defence Forces in the Youth Camp project is important. The six weeks period of induction to camp living is conducted by the officers of the Trinidad and Tobago Regiment who take the new trainees through a programme of drill, physical training and recreational activities. This builds up team spirit and promotes camp discipline. Ultimately it is hoped that the Defence Force will not be involved in the induction exercises.

### Proposed New Camps

26. The Youth Camp programme is paying off handsomely and Government has already given the green light for the setting up of additional youth camps. The proposed sites for new camps are:-

- |                           |              |
|---------------------------|--------------|
| a) North Eastern Counties | d) Tobago    |
| b) Nariva-Mayaro          | e) Palo-Seco |
| c) Cedros                 | f) Victoria  |

### Culture and Literacy

27. The cultural side is not forgotten since the Cultural Division of the Community Development Division conducts regular classes in drama, art, sculpture, music and folk-singing. There are also classes in Carnival costume designing and metal work.

28. Intellectual development activities and remedial education, aimed at awakening and improving cases of lapsed literacy and low academic attainment, are carried on through classes which provide opportunities to read, write, record and discuss. These classes are now conducted by camp administrative personnel, but plans are afoot to employ qualified teachers residing in the camp area.

### Dearth of Instructors

29. The exodus of skilled tradesmen to other countries has reached the point where trade instructors are leaving their traditional roles for the more lucrative ones in overseas industry. Our training programme, especially in the Youth Camps, is thus in danger of being greatly impaired. Since the Caribbean nations are yet in the industrial doldrums, it would fulfill a pressing need if a battery of instructors in the vocational skills - auto mechanics, welding, plumbing, radio and television repairs etc. - could be assigned to the different islands and attached to Youth Camps, Trade Centres, and Technical Institutes in much the same way as the Peace Corps operates.

30. Of greater import is the recommendation that, set against the background of the lack of technical skills in the region and the burgeoning need of industry for such skills, plans be set in motion to launch, among the participating CARIFTA countries, a regional Vocational and Technical Training programme based on the philosophy of the Colombo Plan which has done so much to vitalise and give meaning to the industrial and, therefore, the economic life of South-East Asia.

### Girls' Camp

31. It would appear that there is a preference for Boys' Youth Camps. This is a natural consequence of their greater visibility; their unemployability is more easily recognisable and therefore calls for more urgent attention. The girls, however, are not forgotten. The sod has already been turned, the plans drawn and work begun on the El Dorado Girls' Youth Camp. The emphasis in training in this camp will be on home economics and domestic science - sewing, cottage industries, hair-dressing etc. This is the first of many such camps planned for girls.

### The Private Sector

32. The private sector, both industrial and commercial, has been giving great support to the Youth Camp programme by making substantial donations, both in cash and kind. Many ethnic groups have also done much to make a meaningful contribution to the youth camp project.

### Holiday Training Camps

33. There are also two Holiday Training Camps situated near the sea - one on Nelson Island, the other at Tembladora Beach - which are regularly used by over 500 Youth Groups operating in the country. In each there are facilities to accommodate 50 trainees. Leadership Training Courses and Seminars, extending from week-ends to ten days, are the main exercise. Religious bodies also operate their own training camps catering for the youths of their respective faiths in other parts of the territory.

### Trade centres

34. The great demand for Youth Camp places by the unemployed young men has highlighted the disturbing situation which exists in the Trinidad youth scene. As a result Government has further extended the extra-ordinary programme by establishing a number of Trade Centres. In effect this means a crash training programme.

35. There are four such centres recently constructed and about to go into operation. These are: -

- a) Basilon Street

- b) Sea Lots
- c) Chaguanas
- d) Point Fortin

36. Two Trade Centres are now in the course of construction, one in Basilon Street and the other in Point Fortin. Shell Trinidad Ltd. has donated the steel frames that are being used in the mounting of the Trade Centres. The plan for the establishment of the Trade Centres envisages that in the immediate future additional centres will be located in Chaguanas, Malick, Sea Lots and South East Port-of-Spain.

37. These Centres will provide training in trades such as carpentry, masonry, welding, plumbing, electrical installation and house painting. Trainees will comprise youths whose ages range from 17-21 years. Preference generally will be given to those over 18 years of age. Training will be both intensive and full time. It is hoped that at the conclusion of the training some of the trained people will be able to obtain employment of a semi-skilled nature in the construction industry.

38. A substantial number of applications have been submitted to the Ministry in response to the invitation for applications for entry into these Trade Centres. The Ministry of Planning and Development is giving thought to the location of additional Trade Centres in certain parts of the country.

39. The Trade Centre Plan is a very modest one. A temporary dismountable shed with panelled BRC walls will accommodate the trade classes. Classes will cover both theoretical and practical subjects.

### Youth Centres

40. With a view to making capital of every opportunity for vocational training, it has been planned to equip the six Youth Centres with facilities for instruction in trade skills to the groups affiliated to the individual centre. These centres are situated in the following areas :

- 1) St. James )
- 2) Laventille ) All within the limits
- 3) Woodbrook ) of the capital city
- 4) Basilon Street )

- 5) John John )
- 6) California - situated in central Trinidad

41. These centres will attempt to fulfill the role so ably carried out by the many Young Men's Christian Associations in large American cities.

Youth employment service and trade centres

42. The Ministry of Planning and Development is now engaged on the establishment of a Youth Employment Service as an integral aspect of the National Youth Service. The specific aim of the Youth Employment Service is to assist young people in obtaining employment. It will operate in the knowledge that youths must exercise initiative in the matter of gaining a livelihood. However, the Ministry recognises that because of the concentration of unemployed young people in some locations, assistance in finding jobs is a necessity. The Youth Employment Service is being developed with this end in view.

43. The plan for the establishment of the Youth Employment Service envisages the appointment of Placement Officers. These Officers will undertake the tasks of establishing and maintaining contacts with various industries in the private sector, with Statutory Boards and other agencies that employ young workers. A salient feature of their work will be to give active encouragement to voluntary organisations to undertake projects of an economic nature. The aim will be that participants will derive some income, however limited, from these ventures. It is envisaged also that Co-operatives Enterprises will be engaged in collaboration with the Ministry of Agriculture, Lands and Fisheries.

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TRAINING IN YOUTH CAMPS, TRADE CENTRES AND  
VOCATIONAL CENTRES

contributed by the  
Ministry of Planning and Development,  
Government of Trinidad and Tobago

Inauguration of the National Youth Service:

1. In June 1968 Cabinet decided to inaugurate a National Youth Service for Trinidad and Tobago. The plan states inter alia "This Service will be organised to provide basic education, civil and vocational training for unemployed youth between the ages of 17 and 21. It will be a volunteer two-year programme administered by the Government for about 2,000 young people."
2. The objectives of the programme will be:-
  - (a) to provide education and training on a large scale to youths who have inadequate training, are unable to obtain employment, and unable to participate fully in the economic mainstream of the country;
  - (b) to utilize the potential manpower of the youth of the country in critically needed areas of community development including construction, conservation, irrigation, re-afforestation, agriculture;
  - (c) to develop civic consciousness and commitment to the development of their country on the part of the youth of Trinidad and Tobago and teach them the discipline of regular working hours and the dignity of labour;
  - (d) to provide trained participants for agricultural development schemes.
3. The programme calls for intensive training courses combined with periods of work, in order to make the youth employable and able to keep their jobs, able and willing to return to his



village and contribute to its development, or to settle on the land and use the skills he has acquired.

### Salient features of the training programme:

#### Age structure of population

4. The programme of training has been formulated with specific reference to the age structure of the society, 42½% of the population being 15 years and under and 62½% 25 years and under. It takes a realistic view of the widespread nature of un-employment among the youth population and the fact that a substantial percentage of these young people are disadvantaged by a total lack of any technical training at any level, in this technological age. It recognises that agriculture constitutes and will continue to constitute the backbone of this country's economy. It recognises the general inadequacy of these youths' preparation for and their dis-inclination towards agricultural pursuits.

#### Extensive demand for training

5. There is a big demand from the entire youth population for technical training, vocational training, training in agriculture etc. Thousands of applications were submitted in response to an advertisement for a relatively few number of places that became available in the Youth Camp. Our estimation is that on completion of the six additional Youth Camps projected and on the attainment of the maximum number of trainees admissible having regard to the staff-student ratio, the bulk of the youth population aged 17-21 will not have achieved their legitimate aspiration for the training opportunity sought.

#### Unemployment patterns

6. In general the age group 17-21 is the one most severely affected. From the nature of the unemployment pattern it has become urgently necessary to develop, promote and accelerate training schemes designed to reduce the problem of un-employment and the lack of technical training. Large segments of the youth population are totally frustrated with their lot. Training schemes must of necessity be devised to bring some measure of hope to these people. Tendencies among them suggest that failure to do so could give rise to disastrous consequences.

7. The motivating force underlying the formulation and operation of training schemes envisaged, however, is and will

continue to be that every young person in the society is entitled to opportunities for the development of his skill and talent. Training is a fundamental pre-requisite to employment in the modern world.

#### Basic Community Development principle

8. Collaboration with other Ministries and Departments of Government and voluntary agencies in the formulation and execution of the programmes is considered as a fundamental requirement in community development administration.

9. This Ministry regards Community Development as an important thread running through the fabric of governmental activities. The Ministry accordingly emphasises the interdisciplinary approach to community development training schemes - an important element in Community Development administration.

10. A testing system in proficiency will be instituted in consultation with the Ministry of Education, the Ministry of Agriculture and other Government Departments and agencies.

#### Distinguishing features of the programme

11. A distinctive characteristic of the training programme is that it aims at the improvement of the employment prospects of "the maximum possible at the minimum time" consistent with our financial and technical resources. The duration of the Youth Camp training is two years both with respect to male and female trainees; the duration of the Trade Centre Course as well as the Vocational Training Course for young people will be 6 to 9 months.

12. The programme has a short term as well as a long term element. It emphasises the short term element in view of the pressing urgency of the employment needs among youths of the nation. Both aspects will be kept under continuous review and revision made in the light of anticipated future manpower requirements.

#### The multi-faceted nature of the programme

13. As a matter of policy programmes are designed so that various phases are closely inter-related and co-ordinated, a constant eye being kept on employment prospects. The self-help approach in community development underlies to a large extent the

entire course of training.

14. The main aspects of training in Youth Camps can be summarised as follows:-

- (a) development of character. Very favourable comments are continuously forthcoming from employers on this feature of the training.
- (b) training in agriculture at the elementary level both in theory and in practice. The programme embraces both crop and animal husbandry. The plans envisage the introduction of training in horticulture in the immediate future;
- (c) training in co-operative methods and practices;
- (d) cultural fields;
- (e) training in a selected trade and related subjects.

Recruitment of trainees and participation of Youth Leaders in their selection

15. Recruits will come from members of Youth Organisations registered with the Community Development Division as well as other young members of the citizenry. Non-youth group members cannot be precluded from selection in view of the national nature of the scheme. Youth leaders will be involved in the selection of recruits as far as practicable.

#### Employment of Trade Instructors

16. Emphasis throughout the training will be placed on practical work. The teaching of theory will, however, receive adequate attention.

17. Successful completion of the 5-year course of training in the John Donaldson Technical Institute in the subject to be taught will be considered adequate for selection as Trade Instructor from the qualification standpoint. Experience will, however, constitute an important requirement.

18. Trade Instructors will on recruitment be exposed to an orientation course in adult education methods and techniques. Such courses will be repeated from time to time. They will also

cover community development principles.

### Collaboration with Industry

19. The Ministry is in consultation with industrialists and other employers on the question of training. Some industries have indicated their agreement to participate in a sandwich course of training and to make various donations towards the programme in general.

### Level of training

20. The vocational programme 5 in the Youth Camp and in the Trade Centres aim at providing intensive training in the selected field. In particular the two year course in the Youth Camp should qualify participants as semi-skilled workers or Assistant Craftsmen. Trainees will be subjected to an examination both with respect to the theory and practice of the trade selected. This examination will be held in collaboration with the Ministry of Agriculture, the Ministry of Education and other governmental bodies.

### Temporary Trade Centres

21. These Centres aim at supplementing the Youth Camp efforts in the field of vocational training. As outlined earlier, the demand for training and the nature of the un-employment problem among the young men for whom this scheme is designed justify fully its implementation.

### Possible employment outlets

22. There is widespread evidence that a housing boom will soon begin in the country. Recent studies indicate that 10,000 new housing units per annum are required for 10 years if the housing requirements are to be realised during the period. This estimate is a very conservative one. It is thought that these units should be divided into economic brackets, the distribution appearing to be 75% for the lowest economic bracket and 25% for the other classes. The Ministry of Planning and Development thus envisaged a marked increase in the demand for labour to meet requirements in the housing industry, both in the private and public sector. Since the housing industry is characterised by a relatively high labour intensity, the prospects of some employment generation through housing are quite real. The demand for labour for housing is likely to increase progressively during the course of the next

five years or more. Various broad categories of labour will be needed - skilled, semi-skilled and manual.

#### Specific objective plan

23. The plan for the establishment of the Training Centres is formulated with the specific objectives of meeting as far as possible some of the requirements for housing construction workers in the semi-skilled bracket. This objective fits in with the development strategy of matching training to job opportunity and involving the youth population in development schemes. Some of our OAS neighbours have successfully devised and promoted training schemes for a four-month duration in their community development programmes to meet the rise in the demand for workers in their low cost housing schemes. There is precedence in this hemisphere for establishing these Training Centres.

#### Content of courses

24. The courses will embrace the following fields:

- (a) carpentry;
- (b) masonry with special emphasis on brick laying;
- (c) welding;
- (d) plumbing;
- (e) house painting; and
- (f) electrical installation.

#### Levels and duration of training

25. Normally each course will extend over a period of six months. Both the theoretical and practical aspects of the trade will be taught. There will, however, be an accentuation on practical training. The aim throughout the period of training in these trades will be the attainment of the level of the semi-skilled worker. In order to accomplish this objective the training period will be particularly intensive. Participants will be required to put in ten sessions per week. Six of these sessions will be devoted to practical, and two to theoretical training and one each to basic English and arithmetic. In the teaching of English and arithmetic the project method will be used as far as possible. The training in arithmetic should be strictly related to the practical requirements of the trade in which the trainee is participating. The same approach will be adopted in the teaching of English. The limited programme must bear strict relevance to the needs of the trainee on the completion of the training in so far as pursuing his trade is concerned. Apart from training in specific trades the Centre will strive to accomplish the objective

of orientating trainees in proper attitudes to work. Emphasis will be laid on regularity, punctuality, thoroughness, a high level of productivity, trustworthiness and other attributes which constitute a good worker.

#### Buildings - their location, utilization, etc.

26. The plan for the establishment of these Training Centres envisages the immediate development of Centres in five areas, namely East Port of Spain, Mallick, Point Fortin, Chaguanas and Sea Lots, initially. Other Centres will be developed later along the broad lines set out in this plan. These five areas are suggested on the basis of the area of heavy concentrations of young people lacking in skills and at a distinct disadvantage in so far as obtaining employment is concerned. Further justification for the selection of these areas rests in the fact that housing projects are ear-marked either for these areas or in contiguity to the areas named.

#### Design of buildings

27. The buildings envisaged will be of the simplest design and inexpensive. A pre-fabricated building will be utilised for the setting up of the temporary Centres wherever it is not possible to obtain immediately a building suitable for the purpose. Such a building will confer an advantage in that it will be dismantled with ease, speed, and a minimum amount of loss.

28. It is anticipated that in the execution of the plan a building will be erected subject to removal from the area in which it was originally located and re-sited in another area to meet the requirements for training there. It is anticipated also that when a sufficiently large number of semi-skilled workers have been trained for the trades under consideration they could be utilised for the purpose of promoting other trades and skills. A guiding principle in the location of these Centres will be to provide training for young people in relation to development in the region requiring particular skills. In this way the scheme could be categorized as a crash programme of training for youth employment. Normally each Centre will cater for one hundred and twenty trainees allocated to the various trade classes on the following basis:-

- (a) 25 pursuing training in carpentry;
- (b) 25 " " " masonry;
- (c) 20 " " " house painting;

- (d) 20 pursuing training in electrical installation;
- (e) 15 " " " welding;
- (f) 115 " " " plumbing.

29. The building will be sectionalised to accommodate the classes enumerated above. Provision will be made for (a) two classrooms for the theoretical programme and for the teaching of basic English and arithmetic and (b) washrooms, toilets etc.

### Staffing

30. Staff will be appointed on a temporary basis. In selecting personnel, preference will be given to interested persons with extensive practical experience in the trade to be taught. The individual selected should be capable of imparting effectively his particular skill to participants. A pleasing personality and ability to get along with trainees, to inspire, encourage and generally promote the development of young men will constitute an important consideration in the selection of the temporary staff. In addition to practical experience in the particular trades, the Instructor should be able to impart some theoretical knowledge of his subject, even though at an elementary level.

### Main features of the Training Programme for the Girls' Camp:

- (a) **Basic education:** concentration on diagnostic tests with subsequent study of and attention to weak areas, elementary arithmetic using the project method, elementary English, and current events both local and international.
- (b) **Home economics:** cooking, child care, family planning, sewing, dress making, home management including budgeting, purchasing and keeping of simple accounts, principles of laundering.
- (c) **Trades and Business:** secretarial skills, handicraft, use and repair of electrical household appliances, light woodwork, book-binding, photography, toy making, propagation of flowers and floral arrangements, beauty culture, hotel catering and practical nursing.
- (d) **Vocational Centre for Young Women:** this institution will constitute the counterpart of the Trade Centre for Young Men. The building to be used for the

programmes will follow basically the Trade Centre pattern. The programme will comprise in essence a modification of the plan for the Girls' Camp, selected subjects being compressed to fit into the 6-9 months' time span for the vocational courses. The training in the main will cover the following subjects:-

- (a) Home economics ;
- (b) Hotel and catering (elementary);
- (c) Trade and business



OUTLINE OF COURSE CONTENT IN YOUTH CAMPS

AGRICULTURAL TRAINING PROGRAMME

A. Animals

1. Dairy cattle

- (a) management of the milking and dry herd;
- (b) housing:- calf pens, maternity pens and milking parlours;
- (c) the dairy and equipment;
- (d) the reproductive system;
- (e) digestive system and feeding patterns;
- (f) improving the herd by breeding and selection;
- (g) animal health;
- (h) rabies and vampire bats in dairy cattle;
- (i) dairy hygiene;
- (j) milking techniques;
- (k) concentrate feeding;
- (l) calf management;
- (m) beef production from dairy animals.

2. Pigs

- (a) major breeds and characteristics;
- (b) management of the broad sow and piglets to weaning;
- (c) management of breeding animals from weaning to farrowing;
- (d) care of the boar;
- (e) selection and rearing of replacement stock;
- (f) economics of piglet production;
- (g) farm sanitation and disease prevention;
- (h) economics of pork production;
- (i) marketing of pork products;
- (j) feeds and feeding;
- (k) housing.

3. Poultry rearing

- (a) major breeds and their characteristics;
- (b) incubation and breeding of baby chicks;
- (c) housing and equipment;

- (d) disease prevention;
- (e) care of the laying flock;
- (f) feeds and feeding;
- (g) broiler raising;
- (h) egg production and sale.

4. Goats - dairy

- (a) breeds and characteristics;
- (b) housing;
- (c) management;
- (d) milk production and marketing;
- (e) feeds and feeding.

5. Small stock

rabbits, ducks, turkeys, sheep, meat-type goats.

B. Crops

- (a) suitability of crop;
- (b) selection of planting material;
- (c) land preparation;
- (d) management practices;
- (e) fertilizers.

1. Citrus

grapefruit, oranges, limes.

2. Fruit crops

mangoes, avocados, guavas, cherries, plums, pommecythere, papaws, sapodillas, granadillas etc.

3. Vegetables

tomatoes, cucumber, chive, lettuce, celery, ochroes, onions, carrots, cabbage, peppers, cauliflower, water-melons, pulses etc.

4. Root crops

yams, dasheen, potatoes, eddoes, cassava, cush-cush etc.

5. Major economic crops  
cocoa, coffee, sugar-cane.

C. Entomology

- (a) insects and their classification;
- (b) structure and make up;
- (c) harmful and useful insects;
- (d) insecticides and their uses;
- (e) spray pumps and spray mixtures;
- (f) apiculture:
  - selection of site equipment and material;
  - the queen, worker and drone;
  - pollination and bees;
  - inspection of hives;
  - honey extraction, storage and sale;
  - pests and diseases of honey bees;
  - existing laws regulating honey importation.

D. Grasses

- (a) pastures and soiling grasses;
- (b) establishment and management;
- (c) fencing and paddocks;
- (d) silage and haymaking.

E. Farm machinery

- (a) maintenance of equipment;
- (b) adjustment of implements;
- (c) operation of tractor and implements - ploughs, harrows, bankers, brush-cutters;
- (d) land preparation and formation.

VOCATIONAL TRAINING PROGRAMME

A. Building construction

- (a) site selection, excavation, soils and simple tests, scaffolding wood joints, surveying etc.;
- (b) drafting;
- (c) carpentry;
- (d) plumbing;
- (e) estimating;

- (f) masonry;
- (g) painting;
- (h) decorating;
- (i) electrical house wiring;
- (j) steel frame erectors;
- (k) mechanical installations.

B. Radio, refrigeration and air conditioning technology

- (a) servicing of home appliances;
- (b) servicing of business machines.

C. Machine shop practice

- (a) workshop technology -
  - (i) drilling
  - (ii) turning.
- (b) benchwork;
- (c) lathework;
- (d) grinding.

D. Welding

- (a) electric ARC welding;
- (b) oxy-acetylene welding -
  - (i) brazing;
  - (ii) cutting;
- (c) fabricating.

E. Auto-mechanic

1. Course A

Objectives:

- (i) To give trainee experience in the proper disassembly, inspection, re-assembly, and adjustment of all chassis units;
- (ii) To understand the methods of servicing and lubricating these units;
- (iii) To give practice in the use of special machines and precision tools.

## Course contents :

- (a) Overhaul master cylinder and bleed braking system.
- (b) Overhaul wheel cylinder and adjust brakes.
- (c) Remove, reline and replace brake shoes.
- (d) Repair and adjust hand brake system
- (e) Remove and replace clutch, adjust linkage.
- (f) Overhaul clutch master and slave cylinder.
- (g) Overhaul clutch pressure plate and reline clutch disc.
- (h) Overhaul standard gear box.
- (i) Overhaul synchromesh gear box.
- (j) Disassemble, check, and reassemble an automatic transmission.
- (k) Overhaul universal joint.
- (l) Remove and replace rear axle shaft and bearing.
- (m) Remove, disassemble and repair differential gear assembly.
- (n) Adjust differential gears and bearing, check tooth contact.
- (o) Overhaul and adjust steering box, check all steering linkages.
- (p) Remove, inspect and replace a front suspension system.
- (q) Balance two road wheels.
- (r) Check and align front wheels.
- (s) Lubricate a car chassis.
- (t) Miscellaneous repair jobs.

## 2. Course B

### Objectives :

- (i) To provide practical and technical training in repair and reconditioning of automobile engines;
- (ii) To provide practice in the use of special machines and precision tools.

### Course Contents :

- (a) Remove and replace valves and related parts.
- (b) Recondition valves and seats and check springs.
- (c) Remove, replace and/or recondition valve guides.
- (d) Remove, replace and/or recondition rocker arms or shaft.

- (e) Adjust valve lash clearances.
- (f) Remove, replace and check piston rings and grooves.
- (g) Remove, replace connecting rod and piston assemblies.
- (h) Inspect and measure pistons and cylinders.
- (i) Recondition cylinders and/or remove ridges.
- (j) Remove, replace, fit piston pins and align rods.
- (k) Remove, replace crankshaft and measure wear.
- (l) Check connecting rod and main bearing clearances.
- (m) Remove, replace timing gear, chain & sprocket.
- (n) Remove and replace crankshaft/bearings.
- (o) Remove, replace, overhaul oil pump and check system.
- (p) Remove, replace, overhaul water pump and check system.
- (q) Remove, replace, flywheel gear and/or starter gear.
- (r) Remove, replace, check distributor and retime engine.
- (s) Remove, replace and clean out carburettor.
- (t) Remove, repair and replace fuel pump.
- (u) Clean, adjust and test spark plugs.
- (v) Miscellaneous repairs.

### 3. Course C

#### Objectives:

- (i) To provide a foundation in the basic principles of electricity, magnetism, electromagnetism and induction as applied to automotive systems;
- (ii) To give practice in the proper use of voltmeters and ammeters with practical applications of Ohms Law and circuit rules.

### 4. Course D

Straightening and spray painting:

### 5. Woodwork

- (a) joinery;
- (b) lacquering;
- (c) forestry;
- (d) handicraft;
- (e) upholstery etc.

### 6. Boat building - all related skills.

7. Ceramics - all related skills.

FOOD TECHNOLOGY

The processing, canning, bottling and preserving of food.

HOTEL AND CATERING COURSES (ELEMENTARY)

(1) Food services

- (a) quantity food production;
- (b) food products and standards;
- (c) merchandising;
- (d) food preparation;
- (e) serving;
- (f) baking;
- (g) meat cutting theory and practice.

(2) Theory of food

- (a) sanitation and hygiene;
- (b) safety;
- (c) equipment;
- (d) purchasing and costing;
- (e) menu planning;
- (f) storage and issuing;
- (g) portion control;
- (h) culinary terminology.

(3) Supervisory skills

- (a) production scheduling;
- (b) personnel relations;
- (c) accounting etc.

## BRIEF NOTES ON THE DOMINICA (REGIONAL) YOUTH CAMP

contributed by the Government of Dominica

### Introduction

1. The Dominica Youth Camp was established in November, 1969 at Camp Londonderry, formerly an agricultural demonstration station. It covers an area of 34 acres which are partially cultivated, the main crops being citrus and bananas.

2. The Pioneer Group consisted of the Camp Director, eight Camp Counsellors, of whom four came from Jamaica and four from Trinidad and Tobago, and forty Dominican students. It was proposed to increase the staff to include a Deputy Director, a Finance Officer, a General Trade Instructor and a Cook.

### Administration of the Camp

3. The Dominica (Regional) Youth Camp, as the name implies, is essentially a regional project sponsored by the Regional Development Agency whose secretariat is in Antigua. This camp is intended to serve the Windward Group of the Associated States, including Barbados. Each participating territory is required to share equally the initial capital expenditure (approximately \$150,000.00 annually) and to meet the cost of keeping every trainee sent to the Camp based on the allocated number at a rate of some \$357.00 per trainee per year. The ratio of students in a total of two hundred would be as follows:-

Dominica	-	60
St. Lucia	-	40
St. Vincent	-	30
Grenada	-	40
Barbados	-	30

4. The day-to-day running of the Camp is strictly under the administrative arrangements of the Camp Director, but all matters of policy and general finance are attended to by the Permanent Secretary, Ministry of Home Affairs, acting on behalf of the Regional Development Agency.

### Aims and objectives

5. The main aim of the Youth Camp is to turn out graduates after an 18-24 month course of training in general agriculture



with a little knowledge of basic motor mechanics, construction and simple electricity. Trainees are admitted between the ages of fifteen and twenty years.

6. It is the ultimate aim that graduates from this Camp will be in a position to command such jobs as assistant estate managers, overseers, project supervisors or self-reliant farmers.

#### Other Criteria for Admission

7. The standard of education is not at the moment a limited factor in that a Fourth (IV) Standard dropout with a fair level of intelligence stands as good a chance as anyone else. Sound character is, however, insisted upon, the applicant must be jobless and must indicate through his application, background and interview that he has an aptitude and inclination to pursue agriculture.

#### Work Programme and Training

8. As would be expected, pioneering work cannot be readily time-tabled. In a sixteen-hour day trainees would normally spend about four and one-half hours in the classroom, seven hours on practical work, two hours' relaxation, the rest of the time being devoted to having meals and attending to personal chores. Academic work, i.e. lectures on agricultural and trade subjects, were started and carried on for a few weeks but had to be stopped because of the pressing need to concentrate on dormitory construction, construction of shelters for animals, stores and utility services and the cultivation of food, all of which must be given immediate priority.

#### Camp Organisation and Discipline

9. In an effort to standardise as many of the underlying principles of Youth Camps as possible, the Camp has been organised very much along the same lines as existing Camps in Jamaica, and Trinidad and Tobago, the general idea being to arrange the trainees into groups and sub-groups with each individual playing a vital part in the group as well as the Camp on the whole. Camp discipline is democratic and is administered by a Panel of Justice operating under the auspices of the Students' Council, which is the duly elected representative of the Student Body. The Students' Council operates under the close supervision and guidance of the Camp Director who naturally holds over-ruling powers.

10. Games and leisure time are organised for fullest benefit and daily devotions constitute an essential part of the day's curriculum, being conducted first thing in the morning and last thing at night.

11. Every student is allowed a weekly stipend of \$3.00 from which he is required to save  $\frac{1}{3}$  (\$1.00).

### General

12. The Camp now has a population of seventy including sixty-one trainees; thirty-seven from Dominica, seventeen from Grenada and seven from St. Vincent. It is anticipated that further recruitment before the end of the year will bring this total to two hundred. By that time it is anticipated that the Deputy Director and other personnel will have been engaged. The Finance Officer and General Trade Instructor were engaged earlier this year.

13. The Camp has a very bright future and much financial and further material assistance is expected to come from organisations, firms and individuals with a growing interest in its success.

## Appendices

- A. Selected Statistics
- B. Seminar Arrangements
- C. Participants

SELECTED STATISTICS

Table 1a

BARBADOS: Population projections 1965-1980 - based on assumptions (1) no migration (2) mortality declining in accordance with rates of decline noted from 1921 to 1960 (3) fertility declining from Gross Reproduction Rate of 1.776 in 1965 to 1.400 in 1980.  
(Projection 1.)

Age	Estimates	Population	Projections	
	1965	1970	1975	1980
M A L E				
All Ages	110,200	122,200	135,800	150,600
0 - 4	15,900	<u>15,700</u>	17,500	18,800
5 - 9	16,700	15,700	<u>15,700</u>	17,300
10 - 14	15,400	16,400	15,700	<u>15,600</u>
15 - 19	12,300	15,300	16,500	15,700
20 - 24	9,400	12,300	15,300	16,500
25 - 29	5,100	9,400	12,200	15,300
30 - 34	3,800	5,100	9,300	12,200
35 - 39	4,200	3,800	5,000	9,300
40 - 44	4,500	4,200	3,700	5,000
45 - 49	4,700	4,400	4,100	3,700
50 - 54	4,800	4,500	4,200	3,900
55 - 59	4,500	4,500	4,200	4,000
60 - 64	4,000	4,100	4,100	3,900
65 - 69	2,300	3,400	3,500	3,500
70 - 74	1,400	1,800	2,700	2,800
75 - 79	700	1,000	1,300	2,000
80+	500	600	800	1,100

Source: University of the West Indies Demography Department.

Table 1b

Age	Estimates 1965	Population 1970	Projections	
			1975	1980
F E M A L E				
All Ages	134,700	144,900	156,700	169,700
0 - 4	15,400	<u>15,200</u>	16,800	18,200
5 - 9	16,200	15,300	<u>15,000</u>	16,700
10 - 14	15,400	16,200	15,200	<u>15,100</u>
15 - 19	12,900	15,500	16,200	15,200
20 - 24	10,100	12,800	15,400	16,200
25 - 29	8,100	10,000	12,800	15,400
30 - 34	6,900	8,100	10,000	12,700
35 - 39	7,000	6,800	8,000	9,900
40 - 44	6,900	6,900	6,700	7,900
45 - 49	6,700	6,800	6,800	6,600
50 - 54	6,300	6,500	6,600	6,600
55 - 59	6,100	6,000	6,300	6,400
60 - 64	4,900	5,700	5,800	6,000
65 - 69	3,900	4,500	5,300	5,400
70 - 74	3,200	3,400	4,000	4,800
75 - 79	2,400	2,600	2,800	3,300
80+	2,300	2,600	3,000	3,300

Table 2a

GRENADA: End of Year Population Estimates  
by Age and Sex 1960-1965 (to nearest 50)

Age	1960		1961		1962	
	M	F	M	F	M	F
Total	41,750	49,350	42,150	49,350	42,700	49,650
0 -	1,900	1,900	1,800	1,700	1,650	1,650
1 -	1,850	1,900	1,800	1,850	1,750	1,650
2 -	1,850	1,950	1,800	1,850	1,800	1,800
3 -	2,100	2,150	1,850	1,950	1,800	1,850
4 -	1,600	1,600	2,100	2,150	1,850	1,950
5 -	7,300	7,300	7,600	7,500	8,350	8,250
10 -	5,550	5,600	5,800	5,850	6,150	6,100
15 -	3,850	4,150	4,050	4,200	4,300	4,350
20 -	2,700	3,500	2,600	3,250	2,600	3,200
25 -	2,000	3,000	1,900	2,850	1,800	2,700
30 -	1,800	2,400	1,750	2,350	1,650	2,300
35 -	1,550	2,150	1,500	2,100	1,450	2,100
40 -	1,400	2,000	1,350	1,950	1,300	1,900
45 -	1,500	1,950	1,450	1,950	1,400	1,900
50 -	1,400	1,850	1,400	1,850	1,400	1,850
55 -	1,050	1,550	1,050	1,600	1,100	1,600
60 -	800	1,300	800	1,300	800	1,300
65 -	600	1,050	600	1,050	600	1,100
70 -	400	750	400	750	400	800
75 +	550	1,300	550	1,300	550	1,300

Source: University of the West Indies Demography  
Department.

Table 2b

Age	1963		1964		1965	
	M	F	M	F	M	F
Total	44,150	50,550	45,250	51,300	46,100	51,850
0 -	1,700	1,600	1,650	1,600	1,450	1,450
1 -	1,600	1,600	1,650	1,550	1,600	1,600
2 -	1,700	1,650	1,600	1,600	1,650	1,550
3 -	1,800	1,800	1,700	1,650	1,600	1,600
4 -	1,800	1,850	1,800	1,800	1,700	1,650
5 -	8,750	8,750	9,000	9,100	9,100	9,200
10 -	6,500	6,400	6,850	6,700	7,300	7,100
15 -	4,650	4,700	5,000	5,000	5,350	5,300
20 -	2,900	3,250	3,200	3,300	3,500	3,450
25 -	1,900	2,700	1,900	2,650	2,000	2,600
30 -	1,650	2,350	1,650	2,400	1,600	2,400
35 -	1,550	2,050	1,550	2,050	1,550	2,050
40 -	1,300	1,950	1,350	1,950	1,350	1,950
45 -	1,350	1,850	1,250	1,800	1,250	1,800
50 -	1,400	1,850	1,400	1,850	1,350	1,800
55 -	1,200	1,650	1,250	1,700	1,250	1,700
60 -	850	1,350	900	1,400	900	1,400
65 -	600	1,100	600	1,100	650	1,100
70 -	400	800	450	850	450	950
75 +	550	1,300	500	1,250	500	1,200



Table 3a

JAMAICA: Estimated End of Year Population (in thousands)  
by Age and Sex 1960 - 1965

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Age	1960		1961		1962	
	M	F	M	F	M	F
Total	785.6	853.3	792.0	860.3	803.5	870.8
- 1	33.2	32.8	32.3	31.5	31.5	31.1
1 - 4	113.9	111.8	118.8	117.2	122.1	120.1
5-	115.0	113.5	120.9	119.0	126.5	124.5
10-	89.9	89.7	94.4	93.5	99.1	97.8
15-	70.1	77.3	72.9	78.4	76.3	80.0
20-	55.3	67.2	54.3	65.5	55.2	65.2
25-	97.0	60.3	43.7	57.6	42.0	55.6
30-	40.4	50.2	37.3	48.2	35.4	47.1
35-	39.2	48.3	36.5	46.3	34.3	44.4
40-	38.1	41.4	36.1	40.6	34.6	40.4
45-	38.1	38.9	36.9	38.2	35.8	37.5
50-	33.2	34.1	33.5	34.5	33.7	34.8
55-	24.2	25.2	25.2	26.1	26.3	27.3
60-	18.8	20.9	19.3	21.2	19.8	21.5
65-	10.7	13.0	11.5	13.8	12.5	14.8
70-	8.1	11.2	8.1	11.1	8.1	11.1
75-	5.1	7.6	5.1	7.7	5.1	7.8
80+	5.3	9.9	5.2	9.9	5.2	9.8

Source: University of the West Indies Demography Department.

Table 3b

Age	1963		1964		1965	
	M	F	M	F	M	F
Total	827.8	890.2	849.4	910.3	879.3	929.4
- 1	32.4	31.4	33.7	32.8	34.4	33.5
1 - 4	123.0	121.6	125.2	123.2	126.0	123.5
5-	132.9	130.2	138.0	135.3	144.5	142.1
10-	103.9	102.5	108.9	107.6	114.4	112.7
15-	80.5	82.4	84.6	85.0	89.2	88.2
20-	59.0	67.2	62.4	69.4	66.9	71.0
25-	43.3	55.6	43.7	55.2	46.6	55.2
30-	36.0	47.8	35.8	48.5	37.3	48.5
35-	33.7	43.4	32.5	41.9	32.8	41.1
40-	34.3	41.0	33.6	41.7	33.6	41.5
45-	35.1	37.1	33.9	36.5	33.6	36.3
50-	34.2	35.1	34.4	35.3	34.5	35.2
55-	27.6	28.7	29.1	30.3	30.2	31.4
60-	20.2	21.8	20.6	22.0	21.4	22.7
65-	13.6	16.0	14.9	17.3	15.8	18.2
70-	8.0	10.9	7.9	10.7	8.2	10.9
75-	5.2	8.0	5.5	8.6	5.6	9.0
80+	4.9	9.5	4.7	9.0	4.3	8.4

Table 4 a

ST. VINCENT: End of Year Population Estimates by Age and Sex 1960 - 1965 (to nearest 50)

Age	1960		1961		1962	
	M	F	M	F	M	F
Total	38,200	43,500	38,400	43,800	39,250	44,350
0 -	1,750	1,850	1,850	1,800	1,800	1,700
1 -	1,700	1,750	1,650	1,750	1,800	1,700
2 -	1,600	1,550	1,650	1,700	1,650	1,700
3 -	1,900	1,700	1,600	1,550	1,650	1,650
4 -	1,500	1,500	1,900	1,700	1,600	1,550
5 -	6,800	6,500	7,050	6,700	7,600	7,150
10 -	5,350	5,200	5,600	5,400	5,800	5,650
15 -	3,750	3,800	3,900	3,850	4,150	4,050
20 -	2,650	3,400	2,450	3,200	2,500	3,100
25 -	1,900	2,650	1,750	2,550	1,700	2,550
30 -	1,650	2,200	1,550	2,150	1,500	2,100
35 -	1,500	2,000	1,400	1,950	1,400	1,900
40 -	1,300	1,800	1,250	1,800	1,250	1,800
45 -	1,250	1,600	1,200	1,600	1,150	1,600
50 -	1,100	1,400	1,100	1,450	1,100	1,450
55 -	800	1,150	800	1,150	850	1,200
60 -	600	1,150	600	1,100	650	1,100
65 -	400	750	400	800	400	850
70 -	300	600	300	600	300	550
75 +	400	950	400	1,000	400	1,000

Source: University of the West Indies Demography Department.

Table 4 b

Age	1963		1964		1965	
	M	F	M	F	M	F
Total	40,500	45,050	41,400	45,850	42,250	46,450
0 -	1,700	1,700	1,750	1,750	1,850	1,800
1 -	1,700	1,600	1,650	1,650	1,700	1,700
2 -	1,750	1,650	1,700	1,550	1,600	1,600
3 -	1,600	1,700	1,750	1,650	1,650	1,550
4 -	1,650	1,650	1,600	1,700	1,700	1,650
5 -	7,850	7,400	8,000	7,700	8,250	7,900
10 -	6,100	5,900	6,350	6,100	6,650	6,400
15 -	4,500	4,300	4,800	4,650	5,050	4,850
20 -	2,800	3,050	3,000	3,000	3,100	3,000
25 -	1,750	2,550	1,700	2,550	1,700	2,500
30 -	1,500	2,050	1,450	2,050	1,400	2,000
35 -	1,400	1,850	1,350	1,850	1,300	1,800
40 -	1,250	1,750	1,250	1,750	1,250	1,750
45 -	1,150	1,650	1,150	1,650	1,100	1,650
50 -	1,100	1,450	1,100	1,450	1,100	1,500
55 -	900	1,250	950	1,300	1,000	1,300
60 -	650	1,050	650	1,000	650	1,000
65 -	450	900	500	950	500	950
70 -	300	600	300	600	300	650
75 +	400	1,000	400	950	400	900

Table 5a

TRINIDAD: Estimated End of Year Population  
(to nearest 100) by Age and Sex 1960-1965.

Age	1960		1961		1962	
	M	F	M	F	M	F
Total	423,900	428,300	437,200	441,300	452,700	456,100
1	16,200	15,700	16,200	15,600	16,900	16,300
1 - 4	55,100	53,400	57,900	56,300	60,100	58,400
5-	61,000	60,700	62,500	61,800	64,300	63,300
10-	52,400	52,000	54,200	53,600	55,800	55,200
15-	40,700	42,600	42,900	44,400	45,200	46,400
20-	32,700	34,000	34,200	35,500	35,800	37,500
25-	25,800	27,800	26,800	28,800	28,300	30,100
30-	24,200	25,100	24,400	25,500	24,900	25,900
35-	23,100	23,900	23,300	24,200	23,700	24,500
40-	21,700	20,500	22,000	21,100	22,400	21,700
45-	19,800	18,500	20,100	18,900	20,600	19,300
50-	16,100	14,600	16,600	15,200	17,200	15,900
55-	12,100	11,400	12,600	11,800	13,200	12,300
60-	8,300	8,300	8,600	8,600	9,100	9,000
65-	6,500	7,500	6,600	7,400	6,600	7,300
70-	3,900	5,800	4,100	6,000	4,300	6,100
75-	2,300	3,100	2,200	3,200	2,300	3,500
80+	2,000	3,400	2,000	3,400	2,000	3,400

Source: University of the West Indies Demography Department.

Table 5b

Age	1963		1964		1965	
	M	F	M	F	M	F
Total	467,200	470,100	479,200	482,300	490,800	492,600
1	16,300	15,700	16,400	15,800	15,800	15,300
1 - 4	62,800	60,700	64,200	62,200	64,400	62,300
5-	66,100	65,000	68,500	66,600	70,600	68,400
10-	57,100	56,800	58,300	58,300	60,700	60,500
15-	47,600	48,300	50,000	50,100	52,000	51,500
20-	37,400	39,400	38,500	40,900	40,000	42,100
25-	30,000	31,600	31,200	32,900	32,400	34,000
30-	25,300	26,500	25,400	26,900	25,800	27,400
35-	24,100	24,700	24,200	24,600	24,300	24,700
40-	22,700	22,500	22,800	23,200	22,900	23,500
45-	21,000	19,600	21,200	19,700	21,400	20,000
50-	17,900	16,600	18,500	17,300	18,900	17,800
55-	13,800	12,800	14,300	13,200	14,900	13,800
60-	9,700	9,400	10,200	9,900	10,700	10,300
65-	6,600	7,200	6,600	7,000	6,700	7,100
70-	4,500	6,100	4,700	6,100	4,900	6,000
75-	2,300	3,800	2,400	4,300	2,600	4,600
80+	2,000	3,400	1,800	3,300	1,800	3,300

SEMINAR ARRANGEMENTS

The Caribbean Seminar was the second in a series of three meetings on youth problems, training and employment.

The first meeting took place at Nairobi in 1969 and the participants were invited in their personal capacities rather than as representatives of governments, or of particular organisations. The purpose was to bring together individuals who were experienced and active in the youth field, in an atmosphere in which uninhibited thinking and frank discussions could take place.

The success of the Nairobi operation led to an adoption of the same principle for the Caribbean Seminar, and some forty people met in Port of Spain from August 4th - 14th, 1970.

They were drawn mainly from the Caribbean region and included delegates from Antigua, Barbados, Dominica, Grenada, Guyana, Jamaica, Montserrat, St. Kitts, St. Lucia, St. Vincent, and Trinidad and Tobago. Others came from as far afield as Britain and Kenya. There were also observers from several international organisations. Four consultants with considerable experience in the field were specially invited to deliver lead papers. These were Professor A. Callaway, Mr. A. Dickson, Mr. V. Lawrence and Mr. P. van Rensburg. A complete list of participants, observers, consultants and Secretariat staff is included in Appendix C.

The working programme of the Seminar provided for plenary discussions following the lead speeches, intensive examination of basic issues in small groups and a series of field visits. These visits enabled participants to acquire first-hand experience of youth camps, land settlement schemes and industrial estates. Altogether, some thirty-six questions relating to youth training and employment were carefully studied. The sharing of experiences was most worth-while and it was heartening to note the realistic and down-to-earth appraisal of existing projects with which participants were associated. Above all, they realised that there were no ready made solutions but by pooling their ideas together it became clear that some approaches were more likely to bear fruit than others.

The Seminar was fortunate in having four Ministers of the Government of Trinidad and Tobago identify with it and participate in the proceedings. Senator Carlton Gomes, Minister of Education and Culture, served as Chairman. Mr. Francis Prevatt, Minister of External Affairs, officially opened the meeting and his address is included in Part II of this report. Dr. Max Awon, Minister of Health and Local Government, addressed a plenary session, and Mr. Kamaludin Mohammed, Minister of West Indian Affairs, brought the Seminar to a close with an insightful analysis of the role of youth in the new Caribbean society.

The preliminary planning and organisation of the local arrangements were undertaken by an inter-Ministerial committee headed by Mrs. Muriel Donawa McDavidson, Parliamentary Secretary for Youth Affairs. The Commonwealth Secretariat is indebted to this committee for all the hard work which they did to ensure a successful meeting, as also it is to the Government of Trinidad and Tobago for being such genial hosts and to the Commonwealth Foundation for assistance in meeting the costs involved.



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