

Youth and Development in Malta



COMMONWEALTH SECRETARIAT

Youth and Development in Malta

Report of the
COMMONWEALTH YOUTH SEMINAR
Valletta, April 1972

COMMONWEALTH SECRETARIAT

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FOREWORD

The Malta Seminar made a unique contribution to the series of Commonwealth discussions on youth and development, in that for the first time young people themselves made up the majority of the participants. In her opening address to the meeting the Minister of Education asked that opinions should be expressed frankly, an invitation to which the Seminar members responded in full measure.

The Report speaks of the basic fund of goodwill latent in all sections of the community but frustrated in its expression by serious gaps in the system of communication. This isolating effect, together with the pressures exerted by the three T's - television, tourism and travel - combine to reinforce the general sense of insecurity affecting so many young people today.

Throughout the series of Commonwealth Seminars there has run the theme of youth's appeal to be allowed to participate in the practical task of fashioning the future of the nation which they will inherit. Here the young people of Malta have already shown one effective means by which their claim may be pressed. By arranging to meet regularly to design projects and involve an ever wider group of their fellows, the younger participants at the Seminar are demonstrating their anxiety to serve and their ability to do so. Confidence will not be given without proof that it is merited; invitations to participate will not be issued without some indication that an effective contribution will result. The way in which Maltese youth has seized the initiative should inspire that confidence and facilitate that participation. It is a worthy example which young people in other Commonwealth countries could well follow.



J.A. Maraj
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PART I

The Report of the Seminar

SEMINAR WORKING PAPER

BACKGROUND

The 1969 Meeting of Commonwealth Prime Ministers instructed the Secretary-General to examine the feasibility of a series of studies on the problems of youth. As a result, surveys were conducted in Africa and in the Caribbean, and these were followed by regional seminars held in Nairobi and Port of Spain, the reports of which were widely distributed. At their Meeting in January 1971 the Commonwealth Heads of Government noted with approval the Secretariat's activities in the youth field and agreed that such activities be expanded; they further decided that a meeting of Ministers concerned with Youth matters be convened as early as possible, "to review the whole complex of youth problems, with particular reference to the problems of unemployment". Two weeks after the 1971 Heads of Government Meeting, Commonwealth Ministers of Education at the Fifth Commonwealth Education Conference recommended that the proposed meeting of Ministers concerned with Youth matters should be preceded by a meeting of appropriate Commonwealth officials.

2. In August 1971 a regional seminar for Asia and the Pacific was organised, the report of which was published and distributed.
3. The meeting now proposed will complete the series and ensure that every Commonwealth country will have had the opportunity of discussing the problems of youth and development prior to the Meeting of Officials (to be held in London in June 1972) and the subsequent Meeting of Ministers (to be held in Zambia early in 1973).

AGENDA ITEM 1: YOUTH IN SOCIETY

"Youth" problems, especially in the developing countries of the Commonwealth, rarely originate in factors intrinsic to young people. These problems, social, economic, educational and political, result from developments and changes which are taking place in countries with predominantly youthful populations. Problems of development and societal change have come to appear as problems predominantly concerning young people. In reviewing "the whole complex of youth problems", then, it is important to examine the relationship to young people of their societies.

2. Considerations should be given to a definition of "youth". "Youth" may be a matter more of status than of age; the point at which adulthood is achieved may be changing, or likely to change.

3. Societal attitudes towards youth should be examined, the status and ranking of young people, their mobility within their society, the restrictions placed upon them, differences between various groups of young people.

4. The changing patterns of society and resultant modifications in attitudes form an essential background to any discussion of policy for youth. Significant changes are taking place in population size, age distribution within populations, population distribution as between rural and urban areas.

5. Physical factors, too, affect young people comprehensively; the physical environment and nutrition mould attitudes as well as physique. The impact of "instant" communication can serve to raise aspirations and demonstrate unequivocally to the less privileged the extent of their deprivation.

6. The increasing uncertainty of older members of the community about their established mores transfers itself to their successors, contributing to the current problems of disillusion, disengagement and delinquency, manifested in destructive actions (such as drug-taking, violence to self and others) and mental illness.

7. Solutions may be sought in:

- (a) greater participation by young people in the formulation and implementation of policies and programmes which will affect their future;

- (b) improved material conditions;
 - (c) improved systems of education and training;
 - (d) improved channels of communication, both vertically and horizontally within a society.
8. Means to achieve these solutions will probably start with:
- (a) the accumulation and analysis of data;
 - (b) the undertaking of selected research;
 - (c) the early demonstration of concern by the authorities on a scale commensurate with the problem.

AGENDA ITEM II: EDUCATION AND TRAINING

The formal system

In most member countries the formal school system absorbs a major proportion of the public revenue while occasioning increasing doubts about its effectiveness. Policy-makers need guidance in clarifying the purpose envisaged for formal education and the functions which formal education can, in fact, perform; whether, for example, the school is conceived as an institution for the general education of children, as a prevocational training unit or as a "community centre."

2. Upon these decisions, which are essentially political in their nature, will rest consequential considerations of staffing patterns, buildings, equipment, curriculum and financing.

3. Planning and administration must then also take into account strategies for implementing policies.

4. The most appropriate means of undertaking vocational and technical education (see also Agenda Item III) call for consideration, including the practicability of promoting rural occupations.

5. The effect of external influences on formal education (through the imposition of international "standards", or by examining bodies) require assessment and policy decisions.

6. The quality, status and role of teachers should also be a matter of prime concern.

7. The role of the universities and other higher level institutions should also be considered. Their future pattern will vary according to the extent to which they seek to function as instruments of national development.

Out of school education

8. The broad area of out of school education (see also Agenda Items III and IV) has so far attracted least attention and hence least finance, yet it may be that the most effective means of improving education facilities lies in this direction.

9. Programmes directed to

adults,
minority groups,
those who have completed educational courses,
the unschooled,
school drop-outs

through non-formal educational structures may help to meet the demand for education and further education at realistic costs. Redeployment of resources within the overall field of education may be necessary.

AGENDA ITEM III: EMPLOYMENT

The problem of unemployed school leavers was noted on the international level as long ago as the Addis Ababa Conference in 1961, since when the scale of the difficulty has multiplied many times. Solutions, however, have proved singularly evasive.

2. Most developing countries are hindered by the existence of a dual economy for government and private employment; most are restricted in their flexibility by heavy reliance on a limited range of exports; all are subject to the forces of international trading patterns. Meanwhile the output from the educational systems grows as the result of increased facilities for an increasing population. Decreasing the rate of population growth has been accepted as a priority aim by many governments, but the effects of such programmes will be apparent only in the medium and long term.

3. Solutions depend on increasing the rate of economic growth and the rate of employment generation in both the modern and traditional sectors.

4. Economic growth may be helped by such factors as

- increased investments,
- diversification of production,
- a greater number of more accessible markets,
- training directly related to employment opportunities.

5. Increased absorption of labour might be assisted by such means as

- the development of appropriate technology and efficient labour-intensive techniques,
- the sub-division of production to the maximum number of small-scale and individual enterprises,
- the encouragement of expansion in the service occupations,
- the employment of more people for shorter hours, (i.e. planned underemployment).

6. Some attention might well be given to
- the provision of vocational guidance,
 - the means by which job-vacancies are made known,
 - procedures by which selections for employment are made.

7. For many countries the provision of employment in the rural areas presents a serious problem. The extent to which rural development is a realistic objective could usefully be discussed. The lack of appeal of rural occupations resulting from such factors as poor financial returns, low status and inadequate facilities, might be assessed. Attention might be given to the role of youth services, youth clubs (such as Young Farmers' Clubs) and settlement schemes in generating satisfying employment. Consideration might also be given to factors limiting the opportunities for young people in rural areas, such as land tenure systems, pressure on land, inadequate communications, poor storage and marketing facilities, and traditional attitudes towards young people.

Training

10. In the formal educational system institutions which provide some form of vocational training include

- primary and secondary schools,
- universities,
- training colleges,
- commercial and technical schools,
- craft schools,
- trade centres,
- technical institutes,
- polytechnics,
- rural training centres.

11. Provision outside the formal educational system includes

- apprenticeships in the traditional and modern sectors of the economy,

industrial training schemes,
in-service training,
the armed services,
settlement schemes,
some youth services, clubs and associations,
courses and the mass media,
learning on the job.

12. Little co-ordination of this wide range of facilities yet exists in most countries, so that consideration of means to achieve maximum efficiency within the varied provision might be given high priority.

13. Improved systems of manpower planning would provide a valuable source of reference for educational planners, who would then be able to assess the precise role which each type of facility can play most efficiently.

14. Throughout the educational structure, effective means of selection, testing measurement and prognosis for participants are essential to the optimum use of limited resources.

15. Reliable methods of programme evaluation could provide evidence on which revisions and further progress might be used. The development of appropriate means of assessment and of units for their development, validation and administration might be considered a priority undertaking in most areas.

AGENDA ITEM IV: YOUTH IN THE SERVICE OF COMMUNITIES

Young people need to feel that they are playing a purposeful role in a sympathetic and satisfying environment. Where there exist poor physical facilities and inadequate opportunities, the provision of opportunities for community service, as well as for recreation and leisure, may help to maintain young people's confidence in their society and restrain reactions leading to unrest.

2. In planning youth programmes, the needs and possibilities of particular groups of young people should be carefully assessed. Provision should be considered to meet the needs of clearly defined groups,

urban and rural,
at various levels of education,
employed and unemployed,
with and without stable families,
with and without problems of physical and mental health.

3. Community service includes voluntary service (including service to other groups of young people unable to help themselves) by both employed and unemployed young people. It also includes activities promoted by schools and other educational institutions. In addition to specific projects by organised groups, service can be rendered by individual or group participation in community activities.

4. Provision for recreation and leisure includes non-formal educational opportunities of a non-vocational character as well as sporting facilities and organised youth groups and societies. Such provision might be considered against the background of deprivation and disadvantage, especially in urban areas, and should include remedial and corrective training.

5. The recruitment, training and status of youth workers merits close attention, as does the development of a cadre of expert trainers to conduct courses for higher level youth workers and group and club leaders. The possibility of interdisciplinary training of youth workers and similar professionals in third-level institutions might be explored, as might the desirability of creating dual-function teacher/social workers who could promote closer liaison between institutions and communities.

8. Despite the general bias of new investment towards urban areas, the problem of urban unemployment continues to occasion concern to member countries for social, economic and political reasons. The development of apprenticeships, small-scale self-employment, service occupations, "urban settlement schemes" and voluntary co-operative activities should be considered, together with the desirability of governmental prices and wages policies weighted to encourage maximum labour absorption commensurate with efficiency.

9. Means might be considered for the improvement of manpower planning techniques and the development of appropriate means of evaluating the progress of programmes designed to generate employment opportunities.

10. The methods by which external assistance might best be used to advantage might be discussed.

AGENDA ITEM V: PROGRAMMES FOR ACTION

Youth problems have been subject to frequent definition and explanation; the overriding need now is to use this material as the basis for policy determination.

2. The scale of the problem and the limited resources available indicate the desirability of governments considering how best to accept general responsibility for all forms of formal and out of school education, in co-ordination with the other agencies involved.

3. Administrative machinery should be designed to cater to the needs of revised systems of policy formulation and implementation. Consideration should be given, for example, to the formation of inter-Ministerial links for the promotion of a common policy regarding youth problems; Ministries likely to be involved directly would include those responsible for Agriculture; Commerce; Trade and Industries; Culture; Youth and Sports; Economic Planning; Education; Health; Information; Labour; Local Government; and Social Welfare.

4. Attention could usefully be paid to past experience, with an attempt to assess reasons for success and failure, especially in terms of maintaining the enthusiasm and confidence of those involved in programmes.

5. Priorities should be considered, including those with results only in the long term (such as family planning programmes) and those with short-term returns (such as youth services).

6. Priorities, too, should be established as to which groups of the population should be catered for, in what way and at what level. The relative merits need to be considered of, for example,

youth and adults,
schooled and unschooled,
rural and urban,
healthy and handicapped.

7. Similarly, priorities should be worked out as between

general education,
vocational education,
literacy,
initial training and retraining,
formal and non-formal provision.

8. Provision for remedial work and special attention to particular groups should be considered.
9. If only limited provision is currently possible, policy should be devised for the upward mobility of individuals through later developments in programmes.
10. Planning and evaluation of all programmes should be discussed. Such aspects as the degree of dependence on extra-national co-operation and the effects of aid on national education and employment programmes could usefully be considered, as could the identification of new sources of finance and incentives to self-help.
11. The need is frequently reaffirmed for much increased information exchange throughout the Commonwealth. This may be achieved through meetings, visits, exchanges, secondments and attachments, and occasional and regular publications.
12. Secondly, there is the need for assistance in the planning and evaluation of projects and programmes, in training and financing (including the preparation of applications for external help).
13. Thirdly, means might be discussed for increased mutual support among Commonwealth members in such fields as export market promotion and the presentation of matters of common interest in international circles.
14. Appropriate forms of co-operation in meeting the diversity of needs might be considered, including the role of the Commonwealth Secretariat as a direct participant and as a point of reference for countries developing bilateral and multilateral programmes.

COMMONWEALTH SEMINAR ON YOUTH AND
DEVELOPMENT IN MALTA

SUMMARY OF MAIN IDEAS AND SUGGESTIONS

(items suggesting action are marked with an asterisk*)

YOUTH AND SOCIETY

1. Youth problems are rarely intrinsic to youth and must be viewed in the overall context of social change and development, including change in the concept of "youth".

Attitudes

2. Earlier physical maturity coupled frequently with later economic independence blur the concept of youth and subject young people to the confusion of having double standards applied to them.

3. A substratum of goodwill is evident in most sections of the community despite the fact that young people often have a tarnished image among their elders. The truth of the image is less important than the fact that it is believed to be true. The problem lies in revising the attitudes of older people. The "youth problem" in this context is rather an "adult problem". The generation gap operates in both directions.

Insecurity

4. Underlying all the discussions was the sense of insecurity among young people, resulting from apprehension about the future and a feeling of impotence in the face of prevailing circumstances. The possibility of unemployment, the strain of protracted dependence, loneliness, accentuate the feeling among young people that they are being exploited while they are powerless to effect any significant changes.

Deviant Youth

5. Unemployment and the lack of appeal of traditional youth programmes contribute to boredom and potential anti-social attitudes.

*6. Particular attention should be given to the prevention of delinquency, using whenever possible approaches through peer groups (recruiting young people as informal voluntary probation officers, for example), and offering to potential delinquents the opportunity to give service to their community.

*7. The problem of the "unhappy loner" is causing increasing concern. It is probably best met by the recruitment of "detached" youth workers.

*8. A co-ordinating committee on delinquency should be established.

Exploitation

*9. Young people see themselves exploited at work and in their leisure time. All young people should be taught how to analyse information and make a rational choice.

Women and girls

10. New opportunities which arise for women outside the home may lead to social problems.

Spiritual values

11. The issue of 'conscience' versus 'rules' is a matter of much concern for young people. The formulation of new codes calls for the constructive co-operation of all age-groups.

The needs of youth - confidence and participation

*12. The two basic needs are for confidence and the opportunity to participate. A lowering of the age of franchise may help towards both.

*13. Opportunities should be provided for direct participation by young people in the process of decision making. The functions of the Malaysian National Youth Consultative Council may serve as a useful pattern. Where participation is ensured it should be more than mere tokenism.

*14. Outlets for the expression of youth's opinions and ideas could be found through new and existing magazines and periodicals.

*15. Research studies and projects, theses, dissertations and reports undertaken by young people in higher education could be more directly linked to practical contemporary issues. This implies a new relationship between higher educational institutions and the development process.

Determining priorities

16. The four groups of young people considered to merit special priority comprise:-

- (a) those with higher educational qualifications;
- (b) those living in rural areas;
- (c) the handicapped;
- (d) the eldest child of a family.

*17. Action to help those with higher qualifications might include the establishment by young people themselves of a clearing-house where those in search of employment could be made aware of existing opportunities.

*18. Rural areas should benefit from "positive discrimination" when programmes are being planned.

*19. All teachers during initial or in-service training should learn how to recognise mild handicap in children. Improved methods of diagnosis and testing should be devised and compensatory measures introduced.

*20. Young volunteers might develop a system whereby elder children could be relieved of some of their more time-consuming duties.

Clearing the lines of communication

21. Concern was expressed at the gaps in communication, vertical, horizontal and chronological, which must be overcome if the most efficient use is to be made of available resources.

General observations

22. Change is a characteristic of all societies, only the pace has increased. Young people, as part of their society, seek to participate actively in its development.

EDUCATION AND TRAINING

Formal education

- *23. A redefinition of the aims and objectives of formal education, taking into account the views of parents and young people, would make possible a restructuring of the system to meet the needs of individuals and the nation.
24. Changes in formal educational processes can be achieved only over time and depend primarily on adequate funding and official support.
- *25. New programmes of primary education should provide a common basic course for all children.
26. At the secondary level, areas of particular concern are the pupil-teacher relationship, the constraints of public examinations and the lack of provision for helping young people to make the change from school to employment.
- *27. Specialisation should be delayed as long as possible and opportunities for changing specialisations provided.
- *28. The content, form and standards of examinations should be reconsidered in their relationship to a new secondary curriculum.
- *29. Some element of vocational bias might be usefully incorporated into the curriculum but cannot be assumed to play a major part in revising attitudes towards manual occupations.
- ### Out of school education and training
- *30. There is need for greater co-ordination of all forms of out of school education and training. As a first step a comprehensive survey should be made of all existing provision (see 35 below).
- *31. Formal education and out of school education should be linked to form one comprehensive national education service providing for all age-groups. This will require a redeployment of funds and a reorientation of public opinion.
32. A fully comprehensive national education service would make possible the most efficient use of educational plant and personnel.

Youth programmes and youth workers

*33. Youth services should respond to expressed needs, using these as a basis for the creation of policy and plans. Specific needs appear to be for improved youth centres, the provision of residential facilities and the granting of effective powers to student councils.

*34. More effective planning of programmes for young people and more adequate guidance for the transition from full time education to employment are urgently needed.

35. The role of voluntary bodies, their techniques and approaches should be reappraised in the light of current needs and attitudes. (See *30 above).

*36. The development of effective youth programmes depends in large measure on the training of high quality youth workers, probably in association with the University or Polytechnic.

37. If young people's sense of impotence and resultant apathy is to be overcome youth leaders must not be too remote. Sympathy and the ability to exert unobtrusive influence are essential qualities of youth leaders, an increasing number of whom should be sought from among young people "graduating" from youth programmes.

EMPLOYMENT

38. A major concern for all young people is the prospect of unemployment.

Guidance and counselling

*39. Particular attention should be given to improved facilities for counselling and guidance through such measures as :

- (a) the creation of a standing committee on vocational guidance and a consultative group comprising educators and employers;
- (b) close co-operation between the Guidance Unit of the Ministry of Education and the Youth Employment Service of the Ministry of Labour, and between both Ministers and employers;
- (c) the appointment of a guidance research officer within the Ministry of Education;

- (d) the appointment of full time guidance personnel to all area schools;
- (e) the provision of guidance and counselling for all children from an early age;
- (f) the provision of guidance facilities for those leaving third level education;
- (g) the ensuring of equality of opportunity when candidates present themselves for employment;
- (h) the provision of career guidance facilities for girls.

40. While recognising the importance of counselling and guidance services it should not be assumed that these operations have the status of a precise science.

*41. Follow-up services should ensure that opportunities are available for young people to change their courses and careers.

Some employment problems and possibilities

42. Rapid industrialisation has not proved capable of generating employment on the scale needed by most developing countries. Recently, too, in Western countries a new phenomenon has emerged: the concurrent rise of productivity and unemployment. This raises the question as to how far the generation of employment can be considered a matter of economics and how far it is a social responsibility.

43. The rewards from employment do not always reflect the educational effort involved in achieving the post.

*44. Agriculture represents to most young people low returns, low status, hard work and insecurity. This image might be improved in part by guaranteed prices for produce and the expansion of experimental farms. The development of agro-services and co-operatives would both provide employment opportunities and increase the financial returns for the farmer.

*45. Although the majority of jobs directly related to tourism tend to be at the lower levels, opportunities should also be taken to stimulate local crafts, expand market gardening and improve

physical amenities for the benefit of both tourists and residents.

Planning for employment generation

*46. Overall planning for improved employment opportunities would involve close links between agencies involved in education, employment, training, planning, policy and finance.

(a) in the short term

*47. The accelerated development of the infrastructure of local industries is another measure likely to produce returns in the short term.

*48. A raising of the school leaving age would give in the short term a reduction in the number of school leavers coming on to the labour market and in the long term a higher quality of educational output.

*49. National Youth Services, similar to the Emergency Labour Corps, exist in a number of developing Commonwealth countries, and can have some immediate effect on reducing unemployment. Care must be taken to make provision for employment for young people when they complete their service and to keep costs sufficiently low to be able to cope with large numbers.

*50. Studies of similar service organisations in other Commonwealth countries would help to ensure that the maximum benefit is gained from this type of organisation.

(b) in the longer term

*51. The problem of seasonal employment and consequent under-employment might be met by the promotion of small scale self-employment activities and co-operatives.

*52. Longer term measures would also include the lowering of the retiring age, a shorter working week, the planned use of emigration possibilities, the establishment of a manpower survey (with continuing reappraisals), improvements in the collection and interpretation of labour statistics, a reconstruction of the labour force and the provision of more and better training facilities for young people through trade schools, industrial training centres, classes for apprentices and "learners" and the wider availability of basic training courses.

Training for employment

*53. A comprehensive review should be undertaken of the means by which young people are trained for employment and older employees retrained.

*54. Concern was expressed at the small number of apprentices, especially in Government Departments. It was thought that more apprentices might be recruited, particularly for training in agriculture and fisheries.

*55. Reconsideration of the length and form of apprenticeship should be made in order to ensure that young people receive full pay for a full working schedule. Close supervision is needed to prevent exploitation of both apprentices and "learners". Sufficient staff should be available to the Ministry of Labour to ensure enforcement of existing legislation.

*56. Action should be taken to dissuade employers from dispensing with the services of apprentices upon completion of their articles.

*57. A national training programme, linked to an ongoing manpower survey and funded by a levy on all employers, seems to offer the most effective means of overcoming obstacles to the expansion of training opportunities.

*58. Studies should be undertaken to determine in what circumstances training is best based on the industry which the trainee will enter, and in what circumstances training should be based on the specific skill to be learned.

*59. The role of institutions which provide training for employment should be reexamined, to determine the relative contributions of basic training, sandwich and release courses, and in-service courses. Comparative studies of practice in other countries could be helpful.

YOUTH IN THE SERVICE OF THE COMMUNITY

60. Opportunities for direct service to the community, backed by provision for leisure, recreation and self-improvement can often compensate in some measure for social, financial or educational deprivation.

61. In planning for the needs of youth, the needs and possibilities of particular groups of young people should be carefully assessed and appropriate opportunities created for meaningful participation in social development. The opportunity for practical service can reduce the widespread feeling among young people of impotence in the face of an established system.

62. Young people will participate more readily if they are permitted to identify the problem which they wish to tackle and set up their own programme. Full success is less important than the delegation of full responsibility. Such an approach, too, is likely to draw in more of those who do not at present participate in youth programmes.

The role of the school and college

*63. Young people in secondary and tertiary education are a privileged group. They have much to give; the introduction into the curriculum of community service can help to indicate possible avenues of service available to them.

Some avenues of service

64. In many countries young people have shown themselves capable of rendering services inadequately catered for by existing agencies, such as caring for the old, the chronically sick, the handicapped, the deprived.

*65. More opportunities should be provided for young people to discuss deviance and anti-social behaviour and to devise programmes of prevention and rehabilitation.

*66. Provision for leisure, recreation, sport and culture can be integrated into an overall programme of national development.

67. Programmes for self-development can also benefit the community as a whole.

Control of youth programmes

68. Young people should appreciate that initiative with regard to programmes cannot always be assumed to lie with the Government.

*69. The overall responsibility for youth programmes (including programmes designed to serve the community) must

rest with Government, possibly working through an inter-Ministerial group responsible for policy matters. Policy decisions, should as far as possible be based on consultation and research. Functional control should be vested in a fully representative youth body.

*70. Co-ordination and co-operation could be achieved through a National Youth Co-ordinating Council which would bring together official bodies, non-official agencies and young people involved in youth programmes. A National Youth Consultative Council could represent the interests of young people to the highest levels of government.

*71. Financing by means of "matching" grants should be considered.

Follow-up of programmes

*72. Youth programmes should be followed up both by the provision of further opportunities for those completing a project in order to sustain enthusiasm and commitment and also by the continuous monitoring and periodic evaluation of all activities. A handbook now being prepared by the Commonwealth Secretariat will outline evaluation techniques suitable for youth programmes.

*73. The fact that the two student groups present at the seminar arranged to continue to meet regularly confirms the desire of young people to work responsibly towards national development. These activities should be encouraged, and should lead to the involvement of larger numbers of young people who were not themselves present at the seminar.

Information

The seminar recognised the value of exchanging information with other Commonwealth countries on matters affecting youth and noted the facilities available through the Commonwealth Secretariat.

CHAPTER 1

YOUTH AND SOCIETY

In Malta, as elsewhere in the Commonwealth, "youth problems" do not necessarily originate in factors intrinsic to youth. They originate in changes, developments and uncertainties which affect society as a whole. Every day which passes sees "young people" absorbed into the mass of "adults". Their problems do not change overnight. They find a balance for their fears, hopes and pressures only over extended periods of time. Any attempt, therefore, to treat the problems of young people as an issue distinct from those affecting society as a whole, any effort to compartmentalise youth as a separate sub-species of society and deal with it in isolation can result only in an unjustified and unprofitable oversimplification of the issues involved. Society is a living organism, growing and changing to meet the changing needs of a changing world. The younger element of that society, to whom its future will be entrusted, to some of whom its future is entrusted every day, live out their problems in the environment created for them by their elders. The whole community has a direct interest in youth problems.

Defining 'youth'

Traditional societies normally assign specific roles to their members. Initiation rites and ceremonies leave no doubt about the status, rights and obligations of the individual. Increasingly these 'rites of passage' are falling into disuse, clear distinctions are disappearing or becoming blurred. Other criteria, however, to replace them are lacking. Age alone provides an unsatisfactory yardstick for "youth"; systems of education and training result in some young people earning wages at 15 years of age, while others earn nothing until 24 or 25. Which is the adult in terms of living an "adult" life? It is equally difficult to define youth in terms of status. Does youth necessarily relate to dependence? Is the student of 21 who votes in parliamentary elections a youth or an adult? Or is he both at different times when playing different roles in his society? Do young men and young women achieve adult status at different ages, and, if so, what is the basis for judgment? Age, educational level, degree of productivity or responsibility have all been put forward as possible criteria by which "youth" may be defined, but none proves wholly acceptable. The uncertainty of the definition, the fact that the same person may be considered both youth and adult for different purposes, the fact that physical maturity now occurs earlier and economic independence

later, all serve to exaggerate the disorientation and insecurity of many younger members of society. Subject as they are to double standards in this way it should not be surprising if some abandon the attempt to conform to either set and seek instead to establish anew systems of attitudes and values appropriate to their needs and conforming to their ideals.

Social attitudes towards youth

Despite the varied population represented by young people, - rich and poor, rural and urban, employed or unemployed, at various educational levels, - they tend to be regarded by their elders as a homogeneous group and have generalised judgments applied to them. Young people themselves respond not infrequently with equally sweeping generalities to categorise their elders. During the Malta seminar one (older) member asked in his village for immediate reactions to "youth". The older villagers responded with a range of uncomplimentary epithets: "dirt", "drugs", "long hair", "indiscipline", "permissiveness", "disrespect"; the young people saw themselves in a very different light: "purity", "peace", "love". Unthinking, second-hand, conventional attitudes serve only to widen the generation gap and reinforce mutual suspicion. To this extent at least the youth problem is an adult problem. Young people, it appeared, have a poor image among their elders which factual evidence could probably do little to change in the short term. An explanation of the facts alone is unlikely to change entrenched attitudes quickly, yet the need for communication is clear as a contributory factor to the long-term improvement in relations between the age groups.

Youth in conflict

Youth, said the Minister of Education, is in conflict with itself, with society and with the future. Young people are maturing earlier in physical and psychological terms yet find their acceptance as adults ever longer delayed as the preparatory period of education and training lengthens. Youngsters consistently bruise their idealism against social and economic realities. Seeking to influence the future which they will inherit they find themselves impotent in terms of actual power. The generation gap is two-way. If adults reject young people as idealistic, inexperienced and impractical, then the youngsters equally reject their elders as cynical and hyper-critical, advocating norms and values by which they have no intention of conducting their affairs. "Future shock" is now accepted as a standard term to describe the frequent reaction of young people to the realisation that the values and

attitudes presented to them in school as desirable and "right" conflict seriously with those by which the world actually lives. It is little wonder that the characteristics of young people, as they emerged from the seminar, were dominated by two: a deep anxiety and a permeating sense of insecurity. Feeling themselves mistrusted, misunderstood and underestimated by their elders, haunted by the fear of unemployment, subjected to residual traditional sanctions, most of which appear outmoded and unnecessary, young people tend to respond either with apathy, resigning themselves to their social impotence, or with energy, not always directed into constructive activities.

Youth in distress

(a) Insecurity

A constant theme underlying the seminar contributions by the younger participants was that of insecurity. This seemed to arise from uncertainty about their role and status in society, uncertainty about employment prospects, uncertainty about the future. "The future is a question-mark", said one. Few would object to the need for an element of discipline and order, provided that it made reasonable sense in the context of the social structure and the roles expected of its younger and older members. As the paper on juvenile delinquency pointed out, however, the greatest undermining of an individual's sense of security results from inconsistent attitudes on the part of his seniors. Part-child and part-adult, alternately consulted and directed, discounted as immature and criticised as unwilling to accept responsibility, the young person's confidence not infrequently declines through a stage of anxious insecurity to reach a base of critical apathy. The dynamic child becomes the bored, lonely and potentially antisocial youth.

Young people find themselves adrift in a strange environment for which they have not been prepared. The traditional allocation of roles is disappearing, traditional forms of authority appear less sure of themselves. Family loyalties remain, and with them the constraints of life in a small community. Tensions within families seem particularly acute. Young people enjoy better educational opportunities than their parents, frequently have broader horizons and new vision. Not infrequently when they start work they find themselves supporting their parents financially; a state of "reversed dependence" is created, yet older members of families tend to resist any diminishing of their control within the family. While their status has changed and the world

has changed, elders attempt to maintain the family hierarchy intact. Once again, young people find themselves subjected to double standards and playing two social roles, one in the community at large, another within the family. In some cases parents, unsure of themselves, do abdicate their role as guides and counsellors of their children, so making essential the provision of substitute figures in the form of Church, Government or voluntary youth workers. Where these are not effective, young people may seek to establish fresh norms within their peer group. But before they can be "with it" they have to define the "it" to be "with".

(b) Delinquency

Unemployment and an unwillingness to participate in existing forms of youth activities reinforce the loneliness and boredom of many young people. The problem of the "unhappy loner" appears to be increasing. The numbers of "affectionless" young delinquents also gives cause for concern. (Admittedly, many petty delinquents tend to come from among the mentally unstable and the mentally less able, for whom it is highly desirable that special provision should be made). The "unattached" young person "at risk" tends to fall into one of five categories; the under-privileged and deprived; the disillusioned; the embittered (often from broken homes); the eccentric; or the rebellious. A disconcerting number of delinquents, however are to be found among people of high intelligence and from relatively affluent. The needs of all these categories must be met by both prevention and cure.

Prevention of delinquency may be less visible and less measurable than curative measures such as probation or detention yet may well be less costly and less damaging socially. While delinquency can result from undesirable attitudes acquired from antisocial peer groups, positive attitudes can also be acquired from well motivated peer groups. The use of young volunteers as informal probation officers could help to minimise recurrent delinquency while also offering the volunteer the opportunity to contribute to the well-being of his community. "Detached" youth workers, not attached to youth clubs or formal youth groups, offer the best opportunity to reach the "unhappy loner" and groups of "unclubbables", as is demonstrated by the successful activities of detached workers in countries such as Hong Kong and Britain. The Young Volunteer Force Foundation in Britain illustrates how potential delinquency may be turned to the social benefit by harnessing the energies of anti-social young people to the service of the community. Many potential delinquents have welcomed the opportunity to serve, to achieve a spiritual fulfilment.

Prevention is not only better than cure, it is also cheaper. Prevention services in the youth field, however, must be recognised as desirable and funded realistically. Costs will be kept to a minimum if official and non-official bodies co-operate and co-ordinate their activities, thus pooling available resources.

(c) Exploitation

Young people see themselves exploited at work and in their leisure time. At work they tend to be given the least desirable jobs or to be required to do an adult's work for an adolescent's pay. In their leisure time they are the objectives of intense campaigns designed to relieve them of some of the least committed money in the economy. As they are aware of their being exploited so they are also aware of their deprivation. Any youngster in Malta has only to switch on television to see the apparent quality of life in Britain, France, Italy or America. Discontent breeds easily. For the benefit of both the individual and society all young people should be taught the elements of judgment and discrimination, to analyse the data presented and make a rational choice.

(d) Women and girls

New opportunities have arisen for women outside the home, yet this in itself may contribute to social problems. The working daughter with money in her pocket may assist her family but seek in return a more responsible role within the family. Where mothers are employed, the danger of "latch-key" children arises, children who at the end of the school day cannot expect to find their mothers awaiting them at home, a disturbingly frequent phenomenon at many social levels in some Western countries.

(e) Spiritual values

Considerable unease characterises the search for an individual commitment to a code of spiritual values. Many young people declare their need to seek for themselves a personal belief yet find difficulty in accommodating to lack of external direction. Some spoke at the seminar of the problem which they encountered in trying to determine how far their code of values represented genuine conviction and how far simply a response to pressures exerted explicitly and implicitly by their elders. The issue of "conscience" versus "rules" is a matter of much concern

for young people. The constructive participation of older and younger members of the community in a movement to establish positive and satisfying moral and spiritual tenets could reinforce the cohesion and strength of the whole society. It will not, however, be easy to achieve.

The needs of youth

Despite the clamour for greater independence and fewer constraints these issues may not reflect the fundamental needs of young people. The two basic needs are more probably for confidence and participation. Although they may ask to go their own way, young people would almost certainly respond readily to expressions of confidence on the part of their elders and consequent invitations to co-operate in operating the machinery of their community. A lowering of the age of franchise to 18 years, for example, would provide a practical demonstration of confidence in young people by the older generation and also open the way to direct involvement by young people in the conduct of public affairs; the right to vote carries with it the obligation to participate responsibly.

It is not only at the political level that young people seek status and reassurance, although seminar participants spoke on several occasions of the apprehension occasioned by the apparent lack of cohesive planning for their future. The functions of the Malaysian National Youth Consultative Council were noted with interest and it was thought that these might serve as a useful pattern for replication elsewhere, since the direct link of the Council with the Government ensured that the opinions of the younger element in the society were adequately presented at the highest national level.

Other forms of participation seemed to be both practical and possible. It was suggested, for example, that outlets for the expression of youth's opinions and vehicles for youth's ideas could well be found in both existing and new magazines and periodicals. Articles, news briefs, letters and illustrations circulated to existing media, and possibly gathered into a new periodical devoted to the dissemination of information about youth's contribution to national development, could do much to improve the image of young people and exchange views and opinions.

When considering the special contribution which might be made by educated youth, seminar members felt strongly that real opportunities existed for service by the linking of research studies

and projects to the expressed needs of the society. Theses and dissertations, studies and investigations would lose nothing of their academic validity for being more directly oriented towards practical contemporary issues. Such a redirection of specialist effort could usefully complement and support the practical service by students (and their teachers) to the wellbeing of those less privileged than themselves. Were the major educational institutions thus linked with the national development effort their privileged status would be less open to criticism and their students would have less cause to criticise the irrelevance of their education to the realities of their future lives and careers. Such a re-orientation on the part of higher educational establishments would call for an initial act of commitment to the nation and a continuing reassessment and readjustment of their activities to ensure that they did not run the risk of perpetuating programmes for which the need has passed.

Determining priorities

Four categories of young people were suggested deserving priority when plans and programmes are being considered: educated young people; those in rural areas; the handicapped; and the eldest child in a family (especially the eldest girl).

(a) Educated young people

In the course of the seminar continuing concern was expressed about the under-utilisation of young people with third-level educational and technical qualifications. This group, who would appear at first sight to be counted among the most privileged and favoured of their age-groups, seems to lack the vocational guidance and assistance in finding employment which is organised for those leaving schools. Many of those leaving the University and other higher institutions find themselves unable to obtain posts of a type commensurate with their expectations and unsupported in their search by any agency suited to the purpose. It may be that one practical solution may lie in the young people themselves organising a clearing-house where those in search of employment could be made aware of existing opportunities: the idea that this sort of solution lay in their own hands did not emerge at the seminar.

While accepting that highly educated young people feel a real sense of grievance if their employment expectations remain unrealised, it may be that a general raising of educational levels must result in young people accepting work of a more modest

nature than that which was available to persons with similar qualifications a decade ago. As the number of young people achieving particular educational standards increases, so the requirements for entry to occupations rise. While this may be inevitable, it still results in much individual disappointment.

(b) Young people in rural areas

Despite the relatively small size of the Maltese islands and the ease of communications, there was a general consensus that young people living outside the major urban areas deserved a degree of priority. Perhaps this was due in part to the fact that traditional constraints and attitudes persist more strongly in the villages and act to the detriment of young people seeking emancipation. In part, too, it may be justified by the desirability of improving material conditions in the villages and so reducing the imbalance of opportunities between the town-bred and the village child. Although deprivation, both social and economic, is not confined to the rural areas, the seminar believed that in setting priorities the rural areas should be given the benefit of "positive discrimination."

(c) The handicapped

Physical or mental handicap add immeasurably to the problems of the young person seeking acceptance by the community at large. At times of full employment the difficulties are less, but the handicapped are particularly exposed to loss of employment during times of economic recession. In school, few teachers are skilled in detecting minor handicaps, so that many inadequately-sighted and hearing-impaired children must pass unsuccessfully through the school system, their poor progress attributed to dullness. In the case of children who are in fact dull or mentally retarded, effective means of diagnosis need to be devised and compensatory measures generally introduced. The success of a society in dealing with its handicapped population is not measured in terms only of the special services which are made available, however essential these may be, but by the degree to which the handicapped are integrated into the society at large and encouraged to contribute to the full extent of their abilities.

(d) The eldest child

The eldest child of a family, and especially the eldest daughter, were considered to merit priority because the particular duties normally required of this child by the parents may result in a form of deprivation. This situation might be

resolved in part were young people to organise themselves to provide, as a form of community service, a system whereby volunteers on a rota basis could relieve these eldest children of some of the more time-consuming tasks with which they are entrusted.

Clearing the lines of communication

It became apparent at the seminar that much goodwill is forfeited and co-operation frustrated because of inadequate lines of communication, vertically, horizontally and chronologically. Vertical communication (between people of different age-groups or of different professional or social standing, for example) ensures that needs are known and policies understood. Horizontal communication (among Ministries, youth workers, groups of young people) helps to create a body of informed opinion, define a common purpose and encourage effective co-operation. Chronological communication (a knowledge of past endeavour) helps to minimise wasted time, money and effort through repetition of previous unsuccessful activities. As Mr. Trudeau, the Canadian Prime Minister, said last year:

"The most striking flaw of the information deluge is the absence of a sense of history which is indispensable to all wisdom."

General observations

"People are human," the Minister of Education remarked to the seminar, implying that change can come about only if based on the realities of the contemporary situation. Malta reflects all the advantages of a homogeneous and tightly-knit island community providing a place and a sense of security for all its members who are content to abide by its custom and tradition. It also displays the constricting effect of the small group wary of upheaval, apprehensive of the threat to its structures occasioned by innovation and change. The younger section of the community recognise that change must come and, indeed, has come. Where are the faldettas of twenty years ago? Tourism, television and travel, the three T's now influencing young people even more than the three R's did their grandparents, are broadening horizons, raising aspirations, restructuring the economy, affecting the distribution of wealth and calling into question established attitudes and values. Young people tend to respond more sensitively to these changes, and naturally so, for they have less experience of the existing system and less to lose from changes.

Their elders, equally naturally, tend to hold fast to the way of life which is familiar and which has proved largely satisfactory. Hence the mutual suspicion between the age-groups, hence the well-advertised "generation gap". If Malta's youth is to build for itself the future which it deserves it will come about through a recognition that the present situation is not unique: every generation views its offspring with apprehension founded in love. Change is inevitable, only the pace of change is now faster than ever before. Youth is not apart from the mainstream of society but an integral component of it. Youth today demands "a piece of the action", meaningful participation, a recognised place in the order of things. It looks to its elders to provide the basis of guidance and initial training; it looks to itself to use those tools to fashion its own destiny.

CHAPTER 2

EDUCATION AND TRAINING

Much lip-service is paid to the concept of education. Philosophers advocate education as the means by which the full man is brought into being; economists accept education as a "merit good", which the individual should have even if he is not willing to purchase it for himself; social reformers see in education the most effective means of stimulating social mobility without damaging the essential fabric of society. Unfortunately, in the course of the last century, "education" and "schooling" have become synonymous, to the detriment of the former and the enhancement of the latter.

Formal, institutionalised, mass education in the form so familiar today derives only from the nineteenth century, from the Northern Europe of agricultural revolution, land enclosures, population growth, industrial revolution and a massive drift to the towns. The question is now beginning to be asked as to whether this structure should continue to dominate the field of education. On social, economic and political grounds it would appear that fundamental changes may be called for. Few countries today would claim that existing systems of formal education can respond to the tasks being required of them; fewer still would regard their educational systems as prime contributors to the society's well-being and stability.

Aims and objectives

Surveys in a number of countries in recent years make evident the confusion of aims attributed to schooling systems. What the school sets out to do does not always coincide with what parents and pupils hope to derive from it. For example, the Government Social Survey in Britain, in two reports dealing with different age-groups and educational levels, revealed that while school staffs rated examination success low in priority, most parents and many pupils considered it extremely important. For good or ill the public image of the school is of an institution which should prepare for employment and inculcate disciplined attitudes. Success in academic achievement in order to qualify for a remunerative occupation of high status is the desire of the majority of parents for their children. The young people themselves are perhaps increasingly ambivalent in their attitude towards school and their requirement from it. They seek an education which will enable them to live happily and serve their communities

with pride and satisfaction, but they also seek qualifications granting the entrée to positions of security and profit. There is, too, a growing demand for the school to provide that guidance in the skills and art of living which used to come from the family and the Church.

In such a situation the role of the school becomes increasingly confused. Parents see in the school both the means by which their children can achieve material success and a disruptive influence on established family and community structures. Pupils see in the school a corridor of prolonged childhood down which it is necessary to pass uncritically in order to emerge as a young adult when the chrysalis of school uniform is shed. Formal education must be one of the few operations in which the requirements and predispositions of the consumer receive virtually no attention. A commercial organisation attempting to sell consumer-goods to young people without undertaking market research would be rightly condemned for irresponsible paternalism and a lack of professional acumen. It is perhaps strange that a form of schooling could have been decreed unilaterally without arousing similar reactions for a century and more.

Defining the objectives of education poses fewer problems than does elaborating the precise means by which these objectives may be attained. Few would question the desirability of educating for personal development and training to contribute to the future well-being and prosperity of the nation: the process by which this may be achieved is less sure. The balance between the education of the individual and the training of the citizen has to be struck, while the thorny question must be resolved as to the wisdom of encouraging the maximising of individual potential in the absence of likely social and economic opportunities for its expression. A redefinition of the objectives of education, composed afresh in the light of present circumstances, could benefit both providers and consumers.

Formal education

One marked manifestation of the gap in communication between older and younger people may be seen in the varying attitudes towards the formal educational process. The extent of the disillusion among students with existing systems of education and training is probably still underrated despite the accumulated evidence from all continents over the last five or six years. Educational providers, too, are looking ever more critically at

the systems which they control, but they do not always see the same faults as the young people who are the receivers.

The criterion of an educational system should be its success in achieving its objectives, hence the prior need to define such objectives. In most countries today, however, it is apparent that formal education falls far short of its declared or implicit objectives of creating happy and responsible young adults, equal in opportunity and accurately graded in achievement, suitably guided towards a full and satisfying life role in their society. In the eyes of many educational providers and many informed onlookers, formal educational systems show themselves at best partially attuned to contemporary circumstances, unsuited in both content and form to individual and social needs, inefficient and wasteful of money and manpower. Only recently has the truth become evident that a declaration of aims does not in itself ensure that those aims will be achieved.

Significant changes in educational systems can rarely be brought about with speed, dependent as they are on retraining of teachers and the inculcation of new attitudes among teachers, the production of fresh materials and the provision of supporting funds. If changes are to be produced, therefore, controlling authorities must declare their commitment and accept the financial implications. The natural conservatism of teachers and public opinion must be recognised and the proposed innovations justified. All these processes will be that much easier if the fullest consultation has been undertaken with all interested parties from the earliest stages. Some of the reluctance to enter new financial commitments may be overcome by the incorporation in all new programmes of provision for periodic evaluation so as to measure the degree of success and make possible amendments during the course of the project.

In the Malta situation, state-organised pre-school provision was not thought to rate high priority, although measures might be introduced to ensure reasonable standards in those private classes which exist. By and large, Maltese pre-school children find ample informal opportunities to develop social and motor skills in their homes and immediate surroundings. It is at the primary stage that the first critical appraisal should be directed. Opinion at the seminar generally favoured a programme of primary education which would comprise a basic education common to all children. Refining of motor skills, developing skills and learning communication skills in the form of language, reading and writing, appeared to be the main objectives at the primary level.

Education at the secondary level caused participants much concern, and a number of specific aspects were discussed at length, including questions of curriculum and examinations and problems relating to the transition from school to employment. It was generally agreed that the atmosphere in Maltese schools would be much healthier and the schools more effective if there were more informal contacts among teachers, pupils and parents. Opportunities for such contacts should be facilitated and encouraged by educational authorities, in the expectation that greater mutual confidence and respect would be inspired. Within the schools, new educational methods should be designed to meet the revised objectives, and curricula should be revitalised and reinforced by more imaginative teaching.

The content of secondary education was considered critically. Young people, it was thought, should receive much more guidance in the techniques of living. Secondary schools, for example, should include courses for potential consumers; courses in discrimination and the formation of rational judgment seemed essential to those young people exposed to the weight of attack by the mass media. The schools, too, should not ignore the very pertinent question of education for emigration, ensuring that the course-content had some relevance to the likely future environment of those students who would probably leave the islands.

Discontent seemed to be greatest with respect to the two issues of examinations and the transition from school to work. The constraints of external examinations appear to affect adversely the content and ambience of secondary education, resulting on the one hand in the perpetuation of outmoded syllabuses and on the other in the growth of a spare-time "cramming" industry conducted largely by teachers. Having passed successfully through the examination system, however, young people find not infrequently that higher levels of qualification give little advantage in obtaining jobs. In the situation pertaining in Malta at present young people of different academic standards are often employed in jobs of equal status, so bringing into question the practical worth of achieving scholastic success. On the other hand, academic qualifications are valued because social status is related in some measure to the level of education achieved.

The seminar felt that a revised system of secondary education should incorporate specialisation at a much later stage than that currently prevailing, so delaying the need for choice until each individual is of a maturity to appreciate the nature of various employment possibilities. Opportunities for changing specialisations should be available in order to minimise the effects

of an initial unwise choice. Similarly, the examination system, which largely dictates the nature of the secondary school curriculum, should be thoroughly investigated, the content, form and standards of examinations redesigned in order to integrate them effectively with more relevant course content and make them more accurate measuring instruments.

It was agreed that some element of vocational bias could give added purpose to education. For this reason the proposed trade schools and technical institutes appeared likely to play a useful role, although the inculcation of new attitudes with regard to manual skills will present severe problems. Almost every country of the world has sought vainly to promote the dignity of manual labour. While manual labour carries with it low social status, lack of security and poor financial returns, no proclamations will alter attitudes. Only when action is taken to relieve these apparent disadvantages will manual occupations be upgraded. While the degree-holder is more highly rewarded than the holder of a technical qualification, while promotion leads inevitably from the workbench to the desk, manual and technical occupations will be rated as second-best. It may be that one of the essential steps in educating positive attitudes is for the government to reappraise the rewards given to its own employees in different categories.

Out of school education and training

While a range of facilities for education and training exists outside the formal system, it appears that there is need for a much greater degree of overall planning, co-ordination and co-operation. The situation is not unique to Malta: a recent report speaking generally of the current situation said,

"Formal education is accepted as the business and prerogative of the Ministry of Education; non-formal education, on the other hand, is practically everybody's business and therefore tends to be nobody's (especially when it comes to overall advocacy, planning and fund-raising.)"

Another recent report noted that there tends to be "complete ignorance of the total effort, money and manpower going into out of school education and training", although all the indications were that the amount was "grossly inadequate", and that little evaluation of programmes was carried out, so that the efficiency of the provision was not known. Initially, therefore, it would seem desirable for a comprehensive survey to be made of

all non-formal educational activities in existence in the islands, ranging through general education (for early leavers, dropouts, those seeking higher qualifications), vocational training (apprenticeships, "learners", in-service and recycling provision), and social and welfare activities (leisure, recreation, sports, community service, compensatory and remedial provision).

Once the existing provision is known and the need assessed, the provision of an efficient and economical service becomes possible. Its efficiency and economy will have a direct relationship to that of the formal education system with which it should be linked to form one comprehensive national education service. Conditions change so rapidly that the concept of continuing education for all members of the community has become a necessity. As Professor Ben Morris wrote:

"There is no a priori reason why an educational system should take the form of a series of linear and end-on programmes beginning around five years and terminating for the 'élite' in the early twenties, and much earlier for others. It would seem much more realistic to consider the possibilities in terms of a multi-decker educational sandwich occupying a whole life-span."

To redesign the education system in this way would call for both a redeployment of funds and a reorientation of the attitudes of employers and the general public. To implement the revised design would involve a reconsideration of the teachers' role and make possible a much more intensive use of educational buildings and resources. Such a system would reduce the pressures on the child in the earlier years of his education, for his ten years of schooling would no longer be "make or break" for him; it would also reduce the importance of any policy to raise the school-leaving age, since further opportunities would open up to all young people.

Social and welfare activities

Non-educational facilities for young people have traditionally been the responsibility of voluntary organisations. Provision for pleasure, recreation, sports and social activities has grown up spasmodically under the aegis of the Church and of local groupings. In one of its aspects this provision reaches out to the potential delinquent and the "unclubbable", attempting thereby to prevent anti-social behaviour and minimise personal stress and social tension.

The three major requirements for successful youth services intended to provide for these needs are policy, money and personnel. The traditional activities and attitudes of youth services in many Commonwealth countries are now under close critical scrutiny; their image is being refashioned in response to present-day needs, particularly by the provision of facilities whereby young people can give direct service to their communities and feel that they are making a practical contribution to their own future. Such a refashioning of provision calls for the creation of a general youth policy, allowing for extensive local variations to meet expressed needs. A general policy, in turn, implies the existence of a representative body to determine and review that policy, providing counsel and guidance to all youth organisations.

Once youth services, acting in co-ordination, can be geared to revised plans linked to expressed needs, a reasonable case could be made for increased financial resources. Such a case would rest on the facts that activities were in response to known requirements, overlapping activities would be minimised and wastage reduced to the lowest practicable margin. Financing might be considered through the provision by the government of "matching" funds, whereby one or more voluntary groups would give proof of their good intent by raising themselves part of the finance necessary for their activity, the sum being matched by a governmental contribution. For such a system to be effective and recognised as equitable the central representative body proposed above would act as arbiter in deciding the worthiness of projects and programmes applying for matching funds.

The development of effective youth programmes depends in large measure on the training of high quality youth workers and the granting to them of professional status and commensurate rewards. It might be that the most appropriate means of training the high-level workers would be in association with the University or the Malta College of Arts, Science and Technology, where a basic course could be provided for a range of trainees - teachers, counsellors and guidance personnel, youth leaders, public health nurses, probation officers, social welfare workers - followed by specialised training in the particular fields.

If young people are to accept youth leaders, ideally the leaders should emerge as "graduates" of the youth services themselves. In the interim until this becomes possible older people may have to act as youth leaders. In this case they must not be too remote from the young people with whom they are working, and whose probable sense of impotence in the face of major social

issues they must seek to turn to positive attitudes. A high degree of professional expertise, sympathy and the ability to exert unobtrusive influence are the essential qualities of the youth leader.

Immediate needs mentioned at the seminar were for improved youth centres, including the provision of residential facilities and study rooms. Were a realistic programme planned it might be possible for some at least of these additional facilities to be undertaken as self-help projects by the young people themselves. The involvement of young people in such activities would reinforce the need for them to participate fully in committees and councils affecting their lives.

CHAPTER 3

EMPLOYMENT

The spectre of unemployment loomed large at the seminar, reappearing continuously as a major concern for all young people. While appreciating the desirability of education for its own sake and recognising the value of playing a contributory voluntary role in the community, the young people present wanted above all the security of good employment of a type and at a level commensurate with their qualifications. The problems as they saw them related to guidance and counselling, training for employment, and means by which employment opportunities might be increased.

Guidance and counselling

The seminar stressed the desirability of establishing an effective system of guidance and counselling which would begin at an early stage in each child's school career and lead eventually to a smooth transition from school to work. For this to be achieved there would need to be full-time guidance personnel appointed to all area schools; these specialists would be in addition to the complement of teaching staff. Support to the work of guidance personnel would be provided by a guidance research officer in the Ministry of Education, who would maintain close liaison with his counterpart in the Ministry of Labour, as one element of a close and continuing relationship between the Guidance Unit of the former and the Youth Employment Service of the latter. Both services would have close links with employers. Special attention should be paid to the guidance and counselling of girls and to the needs of students emerging from third-level institutions. Both these groups at present seem largely to be left to their own devices.

It was noted that, while the provision of guidance and counselling services are of considerable importance, they have not reached the degree of refinement which would give them the status of a precise science and so should not be assumed to be infallible. For this reason, opportunities should be available for young people to change their courses and their careers if it becomes apparent that they have set off initially in the wrong direction. Follow-up services are a vital component of the over-all provision so that changes may be made with the least disruption to the young person himself and to his school or employer.

One additional consideration was raised in connection

with guidance and counselling services: it was thought essential that, following upon the work of guidance personnel, there should be a genuine equality of opportunity available to candidates presenting themselves for employment vacancies and that the criterion for success in applications should be merit and potential suitability for the tasks involved.

Some employment problems and possibilities

Although the level of unemployment in Malta is not such as to cause undue alarm, the world trends in unemployment among educated young people must give rise to some concern in the islands because international factors increasingly impinge on national situations. Rapid industrialisation has not proved capable of generating employment on the scale needed by most developing countries to absorb the young people graduating from schools and colleges, while in Western countries a new phenomenon has emerged: the concurrent rise of productivity and unemployment. This raises the issue as to how far the generation of employment opportunities should be regarded as a matter of economics and how far a matter of social responsibility.

The younger members of the seminar expressed concern that the type and level of employment obtained did not always reflect the educational standard of successful applicants. This, of course, is a common phenomenon in many countries. Status and rewards do not necessarily relate directly to the academic achievement and vocational training of young employee. In part this may be attributed to an educational system that is out of phase with contemporary conditions; in part it is due to unrealistic aspirations on the part of young people. It is not always appreciated that when the general level of education rises faster than the number of available jobs then it is certain that the qualifications required for any job will also tend to rise. The "threshold of competence" rises, and young people find themselves compelled to consider posts of much inferior status to those obtained ten years ago by elder brothers with similar academic attainments.

The alternatives to the jobs to which most young people aspire are not popular. To most young people, for example, agricultural employment implies low social status, low financial returns, hard manual work and insecurity, although there are enough successful farmers to indicate that this blanket description is not necessarily accurate. The antipathy towards this type of employment might be countered in part by the introduction of a policy of realistic and guaranteed prices for farm produce and by

the expansion of experimental farms, perhaps on a co-operative basis. The development of agro-services- transport, storage, packaging, advertising, marketing, machinery-servicing, and so on - and farming co-operatives should help both to provide additional employment opportunities in themselves and increase the financial returns of the farmers. Increased returns are essential to the raising of the status of farming as an occupation for educated young people, for status tends always to vary directly with the material rewards derived.

Tourism in many Commonwealth countries has proved a disappointing area for the generation of employment and foreign exchange. A number of major problems has arisen. In some countries tourism has generated jobs predominantly at the lower levels. In some cases "package" tours have resulted in countries experiencing all the disadvantages of disruption of their traditional way of life without commensurate benefits in the form of a significant influx of foreign exchange (most of the payments being made in the country of origin of the tourists, who themselves are rarely of the type able to spend lavishly during their holiday). In some cases the apparent inflow of foreign exchange is illusory. If food, souvenirs and other goods are not produced locally and have to be imported to cater for the tourist trade then little net profit can accrue in terms of hard currency. Opportunities, therefore, should be taken to ensure an equitable distribution to local people of the higher posts associated with tourism, encourage the production of local craft-ware, expand market gardening and improve physical amenities for the benefit of both tourists and residents. All of these areas seem to offer real opportunities for young people willing to venture into new types of employment and self-employment.

Planning for employment

Overall planning for improved employment opportunities should result from close co-operation between all those agencies involved in education, employment, training, planning, policy and finance. Where manpower plans have been less than successful over the last decade the two predominant reasons have been the lack of such an overall consideration and the absence of an inbuilt provision for a continuous monitoring of the progress of the plan. Where manpower plans have been inadequately articulated with the educational system there has been a shortfall or a surplus of particular types of young employee; where plans have not been continuously checked against the current situation they have tended to diverge more and more from the realities of development and

so become an additional factor in the increase of frustration and disillusion. To be effective, then, manpower plans should evolve from a co-operative effort and should be subjected to continuous checks and periodic evaluation.

(a) Short-term measures

In the short term, measures such as accelerating the development of the infrastructure for local industries, raising the school leaving age and establishing a national youth service can all have positive effects. Raising the school leaving age increases the need for teaching and ancillary staff and also gives one year when far fewer young people come on to the labour market. The need for additional teaching staff creates extra jobs for teachers, teacher-trainers, ancillary staff, and the whole range of suppliers who service educational institutions. The delayed entry into the labour market of the first group of young people affected by the raising of the school leaving age gives governments a brief breathing space in which to implement plans for increased labour absorption. If these plans are not well considered and opportunities are not available to the older output the government may well find itself facing an aggravated problem of unemployed young people at a higher level of frustration than before. The extra year of schooling will be interpreted by youngsters as a form of social welfare payment rather than a means whereby they may be better equipped to participate in the life of their community.

National Youth Services, similar in concept to the Emergency Labour Corps in Malta, exist in a number of Commonwealth countries, where it has been proved that they can have some immediate effect on unemployment. If, however, they are to be successful and not again merely raise the frustration level of trainees, provision must be planned in advance for the employment of trainees when they complete their period of service. The major drawback to services in other countries has been their cost. High costs mean that only a limited number of young people can be accommodated in the service. In Kenya, for example, where perhaps 100,000 young people seek employment every year, the National Youth Service has a throughput of some 3,500 annually, or 3.5 per cent of the target population. Over recent years highly-capitalised and sophisticated youth services have been declining in popularity. Nevertheless, apart from the value to the trainees themselves, youth services can also have positive value to the nation at large by producing a cadre of young people who have been trained to discipline themselves, accept responsibility and show initiative. It was suggested that the development and operation of the Emergency Labour Corps could benefit by the visits of selected responsible officers to other Commonwealth countries

in order to examine their national youth service operations.

(b) Longer-term measures

The problem of unemployment, and seasonal employment (and consequent under-employment) might be met at least in part by the promotion of small-scale self-employment opportunities and small co-operatives, geared in some measure to the tourist industry. Longer-term measures might also include a lowering of the retiring age, a shorter working week, and the planned use of emigration possibilities. All these measures have been used in one or more Commonwealth countries. In order to maximise employment opportunities an efficient manpower survey system should be established to give a continuous flow of information about needs, resources and trends. Such a system would require the accurate compilation and analysis of labour statistics and would make possible more extensive measures, including a reconstruction of the labour force and the provision of more and better training facilities in the form of trade schools, industrial training centres, facilities for apprentices and "learners", and the wider availability of basic training and re-cycling courses.

Training for employment

The need seems to be established for a comprehensive review and critical appraisal of the means by which young people are trained for employment both institutionally and otherwise. The review should be extended to consider also the provision which is available and which is desirable for the updating, upgrading and retraining of all members of the labour force. Technological development, changes in patterns of living, shifts in supply and demand, all make it increasingly improbable that any worker can go through his career without acquiring at intervals new or improved skills. Every young person leaving school today and starting to train as a mason or a shipwright or a mechanic - or as anything else - must anticipate having to adapt continuously to new materials, new techniques and new types of output. Industrial training should be planned as an integral component of employment, and can be most efficiently organised and controlled by a central co-ordinating body representative of and responsible to all interests in the field of employment.

Systems of apprenticeship are well-tried and successful. Unfortunately, in Malta today the system of apprenticeship seems to fall short of its purpose in creating a competent work-force.

In the first place apprenticeships are available to a very small proportion of school leavers: in 1971, for example, only 117 apprentices were engaged by the Government, the Malta Dry-docks Corporation and private firms, out of a total of some 3,000 young people who left school in that year. In 1971 only 451 apprentices were undergoing training, despite the declared shortage of skilled workers. In part the problem may originate with young people who prefer immediate full status and rewards in other jobs and are reluctant to undergo a further extended period of training immediately upon leaving school or college. In part, however, the problem lies with employers, who could make apprenticeship more attractive - by ensuring an efficient training programme and by guaranteeing employment on the successful completion of articles, for example - and by increasing the number of apprenticeship opportunities, especially in trades related to agriculture and fisheries. There is, however unjustified it may be, a feeling among young people that in some cases apprentices are used as cut-price labour, given scant training, and dismissed upon completion of their articles so that they may be replaced by a new and cheaper trainee. "Learners," with lower entry qualifications than apprentices, feel this situation even more strongly. Sufficient staff should be available to the Ministry of Labour to ensure enforcement of existing legislation with regard to apprentices and learners.

Increased opportunities for apprenticeships present some obvious problems. In the first place, craftsmen are naturally reluctant to see their own numbers increased to such an extent that they lose that part of their security and bargaining power which is founded on demand always exceeding supply. (This situation is not peculiar to craftsmen: the professions, too, tend to restrict numbers of new entrants). Again, employers are disinclined to increase their expenditure on apprentices if this seems to result in their training young people who then leave to sell their new-found skills elsewhere. The only effective solution to this problem would seem to be to require all industries assisted from Government funds to accept apprentices and to implement a national training programme linked to a continuous manpower survey and funded by a levy on all employers. Such a training programme could ensure adequate training facilities, require the attendance of apprentices and learners for prescribed periods, control lengths of apprenticeships and establish training standards suited to local needs and conditions. A programme of this type, too, could plan suitable arrangements for training in skills common to more than one industry, determining in what

circumstances training is best based on the industry to which the trainee is currently attached, and in what circumstances the training should be based on the specific trade to be learned. When considering overall training needs, the role of institutions in the training process should be re-examined and an assessment made of the desirable relationship between basic training, sandwich and release course, and in-service training. For this purpose recent developments in countries such as Britain, Kenya and Singapore might provide useful comparative data.

CHAPTER 4

YOUTH IN THE SERVICE OF COMMUNITIES

Motivation

Young people are often characterised by a confusing blend of idealism and pessimism. Their urge to help their fellows and contribute to their societies all too frequently conflicts with the feeling that such a contribution is neither welcomed nor possible. Where means can be found to encourage a sympathetic environment in which younger people can feel that they are serving the best interests of their community, confidence may be reinforced and potential unrest diverted into more productive channels. Opportunities for direct service to the community, backed by provision for recreation, leisure and self-improvement, can often compensate in some measure for deprived social or financial circumstances and inadequate opportunities for formal education and employment. An essential role for educated young people is to lead their elders towards an appreciation of the problems and potential contribution of younger groups. While youth is willing and anxious to help, however, it is increasingly reluctant to undertake by way of voluntary service those social welfare operations which it believes to be the financial and legislative responsibility of the government. Youth is willing to help but not to act as a cheap salve to the conscience of a nation.

Voluntary contributions to the improvement of a community seem to be a feature of relatively affluent and homogeneous societies; Malta, in world terms, is such a society. Even in such a country, however, young people cannot be regarded as a single group with common characteristics, differing as they do in age and maturity, in social and educational backgrounds, in ability and aspiration, in occupations and prospects, in commitment and motivation. In planning for the involvement of youth, therefore, the needs and possibilities of particular groups of young people should be carefully assessed and a range of opportunities created to meet the varying needs.

Community service may be understood to include voluntary service by all types of young people for the benefit of other members of their society, including service to other young people in need of help. Service may be through activities promoted by schools and colleges or other formal organisations, or it may be through quite unstructured activities undertaken by individuals or casual groups. Service may also be given through

individual or group participation in activities organised by other bodies.

Participation

Voluntary service has traditionally been the preserve of the privileged. In recent years, however, the recruitment base has widened considerably and the type of service rendered has altered to meet the changing clientele. Uniformed organisations busily engaged in promoting stereotyped training to meet unlikely national disasters and unnatural emergencies no longer satisfy young people's requirements. An increasing social awareness makes it imperative for them to participate "for real", in actual situations demanding amelioration. It is no longer enough to know how to help, young people now want to carry their training into practice.

By no means all young people participate in community service. The reasons are many and complex. Some youngsters may feel that the improvement of their society is the responsibility of the State or the Church. Others feel that they have received so little from their society that they are unwilling to try to give anything in return. Others again are unaware of the extent of the need or the value of their potential contribution. Still others see themselves as impotent in the face of prevailing circumstances, restrained by conventional attitudes, bound by tradition, circumscribed by custom. For their part, many responsible adults, even with the utmost goodwill, doubt that a valuable contribution to intractable problems can emerge from inexperienced young people. A lack of self-confidence and a lack of confidence on the part of others can combine very easily to produce an end-product of apathy and inaction. Participation can be encouraged only by an infusion of confidence. Older people must not try to protect their heirs from all the errors which they themselves have already made. The right to make mistakes is an essential part of freedom. Very few people (or nations) learn from the mistakes of others; and will merely resent the attentions of well-meaning mentors, who are almost certainly out of date, anyway. Opportunities for participation will appeal to more young people if they are allowed to identify the problem which they wish to tackle, define the means by which it should be alleviated and set up a programme to carry it out, as in the Canadian Opportunities for Youth programme, for example. Even if the programme is less than successful, the young people themselves will have gained immeasurably from their participation in it. They will probably

begin to appreciate, too, the delicate strategies necessary if progress is to be achieved.

The role of the school and college

Young people in secondary and tertiary education are privileged groups, privileged by comparison with many of their fellows, doubly privileged by comparison with their parents, in whose schooldays opportunities were so much more restricted. Educated young people, therefore, have both more to give and more reason for giving. As the likely future leaders of their communities, too, they have a potential "multiplier" effect in community service. For these reasons, the introduction into the curriculum of the principles and practice of community service, perhaps in the form of Civics, has a positive value, always provided that it is not permitted to decline into just another "academic" subject on the timetable.

Self-knowledge is an essential precondition for the knowledge of others. Here the schools can help, by showing the young person his relationship to the concentric circles of the groups in which he finds himself, from the close circle of his family to the wider circles of school, village, country and world. Having established these relationships, the school and college can make possible the voluntary contributions to society from each young individual. Among the younger age-groups these contributions may be relatively modest, although, as Dr Alec Dickson has illustrated many times, they may upon occasions have very real value. Older students, at Polytechnic and University level, could become more closely involved in the development of their communities if their theses, studies and projects were linked more closely to current problems. To achieve such an articulation between the educational institutions and the development process implies the need to re-examine the rôle of universities and polytechnics in contemporary society, (as Professor Colin Leys propounded in his lead paper to the Fifth Commonwealth Education Conference in 1971).

Some avenues of service

Young people, given the opportunity to become involved at a responsible level, and the opportunity to make practical use of initiative, have in numerous countries shown themselves capable of rendering services essential to the well-being of their society and yet which are inadequately catered for by existing agencies - caring for the old, the chronically sick, the handicapped, the deprived, teaching groups of children in special need, undertaking

surveys to serve as the basis for further social planning, carrying out beneficial activities which would be deemed uneconomic if costed commercially, and acting as agents against delinquency.

The younger members of the seminar expressed particular interest in the problems of deviance and delinquency, and believed that there would be much value to be derived from organised discussions of deviance and anti-social behaviour in preparation for the devising of programmes of prevention and rehabilitation. Much concern was felt for the "unhappy loner", the individual unable to ally himself with any social group, driven back on himself and particularly prone to resort to anti-social activities. In this special case as well as in the more general field of delinquency, young people believed that they owed a duty to their peers and possessed the means of carrying it out. It was suggested that "detached" youth workers, living and operating among potential delinquents, represented probably the best counter to the increasing trend towards anti-social behaviour, and that young people themselves could assist youth workers and act as voluntary probation officers in an attempt to rehabilitate as many as possible of the deviants. The seminar members were especially interested in the concept of recruiting potential deviants as volunteers, and noted the activities of the Young Volunteer Force Foundation in England. This organisation has set about turning a social problem into a social benefit by recruiting the "unclubbables" and encouraging them towards socially-useful activities. The most powerful argument for this operation is that for the same cost as keeping one boy in Borstal, the Force can utilise the energies of 35 young volunteers to the public good. The volunteers to the public good. The volunteers gain as much as they give, they find self-respect and a sense of worth in being allowed to help others. The Force thus serves the not-so-obviously deserving who need help all the same.

Other avenues of service include national youth services (discussed in Chapter 2) and assisting in programmes designed to create opportunities for leisure, recreation and cultural activities for the less privileged members of the community. While the emphasis in many countries is now on service activities directly related to alleviating social injustices and inequalities, the more traditional forms of provision for young people remain, still playing a useful role and offering additional opportunities for service. Provision for leisure, recreation, sport and culture is recognised as valuable in its own right and in many countries is being refurbished in order to integrate it into the overall programme of national development. The National Physical Fitness Drive in India,

for example, is seen both as a contribution to improved national health and a sublimation of energy which might otherwise be misdirected into "protests, strikes, defiance of authority, destruction of property, etc. on trivial or wrong issues". Youth programmes, although not directed specifically to community service, may nevertheless contribute towards the easing of social problems such as those associated with urban living and the integration of the handicapped into the community. Social programmes of direct community service and meet needs which, though less apparent than some catered for by other programmes, are nevertheless important to the long-term health of the community.

The teaching of civics in school is no substitute for action, although it can provide a secure basis from which to move from theory to practice. Much emphasis is placed by many countries on the moral and spiritual development of the individual as an essential element in fostering leadership and self-reliance. For this reason programmes have been devised to help the individual to realise his potential as a contributor to his community and an inspirer of action. Outward Bound courses in many countries, schemes such as the Duke of Edinburgh's Award (in a number of Commonwealth countries) and the President's Award (in Kenya), the National Youth Leadership Training Institute in Singapore and the National Youth Training scheme in Malaysia can all be regarded as serving the community in the sense that their function is to prepare individual young people to make their best possible contribution to the needs of their society.

Responsibility and control

Young people should appreciate that initiative with regard to youth programmes cannot always lie with the government. By and large, inspiration originates with individuals and not with committees. On the other hand, it is reasonable that the government would wish to maintain overall responsibility for community service activities in order to ensure that any public funds involved are responsibly used and no activity is undertaken against the national interest. Functional control, however, is probably best delegated to a fully representative body with members drawn from all participating organisations. A National Youth Co-ordinating Council could promote co-operation and co-ordination by bringing together representatives of agencies and young people to discuss any possible desirable overlap in programmes, draw on mutual experience and ensure the maximum effectiveness of available funds. Financing might be organised by a system of "matching grants", whereby the government would agree in advance to

support approved projects by giving funds up to a declared maximum as a specified proportion of funds raised by the operating organisation. Such an arrangement rewards self-help, discourages waste and encourages joint projects by groups of agencies.

Evaluation of programmes

The effectiveness of community service programmes depends not only on enthusiasm and commitment but also on efficient administration, including the best deployment of capable leaders (the training of whom is discussed in Chapter 2) and the devising of appropriate forms of follow-up and evaluation. Youth programmes should be followed up in two ways: by the provision of further opportunities for young people completing a project and by the continuous monitoring and periodic evaluation of all programmes so as to assess their effectiveness and permit readjustments where necessary. The Commonwealth Secretariat has begun the preparation of a handbook outlining techniques for the evaluation of youth programmes. This, it is hoped, will be of practical assistance to all Commonwealth countries, including Malta.

The fact that two of the student groups attending the seminar decided to continue to meet regularly afterwards confirms the desire of Maltese young people to work responsibly for the good of their community and the development of the nation. These activities should be encouraged in the expectation that they will lead to the involvement of larger members of young people who were not themselves present at the seminar.

CHAPTER 5.

PROGRAMMES FOR ACTION

Youth problems have been subject to frequent definition and explanation. The overriding need now is to use the accumulated data to help in the formulation of programmes for action. As many countries have found over the last decade, to identify the problem is not to solve it, although it is one vital step towards a solution.

Control of youth programmes

In seeking to establish effective programmes for young people, governments must tread the narrow path between infringement of basic individual rights and the need to promote the best overall interests of the nation. In circumstances where resources are relatively limited and needs great, it seems essential for governments to exercise a general control over the resources by establishing policy guidelines and explaining clearly the aims and objectives of the policy. Public opinion is more likely to accept such policies if it can be demonstrated that full consultation and competent research into the needs has preceded policy formulation.

Voluntary bodies will undoubtedly continue to play a vital part in implementing programmes for young people, since official resources of finance and personnel cannot be expected to meet the needs. If the co-operation of voluntary organisations is to be ensured, provision must be made for the representation of participating agencies in the official bodies formulating policy and recommending the allocation of public funds, possibly by "matching" grants. More controversial, but equally essential, is the involvement of accepted representatives of young people themselves at the decision-making level. The example of the Malaysian National Youth Consultative Council might form a suitable model on which to design machinery for youth representation at the highest level.

Communication

Communication is probably the most vital component in any national planning for youth. In the course of the seminar it became increasingly apparent that goodwill and purposeful

endeavour could be brought to nothing by gaps in the chain of communication. Members spoke of the lack of vertical communication (as between younger and older members of society, between teachers and officials, between young workers and employers) and the lack of horizontal communication (among Ministries, among workers in the youth field, among different groups of young people). One further gap was not discussed and yet has considerable importance; this is the lack of communication over time, a lack of knowledge of what has been tried previously and found successful or unsuccessful. As the Canadian Prime Minister, Mr. Trudeau, said last year:

"The most striking flaw of the information deluge is the absence of a sense of history which is indispensable to all wisdom".

"Those who do not know history are doomed to repeat it". While undue reverence need not be paid to precedent, it is essential for the economic implementation of new programmes that an adequate background to decision is compiled.

In this connection, too, a further point arises. Few accounts exist of projects and programmes which have proved less than successful. So many interests militate against the publication of material detailing failures, and yet such accounts could be of much value. In many cases they would be at least equal in value to success stories, because they would highlight the factors which prevented success and so benefit the organisers of all succeeding programmes. Perhaps what is needed is a vocabulary which will permit the admission of failure without loss of face. Particular attention should be paid, too, to means by which enthusiasm and commitment may be sustained.

Among specific suggestions arising from the seminar were several relating to the improvement of communication, such as:

- a) a standing committee on vocational guidance;
- b) a consultative group representing educators and employers;
- c) a co-ordinating committee on delinquency;
- d) a standing committee comprising all those working in the youth field;
- e) a National Youth Consultative Council representing youth and with access to the highest levels of government;

- f) an inter-Ministerial group to determine youth policies in the context of national development.

Participation

The seminar believed that much more use could be made of the potential contribution by young people to their communities and nation. It was suggested that a reduction in the age of franchise would both indicate confidence in the maturity of younger people and allow direct involvement in the affairs of the country. Outlets for the expression of opinion by young people might include increased use of existing journals and the production of new magazines.

Delinquency

One area of special concern to young people at the seminar was that of delinquency. The need for preventive measures was stressed and the possible role in this connection of other young people emphasised. An extended probation service, including the use of young volunteers as informal probation officers, would probably result in an overall saving to public funds by reducing expenditure on custodial and remedial measures for offenders. Revised legislation to raise the age of criminal responsibility would permit more flexible and enlightened treatment of the child who is likely to adopt a pattern of continuing anti-social behaviour. A standing committee on delinquency could be of value.

Insecurity

Delinquency was seen as one manifestation of the sense of insecurity common to most young people, uncertain of themselves, their social role and their chances of obtaining secure and satisfying employment. While legislation alone cannot solve the problem, some legal sanctions could be useful to minimise the exploitation of young people in general and girls in particular. The four categories of young person considered to warrant priority when plans are being drawn up included educated young people, those in rural areas, the handicapped and eldest children of families. All of these groups were thought to suffer particular forms of deprivation and suggestions made to alleviate the situation.

Education and training

The time seems suitable for a comprehensive review of the Islands' provision of education and training in an attempt to relate these more directly to the needs of individuals and the aims and objectives of national development policy. Tinkering with the curriculum alone does not effect change if the general structure of the system remains unaltered. The whole, in this case, is greater than the sum of its parts; the effect of the system as a whole will continue despite changes in particular aspects.

In reviewing the system the purposes for which it is believed to exist should be examined and set against the objectives which it in fact achieves; it may not be that these are identical. Any restructuring of the system should start from a clear exposition of the aims and objectives. Upon this can be built the structure most likely to lead to their realisation. Continuing evaluation of the system should enable errors to be corrected and improvements to be incorporated. One particular area worth examination in detail is the articulation of the formal education system with out of school activities, and the incorporation of all forms of education and training into a national system of provision at all levels and for all purposes. Improved training facilities, professional standards and rewards for youth workers should be considered in this context.

Employment

The seminar considered various possibilities for generating employment opportunities and stemming the rise in unemployment. In the short-term it was thought that measures such as raising the school leaving age and establishing an Emergency Labour Corps had merit, provided that their limitations were recognised and that they were incorporated as elements into a more wide-reaching and far-seeing overall employment programme.

Other measures thought worth following up included the restructuring of the labour force and a renegotiation of appropriate pay differentials; the establishment of an ongoing manpower survey; an improved system of labour statistics; the provision of more opportunities for apprenticeships and trade with appropriate facilities for vocational guidance.

The seminar suggested that a Commonwealth conference be held to discuss the problems of emigration and immigration now affecting a considerable number of member countries.

Community service

In discussing the possibilities for young people to contribute practically to their communities, the seminar commended the proposal to incorporate elements of community service into the school curriculum. At the level of the university and polytechnic it was considered that the additional maturity and expertise of students at this level could be harnessed more usefully and directly to developmental needs than is the case at present.

The arrangement whereby seminar groups would continue to meet at regular intervals indicated that the gathering had been successful in creating some motivation towards purposeful involvement in national development. By extending their activities to include young people who did not participate in the seminar the seminar members could help to set up a chain reaction which would eventually awaken the interest and excite the imagination of a very large number of Maltese youth.

Information

The seminar recognised the value of exchanging information with other Commonwealth countries on matters affecting youth and noted the existing role of the Commonwealth Secretariat as a functional clearing-house for information and a possible source of assistance in the devising, promoting and evaluation of plans and programmes.

PART II

Addresses at the Opening and Closing Sessions

PART II

ADDRESSES AT THE OPENING AND CLOSING SESSIONS

Opening Session

The Hon. Miss Agatha Barbara,
Minister of Education and Culture.

Dr. J.A. Maraj, Seminar Chairman,
Director, Education Division,
Commonwealth Secretariat.

Mr. G. Mangion,
Director of Education,
Malta.

Closing Session

Dr. J.A. Maraj, Seminar Chairman,
Director, Education Division,
Commonwealth Secretariat.

The Hon. Dr. J. Cassar,
Minister of Labour, Employment and Welfare.

Mr. Maurice Lubrano,
Minister of Commonwealth and Foreign Affairs.

Address

by the Hon. Miss Agatha Barbara,

Minister of Education and Culture, Malta

Mr Chairman, Distinguished Guests, Ladies and Gentlemen:

It is an honour and a pleasure to have been invited to deliver the opening address to this Commonwealth Seminar on "Youth and Development in Malta". I personally, and also on behalf of the Government of Malta, wish to offer a most cordial welcome to the distinguished members of the Commonwealth Secretariat team and sincerely hope that their short stay in our hospitable country will be pleasant and enjoyable in every respect. I also wish to extend a heartfelt welcome to local participants: speakers and representatives of our youth organizations.

As many of you may be aware, the origins of this Seminar lay in a proposal, advanced by the British Government, at the Meeting of Commonwealth Heads of Government, in January, 1969. The aim of this Seminar, like that of the three previous Regional Seminars organised by the Commonwealth Secretariat and held in far-flung Commonwealth centres during the past three years, is to pool the thinking and experiences of persons actively engaged in youth work, and to produce a report which will provide part of an in-put to the forthcoming Commonwealth Meeting of Ministers responsible for youth matters.

The Malta Seminar, which is being launched this morning, thus marks a final phase of the series of Seminars, which will culminate in a Commonwealth Meeting of Ministers later on this year. This Malta Seminar also marks a departure in this series of Seminars, in that youths are not merely being discussed by adults, but are themselves participating in the discussions. I would like to put on record our sincere appreciation for deciding on involving our youths in this important preparatory phase of the whole exercise, for I strongly believe that isolating youths, and discussing them from a lofty perspective, far from provides a panacea to their problems; one should attempt to integrate them closely in society, by providing avenues for their involvement and

commitment.

At the risk of overplaying my role, I am going to give in to a strong temptation to express some of my views and beliefs on matters related to the theme of this Seminar, which for too many years have been a source of anxiety to me; I do sincerely hope that this will in no way prejudice the trend of the talks, discussions and deliberations during this Seminar.

I qualify the nature of youth problems by eliciting a key-word, "complex", from the principal theme of this Seminar: "A comprehensive review of the whole complex of youth problems". Youth indeed presents a complex of unbounded dimensions: it is an age of transition - a state of flux in a no-man's land; it is a phase of contradictions ---- of inherent conflicts.

Youth is in conflict with itself. The discrepancies in the stages of his development, on different personality-levels, precipitate youth into a morass of instinct-conflicts. Moreover, youth is required to undertake the exercise of responsibility before it has necessarily developed to an appropriate stage emotionally and morally, thus facing new arduous tasks without being provided with the necessary tools for their accomplishment. Youth is idealistic in a world of subtle, callous corruption; it abhors the hypocritic and double standards of the adult world. It is ambitious and energetic, yet frustrated because the outlets to its talents are quite limited, because thwarted ambitions conceive disillusion and revolt.

Youth is in conflict with society, which often treats youths as children, and at the same time expects them to behave like adults. The clash in the mentality between generations - the currently much-banded about "generation gap" - is in fact a perennial complaint. I think Seneca used to harp on it. Of course, the contemporary gap in educational attainment between parents and children is giving a new dimension to this social phenomenon.

Youth is also in conflict with its future. This is perhaps the worst conflict, as it presents the unknown, the mysterious, and the completely disarming. The spectre of a blind alley on leaving school must be faced to be fully appreciated. The problem of unemployment among youths, enmeshed as it is in social factors and economic pressures, has become urgent and explosive.

Among the conglomerate of problems which my Government has inherited from the outgoing administration, less than a year ago, the problem of unemployment among youths ranks supreme. Our efforts to radically re-construct the existing indiscriminate structure of our labour forces will inevitably protract this problem, however hard and urgently we are dedicating all our resources to its solution. The recent establishment by my Government of the Emergency Labour Corps is a practical, beneficial step in this direction. The imminent introduction of Trade Schools is another feature of my Government's programme of vocational training for potential school-leavers, who otherwise would join the ranks of unemployed. With this same scope, we also intend to extend school-leaving age to the age of 16. Other activities in this direction include: aligning training to industrial and other economic needs, embarking on serious, scientific manpower surveys; a campaign aimed at changing parents' attitudes to trade and technical education by making them come to see that there is nothing degrading in manual work.

Modern youth is beset by highly exceptional environmental circumstances, unknown to his predecessors: all-round progress; mass communications; universal secondary education, resulting in an intensification of the rat-race in the employment arena; a fast life, in which reaching normally phased-out maturation is quite a feat; mechanisation, undermining the "élan vital" of youth; an overdose of free-time, accompanied by a lack of preparation and provision for recreation and leisure; the changing patterns of society and of the family, and the painful emergence from the traditional way of life; the impact of the newly-acquired political independence, reflected in a quest for independence and self-responsibility in a society which provides very little opportunities for their exercise; the crumbling image of erstwhile authority; the sense of rejection towards the establishment, often verging upon expressions of revolt (drop-outs, vandalism, delinquency and so on), taunting authority in all its forms; religious apathy; the threat of permissiveness in the close wake of the new morality of situation-ethics; the new outlook on sex ... the list seems endless. Little wonder youth provides a universal, disturbing, social phenomenon of massive and urgent problems.

I leave the elaboration of the aforesaid to you. I only wish to add, with a sense of shame, that one has to put on record the unhappy fact, despite my Government's efforts to remedy it, that our youths are not yet entrusted with the right

to vote in electing their Government before they reach the age of 21; the vestiges of centuries of colonial experiences are still curbing our youths from a relaxed, active participation in politics.

This is indeed, as is speciously contended, 'the era of the teenager'; but the big question is whether this is an asset or a liability to our youths. Many a youth problem is not necessarily a youth problem; it is more an adult problem, and putting youth in the dock is neither fair nor conducive to a solution. I do not wish this remark to depict me as unduly lenient with our youths. In fact, I am a great believer in discipline and in dedicated application to one's duties and responsibilities among youths, which I fervently consider to be treasured qualities and not to be regarded as some sort of necessary evils.

These are some of the scattered thoughts, which a loose sally of the mind prompted to me, on being invited to give the opening address to this Youth Seminar. I do hope they serve to provoke discussion. Indeed I am confident that this gathering will hear a more systematised and expert exposé of all these points and others besides. We are fortunate in having speakers of wide experience, gained through many years of dedicated interest and work in the field of youth services. I am confident that their contribution to this Seminar will stimulate discussion and duly help in the fulfilment of its aims. It is also my earnest hope that this Seminar will share the enthusiasm displayed in the three Regional Seminars.

Before concluding my introductory address, and request you to proceed with your work, I wish to make some final observations. This Seminar will serve little purpose if it comes up with more analytical and academical statements and very readable reports, but stops short of producing practical and politically workable action. My wish is that it extends its fields, beyond mere abstractions of the technicalities of problems, towards a rationalised, humane treatment, centring on youths as human beings and not as cogs in the social machine. I would hasten to add that local speakers are expected to express themselves without any inhibition, as only in this way, through facing the issues honestly and squarely, through free and frank exchange of ideas and experiences, may one come to lay bare and tackle forcefully the core of the delicate matters embraced in the theme in hand.

Wishing you well in your work over the next three days,
I now have the pleasure and privilege to invite Dr Maraj to be the
Chairman of this Seminar.

Address
by Dr J. A. Maraj,
Director, Education Division, Commonwealth Secretariat

Madam Minister, Distinguished Guests, Ladies and Gentlemen:

It is indeed with considerable pleasure that I accept your very kind invitation to take the Chair at this meeting. I am deeply conscious of the honour which you have done me although I am not unaware of the difficulties which are inherent in the task. You will forgive me, I am sure, if I take some consolation in the knowledge that I have around me a well experienced team of colleagues drawn from Malta itself as well as from further afield. I am confident too, Madam Minister, that those who have come to participate in the seminar all wish to come to grips with the difficult problems with which we are concerned and which you have so ably covered in your introductory address. Perhaps through a sharing of experiences we may be able to see more clearly, not only the difficulties and the problems, but how these may be alleviated and resolved.

I should like, as representative of the Commonwealth Secretary-General, to add my own welcome to the participants, especially to Mr Josua Rabukawaqa, High Commissioner for Fiji in London and Mr Samuel Kihumba, Executive Secretary of the Board of Adult Education in Kenya. Both of these gentlemen are well known in their countries for their interest and expertise in the area of youth activity. Their presence adds to our strength and our confidence.

It has been said that the Commonwealth survives on two basic pillars. These are co-operation and consultation. The seminar, I think, provides ample evidence of both of these. I note, for example, that it has been arranged by the Government of Malta, drawing from various Ministries - the Ministry of Foreign and Commonwealth Affairs, the Ministry of Education, the Ministry of Labour - and it has invited the Commonwealth Secretariat to assist in the operation. It is worth remembering that the Secretariat was established by the Commonwealth Prime Ministers to serve the needs of member countries and we are particularly pleased to come, not as initiators of the seminar, but at the invitation of a member government to assist, as it were, in opening a window on the world. During the seminar itself I hope that these two principles of co-operation and consultation

will pervade all our discussions.

Madam Minister, I thought that it might be useful if I attempted to put the seminar into perspective. You have already referred to the initiative which was taken at the 1969 Prime Ministers' Meeting, where youth was pointed out as an area of activity to which the Secretariat might address attention. I think enough is already known of what the Secretariat has done in different parts of the Commonwealth to focus attention on some of the intractable problems facing youth. I would not wish to go over these. What I would like to say is that this particular seminar has some unique features, for whereas in the case of the seminars in Africa, in the Caribbean and in Asia we brought together people who had expertise in the field of youth - people who were themselves engaged as workers in the field - and discussed with them what the problems were and how these might be approached, this is the first occasion on which we are dealing with only one country. It is also the first time that we have included such a substantial proportion of young people among the participants. I think this is a step forward and it is likely to be repeated next week in the neighbouring country of Cyprus.

I believe from what we have heard in the previous three seminars, together with what will emerge from these two, that Officials of Governments and Ministers themselves, when they meet later, will not only be concerned with the academic and the scholarly, but will go further and develop appropriate action programmes, without which all of these efforts would be to no avail.

It is important to recognise that we can talk for another generation about problems concerning youth, but unless people are prepared to take the necessary political decisions and to make sacrifices where necessary, then we are all wasting each other's time. It was Chesterton, was it not, who said, that "whereas the politician thinks of the next election, it is the statesman who thinks of the next generation". I would hope that perhaps when Ministers of Commonwealth Governments come together to consider the recommendations emerging from our work over the past three years, they will have the courage, the conviction and the sincerity to take positive action so that progress might in fact be achieved. I hope that they will indeed be statesmen.

I think I should briefly indicate at this stage that this seminar will concern itself with five main areas. The first of these is "Youth and Society" to which we have already had such

an able introduction from you, Madam Minister. It is well known that in a post-colonial period many countries are striving for a national identity and in doing so are attempting to produce a more cohesive society. Many of them have in fact recognised that in their societies as much as 60% of the population may be very young people, and this calls for certain adjustments on how these young people are to be regarded within their own societies. As we have been told, youth is not a specific zoological species, it is not merely a part of society. In most countries it is increasingly becoming the largest part of that society. We shall have to concern ourselves with a particular role which youth can play at this transitional stage. We shall have to take a very hard look at the whole concept of development. There is no point in talking about youth and development unless we examine what we mean by youth and even more important what we mean by development. The belief that any country which needs to make progress must necessarily worship at the shrine of industrialisation may have to be examined again. There are many countries which have followed this line and which have lost, it seems to us, certain cherished traditions; their characteristic ways of life are regrettably disappearing from the contemporary scene.

We shall have to ask questions of people who argue that if you invest more money in education you have solved the problems, for a great deal of disappointment, dissolution and disenchantment has been associated with present patterns and systems of education. The seminar, too, will have to give very serious consideration to dispelling the myth that training will solve the problems. In many parts of the Commonwealth people have been told, "Go to school, learn your lessons well, behave properly and you will inherit the earth!". They have gone to school and done well, and at the end of the line there is no inheritance - no glorious future. Then they are told, "Get specific training, because if you train for this or that occupation you will find a job and happiness will be yours". Even after people have been specifically trained, all that they have got is a higher order of frustration, for they are now educated and trained but are still unemployed and unemployable. Whatever we may say about the good life, certainly having a job is one element, and a not insignificant one.

We shall have to ask very serious questions too, about whether it is right and fair to create the sort of gulf that exists this morning in this hall in the form of an orchestra pit. Can we continue to think that we must do for young people what we consider to be right for them? Haven't young people themselves a particular contribution to make to the development of their

societies? In my judgement we seem to have underestimated the capacities of youth and the benefits which may be realised if only youth is given the opportunity and made to feel an important part of the society.

We shall have also to examine, not only what is possible here in Malta, but whether from the lessons which we have learnt in other regions, there are specific programmes of action which may be launched in an effort to solve the rather difficult problems.

I should now like, Madam Minister, to express my gratitude to several people here. First, I should like to thank you most warmly on behalf of all the participants at the seminar, for the excellent introductory address which you gave us this morning. You drew our attention to the complexity of the youth problems, the urgency, the potential dangers, and you asked us to keep our feet firmly on the ground rather than dwell in the realms of academe. I should like to assure you that we will do our best to follow the admirable lead you have given us.

Not many of the participants will be aware that this seminar was brought into being in record time. Ten days ago there was still some doubt as to whether it would have been possible to mount this operation at all. The fact that it has come about is due, Madam Minister, to your personal co-operation, the help which we have had from many of your officers and also to the excellent preparatory work which was done by the inter-Ministerial steering committee. I should like to commend them for all that they have done. I must also record the fact that the seminar would not have taken place, despite the excellent preparations, if it had not been for the generosity of the Commonwealth Foundation which provided funds for this as well as for the previous meetings.

For his very encouraging remarks and for giving us some interesting insights into the local situation, we are indebted to the Director of Education. The points he has raised will no doubt be explored in the working sessions.

Someone told me last evening that when it rains like this, at this time of year, there is a belief in Malta that "a waggon of gold has been delivered". I hope this is true. Already there is some evidence, for it for those of you who have managed to brave the rain this morning to come here have certainly given the seminar a golden start and I should like to thank you for your presence.

I am sure you would wish me to record our gratitude to the authorities of the Malta College of Arts, Science and Technology for putting their facilities at your disposal. Because of the short time which was available to us, we pressed many of the College staff into service and I wish them all to know how much we appreciate their willingness and their co-operation.

Finally on behalf of those of us who have come from abroad, may I thank you for the courtesies and hospitality which we have already received and in particular for the opportunity of visiting Gozo. We shall long remember our all too brief stay among the young people in that delightful island. I have no doubt, too, that our meetings here will prove to be as profitable and provide equally pleasant memories.

Address
by Mr. G. Mangion,
Director of Education

Mr Chairman, Honoured Guests, Ladies and Gentlemen:

It is a great honour and privilege for me as Director of Education to be addressing this Seminar. One of the reasons for this is because young people are present. This is a clear indication of our concern about youth. We would like to listen to our young people and look forward to hearing all about your deliberations.

The problems you will be discussing are the problems of today. Young people have become a major concern of governments, organisations and individuals. We are living today in a day and age of emotional development which cannot be separated from physical development. We have to learn to live with this development. Personal values of faith, love and compassion are important to young people today as much as they were to their predecessors.

It is hoped that the Seminar which has brought together so many young people and adults interested in social problems will achieve its aims and help towards a better understanding of the complex problems of young people in Malta.

Youth today is a subject that all too frequently occupies the headlines of the world press. Youth represents an important section of the population and when we shall talk about youth we shall be referring to thousands of young people with aspirations towards a better world full of energy and vitality.

Development is a means of achieving social justice. Our youth must be equipped with the skills and scientific know-how to fit into the changing patterns of our present day society. The greatest pressure for change comes from the young sector. The young can be important and demanding.

We are concerned with the basic education of our young people and to help young people to find their place in a changing society. Young people should be offered opportunities of various kinds and emphasis is to be laid on the relationships that should exist between the older generations and young people in order to satisfy the educational and social needs of a demanding young population.

The purposes of this Seminar are to pool the experiences of all those connected with youth work. It is sincerely hoped that you will all do your best to contribute to its success. In your sessions you must remember the role youth plays in the whole set-up of society. Your contributions must therefore be uninhibited and objective. The young people among you have an important contribution to make by telling what they really feel about society and their own needs. The educationalist has also a contribution to make through his experience in youth matters. In your deliberations, it is hoped you will keep in mind the local scene. Malta is a small country, but its younger generation is dynamic. Malta has also a contribution to make in this field.

The Commonwealth Secretariat should be thanked for the honour and privilege it has bestowed upon us through its representatives at this Seminar. Indeed this Seminar provides an opportunity not only to exchange views and ideas but to promote the closest collaboration among young people from other countries. It is hoped that through this Seminar our younger generation will benefit most and that effective co-operation will be established.

Youth is moving forward towards its future amid the hopes and challenges of a modern era. Those concerned with the welfare of youth should also move ahead and recognise these needs. We must be aware of present-day needs of young people. We must be conscious of an urgent need to change, and change rapidly, in order to meet present-day needs. Commercial enterprises are quite aware of these needs. What we must really be thinking about is a new approach that will bring more and more young people to the forefront, an approach which gives young people a certain amount of flexibility and an opportunity to work out their own programmes and to feel confident in themselves. Our young people are challenging our present structures and our approaches - it is up to us to rise to the occasion and face the challenge.

This will mean that we will have to question many assumptions that we have taken for granted.

We must be aware of the problems that young people have to face in the educational set-up, the frustrations created by the work situation, the new trends in industry and the influence of the mass media.

Our youth organisations are working with many groups of young people who in one way or another come into contact with them. Yet there is an increasing number of "unattached" young

people, for whom provision must be made. New forms of informal education need to be explored. Society can help by reconsidering its approach to the whole area of youth work and each one of us must do all we can to encourage experimentation.

In conclusion I extend a cordial welcome to you Mr Chairman and to the other members of the Commonwealth Secretariat and to the honoured guests who have come to Malta to participate in this Seminar.

I wish to express my sincere wishes for the success of this Seminar and look forward to hearing about your deliberations. I am sure that youth in Malta will benefit a lot from the Seminar because it has given us an opportunity to come together and participate in a direct way in the development process. Your presence here this morning is an indication of the spirit of co-operation that exists and it is sincerely hoped that you will achieve your aims for the future development of youth in Malta.

Address at the Closing Session
by Dr. J.A. Maraj
Director, Education Division,
Commonwealth Secretariat

Some three days ago, the Honourable Minister of Education invited me to take the Chair of this Seminar. Now, in the presence of the Honourable Minister of Labour who so kindly agreed to come and formally close the meeting, I should like to give a brief account of my stewardship.

The deliberations which we reported upon half an hour ago will enable us to describe the situation in Malta much more adequately when we meet the Officials and the Ministers later but I hope, Mr Minister, that we have done more than this. For I believe very strongly that what we have done is a sort of "pump-priming" operation. We seem to have stimulated young people to think, to ask questions, to explore, and now the major question is, Where does one go from here?

Mr. Minister, I said just prior to your arrival, that I was somewhat astonished at the tremendous amount of goodwill which we have seen on every side. It was my privilege to hold discussions with key people at every level and their enthusiasm was indeed considerable. On the part of youth, too, there is an abundance of goodwill.

What seems to me to be missing, and I say this with great respect, is the opportunity for dialogue and for communication. There were so many matters raised under the title of "Youth and Development" that it became quite clear to me that other platforms are required in Malta, both for following up the youth seminar itself and for following up some fundamental issues which were raised during our discussions. I would hope that machinery can be found for a continuing dialogue and for greater participation whereby people in positions of authority and youth may be brought closer together so that the tremendous goodwill we have seen might be harnessed to Malta's progress.

Perhaps I might be allowed to make one or two other observations resulting from this extremely valuable meeting.

It seems to me that there is a tendency in Malta to identify education and training with institutions, and I would suggest that this approach is severely limiting. Young people who are out of school must also be considered in the overall context of

contributions to national development. To disregard out of school youth is short-sighted and probably wasteful. It seems to me that a hard look needs to be taken at the kinds of educational provision which are required in the present situation. We can go on building more and more schools and training more and more teachers and so on but this may not achieve the stated goals and objectives.

Another point I should like to make is that youth seems anxious to get involved in community service, - to do worthwhile things - but many young people are waiting for others to be imaginative and to develop schemes for them. The time seems ripe for young people to take the initiative themselves. I believe that there are opportunities in Malta for young people to blaze the trail and to set an example to professionals in the society thereby stimulating them to take a more active part in the country's development. Alec Dickson's papers in the reports of the African and Caribbean seminars are well worth reading again especially as some of you will continue to meet as groups. You will get many helpful ideas from these papers and to these you should add your own.

One of the omissions from our discussions, it seems to me, was evaluation. I hope Malta will not make the mistake some countries seem to have made. Many of them, having recognised that there was a problem, have analysed that problem and established a kind of programme to deal with it but they have not built into the scheme any procedures for monitoring how it was going. Although in some cases they have sought opinions of people who were involved they have certainly not evaluated the work in any systematic way. We are so conscious of this deficiency that the Secretariat has just commissioned a consultant to produce a handbook on evaluating youth programmes. This should be available before the end of the year. I would hope that any programme which you are establishing, for example the Emergency Labour Corps, would have evaluative procedures built into it at every stage. Please do not wait until the programme has run for a year or two before starting to assess its strengths, its weaknesses or its overall value. Constant checks will make it possible to see whether adjusting the machinery here or there will make it more effective as you go along.

Partly because time has been short, but also partly because people have been anxious to say so much, there has tended to be superficial treatment of one or two fundamental matters. Let me give two examples:

The brain drain and migration were discussed and what emerged was almost a suggestion that people in developing countries should be compensated for the fact that some of their manpower goes elsewhere. A conference on emigration was also suggested. What did not come out, however, was that in discussing such matters attention must be paid not only to the "pull" factors - better salaries in England or America or better living standards - but to the "push" factors from within the local community. People come back from overseas well qualified and willing to serve but they may not get the opportunities they anticipated and frustration is the net result.

The second example is that at no stage has this seminar on youth and development attempted to define development. Most of you know that the concept of development in economic terms is usually related to gross national product. Countries are rated internationally by the wealth of the community as a whole. There are four things I want to say about this:

If a country's G.N.P. is increasing, but the wealth is being concentrated among a small proportion of the population, is this development?

If the G.N.P. is rising and the country as a whole is getting wealthier but more people are unemployed, is this development?

If the G.N.P. is rising but the springs of development originate outside, in terms of British money or Canadian money or World Bank money and so on, is this development?

If the G.N.P. is rising and the local people are not participating in the economy, is this development?

To my mind the concept of development which relates only to G.N.P. needs to be firmly re-examined in countries such as Malta. I would urge you in this connection to take another look at the paper by William Demas in the Caribbean Report.

Mr. Minister I have heard it said that man must pass from old to new, from vain to real, from mistake to fact, and from what once seemed good to what now proves best. Indeed, how else can man progress?

It is my privilege, on behalf of the Commonwealth Secretariat, to thank the Government and people of Malta for the courtesy, the hospitality and the kindness which has been extended to us. I was greatly encouraged by the welcome which

I received everywhere and we have already begun to follow up some of the discussions which I held with officials of the Government. I must record our thanks for the excellent arrangements made for this seminar at short notice, to the local organisers, members of the inter-Ministerial group, to the supporting staff at every level and to the authorities here here at MCAST for the facilities and for the hospitality.

I understand that at some stage in history, there were fires into which people entered and from which they emerged rejuvenated. Without suggesting that what we participated in was anything in the nature of fire, I think most of us feel rejuvenated, much more encouraged and refreshed.

Mr Minister, I firmly believe that we are, each of us, a part of all of those with whom we come into contact. Their images, their expressed thoughts, their actions and their inspirations all add to the content of our imagery and our consciousness. In this way, I think, fine acquaintances enrich the soul. My colleagues and I have been delighted to have been here. We think we got more than we have given but we are nonetheless glad to have been of some service.

We have come, on time, to the end of a very memorable meeting. Malta is not without strong religious traditions and perhaps it is appropriate to end with a prayer which young men and women in many places seem to be uttering with increasing frequency. If only we listen we shall hear their cry:

God, give us men!
Men whom the lust of office does not kill.
Men whom the spoils of office cannot buy.
Tall men, sun-crowned,
Who live above the fog
In public duty and in private thinking.
For while the rabble with their thumbworn creeds,
Their large professions and their little deeds,
Mingle in selfish strife, Lo! Freedom weeps,
Progress stands still and sleeping justice waits.

In bringing this seminar to an end, it is my wish that you may all receive Heaven's choicest blessings and increased strength to take your wonderful country forward.

Address
by the Hon. Dr. Joseph Cassar,
Minister of Labour, Employment and Welfare, Malta

Mr Chairman, Distinguished Guests, Ladies and Gentlemen:

It is a pleasure to have the opportunity to speak this afternoon at the closing ceremony of this Seminar opened by my colleague, the Hon. Miss Agatha Barbara, Minister of Education and Culture.

This Seminar is the fourth Commonwealth Youth Seminar. The first was held in Nairobi, in 1969, and it was then considered as an experiment. The Malta Seminar, however, can also be considered to be another experiment. In fact, while the main purpose of the other three Seminars was to bring together the ideas and experience of experts in the field of youth development in several member countries of the Commonwealth, the Malta Seminar has been limited to the problems of youth in one particular country, in our case, Malta, thus giving the opportunity to young people themselves to participate and discuss freely their own problems with adults and experts and to put forward their ideas and suggestions for the solution of these problems. This method of approach has in my view its own advantages. Being direct, it is bound to give a more genuine and a clearer picture of the various aspects of the problems of youth with the consequent result of a better evaluation of their importance. In this way those responsible for the guidance and welfare of young persons will be placed in a much better position to provide the right solutions.

I am sure that during the period of the last three days you have discussed several important and interesting questions, all of which revolved round the extremely important theme, namely "Youth and Development in Malta". In every country, at all times, youths have been connected with problems which in their turn were connected with education, employment, training, plan planning programmes, involvement in national and political issues and last but not least, finance.

I understand that the subject about prospects of employment in Malta has formed one of the main items of discussion, as was to be expected. In fact, unemployment is one of the major

problems of youth in developing countries, and I dare say, also in developed countries. Naturally, Malta is not an exception.

In her opening address, my honourable colleague, the Minister of Education and Culture, pointed out some of the measures which the present Government intends to introduce for the solution of unemployment and I understand that other speakers have explained to you some of the facilities which my Ministry provides to help young people in their search for employment. As you well know, Malta is a very small island with a very dense population and consequently the effects of unemployment, even when it is of a small dimension, can be felt very acutely. For this reason, the present Government is well aware of this problem and is determined to tackle it with vigour.

By the end of last year, the working population in Malta stood at 109,000 persons, of which 103,000 were in gainful employment, while 6,000 were registered as unemployed. The gainfully employed persons are made up of 80,250 males and 22,830 females. Private industry alone provides for 75,860 jobs and the Malta Government, including the Malta Land Force, employs 21,180 persons, while the United Kingdom Defence Departments employ 6,000 persons. Recently there has been a sudden and sharp increase in the number of unemployed persons. The figure last month was in fact 8,000. This sudden increase was not due to any Government policies, but was mainly due to the recent political crisis which has now been happily settled to the greatest benefit of our country. However, it should be noted that the number of unemployed persons has been steadily increasing ever since 1970, mainly as a consequence of the fact that the building boom, which came out of the blue in 1965, has been declining ever since that year.

In this situation of mounting difficulties the present Government took office, and in order to solve the problems of unemployment it intends to adopt certain measures which could be qualified under two categories, namely, the long-term and the short-term ones.

Among the first I would mention: one, the acceleration of industrial development by the completion, at the earliest possible time, of the projects connected with the infrastructure of the local industry; two, the introduction of trade schools; three, the organisation and extension of the present industrial training centres; and four, the intensification of vocational guidance.

The success of these measures depends largely on planning. Planning, however, is impossible without a firm basis of reliable and up to date statistics which in turn must themselves be planned. Among these, labour statistics figure very prominently, in fact these are essential for the formation of an employment policy and manpower budgeting. I am afraid that the present system of labour statistics is faulty in many respects and presents serious weaknesses in the collection of reliable information. For this reason legislation has been recently introduced by the present Government in order to reorganise and establish on a firm basis the collection of labour statistics. Important information will henceforth be collected directly from employers in both the public and private sector about their likely future needs for qualified manpower, thus creating a continuous monitoring of trends in the demand for, and the supply of manpower of different kinds, by the liaison between my Ministry and the other Ministries.

In the process of accelerating industrial development, both Trade Schools and Industrial Training Centres will be guided by the principle that the necessary skills should be imparted to young persons in accordance with the trends of the needs of the local labour market. Personally, I attach great importance to vocational guidance, but I am afraid that not enough use is being made of this facility. Vocational guidance should prove of great help to young persons, especially school leavers, who are facing the problem of adjusting themselves into the working population. It very often happens that because of the ignorance of the nature of a particular job and also because of certain unfounded prejudices, a young person chooses the wrong job with the consequent frustration and hardship. At other times a young person may lose the opportunity of obtaining a suitable occupation due to lack of information about its existence. All these problems and difficulties could be alleviated and very often solved through vocational guidance. I do not wish to give the impression that vocational guidance is able to exert any magical influence on the thinking of young persons, but it can certainly influence them in the right direction. This applies even more forcibly to a small country like Malta where fortunately we have no problems connected with the geography of transport, and it is easier, therefore, to understand the nature and extent of the labour market in order to establish the approximate number of openings in each occupation. I was, therefore, very glad to hear that this subject has aroused special interest among the young participants in this Seminar. It is a good sign and it augurs well for the future, not only because it encourages us to proceed with the

improvement of our vocational guidance facilities but also because it could strengthen the belief of young persons in the importance and value of the use of this facility.

I said that short-term measures were also being introduced. Among these I feel I should mention the establishment of an Emergency Labour Corps. I am not aware whether this item has formed part of your discussions or not, and therefore, I am not in a position to pass any comments on your reaction to it. However, it is a subject which has aroused controversy both in Parliament and in the local press. In my view, however, the opposition and criticism against this Legislation have been based on a misconception of the true aims and purposes behind it. In fact the aim of the Emergency Labour Corps is to provide work and training to our unemployed persons, the bulk of whom are young persons. It is not intended to solve the unemployment problem, because its role is to alleviate it. It is not a long-term measure but a short-term one and therefore it cannot be criticised as an inadequate means of solving our unemployment problems because it was never intended to be so.

Much criticism has also been levelled at the element of discipline introduced in this Corps; it is, however, a well accepted principle that if efficiency is to be achieved, there must be discipline. Another aspect of this question is the protection of the rights of the members of the Corps as workers and members of trade unions. I must assure you that there will be nothing in the regulations which would deprive the volunteers of any of their basic rights, but the fact must be taken into account that work is only part of the service in this Corps, that is only a few days a week, the rest of the week being devoted to industrial training and military training. Here I must make it clear that there is no idea of building up any military force in the ordinary sense of the word; military training will only consist in foot-drill and physical training. There is no ambition to form a military army to attack any of our neighbours. I am sure that if the critics of this legislation were aware of what was going on in other parts of the Commonwealth, they would not have wasted so much energy in trying to scorn the true objects behind the establishment of this Corps. Substantially, it is similar to National Youth Services set up in other member countries of the Commonwealth. Therefore, I wish to confirm what my colleague, the Hon. Minister of Education and Culture, Miss Agatha Barbara, stated in her opening address, that this Corps is a practical and beneficial step towards the relief of our present unemployment problem.

Before concluding, I wish to thank the members of the Commonwealth Secretariat who have helped us immensely in guiding this Seminar, by putting at our disposal their vast experience, namely, Dr. James Maraj and Mr. James Eedle. I thank also the two guest speakers, namely His Excellency Josua Rabukawaqa and Mr. Samuel Kihumba, as well as all the local speakers, all of whom have enlightened this Seminar with their expert knowledge.

I thank also all the members of the local Inter-governmental Committee and all participants, especially the young ones, who I am sure have encouraged the organisers to repeat the experiment of allowing young persons a greater and fuller participation in the discussion of their own problems.

Finally, I hope that the work of this Seminar together with that of the other three Seminars will prove fruitful at the forthcoming Commonwealth Conference of Ministers concerned with youth matters and will help in the formulation of national policies and encourage regional and Commonwealth co-operation.

Closing address
by Mr. Maurice Lubrano

Ministry of Commonwealth and Foreign Affairs, Malta

Mr Chairman, Hon. Minister, Friends,

I feel quite safe in calling you freinds, not just because we have been physically together for the past three days, but more so because we have been together in a communion of ideas.

What we have done in this Seminar is to set the stage and open the curtain. The show is on. We are all in the same boat, because whatever may be the nature of the social, political or economic background, the young people of our Islands face the same problems - the problems of youth in a developing country, in a developing world.

The Government of Malta is fully conscious of the needs of our Youth. And it was in this context that, in association with the Commonwealth Secretariat, the Ministry of Education and Culture, the Ministry of Commonwealth and Foreign Affairs and the Ministry of Labour, Employment and Welfare, undertook this seminar to look deeper into these needs and expectations. Changes do not come overnight, but one thing I am certain of, changes there will be. It is now up to us all to continue where this Seminar leaves off. Let us not wait for others to do what we can and should be doing ourselves.

In passing a vote of thanks, on behalf of the Ministry of Commonwealth and Foreign Affairs and on behalf of the inter-Ministerial Committee, I would like to express the confidence that I have in a better future. And this confidence I have further strengthened in these last few days which have witnessed a close collaboration between the various member countries of the Commonwealth, visible through the presence of the delegates from the Commonwealth Secretariat. With the coming into being of the Commonwealth Secretariat, a new Commonwealth has been born - a Commonwealth in which all members are equal, in which one and all strive to face the problems of a changing world - a world in which it is increasingly recognised that national problems depend for their solution on international action.

And what better proof on this new Commonwealth than we have here with us today: Dr Maraj from Trinidad, Mr Eedle from Britain, Mr Rabukawaqa from Fiji, Mr Kihumba from Kenya.

Dr Maraj - who was not only the initiator, but also the brains behind the whole organisation, the man who came, saw and conquered; Mr Eedle - the man behind the scenes, who when things go wrong, very humbly puts his head on the chopping block; Mr Rabukawaqa - the gentleman with a smile, otherwise known as the gentleman who found the secret of perennial youth; Mr Kihumba - the young jovial and good-humoured cavalier.

Gentlemen, thank you all for the great interest you have in our problems and for the unbounded cooperation which you have extended to us.

PART III

Seminar Papers

PART III : SEMINAR PAPERS

- Mr. Paul V. Galea : Youth and Society
- Dr. F. Chetcuti : Education and Training
- Mr. L. Micallef : Youth in the Service of the
Community
- Mr. P. Muscat : Juvenile Delinquency in Malta
- Mr. J.J. Portelli : The Youth Employment Service
in Malta
- Guidance Unit,
Ministry of Education & Culture : Pupil Guidance
- H.E. Mr. J. Rabukawaqa : Youth and Development in Asia
and the Pacific
- Mr. S. Kihumba : Youth and Development in Kenya
- Mr. J.H. Eedle : Youth and Development in Africa
- Dr. J.A. Maraj : Youth and Development in the
Caribbean

YOUTH IN SOCIETY

Paul J. Galea,
Youth Service Organiser,
Ministry of Education and Culture

Change and society

We live today in an era when forces which were released by man at the beginning of the industrial revolution seem to have assumed an impetus of their own, which drives us all at an ever-increasing speed to further "happiness and prosperity".

The whole aspect of adolescence is embedded within the overall structure of our modern society. This suggests that whatever may be done or provided for adolescents must stem from the overall concept of society. If society is confused, violent or destructive then the confusion, violence and destructiveness of young people can be allayed only in the concept of an approach to that society as a whole.

Youth finds itself confronted with the challenging situation and is in most cases "unguided", voicing an uncertain response when it does not prefer to escape the encounter of change and tradition. This change brings with it the promise of a new freedom from need, disease, ignorance and superstition. It offers to man a hope of dignity and equality and of the abolition of barriers which for ages have separated man from man.

Social change began to accelerate when economic development created higher living standards. Economic development is the conscious process by which political and economic forces bring about industrialisation and the transformation of an old and static economy to a dynamic and stable state able to secure high living standards.

Malta is a country of rapid social change. Malta is also engaged in a struggle for economic development. It is a country where traditions and cultural values live and has also a historical heritage which has left its roots in national institutions.

Young people in Malta are not different from their counterparts in other countries. Various factors have

contributed to this. The mass media of communication provide them with the information they need and advertising presents new customs, styles and products which are similar to those of young people elsewhere. These new influences have contributed to making Maltese youth conscious of what is happening around, and so more aware of the problems of society in general. Adolescence is a period of life when reaction to a particular situation is likely to be emotional. This response is exaggerated by the fluidity of society in the social, political, individual and ideological senses. Young people in Malta are conscious of a world divided into two power complexes with the means ready for its total destruction.

Our youngsters have developed values and attitudes of their own. Environment has a lot of influence, but these attitudes are not always in harmony with those of the adult generation. One result of this is a clash of values, and consequent conflict and frustration. If the adolescents are to fit into the general pattern then they must play the roles proposed to them; but if in fact they do not fit in, then it may be that Malta itself must change. "Malta will have to change in a way that a place be found in it for adolescents". This was stated in a Report published by the Cana Movement in 1961. Since then Malta has changed. Society cannot ignore the contribution that young people have to make in shaping the future and it must be ready to listen to them and ready to give way.

The gulf between the generations was also mentioned in a Report published by the Youth Service Commission in 1964. The Report referred to the anxiety that such a situation creates among the generations and the imperative necessity for remedial measures before the estrangement becomes permanently established.

The forces of change aim at the achievement of economic development. This should encourage the younger generation to achieve high aims and look forward to change. Young people are entrusted with a challenging task for their country. As an awareness of their own potentialities increases youth begin to play an ever increasing role in bringing about change. This can be achieved in leadership positions and through bringing pressure of all forms to bear on existing institutions.

Youth is motivated by ideals such as social justice, freedom, peace, dignity and is becoming an agent for honesty and efficiency in the conduct of public affairs.

The entire Maltese youth population is not engaged in this function, but we have recently witnessed a revival among the younger generations who have begun to see this role and to perform it and to find a new pride and self respect in the process. This is evident in the fact that recently we have seen the birth of new organisations, less rigid in their outlook and whose work is based on experimentation.

Maltese youths are conscious of the need for a deep human relationship. Attitudes towards social relationship provide insight into present day youth problems. These attitudes can be described as the need for social contacts and the desire to be useful to others together with an affirmation of optimism and confidence in the future and a certain degree of realism.

New social relations are in the process of creating a generation the nature of which has never existed. The younger generation is faced with the decline of values which has been the source of identity in the past.

In the present pluralistic society the family, the school, work and leisure play an important role. A young person is at present experiencing many impulses which do not seem to belong together. An orientation based on valued and accepted behaviour patterns is almost impossible for in such a fluid society it may not help youth to find their way; on the contrary it may make them insecure.

Change and the family

The still prevailing family loyalties result in some young people bearing the burden of responsibility towards the family.

The family has always been a stable point of orientation. It is here that the young have been prepared for adulthood. But because of the many changes in society the function of the family has also changed. The new task of the family is to provide a place of education to help the young person to become a private personality in modern society. The family in Malta is still strong. The family has sustained the strains and stress of the external world. Affection and understanding are the key words to family life.

Parents occupy a special position in relation to young people. The changing conditions of society have created conditions which are as new to parents as they are to their children. This has produced less security among parents.

Vastly increased opportunities in the educational field, and the availability of the mass media have opened horizons which never existed in the past. Young people have had better chances than their parents and hence this may be partly responsible for the "battle between the generations".

Another situation worth noticing is that since many young people today earn more than their fathers, parents have to rely on the earnings of the children.

It is worth mentioning here that young people still feel that they owe allegiance to the family, but sometimes the family is making demands on them which they cannot accept. The family is limiting their freedom, and their mobility, and hence young people feel insecure. In a way the family instead of helping young people to develop is sometimes creating barriers which young people object to very strongly.

Changes relating to women and girls

This has produced a different mentality in young girls which is not in line with that of the parents and the adult generation. It is obvious that these new ideals have brought with them a certain amount of apprehension on the part of the adult generation, although it may be argued that this results essentially from the sense of insecurity of the adult generation.

Another aspect of great importance are the new opportunities and responsibilities of young women. These have undergone a radical change with implications on their life. An example of this is the exodus of the female from the home in order to find work in industry.

Sex and morality

An atmosphere of sexual stimulation surrounds young people everywhere. Sex education has been neglected in the past. Change has brought with it a new pattern of relationship between the sexes together with more sexual freedom. This change involves also a breakaway from deep-rooted attitudes to marriage which were the pillars of the past.

A society which comes in contact with contrasting cultures will have to undergo some re-thinking about its values. Morality of young people has changed considerably and Malta has not been spared from this influence. Religious influence has diminished and moral values are no longer.

The role of the Church

The Church which has again and again led the entire nation has now a great and unique role to play in respect of the younger generation. Our young people are influenced by religion because religion is present in the home, in the streets, at school, at work, and almost everywhere. Some young people tend to conform but others question religious beliefs. Young people start asking questions and it is here that they need a realistic approach. Vatican II has done a lot towards a realistic approach, but some youths still follow the traditional religious belief, either because they cannot run away from it or because of family pressures. Young people want to be different and be freer in their thinking and way of behaviour. The clergy play an important role.

The church may be even surprised at the positiveness of the response which youth will provide to their invitation to constructive participation in religious life. Young people do not want to be preached at, they are ready to discuss but want to be allowed to express views freely and openly. A church that dictates to young people is closing its doors on the young generation. The church must therefore learn to think about youth as an important element in their role as part of "people of God" and give them full encouragement and freedom to experiment in overcoming their difficulties. This process may be difficult and young people may make mistakes but a realistic church must be prepared for this.

The use of leisure

A basic question for young people is how to spend their leisure time. The responsible use of leisure time and the provision of the facilities for it is the responsibility of society.

There is today an increasing awareness that a responsible use of leisure time is essential for the development of the personality.

During leisure it is probable that adolescents find themselves more exposed to the values shared by the contemporary Western World. These values are not always shared by the other members of the family. Adolescents are conscious of the contradictions that exist in our society.

Youth in a consumer society

Young people today are faced with a challenge. Our so-called consumer society pretends to be interested in the young. Young people today have at their disposal a purchasing power which is expanding all the time. They represent the prey of the commercial enterprise. The advertising trade appeals to young people and exploits youth.

Adults may feel out of touch with all this "young" music, "young" clothes, "young" hairstyles, "young" drinks. But young people today are living in a world that the adult generation has handed over to them. There is also an indication that young people are living in a world of their own and the adult generation in another.

Styles of dress, dance, and behaviour are ways in which the young person demonstrates that he belongs to a particular group and serve as a means of identification. We are in fact witnessing the creation of new needs by those who control the means of production and it is evident that those who hold the reins of production also govern the conditions of consumption.

Youth and society

Society becomes the target of this challenge. In Malta we have not witnessed yet a large scale uprising of young people as was the case in other countries, but it is evident that there is uneasiness among our young people. This uneasiness has its roots in the social and economic problems of the country. Our youngsters have clearly shown their intent on opening wider horizons.

It seems to be essential to restore these young people's confidence in the possibilities of effective action. Youngsters are not lacking in criticism nor in enthusiasm, which are indispensable for any cause of action. Unfortunately the people in authority disregard the young. Maltese youth have been denied their share in the responsibility for the leadership of the nation at all levels. Some of our youth movements are in the hands of the older generation. This frustrates ambition and encourages subservient attitudes to the adult generation.

Many discussions on adolescence concentrate upon the state of mind of the adolescent, but we have also to consider how society looks on adolescence. Adults have gradually come to believe that young people are distinct from the rest of the adult

world, they have also institutionalised their expectations. They have also adopted a defensive approach, but adolescence will best be served if adults give it recognition and acceptance. Society will equip its young to participate in and to benefit from society itself. What we need is a society aware of the needs of the young and understanding enough to guide them in the relationships which are required, thus providing for those relationships within its own situations. The function of society is not protection but open mindedness, approachability, flexibility and social maternity.

To conclude, allow me to quote from the Report "Youth in Malta" published in 1964:

"The realisation is steadily growing that much essential work remains to be done in this field. Misunderstanding of the pre-adult by the adult is as much responsible for lack of communication as that of the adult by the pre-adult with less excuse".

Meeting the needs of youth

The "Service of Youth" (and by Service of Youth I mean a partnership between all the forces working together for the social education of our adolescents), should question its role and function. Unfortunately very little research has been undertaken on the real needs of young people in Malta. Modern methods of research should be used in order to make a full sociological study of the present needs of society as a whole. The present available reports are very useful but a more detailed analysis is needed. Too often we have to rely on assumptions reached by experts in other countries.

More experimentation is needed by one and all in order to serve better our younger generation.

The Service of Youth should offer young people wider horizons and help young people solve their problems in a practical way. This can only be achieved if our young people were given better chances for future development.

Voluntary bodies will have to re-examine their techniques and adapt modern ones. Genuine interest in youth is needed and the mass media can be a great help in this field.

Youth movements must understand that they exist for the needs of young people not for their own needs. Young people want dialogue and they welcome those organisations that offer scope

for an involvement. Youth movements should be aware that they serve better the needs of youth if they involve youth more in decision making and offer them opportunities to feel that they are effectively participating in the life of their community. They should look again at their interpretation of "loyalty", for it may be that in their eagerness to involve members they have demanded a loyalty which restricts development of the individual.

Through involvement and observation society has to understand the ways in which it pursues its aims and to what degree it has fulfilled them.

We need a Service of Youth that would aim at helping to break down the barriers between young people and adults, that would bring together formal and informal education, prepare young people to take an active part in society, and offer services as an integral part of the community.

The Report on "Youth in Malta" said:

"The major requisite seems to be closer co-operation and co-ordination between all those operating in the field. In this way a much more effective use might be made of the resources already available on a much more developed scale".

Increased training facilities should be provided for young people and youth workers and special attention should be given to the needs of young people who have left school. Industry and commerce must be vitally concerned with a purposeful use of leisure. Adult associations should offer more active help to youth in general.

Lastly an effective policy for youth, by youth and with youth would help in the establishment of an effective Service of Youth.

Young people need acceptance, they want to be identified, to feel they matter, and it is the job of society to help them understand what is involved in decision making.

Youth work should be seen within the context of social education, and should be concerned with relationships between the generations and between young people and their community, and as a response to the social, educational and personal need of the young in relation to society. Only in this way can the Service of Youth be effective.

EDUCATION AND TRAINING

Dr Francis Chetcuti,
Chief Inspector,
Ministry of Education and Culture

I have been invited to talk to you about Education and Training, and as I stand before you I feel embarrassed because I suddenly realise that this is a case where youth should be speaking and others - educationists, planners, economists, administrators, parents - should be listening to find out what is wanted for the present so that the future can be safeguarded. Doubtless you will have plenty to say in the discussions later on and so I dare to speak on, perhaps to pin-point certain problems or lines or development - certainly to ask questions, because I am not very sure that we know what we want - so that youth can tell us what it wants. Of course there are the usual answers - happiness, peace, love, a steady, interesting job, material possessions, spiritual and aesthetic satisfaction, knowledge and a measure of control of what is around us. Of course all these mean different things to different people. "Happiness is a girl in every port," says the sailor. "Happiness is when the children are at last in bed," says the mother.

With the world changing so quickly around us, with the clash between technology and conservation, with the frightening outburst of new knowledge, with the unsettling movements of people and division of families and communities, one needs a solid platform, a raft to survive in rather troubled waters.

What is it that youth wants from education and training? Is it the same thing as what youth should want? What should educational systems be doing to satisfy these needs and perhaps create new ones? Is youth being short-changed by educational systems?

We have moved a long way from the idea that children in schools are a captive audience detained, not very comfortably, in a place where oracular knowledge is thrown at them. Schools are becoming workshops where children participate in new experiences and are faced with programmed learning situations. Children and youth are, and should be, full participants, helped to find something new in themselves or in the world around them. The movement is from formal to informal, from a statement by the teacher to a discussion between teachers and students; from a

formal system of education to a wider, informal system which embraces parents, mass media, employers and the community. It is becoming more and more accepted that education is not only training to pass an examination and so qualify for a job, but a training in the act of living. Hence the keener awareness that education is a life-long process and that systems must be worked out to facilitate life-long education.

Mainly for administrative reasons, school systems have been organised into three main levels: the primary or elementary stage, which often includes the pre-primary or the kindergarten stage; the secondary stage; and the tertiary stage. In most advanced countries the first two levels are compulsory. I must repeat that these levels are rather arbitrary if viewed from the point of view of the development of the person. Nobody suddenly stops being a child and becomes a youth, nor does a youth suddenly stop being a youth and become a man. Now that I am over forty I keep on reminding myself and others that life begins at forty.

It is logical to expect that despite the mainly administrative distinction that will be a wide overlap between the aims of primary and secondary schools. Again there will be overlaps at the secondary and tertiary levels, though here there are also some divergent aims.

You are past or almost past the primary and secondary levels but it might be worthwhile to see what is aimed at during these stages because it has a great bearing on our theme "Youth and Development".

Pre-school education - either in the home, or more formally as part of the educational system seeks to awaken in the child a number of abilities and interests: the ability to express himself and communicate with others; the ability to observe the world around him; the ability to create something with his hands, alone and with others, and to appreciate beautiful things; ability to master his own body and to use it to the best advantage. The child is being educated to face the community rather than his immediate family, but within the wide meaning of education there is also the more limited meaning of training. I must enlarge on this because I shall come back to it later. By training I mean that organised activity which seeks to give a learner specific skills for use in the attainment of certain objectives. This training is a part of every level of education - a child of three must be trained to do up a button if he is to be able to dress himself. A primary school pupil must be trained to read if he is to be educated to seek

knowledge for himself. A secondary school pupil must be trained in the use of logarithm tables as part of the wider education in logical thinking, appreciation of symmetry, balance and discipline which is mathematics. A university student doing research must be trained to use complicated scientific equipment, and also trained in the right research procedures. But to come back to the pre-primary stage: the general aim is to awaken a number of abilities and interests. It is also the time when certain space-time patterns take shape, when the first foundations of logical argument are laid and notions fundamental to reading and writing are acquired.

During the primary stage there are three main objectives:

- (i) the discovery (rather than study) of the natural and social environment by means of activities centred on themes very close to the child and his immediate environment;
- (ii) intellectual activities to enable child to grasp those subjects which are indispensable to knowledge - the mother tongue, in some cases a foreign language, mathematics - the three R's of the traditional primary curriculum;
- (iii) the development of artistic and bodily activities art, music, sports, pottery, etc.

The secondary level continues and widens the work covered in the primary school. It continues to instil in pupils an interest in learning by deepening their knowledge of tool subjects (mother tongue, Mathematics and General Science) and to open to them new aspects of learning by offering new activities which help to develop their inclinations and abilities - history, geography, home economics, a foreign language. It gives opportunities for creative work and instil a deeper sense of appreciation - art, music, drama, craft, literature. These should also help them later on in better utilisation of their leisure time. It continues character formation and helps to instil the right moral attitudes in the children though religion, civics, sports.

In most systems, there is a shift in bias after the first two or three years of secondary education, but the course should still seek to give all young people a common frame of reference. All need a good general knowledge and improved ability to

communicate as well as an adequate background for entry into the working life. School leavers need an understanding and appreciation of themselves, economics, leisure, politics and their environment generally. They must be prepared for citizenship. They are going to be consumers, so they need consumer training, mass-media consumer training. They need civic and social training and preparation for family life. For optimum learning, such topics must be introduced through direct practical activities, social projects, community service, and not in formal or academic fashion. How they are taught is important as what they are taught. Can they observe, perceive, analyse? Above all are they trained to continue educating and training themselves? Towards the end of this stage a youth begins to prepare himself for a job or to go into the tertiary level of education for specialised courses which are also mainly job oriented. What the system has given him so far is a general, basic education which makes it easy for him to be trained for specific skills and adaptable to learn new skills. In most advanced countries, secondary education does not give technical training, job-orientated training. This takes place in institutions of further education such as technical institutes, polytechnics, universities, training colleges or through apprenticeship schemes and on-the-job-training. Technology demands specialised skills, but secondary education generally does not give these. It does not mean that it should take no heed of technology and manual skills. There is a tendency for society to feel contempt for manual work - to value academic subjects in school more than practical or technical subjects. To counteract this, experimentation with materials and tools is a very important part of secondary education. For most students a vocational element in the latter part of secondary education creates motivation and gives relevance, and sampling the work of various trades gives an understanding of what people do and of the range of careers available.

I shall not enlarge on the third level of education because I would like to see it within the context of life-long education, a cycle through which people can go again and again to obtain specific skills to fit the exigencies of their employment or even just to follow their interests or leisure time activities. In advanced countries the principle of life-long education is beginning to be implemented and youths are encouraged to leave school, find a job and then return to continue and expand their education: there are evening classes, day release courses, Universities using correspondence courses, schemes for a return full-time to educational institutions, in-service training. Special attempts are being made to create programmes aimed at drop-outs, those who have not finished the secondary course.

The majority of young people finish their formal, general education at the end of the secondary cycle and seek jobs or training for jobs. The third level of education, with few exceptions is job orientated. Even the Universities have as one of their main function the training of highly skilled personnel.

How does Malta fit in all this? Is youth being served? Is youth helping itself and is it an active participant in this process we call education?

With pre-school children being able to socialise and play safely in the streets, and with unemployed grandmas, mothers and aunts to encourage them, kindergartens are not of very high priority. We have about 108 primary schools which are becoming liberalised since the rat race for selection into a few secondary schools has been removed. Eighteen months ago we introduced secondary education for all up to the age of fourteen and for the next five years the point of stress and difficulty will be in the secondary level of education. We are re-organizing secondary education so as to remove selection into different types of secondary schools and so that all secondary schools will offer a two year common course to all children with options and some specialisation after the second year, when every child has had at least eight years of basic education. We are re-drafting the curriculum of secondary schools to make it as flexible as possible to allow teachers to adopt courses to fit the varying needs of children. We are trying to obtain the right mix of academic and practical subjects which have a bearing on what the pupils need and will need. We are trying to put more stress on day to day assessment rather than academic periodic examinations which often are a test of memory than an assessment of what has been learned. We hope that in the three years' time we shall be fully equipped to offer every child a full five year secondary course. At present we have 40 secondary schools. By next September some of the smaller ones will be amalgamated or incorporated into bigger schools to offer better facilities and more economical use of staff and equipment. In the near future we shall be raising the school leaving age to fifteen and then to sixteen as soon as this is possible.

This spurt of secondary education will be the foundation for the skills which Malta needs to vary its economy and base it on a firm footing. With a broad based, solid education, young people can receive vocational training which will make them able to carry out responsible tasks in the technical and commercial sectors and also to be adaptable to the changing world around them. Technical training will assume even greater importance.

At present boys can enter the Technical Institutes (2 in Malta and 1 in Gozo), by means of a competitive examination after they have reached the age of fourteen or through a day release scheme once they have become apprentices. The Institutes cover a fairly wide variety of courses at the craftsman and technician level. A total of 1150 boys can be accommodated full-time at the Technical Institutes in Malta and this number can be raised to 1350 when the Institute at Naxxar becomes fully operational.

With the introduction of secondary education for all and with the raising of the school leaving age, it is envisaged that boys will go to the Technical Institutes after they have received their secondary education. This will up-grade the level of work at the Technical Institutes and it will enable courses to be accelerated.

The Trade Schools are a new project meant to offer technical training for boys in various trades at the skilled labourer level. The first of these schools is due to open in the near future.

For the time being entry into Trade Schools will be by selection from the less academically motivated children in Secondary Schools and it is hoped that the transfer of these boys to a Trade School will give them the necessary motivation to continue their education and to give it more relevance. Once secondary education to cater for all types of children is well established, young people will remain in secondary schools for as long as possible to receive a full, basic education before moving to a Trade School or a Technical Institute to continue their education and training. Similar facilities for vocational training for girls are practically nil and this is a vacuum which must be filled as soon as possible. Lack of information on manpower needs is hindering planning for technical education and training.

The Malta College of Arts, Science and Technology is now well established and is now testing its strength and seeking areas for consolidation and expansion. The Royal University of Malta also is expanding into new areas. It is also becoming aware that in the not so distant future it will have to develop from an institution for the elite into an institution for the majority with the consequent problems of maintenance of standards.

I am afraid I have spoken too long, sometimes like an old-fashioned teacher, all talk and chalk, though you must admit I did not use the blackboard. I now leave the topic to you.

YOUTH IN THE SERVICE OF THE COMMUNITY:
THE ROLE OF THE SCHOOL

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The process of socialisation begun in the home in early childhood is carried on and completed by the community. When the child crosses the threshold of adolescence he steps into another world; in the same way when he leaves the home he steps into another world, a world of events, people and changes that we call the community. This normally consists of the family, the church, the school, the place of entertainment, the place of work and the civic committee. Each in its turn contributes something to the moulding of the youth's personality.

Our young people know that they are living in a world which is both powerful and weak, capable of the best or the worst, faced with a choice between freedom and slavery, progress and decline, brotherhood and hatred. Torn between these opposing realities many young people ask the most fundamental questions: What is Man? Why must pain, evil and death persist in spite of progress? What is the use of our hard-won conquests? What can a man offer to Society? What can he expect from it?

Community service in general

The purpose of educating our young people is the promotion of social growth. Our society can add another dimension to the methods by which schools work towards this purpose, namely, it can help towards the development of personality and a sense of social responsibility through practical experience.

All of us know that young people need to feel that they are playing an important and purposeful role in a happy and understanding environment. Therefore, every country must utilise all its resources - not only its raw material and other economic assets but also, and, above all, the human resources represented by its youth.

The idea of voluntary service by young people has, over the past few years, gone through a radical change. It is no longer the privileged few who are involved but many are those young people, coming from a wide social background, who are asking what they can do to help others.

Community service work should not be limited to voluntary organisations. It should also be extended to schools. In schools such service provides one way for the pupil to move from the security of the class into the highly complicated world of the adult community. The student finds himself involved in real situations, where he can no longer rely on some one else to tell him what to do. In this way he inevitably gains some responsibility and in his work he discovers more about his own capacities and potentialities. Community service provides a chance for young people to experiment and find their proper place in the adult world. These suggestions for community service in schools call for planning, organisation and imaginative efforts.

Furthermore, through the experience of community service young people become more involved in the community of which they are a part. They see it as a network of interdependent relationships in which they are not passive spectators but active participants. For these reasons the practical commitment required by community service is likely to be worth far more than any second-hand knowledge acquired in their classroom about their community. The students come to realise, through action, either individually or as a group, how they can effect changes. What community service provides is not knowledge but the experience that personal action can change a situation of helplessness.

Community service in its nature is not intended to be vocational. However, it could serve as an introduction to a career for some young people. A girl, for instance, working in a hospital for the mentally handicapped may think of taking up such work professionally. If community service can convince young people that they can take action now, it may also give them confidence to take an active role in community work later on as adults. We are at a time when more emphasis in social work is placed on community care and organisation. Thus, the role of schools in helping young people to understand how they can be participant members of the community is very important.

Involving the students

Many are those young people who are offering themselves to give some service to the community through voluntary organisations here in Malta. But thousands of others show no interest. Why not? It is, perhaps, that we adults cloak the idea of service in terms of such little meaning for young people that the majority feel as if it has nothing to do with them. Our young generation

should be able to share in the satisfaction that comes from helping others. For such work satisfies a deep need to give that is fundamental to human nature. Most of our young men spend much of their time in schools and we cannot afford to send them out without letting them have some experience of giving. Young people seem to need the opportunities to serve others and we know that there are opportunities. What is difficult, perhaps, is to bring young people face to face with more particular situations of individual and social need where they can make a contribution.

Community service as part of the curriculum

I have mentioned, however briefly, community service through voluntary organisations. We know that in our country a large proportion of young people engage in socially positive activities in the framework of their family, the church organisations and other established organisations such as the Scouts.

My intention in this paper is to discuss the possibility of introducing community service in schools. The voluntary organisations are already doing splendid work in this field, but we cannot ignore the fact that this service can form a part of the curriculum. This programme in schools may be advocated for various reasons. For example:

- (1) We must admit that it is a relatively small proportion of young people who belong to voluntary organisations. The experience of sharing and caring may be extended beyond the few to the great majority of young people.
- (2) Civics as provided at present by the educational system can be greatly enriched if we introduce this idea of community service.

Social service must have a positive connection with the curriculum. The service outside the school must not remain an isolated activity otherwise a great deal will be lost. Practical work in the locality can reinforce and make more meaningful the work of the classroom. Community service work and work in the classroom can each support the other, but only when it is clear to the student that both in conjunction can, make their education useful.

Civics linked with community service

Civics, as provided at present by the educational system, is taking a new form. Revision of the civics syllabus is being considered and therefore this seminar can be very useful to those concerned with this revision. Here I should like to outline the main objectives of civic education to show to what extent it is related to community service.

The aim of civic education is to prepare the young person to become fully integrated in the complicated society in which we live in order to ensure his personal happiness and social usefulness. This means that:

1. We are trying to make the student aware of the necessity of his personal contribution to the welfare of society.
2. We make him aware that his personality emerges only through his relationships with others (community service).
3. We try to convince him that human relations are fundamental and vital.
4. We explain how in today's society people seek to solve problems in human relations by dialogue and understanding rather than by force.
5. We give the student a sense of involvement in the human condition in which he finds himself.

These are some of the objectives which we aim at in civic education.

Now I should like to say a few words about the means to achieve these objectives, the development, that is, of a sense of total involvement, a sense of active and responsible participation in the community life.

In practice civic education has a threefold approach. The young man must:

- (a) know himself;
- (b) have a good knowledge of the world around him;

(c) have some knowledge of how he can establish relationships with his world.

(a) the young man must know himself

He must have some knowledge about himself, that is, he must discover and develop his potentialities. Therefore, civic education is, in the first place, concerned with character formation and behaviour to enable the child to adjust himself to the world around him. Guidance at this age is very important. The best service that we, as educators, can render to the community is to produce mature young people. Along these lines themes like the development of personality, decisive thinking and decision making, the development of unselfish attitudes, a sense of responsibility for the common good, temperate emotional reactions, a balanced attitude regarding sex and, above all, ability to face the realities of life, are already being treated by some of us. Emphasis on these topics will be given in the new syllabus.

(b) the young man must have a good knowledge of the world around him

Knowing himself is not enough. The young man must have also knowledge of the world around him. Therefore civic education embraces a wide range of aspects of contemporary life, that is, knowledge of the various human associations must be well grasped by the student. These include the family, the school, guidance about careers, entertainment, the Church and the State.

A good knowledge of these social institutions will enable the child to render a good service to the community where he will not only learn by theory but, more important, he will learn through practice.

(c) the young man must have some knowledge of how he can establish social relations with his world

The young man must be taught how a relationship can be established with other human beings. Therefore, topics related to both civics and community service will include communications media, friendship, leadership, planning, guidance (may I appeal for more guidance officers in schools to ensure personal contact with our students), a sense of commitment to the group, human solidarity, international unity, and the rest. Along these lines

I am also inclined to suggest a course in public speaking for our students.

As I have indicated earlier, the committee in charge of redrafting the new civics syllabus is keeping all these considerations in mind. Perhaps the most difficult part is when the committee comes to the point of planning for voluntary service. That is: when to develop a community service programme, as a regular part of the syllabus; or, how can a community service programme be organised on the time table? There are also other practical considerations that must be taken into account, such as: where to find the jobs for the school children; how students should be grouped; what assistance can be offered by the local authorities (civic committee, organisation, etc.) or the parents. All these will have to be taken into consideration and we should appreciate your suggestions.

Religion linked with community service

I have mentioned so far civics as the subject closely related to community service. But there are other subjects that are directly or indirectly related to community service. Religion, for instance, is one of these subjects. I still remember a sentence from a letter which I received some years ago from a friend of mine in which he said: "Young people are religious but in a different way," and he mentioned the work being done by teenagers for the welfare of mankind. It seems that the faith of the young people nowadays is a faith which is expressed in a sincere involvement in the human condition. We are moving towards what we might call a "fraternal faith", Needless to say there is also room for discussion, the link of community service with other subjects.

What kind of activity?

It is easy to advocate the principle but when we come to practice the story will be different. However, community service does not necessarily mean the teacher taking pupils out of the school premises all the time. One example could be, for instance, academically brighter pupils tutoring younger or less-advanced pupils in a section of the classroom or school library. We can discuss what sort of work could be done by the boys and girls in, say, old people's clubs, hospitals, designing aids for the physically disabled, a children's holiday scheme and other activities which could be linked with this matter.

The contribution of Voluntary Organisations

As I have indicated earlier, in our country we have a number of voluntary organisations that are rendering excellent service to the community. To mention but a few, we have the Youth Service Organisation, Din L-Art Helwa, Teens and Twenties Talent Trust, Young Christian Workers, Catholic Action, Youth Clubs, The Society of Christian Doctrine, The Centre for Social Leadership, and the Scouts. Each has its own distinctiveness, as well as similarities with others. It seems, however, that the services they render to the community overlap at times and in some cases there is a loss of energy and in other cases there is no energy at all. May I ask what is being done by the National Youth Consultative Council to organise regular meetings of these voluntary agents so as to discuss and, perhaps, plan youth programmes for the service of the community? Any school programme along these lines should be in conjunction with these voluntary organisations and not in competition.

Training of Teachers

Training of youth leaders and teachers could take various forms, among them:

- (1) conferences to which representatives of voluntary organisations would be invited;
- (2) in-service courses for teachers run either by experienced Maltese teachers in this field or perhaps invited teachers or youth leaders from abroad;
- (3) training in the syllabus at the colleges of education;
- (4) regular meetings with youth service officers and others.

Conclusion

We have discussed at length youth in the service of the community. We have long been aware of the important work that young people can render to the community and recognise that in our country most of this work is being carried out by voluntary organisations. But since a relatively small proportion of youths belong to these organisations we may, perhaps, discuss ways

and means by which this programme could become an integral part of the school curriculum. I have outlined, however briefly, the lines along which the committee of civics is working to redraft the syllabus of civics. Your ideas would be very much appreciated to help us channel young people's energies into constructive action, even though Malta is still free of many of the major social problems. Perhaps the basic reason why schools should develop community service work is that the community needs to use what the young people can contribute.

JUVENILE DELINQUENCY IN MALTA

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I have been invited to talk on juvenile delinquency in Malta but you will agree with me that in a thirty-minute talk I cannot be expected to do justice to such a vast and complicated theme. I have therefore decided to limit myself to certain aspects of it, to highlight some of the problems facing those dealing with young persons who have gone astray and to put forward to you a few proposals aiming at having a better service for the re-education and rehabilitation of wayward youths.

Causation of crime

The first and by far the biggest problem the world is facing in its treatment of delinquency emanates from the fact that we know so little about the causation of crime with any scientific precision. But the first question we have to answer is "Why do young persons commit offences?" If such a question were asked, say a hundred years ago, the reply to it would have been a simple, straight forward one. "Men commit crimes", we would have said, "because they are born criminals". This at least was the theory of the famous Italian criminologist, Lombroso, who in his book "L'uomo Delinquente", published in 1876, went so far as to state that one could also determine whether a person was a criminal or not by certain physical characteristics. He mentioned among these a small cranium, a receding forehead, projecting ears, a thin upper lip, little beard on the face and a luxuriant growth of hair on the head. There are, however, Saints with such facial features and I need hardly stress that such a theory was attacked from the very beginning, was amended by Lombroso himself to include the influence of the environment, and ultimately the whole theory was completely exploded by Dr Charles Goring in 1913 in his book, "The English Convict".

Since then innumerable researches have been undertaken into the causation of crime in most countries by different people working together or separately, volumes have been written, explanations produced and still no final answer is in sight. We now know that the subject is far more complicated than was real realised a hundred years ago.

Some modern researches still attempt to find a correlation between criminality and physique, though in a different form from that put forward by Lombroso. We find, for example, the works of E. Kretschmer (1) and the studies of W.A. Sheldon (2). Two leading American criminologists, Sheldon and Eleonor Glueck (3) have shown that a certain stocky physical type is more common amongst delinquents than non-criminal youth. But this is recognised as only one factor amongst many and definitely not indicating a "born criminal". The world is indeed fortunate that no definite evidence has been given that crime is hereditary, because if it were so, then all our efforts would be wasted as there is nothing that can be done to change heredity.

In an attempt to examine deeply the reasons why some of our youth go astray, researches today are becoming more and more concerned with psychological causes and the importance of the home environment, with emphasis on early training and on economic social and moral influences.

The need for more research, however, and the pooling of our resources to find an answer to the question of what causes crime, is one of the proposals I wish to put forward in this seminar.

The young offender and mental illness

Young offenders are sometimes referred to us who on closer examination are found to be suffering from an abnormal state of mind, usually a mental illness that attacks people at an early age of their life. A young man referred for having committed theft, rape, arson or some sex offence may be found to be suffering from incipient schizophrenia. An offence involving assault may be found to have been committed by a paranoid patient, who in his deluded state, attacks those whom he believes are plotting against him. The epileptic may commit offences during a period of mental confusion after the fit has ended. Such offences as sexual exhibitionism, wandering and stealing may be performed repeatedly by the obsessional neurotic through some irresistible inner compulsion. Such abnormal mental states are not easily visible and it requires a highly qualified social worker to detect indications of such a mental state, enough to enable him to refer the client immediately for expert psychiatric examination, advice and treatment. Criminal acts often disappear as soon as the mental condition is arrested, even if not cured. I am happy to report that our social workers are trained and that there is very close co-operation between the Welfare Service and the

psychiatric services in Malta. The need for more such qualified staff, however, still exists.

The young offender as a product of faulty early training and adverse home environment

The influence of the moral standards of the home on the development of youth is self-evident. If there is no recognition of the difference between right and wrong, no values placed on self-control, on consideration for others or on the acceptance of responsibility, it is hard for the child to acquire the qualities necessary for good leadership.

It has also been amply proved that inconsistent discipline at home produces unreliable and irresponsible youth. One parent may be too harsh or arbitrary in his discipline, the other overprotective and over indulgent. Or the child may be alternately spoilt and clouted according to the mood of the parent. As Sir Cyril Burt in his "Young Delinquent" published 1948, points out, this double-track discipline is the most harmful of all.

Probation Officers, social workers in prisons, Approved Schools and Borstals have all come across the so-called "affectionless, persistent offender" and they seem generally agreed that such persons are difficult to reach, that they appear shallow in their attachments and almost completely unable to make any satisfactory relationships with others. They lie, they steal and simply do not care whether they are in favour or out of favour. Their case-histories more often than not indicate quite clearly that they suffered from maternal deprivation at an early age of their life, were admitted to and transferred from one Children's Home after another. Most of them appear to have suffered frequent disappointments by the resultant continuous change in their mother-figures. It is not therefore surprising to find that their life seems to have been built completely on an impersonal basis.

A study made by Dr John Bowlby (4) and presented to the World Health Organization proves beyond doubt that the "affectionless" offender is the product of maternal deprivation (i.e. deprivation of a mother-figure, who could give love and security) especially if this occurs in the first five years of life. What strikes us most in this study, however, is Dr. Bowlby's contention that this condition of affectionless young offender is practically incurable.

However, if this condition cannot be cured, we know that it can be prevented and my main proposal here is that every attempt should be made to prevent such a condition from ever developing.

In Malta we have attempted to solve this problem by the setting up of the Welfare Division within the Ministry of Labour, Employment and Welfare, and provide coherent administrative machinery for multi-purpose social work with emphasis on family casework, the care of the deprived child and the treatment of delinquency. The Family Service is the pivot around which the whole scheme devolves and it aims at preventing the deterioration and breakdown of families instead of simply providing an ambulance service to convey children to Homes from broken families. Even if a proportion of such children have to be taken in care, every attempt is made to provide imaginative and alternative loving care and to encourage contact with the parents as much as possible. A lot still remains to be done and though co-operation exists between the Education, Medical, Housing and Police Departments and voluntary societies, the need exists for a Co-ordinating Committee of these various services with some executive powers to function at two main levels:

- (a) the top administrative level;
- (b) the level of the workers directly concerned with the clients.

The intellectually and educationally subnormal young offender

The majority of young offenders we deal with, though appearing on the surface as tough and callous, are in reality still immature. They continue into adult life modes of feeling and patterns of behaviour that are characteristic of a childish state of development.

Here, however, I am mainly concerned with feeble-minded young men, and in the case of offenders it is predominantly the high grade mental defective that we encounter rather than the severely subnormal. Mental subnormality by itself is not a cause of crime but crime may result when this mental condition is aggravated by some other factor such as emotional instability or an adverse environment. What is clear to us is that such persons seem to carry with them a feeling of inadequacy and frustration and it is not surprising that this consciousness of failure is often

followed by misbehaviour. The usual pattern is apparent. He fails to keep pace at school, may become the laughing-stock of the class, starts truanting, easily falls into bad company, is easily caught and easily proved guilty.

The problem is not one that concerns only those who deal with juvenile offenders, but it is primarily a national problem in which the Education, Medical, Welfare and Employment services should play their part and co-ordinate their efforts to prevent overlapping. The Education Department with its Psychological Unit and Special Schools, the Disablement section of the Labour Office, the Psychiatric services of the Health Department and the Family Welfare Service of the Department of Social Services and voluntary societies all have a part to play. In my personal opinion comprehensive legislation to deal with and provide for the mentally retarded is required.

Economic, social and moral influences

The impact of social, economic and moral influences on our youth have, I believe, been taken up by other speakers and I do not intend therefore to dwell on this aspect, despite its great importance.

Is the minimum age of criminal responsibility adequate?

A major question that is often posed in connection with the treatment of young offenders is the adequacy of the minimum age of criminal responsibility. In Malta, children under nine years of age are presumed to be completely incapable of crime. Children between nine and fourteen years are criminally liable, if proved to have acted with "mischievous discretion".

In most countries of continental Europe, the age of criminal responsibility is rarely lower than thirteen years, in the majority it lies at fourteen, while in some countries as Belgium and Spain it is sixteen. Children under this age are dealt with as educational problems or by Welfare Agencies.

In Malta three main systems already exist which allow for a child between nine and under sixteen years of age to be dealt with as a "Welfare" rather than a "criminal" case. These are:

(a) A child under 16 years may be brought before the Juvenile Court under Section 6 of the Approved Schools Ordinance

1921 as a "care and protection" case on application by the Director of Social Services for admission to St Philip Neri School, which is our Approved School, and to be there detained for two to five years but not later than his eighteenth birthday.

(b) A child under eighteen years may be admitted to a Home by the Court of Voluntary Jurisdiction of the Superior Courts if he is found in need of care and protection. This, in general, normally entails the admission of girls to the Good Shepherd Home, which is legally regarded as an Approved Institution. This Court acts like the "Family Court" existing in some countries.

(c) The practice arose in 1956/57, whereby in agreement with the Crown Advocate General, the Commissioner of Police started to refer cases of juveniles to the Head of the Welfare Division for investigation and advice. These are in the main persons who come to the attention of the Police for commission of an offence. Thorough social and psychological investigations are carried out and where there are indications of severe behaviour disorder, psychiatric examination and advice is sought. On the strength of these investigations, the Welfare Division advises on the type of treatment required, and in agreement with the Commissioner of Police, undertakes to provide it or to arrange for it.

· These three systems clearly show that the machinery of dealing with young persons under sixteen as "care and protection cases" exists in Malta, but because the minimum age of criminal responsibility lies at nine years, the Police still have the power to bring a child over this age before the Court on a criminal charge.

The case in favour of raising the age of criminal responsibility seems to be overwhelming. In the first instance, it allows for the treatment of the offender rather than the offence. The offence is seen as just one symptom of a general maladjustment and not as the main and only issue to be singled out for court action. Secondly, many children and juveniles brought before the court charged with an offence may be let off due to insufficient evidence or other technical reasons even though it becomes apparent to the presiding magistrate that the juvenile is in need of treatment. Finally, many children may be saved from being labelled as criminals and this is achieved not by letting them off but by giving them all the best possible treatment to re-educate them.

It is suggested that the question of raising the age of criminal responsibility to sixteen years be considered. There is, of course, no objective criterion to justify it, but if the age is raised, children under this age can be dealt with by the Welfare Division that has the professional social workers and the institutions to deal with such problems. The Division would, of course, act on the decision taken in such cases by the Juvenile Court or the Court of Voluntary Jurisdiction following application to either of them by the Department of Social Services.

Methods of treatment available for young offenders

Primarily, the methods of treatment available for young offenders in Malta fall under two main categories:

(a) treatment that leaves the offender in the open community; and

(b) residential treatment, which necessitates the removal of the offender from his home for a shorter or a longer period.

Under the first category, the main methods used are absolute discharge, conditional discharge, Probation, Voluntary Supervision and fines.

The second group includes treatment at St Philip Neri School for boys, the Good Shepherd Home for Girls and imprisonment.

It is impossible, in such a short time to expand on the methods used.

My main suggestion here is that perhaps the increased use of Probation of offenders under the supervision of Probation Officers may reduce the amount of crime more than the mere application by the Courts of conditional discharge without the condition of supervision.

With regard to residential treatment, the establishment in Malta of quite a number of penal institutions available in large countries has been contemplated from time to time, such as Borstals, Detention Centres, Remand Homes and Probation Homes and Hostels. However, the smallness of the population makes the establishment of such institutions administratively and financially inexpedient. This has meant that the existing penal institutions

have had to deal with a wide variety of offenders, thus increasing the problems each of them had to face, through the difficulty of proper classification.

Probation of Offenders system

It would be pertinent, I believe, to say something about the Probation of Offenders system, which is seen as one of the main instruments in the re-education and rehabilitation of young offenders. The Economic and Social Council of the United Nations regarded Probation as "one of the most important aspects in the development of a rational and social criminal policy" and they urged all governments to adopt or extend the system "as a major instrument of policy in the field of the prevention of crime and the treatment of offenders"(5). Similar emphasis was made in the Seminar I attended at the Crime Division of the Council of Europe, Strasbourg, in December, 1967.

In Malta the Probation of Offenders Act was passed in 1957, but in view of the fact that the effectiveness and success of the whole system depends to a very large extent on the right selection and proper treatment of Probation Officers, the law did not come into operation under the 30th June, 1961, after the selected officers completed their training.

In brief the Act empowers the Court, on convicting a person of an offence, not punishable by hard labour or imprisonment for a term exceeding ten years, to make a probation order placing the offender under the supervision of a Probation Officer for a period of one to three years. This is done after the Court considers "the circumstances, including the nature of the offence and the character of the offender".

The probation order can stipulate any special requirements that seem desirable in view of the circumstances of the case. One requirement, that of residence in an institution for a period not exceeding twelve months, is specifically mentioned in the Act. The Court, however, may insert any other requirements that seem suitable, as for example, when the need is felt of enforcing a temporary break from adverse surroundings or undesirable associates.

The Court must explain in ordinary language the effect of the order and must make it clear to the offender that failure to comply with its terms will make him liable to be sentenced for the original offence. Thus the probationer knows from the

beginning, as least intellectually if not always emotionally, that the possibility of punishment remains in the background and that on his behaviour depends whether he avoids it or not.

The consent of the probationer is required to a probation order, if he is over 14 years of age. This consent is rarely withheld, since refusal would probably lead to imprisonment. Nevertheless, such consent is not mere formality for it underlines the fact that he has to co-operate and play his part.

A probation order may be amended or discharged upon proper application, and ceases to have effect when the probationer is sentenced for his original offence. Failure to comply with the requirements of a probation order renders the probationer liable to be brought before the Court and fined for his breach. It may also deal with him for the offences in respect of which the order was made.

It is impossible in this talk to go into the intricacies of actual probation case-work but it may be said that probation relationships between officer and client go through five stages:

1. the examination stage, which includes the pre-sentence and post-sentence investigations;
2. the establishment of a treatment situation;
3. treatment proper;
4. termination of treatment;
5. post-probationary period.

Probation case-work depends for its success on two main factors:

- (a) The proper selection of offenders for probation treatment by the Court

As was stated in the 1952 European Seminar on Probation: "Probation is not a mere 'second chance', or a standard form of leniency applicable to harmless offenders; it is a form of treatment with specific legal and therapeutic content, and care should be taken to exclude from it, not only those who are unlikely to respond favourably, or are likely to respond more favourably to an alternative form of treatment, but also those who

do not need it" (6). This underlines the need and importance of proper pre-sentence investigations by Probation Officers for the Courts.

(b) The proper selection and Training of Probation Officers

"The essence of probation work is the influence for good of one man or woman upon another"(7). It can hardly be emphasized that it is not enough for the Probation Officer to have a sense of vocation but he must also possess the right personality and all this must be buttressed by the right type of training if he is to effect the desired changes in his probationer.

The Probation Order can be modified by the Court at any time. It can be adjusted as new problems arise and old problems are solved, or if the probation officer, as his understanding of the probationer deepens, finds that there are needs of which he had not previously been aware.

The results of probation in Malta show, that at least during the probationary period, about 90 per cent of the probationers terminated satisfactorily their term of probation.

Conclusions

To sum up, the following proposals are put forward:

1. In view of the fact that we know so little with any scientific precision about the causation of crime, the various countries should pool their resources and intensify their efforts on research work.
2. Considering that quite a proportion of youth delinquency has its roots in the home and in faulty early training, emphasis should be placed on preventive work, mainly by means of intensive family case-work and proper and up-to-date child-care services.
3. There is the need of fuller co-ordination between the various Government and voluntary bodies dealing with youth problems. Such co-ordination should occur at two main levels:
 - (a) the top administrative level;
 - (b) at the level of the workers directly concerned with the clients.

4. Comprehensive legislation and co-operation between the various departments concerned are required to deal with the problem presented by intellectually subnormal youths.

5. The adequacy of the minimum age of criminal responsibility in Malta should be fully considered. If the age is raised to, say, sixteen, children and juveniles below this age showing delinquent behaviour can be dealt with by the Welfare Department.

6. The use of the Probation of Offenders system should be further extended for the re-education and rehabilitation of young offenders.

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THE YOUTH EMPLOYMENT SERVICE IN MALTA

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Ministry of Labour, Employment and Welfare

The Youth Employment Service in this country, which dates back to 1947, still provides services to boys only, up to the age of nineteen years. Young girls are catered for by the Women's Section of the Employment Office. For this reason my examination of the work of the Youth Employment Service in this paper is necessarily limited to the problems affecting young boys.

Administratively the Youth Employment Service is still a branch of the Labour Division of the Department of Labour.

The Service is at present staffed by a Senior Labour Officer, a Labour Officer, a Clerical Officer and a Clerk Typist. The Senior Labour Officer is commonly known and addressed, both by the Department and by the public in general, as Youth Employment Officer, although this is not an officially recognised designation. This officer is in full charge of his section and is responsible to the Administrative Officer in charge of the Labour Division of the Department.

The number of young persons registering for employment for the first time during the last five years is as follows:

<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>
2052	1757	1353	813	1101

The number of young male persons on the Unemployment Register at the end of each of these years was as follows:

<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>
430	237	129	213	348

The following figures show the number of young men placed in employment during the last five years:

<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>
205	244	218	205	127

As can be seen from the above, many of the registrants cease to register. This is either because they find employment or because they lose interest after they have spent a long time registering for employment without succeeding in getting a job.

Every year about 6,000 young persons leave school and start seeking jobs. The number of boys who leave school is almost the same as that of girls.

During 1971 the number of young persons calling for advice at the Youth Employment Office exceeded 3,000. This number comprised school leavers, students attending different colleges, Technical Institutes and the University, and others who were in employment but had a personal problem.

In 1969 the Department of Labour issued a booklet called "A Guide to Careers". This booklet, which is in English, is intended for boys and girls of 14 years of age and over who stand at the crossroads of life and will soon have to make a choice on which their whole future may depend.

In 1970 another booklet, called "Ghajnuna Ghal Ghazla tal-Karriera Ghat-Tfal li Ghalqu t-Tlettax-il-Sena" was published by the Department of Labour. This contains useful information regarding Vocational Training Courses, etc, for boys over the age of 13 years.

Vocational training

Young people who call at the Youth Employment Office to register for employment for the first time are encouraged to learn a trade and every effort is made to place them in an establishment which offers facilities for trade training. The best form of training is, of course, through an apprenticeship.

Young persons may be recruited as apprentices with the Malta Drydocks Corporation, the Malta Government or with private industry. The method of recruitment is different in each case.

Apprentices with the Malta Drydocks Corporation have excellent facilities for training and eventually good employment prospects exist for those who successfully complete their apprenticeship. Apprentices with the Malta Government and with private industry have good opportunities to master their trade. They attend the apprentices school for one day a week, where they

learn the theory of the trade, in addition to other subjects related to the trade itself. They spend the rest of the week doing practical training on the shop floor.

The total number of apprentices undergoing training up to December of last year was 451, distributed as follows:

Private firms	-	159
Malta Government	-	82
Malta Drydocks Corporation	-	210

During 1971, 117 apprentices were engaged:
60 with the Malta Drydocks Corporation,
47 with private firms and
10 with Government.

It is a pity that Government does not take more apprentices in its departments, especially when one considers that there exists a shortage of skilled workers in this sector of employment. It is also strange that an establishment like the Malta Electricity Board does not take on any apprentices. There are other private firms and establishments, old as well as new where, unfortunately, no apprentices are taken on. Examples are the jewellery trade, electronics, tailoring, salesmanship and hairdressing.

Every effort has been made and is still being made by the Department of Labour to introduce Apprenticeship Schemes for those trades for which apprenticeship schemes have not yet been drawn up, such as electronics, hairdressing and salesmanship.

The presence of a television set in most homes and the regular visits paid to the hairdresser by many women today have created a need for skilled television technicians and hairdressers and stylists, a need which has to be met if we are to move with the times.

No scheme of training exists for salesgirls and salesmen. Such a personal service needs to be more sophisticated. I do not wish to cast any shadow on this class of employee, but one cannot deny that the behaviour of some of them towards customers leaves much to be desired. In some instances they are openly unco-operative.

These are matters about which complaints have been made for many years, but no concrete suggestions were ever put forward, by interested bodies. In many instances employers

blame Government for lack of facilities. Employers are now organised; they have their own associations; and they should therefore make suggestions and even prepare schemes of training.

The Government has the appropriate machinery to study the proposed schemes of training and implement them. One of the functions of the Youth Advisory Committee is to advise the Minister of Labour on any matter relating to the employment of young persons. Employers could therefore submit apprenticeship schemes to the Youth Advisory Committee for their eventual recommendation to the Minister of Labour.

The composition of the Youth Advisory Committee is not prescribed in the law. The latter only states that it "shall consist of such persons as the Minister shall appoint for such time and under such conditions as may be determined by him". But it imposes a most important condition, namely that not less than two of the members shall represent employers and not less than two shall represent employees, provided that the number of members representing employers and employees shall be equal.

A frequent complaint by employers engaging young persons to learn a trade is that patience is needed and time is lost in teaching them the basic elements of the trade; employers also complain of the damage caused to the tools and material by these young persons especially during the first year of their training. Such complaints could, in my opinion, be substantially reduced if Government were to introduce one year Basic Training Course in a Government Training Centre or elsewhere.

The ideal function would be to channel school leavers who want to learn a trade to a course in a trade of their choice. During the period of their training, they would thus be able to learn the principles of the trade they have chosen. Arrangements could then be made with employers to interview these young trainees and choose those suitable to become apprentices in the various trades.

Such a scheme has been introduced in the United Kingdom. In 1960 the Ministry of Labour decided to set up classes at Government training centres throughout the country to help smaller firms to appreciate the advantages of systematic full-time training at the beginning of an apprenticeship. In Engineering, for example, the syllabus was based on the principles of the jointly approved syllabus of training apprentices, fitters and turners and covered the first year of apprenticeship. The course

was not intended to cover technical college work but was designed to give good basic training as it might be given in the employer's workshop.

Something on the above pattern could be implemented if our school leaving age is raised to 16 years.

If such schemes were ever to be implemented, one would expect young persons to have a chance to choose the trade of their liking and in accordance with their aptitudes. It is against all principles of vocational guidance to persuade a person to learn a trade which is not to his liking. In the past there were instances where some young persons had no freedom to choose a trade course in our Technical Institutes: they had to accept Tailoring or else fail to be admitted to the Institute, as all the courses in other trades were full. Some of these unfortunate youngsters accepted such a proposition, in the hope that they might eventually have a chance to transfer to another course in the trade of their liking.

In 1969 Government appointed Part-Time Trade Inspectors for the existing Apprenticeship Trades to visit establishments where apprentices are engaged, in order to make sure that the processes of the trade are satisfactorily taught to apprentices. These Inspectors submit their reports to the Department of Labour (Youth Section) and if some irregularities are reported, the employer is notified by letter to rectify those irregularities. A follow-up inspection is then carried out by an official of the Youth Section in order to see whether this has been done.

Every establishment where apprentices are engaged is also visited by an official of the Employment Section at least once a year to ensure the observance of the provisions of the Industrial Training Act, Act X of 1952, which regulates the training of apprentices and learners.

The officials of the Youth Section investigate complaints lodged by apprentices or other young persons in employment. They mediate in all trade disputes where young persons are concerned. Several disputes between employers and employees have been settled to the satisfaction of both.

Very good relations exist between employers and the Youth Employment Section and employers are in constant touch with the Youth Employment Section. Many employers seek and accept the advice of the officials of the Youth Employment Section

on differences which may arise between them and their young employees. In some instances drastic action by employers against their young employees is avoided through the immediate intervention by officials of the Youth Employment Section.

At the end of their apprenticeship, apprentices are finally trade tested by a Trade Testing Board; if they pass the test they are issued with a Journeyman's Certificate.

Unfortunately many employers are still reluctant to engage apprentices. They argue that they have never had apprentices, and have always done well with the youths they have taken on. They are inclined to regard apprentices with suspicion and are not prepared to take the trouble to train them. With the aim of creating an incentive to employers and of increasing the number of apprentices in industrial establishments, Government pays a subsidy to employers who engage apprentices.

Young persons who do not possess the required educational qualifications to become apprentices are engaged as learners. They too learn the trades, but they have very little supervision with regard to trade training, and the progress they make in learning a trade depends mostly on the honesty of the employer. During 1971, 261 learners were engaged by private firms. There are 654 learners with private firms at present. These figures show that the number of learners undergoing training is substantial. These need more supervision, but due to the limited staff at the Youth Employment Section, such a task is impossible at the moment.

Technically speaking, a learner could learn a trade as well but in many instances his standard of education is low, consequently he cannot perform certain work without supervision. He may be able to carry out work assigned to him but he cannot do it all by himself.

It would be a step in the right direction to make it obligatory for employers to send their learners to a special school, like that for apprentices, for one day per week. These lads, who play a very important part in the employment sector, would at least be able to learn the essential basic educational requirements.

The prejudice against Technical Education which existed in the past is slowly fading away. Parents are now realizing that Technical Education is not something degrading. They no longer

discourage their children from following a Trade Course of their liking.

Vocational guidance

Ever since the Youth Employment Section was set up in 1948 it has been the intention of the Department of Labour to develop a sound system of vocational guidance and thus provide an essential social service which fulfils four important functions needs of the community:

- (1) to indicate to the Education Authorities the requirements of employers, thus serving as a link between the schools and the labour market;
- (2) to help the education authorities in the formation of the educational background of school children during the school years, in such a way as to lead them to the realisation of their personalities in a way compatible with the actual requirements of commerce and industry and the other sectors of the community;
- (3) to provide school leavers with useful information which serves to direct them to the type of employment for which they are most suited;
- (4) to help direct the labour supply to areas where it is most in demand.

One form of vocational guidance which served these very useful purposes in the last few years, was a system of school talks, organised jointly by the Department of Labour and the Education Department, enabling trained officials from the Department of Labour to meet personally school children and their parents in order to discuss careers and to offer collective, and even individual, guidance where possible.

The success of these talks can be gauged from the fact that out of an estimated average of 6,000 school leaving population each year, about 1,666 boys in Malta and 172 boys in Gozo listened to such talks in 1970. A total of 58 talks were delivered during that year at various Government Primary Schools in Malta

and 4 talks to schools in Gozo. An estimated number of 874 parents in Malta and 76 in Gozo also attended the talks. Unfortunately these talks were temporarily suspended at the request of the Education Department during 1971 when a change in the school system was taking place. I regret to have to say that no talks have been delivered this year either.

At a meeting held at the Education Office on 18th April, 1972, however, attended by the Directors of Education and Labour as well as other senior officials of both Departments, it was agreed that School Talks should be given by trained officials of the Department of Labour to Students attending Forms IV and V of the Grammar and Technical Schools. Whether school talks will be given to other students attending other forms or not will be decided at a later date.

An efficient system of vocational guidance is highly desirable and tends to gain in importance as a result of:

- (1) the industrialisation of these Islands' economy and its increasing sophistication over the last few years, offering an increasing number of specialised jobs which call for special training;
- (2) the raising of the school-leaving age and the change in the educational pattern which calls for the proper direction of the educational background of youths at an early stage;
- (3) the keenness of competition on the labour market which makes it essential, both in the interest of the community and of the individual workers, that waste of skills and energies be reduced by an efficient direction of the labour potential to the fields where it can be most advantageously utilised.

The keen interest the Education Department is showing in developing in schools a sense of vocational conscience cannot but be appreciated, yet no system can attain the desired results unless it is inspired by a close knowledge of the labour market. Indeed, no other Department except the Department of Labour can furnish the needed authoritative information about the trends and demand for labour which tend to vary and change between one skill and another or between one occupation and another, as also

in its overall aggregate aspects from time to time. Furthermore, no other officials can provide as effectively as those of this Department the continuous link between Government and employers. The Department of Labour is exclusively responsible for providing vocational guidance to youngsters when they leave school. It is not seen therefore why attempts should be made to keep the Department out of the picture during the formative years of the child when it is expected to provide efficient guidance post facto, at a time when shortcomings which may have been allowed during the formative period can be corrected only with difficulty.

Reference was made in the report of the Manpower Expoert, who visited Malta in 1966, to the need for an extension of activities in the field of vocational guidance.

The following is an extract from a report by Mr. J.M. Vincent Smith, an expert who came to Malta in 1967 to make an assessment of the present and future Manpower situation:

"Especially because of the opportunities to be offered to boys and girls by the expansion of industry and tourism, it is of the highest importance that they and their parents should be made aware of the openings available for school leavers by way of employment, training or further education, and should be given guidance in the choice of a suitable career, both at school and at the Youth Employment Office. Amongst other things there is a need for boys and girls to be steered away from the prevailing view that there is something undignified about manual work in industry.

"The initial requirement is that a decision should be taken about the allocation between government departments of responsibility for this specialised work which extends well beyond the functions of careers masters in individual schools. First-hand knowledge of industry and of the state of the labour market are an essential requirement, as well as training in the techniques of vocational guidance".

There is a dire need too for implementing some of the recommendations made by Mrs M. Vestin in her report on Pupil Guidance which she submitted to the Hon. Minister of Education, Culture and Tourism in November 1969. One of the suggestions made by this expert was "that the Minister of Education and Labour should also set up a standing committee of restricted proportion between the two authorities to facilitate the necessarily frequent co-operation, concerning plans, action, evaluation, material and other aids, etc."

It is indeed strange that no standing committee has been appointed so far to study the needs of the Vocational Guidance.

It is an undeniable fact that educational guidance and vocational guidance are complementary to each other, but up to now each Department has been working in isolation, keeping the other in the dark about progress that is being made or methods that are being adopted.

Conclusion

School leavers are in real need of advice and counselling over a very wide range of problems. For a long time they may have looked forward to leaving school but when the time comes they frequently find themselves quite unprepared to meet the realities of the change from school to work, grossly ignorant of the choice of nature of the occupations available to them, bewildered by the shortage of the right kind of jobs to meet their own needs and abilities, and sometimes faced with a lack of understanding on the part of those responsible for their care in employment.

Young people who, because of necessity or lack of vocational guidance, accept employment not of their choice suffer a great deal of frustration. In this situation young people often pretend to accept cheerfully that which, in their own eyes, is less than second best, whilst others demonstrate that they find it difficult to resign themselves to a job which denies them opportunities for expression of their personal tastes, interests and disposition.

Many boys enter forms of employment which preclude them from obtaining systematic training, apprenticeship or any qualifications, and, in consequence, they abandon all idea of a progressive career. Unhappily some employers dismiss the youngster as soon as he becomes too old to be paid the minimum wage. Careful and long-term preparation for this difficult situation should transform this whole period from one in which the young person meets a series of crisis to one of planned transition. This would not only assist young people to adapt themselves, but it would also go far towards ensuring that they find an opportunity for personal and occupational fulfilment.

In a number of European countries, post-war educational reform has resulted in earlier emphasis on vocational guidance within the compulsory period. In Belgium, preliminary vocational

guidance has been introduced into many schools before the fixed school-leaving age is reached. In Czechoslovakia, the last two years of compulsory school attendance now include the provision of vocational guidance to all pupils. In Sweden and the United Kingdom, vocational guidance is brought into the school systematically, and it is now being given to pupils two years prior to their leaving school. In the United States, vocational guidance is generally started in the secondary school, and sometimes in the last year of elementary school. This is also true in Canada. In both countries there appears to be a trend to stress the initiation of vocational guidance before the end of the elementary school course so that guidance procedures may play a part in the adjustment to be made between elementary and secondary school.

Now more than ever it is important that the link between the Youth Employment Section of the Department of Labour and the Department of Education should be strengthened, for Malta is becoming more industrialised and young persons and their parents are becoming conscious about careers. It is against the interest of the pupils and their parents that such an informative service should cease to function in the schools. It is also the duty of the State to see that young persons are given all help required so that they may eventually enter into a career which is to their liking, thus limiting labour turn-over in industry as much as possible.

Both the Ministers of Education and Labour should be responsible for seeing that such help is given.

It is also essential that a Manpower Survey be conducted so that the manpower requirements of the future may be estimated. The information derived from such a survey could help the Government to make the necessary plans for training our future work force according to the requirements of our industry and other services.

It is true that at present Government is faced with many thorny problems, but I feel that the problem of Youth Employment should be given the importance that it deserves.

PUPIL GUIDANCE

by the Guidance Unit,
Ministry of Education and Culture

The Guidance Unit, within the Education Department, was set up on a provisional basis in August 1968. Since then it has been increasingly involved in Guidance duties as new members have joined the Unit. At present it is staffed by seven Officers of the Department, who, after being sponsored by the Government for post-graduate training in the United Kingdom, have obtained Diplomas in Educational Guidance at the University of Reading or Advanced Diplomas in Education at the University of Keele.

The need for organised Guidance Services in Malta began to be officially recognised following the recommendation of Professor Lewis in his report "Education Planning" (August 1968) in which he states that "Guidance and Counselling facilities should be developed within the school system". This was studied by Mrs M. Vestin, Head of Section, Educational and Vocational Guidance, National Board of Education, Sweden, who visited Malta during the course of 1968/69 at the request of the Hon. Minister of Education, Culture and Tourism, and under the auspices of the Council of Europe. During her stay in Malta, Mrs Vestin was assisted in her work by the Guidance Officers.

During these last four years, this Unit has concentrated mainly on creating the infrastructure for the proper functioning of Guidance in the Maltese educational system. It has always been the main aim of the Unit to make Guidance an integral, and not just a peripheral, activity within the educational system. Its work is generally geared in such a way that it will be possible in the very near future to provide help to all students in all schools, both individually and in groups, in making the right decisions when confronted by educational, vocational and personal problems. In other words, the Unit's work consists of fostering positive mental health in our students.

In its short life the Guidance Unit has successfully completed several tasks as part of an overall plan intended to introduce Guidance into Maltese schools on a sound and scientific footing. A brief explanation of the main areas of work undertaken by the Guidance Unit so far will, we hope, give all those interested in this activity a sufficient understanding of its operations. However, before giving these brief explanations,

it must be made clear that this Unit does not draw a line between different aspects of guidance, i.e. educational, vocational and personal guidance. These distinctions are arbitrary and only used for clarity's sake - it is commonly known that, for example, an educational choice can have, and generally does have, vocational implications. So also with personal problems. A student with a personal problem will surely feel its effects on his education and, therefore, also perhaps on his vocational choice later on.

Testing

The first standardised tests for Maltese children in English and Arithmetic were constructed by members of the Guidance Unit. The creation of these tests was the result of several administrations of different drafts of the tests in many schools in Malta and of elaborate and scientific item-analysis and statistical procedures.

The use of these tests facilitated the assessment of students when either guidance was needed by a particular student or when transfer from primary to secondary school was contemplated.

These tests were the first steps in a planned programme for the creation of achievement, intelligence, interest, aptitude and personality tests meant to cover the educational, vocational and personal development of pupils at all levels.

The second step in this programme was the creation of an intelligence test. An Intelligence Test, adapted from a foreign one, was administered locally in English and Maltese versions. Further work in this area was unfortunately interrupted before completion.

Cumulative Record Cards

The Guidance Unit also devised and introduced Cumulative Record Cards in all schools, from the infant to the Secondary levels. These cards are also used in private schools.

These Cumulative Record Cards are so designed as to take into consideration both the academic progress and the personality development of each child year by year.

- (a) The Infant Record Card provides a basis for observation in order to help in the physical,

psychological and social development of the child.

- (b) The Primary School Record Card leads to an objective assessment by the School Headteacher, which assessment is needed in the transfer of pupils from the Primary to the Secondary level.
- (c) The Secondary School Record Card provides for a comprehensive assessment of academic achievement, personality development, vocational development and career guidance. It also gives an opportunity for follow-up studies.

The Unit has explained to headteachers and staffs the importance, use and filling of these cards and has also compiled, for distribution to all schools, explanatory booklets (guides) for all three types of card. Teachers have greatly appreciated these booklets which have helped to familiarise them with the new system. When the Cumulative Record Cards are fully functioning in the schools they will be of very considerable help and a very useful tool in the hands of whoever is to carry out Guidance work in our schools, since assessment is meant to be objective and scientific.

Teacher Training

Members of the Unit have been, since October 1969, lecturing, mainly to Colleges of Education students but also to teachers undergoing in-service training, on this new educational concept of Guidance. Thus, new recruits to the teaching profession are familiarised with this new concept, in the hope that these new teachers will further spread the gospel of guidance among their future colleagues.

Admission Procedures to the Technical Institutes

In order to select a better type of student for the Technical Institutes, the Unit has studied the problem of admission and dropouts, and has been entrusted with the task of drawing up and running new selective procedures.

These procedures will be improved in the light of research and of follow-up work which will be conducted by the Unit.

The result of the first Vocational Aptitude Test held in 1971 was analysed and the Unit constructed a second edition to be used for selection purposes in 1972.

In order to acquaint school staffs and pupils with the new admission procedures to the Technical Institute, and courses provided there, members of the Unit visited all Government and Private Secondary Schools and talked to the students to orientate them on this subject.

As a result of this new selection procedures, the Headmasters of the Technical Institutes are of the opinion that they had a better intake of students, showing an aptitude for following technical courses.

Selection of students for Vocational/Trade Schools

The Guidance Unit was entrusted with the selection of students who want to follow a 3-year course at one of the Vocational/Trade Schools being opened by the Department of Education. The first selection took place in April 1972, and the Unit will be selecting students for other courses to be started shortly. The Unit will be making use of vocational aptitude tests for this purpose.

Career Guidance

The work carried out by the Unit in this field during the years 1968/72 included:

- (a) regular guidance and counselling sessions in schools;
- (b) counselling individual students referred by Heads of schools;
- (c) talks for school leavers;
- (d) careers orientation conventions;
- (e) collecting information about different careers and passing this information to interested students;
- (f) talks to all students, in Government and Private schools, interested in following

courses at the Technical Institutes;
(More than 1,500 students attended these talks which, when necessary, were followed by individual counselling sessions);

- (g) discussing with Heads of schools streaming, choice of courses, etc;
- (h) attending teacher-parents meetings;
- (i) organising visits to other institutes of higher and further education, industries and other places of work.

Careers guidance programmes 1971-72

It would be best if the careers guidance programmes for 1971-72 be described in some detail in order to give a better and clearer idea of the work carried out by the Guidance Unit in this field.

The careers guidance programme was drawn up after taking into consideration the following points:

- (a) the envisaged changes in the system of education;
- (b) the school time table for the whole scholastic year;
- (c) admission procedures to secondary schools including the technical institutes;
- (d) the employment situation in Malta.

Phasing

The Unit decided that the careers guidance programme in schools would be phased as follows:

Christmas Term - Established Schools (Form V) (talks and counselling).

Eastern Term - (a) Orientation talks to students aged 14+ and interested in courses at the Technical Institutes.
(b) Visits by Form Vs to different work and education establishments.

Summer Term - Talks to students in New Secondary Schools and Form IVs in established schools.

The Guidance Unit started with Form V students during the first term at the request of the Heads of Schools because these students will be sitting for G.C.E. examinations during the 3rd Term.

Meanwhile members of the Unit continued with their normal guidance work in Primary Schools, New Secondary Schools and Private Schools. In some of the New Secondary Schools talks were also given during the first term.

Programme in Schools

The Guidance programme in schools included:

(a) Talks to students (small groups) on related topics.

These included:

- self-assessment re careers
- making a decision
- further and higher education
- what is work
- information re careers
- how to apply for a job

(b) Counselling sessions (group and individual counselling) to discuss vocational problems.

(c) Mock interviews.

(d) Questionnaires on Career/Job preferences (see Appendix Ia and Appendix Ib).

The Unit prepared two questionnaires to be used during this careers guidance programme. Each student was asked to fill a questionnaire prior to the course and then used, when needed, during counselling sessions.

The Guidance Unit is very happy to state that in these guidance programmes within the schools it found the full co-operation of the Heads of Schools and of the staff and particularly of teachers responsible for Guidance and teachers of Civics

and English. Members of the Unit greatly appreciated all the help it was given as a result of this co-operation.

Outside Lecturers

The Guidance Unit also appreciates the full co-operation given by outside lecturers when invited to participate in guidance programmes organised by the Unit.

Seminar

Members of the Unit organised a one-day Seminar for Form V students during the Christmas holidays. About 80 Form V students attended.

Visits

The Guidance Programmes in schools were followed by visits, organised by the Guidance Unit, to educational establishments and places of work. These visits were not simply educational or sight-seeing tours but orientation visits. The aim of the Guidance Unit for these visits was to provide each student with an opportunity for preliminary familiarisation with the particular educational establishment or place of work he/she hoped to proceed to on leaving school. At the place being visited, students were addressed by a senior member of the staff and conducted round the place. A follow-up of the visit was made at school. Students discussed the varying aspects of the places visited and, in some instances, made written comments.

The students were informed in good time about which places could be visited and each student made a choice of places to visit according to individual aims and inclination.

The students had to choose from:

- a) Educational establishment - M.C.A.S.T.
(Polytechnic)
- Royal University
of Malta
- Colleges of
Education
- St. Luke's
Nursing School

- b) Place of work - Government Department
(Tourist Board and Malta
Broadcasting Authority)
- Private Industry (Plessey
Co. Ltd)
 - Bank (Barclays Bank)
 - Hotel (Corinthia Palace)

As preparation for these visits, discussions were held in the class in order to enable students to ask pertinent questions to the people showing them round the establishments. A list of questions, to help students to think about what to look for, was drawn up by the Guidance Unit and given to Civics Masters and Mistresses to be discussed in the class.

The Guidance Unit also conducted a survey among the students concerned after the visits, in order to find out their opinions on these visits. The general opinion was favourable and the students appreciated the necessity and value of these visits.

Information Service

The Guidance Unit is organising an information service (see Appendix 2) on careers both educational as well as vocational. Members of the Unit are compiling the necessary information to be passed to the students interested in particular careers or jobs. The Unit's main object is the organisation of a comprehensive up-dated career information service to schools.

The guiding principle continually before members of the Guidance Unit in the pursuance of their work has always been that described by Mrs M. Vestin in her outline of the Guidance Service, namely, that it is within the school that the developmental processes, educational, vocational and personal are best fostered and nourished.

In the formulation of its policy for work in the field of career guidance members of the Unit have kept this principle in mind. This embodies a further principle, also referred to by Mrs M. Vestin in her Report, that the implementation of the continuous developmental process requires the help and co-operation of personnel in the Labour Department for information to school-leavers regarding opportunities in, and requirements

for, the labour market, and the conditions of work, as well as for the follow-up studies of school-leavers after they join the world of work.

It was for this reason that in January 1972 an invitation was extended to the Senior Labour Officer, commonly known and addressed both by the Department of Labour and by the public in general as "Youth Employment Officer", to visit the schools and acquaint school-leavers in Form V with employment prospects, specific requirements and conditions of work.

It is in pursuit of this object that at a meeting held on the 18th April 1972, at the Department of Education and attended by the Directors of Education and Labour as well as other senior officials of both Departments, it was agreed that talks by trained officials of the Department of Labour could profitably be given to students attending Forms IV and V of the Grammar and Technical Schools. (This meeting is referred to by Mr Portelli in his paper on "The Youth Employment Service in Malta", reproduced in this Report).

International Contacts

(a) UNESCO Consultants

In connection with the reform of the admission procedure to Secondary Schools, Government obtained the services of Mr C.J. Tuppen, a UNESCO consultant on Tests and Testing. Mr Tuppen was in Malta in 1969/70 during which time he was attached to the Guidance Unit and assisted in his work by the Guidance Officers who after his departure carried on the work started by him.

In July, 1970, Government obtained the services for a year of Dr R. Cluff, a UNESCO consultant on Tests and Testing. Dr Cluff was attached to the Guidance Unit and was assisted in his work by the Guidance Officers.

(b) International Meetings

In April 1968 two members of the Guidance Unit attended a course on "Pupil Guidance Training for Teachers" organised by the Committee of General and Technical Education of the Council of Europe at Palma de Mallorca. This course proved to be of great help to the Unit in introducing pupil guidance training for teachers in Malta.

In September 1970 a member of the Unit attended a meeting on "Pupil Guidance" organised by the Educational and Technical Section of the Council of Europe and held in Copenhagen.

In November 1971 a member attended a meeting on the "Assessment of Non-Cognitive Factors in Secondary Schools" organised by the Educational and Technical Section of the Council of Europe in Berlin.

Conclusion

In conclusion, it is hoped that once the infrastructure is fully laid down and functioning properly, and also, when more qualified Guidance Officers are available on the Island, Guidance will be in a better position to help all young people of Malta, for the mutual benefit of both the nation and the individual.

QUESTIONNAIRE FOR FORM V

Name:

Age: Date: Year:

Please READ this form carefully before starting to fill it in,
then TICK or FILL in that statement that most applies to you.

Fill in blanks where applicable

1. I know exactly the job I want:

It is

2. I have decided firmly what job I want, but I would like some
further information about it.

It is

3. I had made up my mind about the job I wanted, but I am now
less certain about it.

It is

4. I know the type of job I want and I am considering a number
of similar alternatives:

They are (in order of preference):

1.

2.

3.

5. I am very interested in one or two rather different sorts
of jobs.

They are (in order of preference):

1.

2.
3.
6. I have made a tentative choice of what job I want, but I do not feel very happy about it.
- It is
7. I have not yet decided what job I want, but I can describe what I am looking for.
- The main features I will be looking for in a job are :
1.
2.
3.
8. I am far from deciding even what I am looking for in a job, but I do know what I want to avoid in a job.
- They are: 1.
2.
3.
9. I feel I am not likely to become qualified to get the only job that interests me:
- It is
- Tick on dotted line where applicable:
- 10. I have no idea what I want to do for a living.
- 11. I am not attracted to any job, and I do not wish to have regular employment.
12. If one of the above statements applies to you, use the following blank lines to describe your difficulty and the kind of help you would like.
-

.....
.....
.....
.....
.....
.....
.....

NAME: _____ FORM: _____ AGE: _____

SCHOOL: _____

ADDRESS: _____

I KNOW WHAT JOB I WANT. In order of preference, I would like these three jobs:

First Choice: _____

Second Choice: _____

Third Choice: _____

WHAT IS THERE I LIKE ABOUT THESE JOBS?

First Choice: _____

Second Choice: _____

Third Choice: _____

WHAT IS THERE I DISLIKE ABOUT THESE JOBS?

First Choice: _____

Second Choice: _____

Third Choice: _____

I DO NOT KNOW WHICH JOB I WANT. However, I would like a job to have these qualities:-

MOREOVER, I would like the job not to have these qualities :-

I WISH/I DO NOT WISH to continue my studies after I finish the Fifth Form.

I WISH to continue studying to become _____

I DO NOT WISH to continue studying because _____

FURTHER COMMENTS: _____

Guidance Unit
Department of Education

SAMPLE CAREER INFORMATION SHEET

CAREERS
INFORMATION
SERVICE

GUIDANCE UNIT
Education Department
Malta

Ref: BC/1

Date: April 1972

INTRODUCTION

OPPORTUNITIES FOR STUDENTS
STUDYING RURAL SCIENCE

The Department of Agriculture and private industry have, and will continue to have, vacancies for qualified people at different levels. Both the Department, through various Embassies, as also private industry, send young people abroad for further studies.

DIFFERENT
LEVELS OF
EMPLOYMENT

The Department of Agriculture employs qualified personnel at these levels:

A. Scientific Officers

- i. Agricultural Economist
- ii. Agricultural Chemist
- iii. Horticulturist
- iv. Viticulturist and Oenologist
- v. Plant Pathologist
- vi. Entomologist
- vii. Veterinary Surgeon

Entry Requirements

Those selected to take up these posts will be required to proceed abroad for the appropriate University qualification such as B.Sc. Econ. for Agricultural Economist, B.Sc. Agric. (Chemistry) for Agricultural

	<p>Chemist, B.Sc. Hort. for Horticulturist, etc. Admission would depend on the particular University. British universities usually require G.C.E. Advanced Level in three relevant subjects preferably at grade B level.</p>
Salary and Pension	<p>This is in accordance with the Government salary scale in operation at the time. At present the maximum is £1750 + 10%. The post is on the Pensionable Establishment. In the private sector, salary scales are comparable with those usually offered by the Government.</p>
	<p>B. <u>Junior Scientific Officers</u></p> <p>i. Junior Agricultural Chemist ii. Analyst</p>
Entry Requirements	<p>Those selected for these posts would be required to be holders of the local degrees such as B. Pharm., or B.Sc. (with Chemistry).</p>
Salary	<p>Salary scale at present rises to a maximum of £1350 + 10%.</p>
	<p>C. <u>Agricultural Officers</u></p> <p>These would be required to follow courses abroad leading to a Diploma in Agriculture or horticulture. Applicants for these posts have to have G.C.E. O level in at least 4 subjects, including Chemistry, Biology and English.</p>
Salary	<p>Senior Agricultural Officer - As for Scientific Officers</p> <p>Agricultural Officer - As for Junior Scientific Officers</p> <p>Similar posts are available with private industry. Salary and conditions of work are usually advertised in the local press.</p>

HOW TO APPLY

For posts with the Department of Agriculture, applicants will have to follow the procedure laid down in the Government Gazette. As the posts become available they are advertised in the Government Gazette and also in the local Press. Posts in Private industry are usually advertised in the local Press.

SCHOLARSHIPS

From time to time, the Government of Malta invites applications for scholarships abroad leading to a degree or a diploma. These will be notified in the Government Gazette and in the Local Press. Private industries may also send employees for further training abroad.

Further Information:

For further information, contact:

- (i) The Guidance Unit
Education Department
32/33 M'Xetto Road
Valletta Tel: 21401 Ext 65
- (ii) Personnel Officer
Department of Agriculture
14 Scots Street
Valletta Tel: 24941

YOUTH AND DEVELOPMENT IN ASIA AND THE PACIFIC

by H. E. Josua R. Rabukawaqa
High Commissioner for Fiji in the United Kingdom

Mr. Chairman, you have asked me to comment on the background paper produced by the Commonwealth Secretariat on the Seminar held last year in Malaysia for the Asia and Pacific Region.

One glance at this paper cannot but impress me with the extremes demonstrated by the facts and highlighted by the figures. Extremes in area from the largest to the smallest countries, from the $1\frac{1}{4}$ million square miles of India to the 2 square miles of Pitcairn. In population, from 560 millions in one country to a mere 100 in another. Not to mention the diversifying differences in their religions, languages, culture and customs, to name a few more, and then to ponder and wonder - what holds these Commonwealth countries together? There must be a unifying force.

Reading between the lines of these reports one has the impression that there seemed to be an upsurge in the youths of Asia and the Pacific. Are they causing problems? If they are, how can one sublimate these surging emotions and harness them for the betterment of their respective regions?

I am here today representing the Pacific area. I come from Fiji. The isles of Fiji in the South Pacific lie about 18° to 20° south of the Equator, spanning the international date line. Fiji comprises some 300 islands, 100 of which are inhabited by 520,000 people of a multi-racial community. The total area is about 7,055 square miles.

Sugar is the main industry and accounts for over 60% of the country's total exports. Then there are copra, gold and tropical fruits. Fish and meat are canned and exported along with some tropical fruits and vegetables. Tourism is also booming. Our gross domestic product has risen from \$F36.m. in 1950 to \$F90.m. in 1960 - then to \$F170.m. in 1970. Our gross national product per capita in 1971 was \$400 U.S.

When our King and Paramount Chiefs ceded our islands voluntarily and unconditionally to Her Britannic Majesty in 1874, Fiji was a country with one major race. Today, it has

developed into a multi-racial community. More than half the population are Indians from east India; a little over 40% are native Fijians. The other 10% consist of Europeans, Chinese and other Pacific Islanders.

We achieved our political independence peacefully, without going into general elections, two years ago; and we have been continuing to progress in harmony and in peace, respecting and tolerating each other's differences. I have given you a brief background of our youth which I will now discuss very briefly.

The need to curb the zeals exhibited by youths first seemed to be recognised in Fiji by church leaders. Youth leaders were sent overseas for training; and in 1950 a Youth Department was formed by the Methodist Mission (to which 83% of the Fijian population belong) to encourage youth to take more positive participation in life. Seminars and conferences followed on a self-help basis, as there were no funds available anywhere to service such meetings. It caught on like wildfire, throughout Fiji; then Tonga, Samoa, and Rotuma followed. Now every three years seminars are held in Fiji, Tonga, Samoa, New Zealand or Australia which youths representing those countries attend. They support themselves, and pay their own fares, board and conference fees.

Themes for the seminars and conferences do not confine themselves to religious subjects. They cover all aspects of life and problems confronting youth. Most of their resolutions fell on deaf ears during colonial days, but it did not discourage them. Every year they still meet and discuss their problems, and they have been able to inject new ideas, new perspectives in the life of the Church, which encouraged them.

They have just completed a project which took them ten years to achieve. That is a three-storey modern complex concrete building which they themselves built under the direction of a professional builder who is also a member. The complex building has a concert hall with stage, dormitories, lecture rooms, gymnasium and offices. At times they were short of money and materials, but never a shortage of will and manpower to carry out manual work, during the building of that project. The building is now in full capacity use.

Following this, the Catholic Youth Movement, the SDA, the YWCA, the YMCA and the Student Christian Movement have

all come into being and joined hands to tackle the problems of youth. The Boy Scouts and Girl Guides, of course, were on the ground before this, following their formal patterns.

A new trend of Social Service by youth emerged two years ago. In a combined Youth Conference, it was moved to accept and support the establishment of a voluntary service scheme which was to begin with the students and be part of the Fiji Student Christian Movement becoming an independent body at a later stage. The objectives of the scheme are:

- (1) To give appropriate service to people who are in need.
- (2) To promote understanding between the highly educated and the less educated people of Fiji.
- (3) To promote cultural understanding among the different cultures of Fiji.
- (4) To localise the voluntary services given by overseas groups.

Six months after the establishment, a group of volunteer students from various colleges and institutions spent six weeks during their Christmas holidays in one of the outlying islands, helping to establish a secondary school. The work done included the construction of teachers' quarters, under the supervision of students from the Technical Institute, with villagers providing the labour; the cataloguing of books in the new library by university students; work on the school garden by the agricultural students; and the teaching of health and education to parents and the community by medical students.

The volunteers also returned with the answers to questionnaires which they had obtained from the rural community, and submitted these to the Ministry of Social Services to give information on the needs and requirements of that particular area in terms of future development.

Many of these young people consider some form of social service as an urgent necessity for their personal growth. They believe it builds up their knowledge and experience and develops skill. Through co-operation in voluntary labour in backward areas, they find reality less remote. They become more mature as far as human relations are concerned and are

confronted with the limits of possibility in realising their own ideas.

Since Fiji became independent, the government has been very much concerned with the increasing youth problems and the positive move by the young people, for it has set up last year a new Ministry, the Ministry of Youth, Sport and Rural Development. This new Ministry is seeking the co-operation and help of all youth organizations in trying to meet the needs of youth in Fiji. Its role is to co-ordinate rather than to create.

On the political scene, the youths have recently formed a multi-racial political Party and have styled it the "Young Alliance". The "Alliance" is the present party in power. It consists of the three racial parties: the Fijian Association, the General Electors (European-Chinese) and the Indian Alliance. So the "Young Alliance" formed by the youth is a further step to integrate the three separate races into one party - the "Young Alliance" supports the "Alliance".

It is often useful in endeavouring to identify local problems of youth, or whatever it might be, to cast our eyes around, near and far, and see how other people though under different conditions and backgrounds are battling with theirs. What effects the problems have had on their youth, or what effect has their solution had on their problems? In doing so, it sometimes gives one the inspiration required, the different ideas that might be tried, or it may confirm one's doubts. Even if to merely prove to ourselves how immature they are, and how effective our methods have always been all along. It is such programmes of action that rejuvenate energies, and comparisons fertilize programmes of action, giving the impetus to progress.

I would like to congratulate the Director of the Education Division of the Commonwealth Secretariat and his co-workers for what they have achieved since they were saddled with this challenging task, and for the practical approach they have developed on this most fascinating and absorbing project. An aspect of the approach that appeals to me is the way in which they have involved the youth themselves to participate in the discussion of their own problems and in identifying them.

Very often in the past the experts were called on to endeavour to diagnose where the problems are, then to formulate classical remedies to match them. Theoretically, most do look good, and may have been the best solution, but, without the

participation of the party concerned, there is lack of communication and inspiration: the recommendations often ended up on shelves.

I think it was Professor John Adams who once said that if you are going to teach John Latin, you must not only know Latin; you must also know John. The experts may know Latin back to front, but who knows John and what John wants better than John himself? For these reasons, I welcome this approach in the participation of youth to help identify their own problems in co-operation with the experienced people who have the interest and welfare of youth at heart, and who have been engaged in youth work as we have seen in this seminar.

In my opinion the youth in developing countries have been misunderstood and disregarded for some considerable time. After providing them with good education and training we tend to regard them as our inferiors. I believe the youths want to be recognised and to be treated as our equals. If we believe in equality then we must grant them their due. They should not be deprived of the opportunities and responsibilities merely because they are youths.

When I refer to equality, I am reminded of that memorable speech by one of Britain's foremost Prime Ministers, Disraeli, when he said that there are two kinds of equality. There is the equality that elevates and creates and the equality that levels and destroys. Raising one of his hands with his fingers closed together pointing upwards in full view of his audience, he pointed with the index finger of his other hand to the middle finger of his raised hand saying: "To that fellow, equality means the raising and elevation of the other fingers to enjoy its status." Then pointing at the thumb of the raised hand he said: "To that fellow, it means the chopping off of the rest of the fingers to come to his level, which of course would cause bloodshed and pain".

Does it ever occur to some of us, that perhaps at times the youth of today, with the advantage of learning we have provided for them, and by inheritance and through mass media of modern facilities have developed and matured earlier than we realised, have often found themselves in the situation of the latter?

YOUTH AND DEVELOPMENT IN KENYA

by Mr. S. Kihumba,
Executive Secretary,
Board of Adult Education, Nairobi, Kenya

Thank you very much Mr Chairman for inviting me to say a few words to the gathering. I was very sorry to have missed the opening session of the Seminar, which I notice from the local press was a very interesting occasion.

Before I begin my remarks I should like to bring greetings from the youth of Kenya and also from their parents, that is, their leaders, who are supposed to give them guidance, as you have been discussing. I welcome the opportunity, as a Kenyan Senior Civil Servant, of coming to Malta; I think that it is the first time that a Kenyan official has been able to come here. When I accepted the invitation to come and participate in this seminar I had only a very vague idea as to what the seminar was or what the objectives of the seminar were. At first I thought I was coming to meet my counterparts in the other parts of the Commonwealth, but I was very pleased when I found a lively group, a group that seems to have a purpose and a group that seems to have some expectations about the seminar. I hope at the end of the seminar we will not be disappointed.

I am sure Dr Maraj has done his best to expose you to some new ideas. Nevertheless during the few addresses which I have listened to, there has been a lot of emphasis on youth as a problem; on youth as a form of threat to the social structure; on youth as a force which is working to transform society overnight. Without being rude to whoever spoke before me, I think we need to be a little more positive. We need to be optimistic, and not assume pessimistically that youth are a threat to international stability. I have a different way of looking at it. I like looking at it in a positive manner, that youth is a force that can contribute not only to international understanding but to national development. I think this is the basis of my address today. I will proceed to analyse how I come to believe it.

Now you know in the country I come from, Kenya, religion is part of the foreign culture, the culture of the British who came to colonize Kenya, so that religion does not have its roots in the African culture as such. We have one leg in the Western culture and one leg, which I think is more firmly established, in our own culture. So I came across religion when

I went to school, and it was compulsory that I should take religion as a subject in order to get some education. My attitude, after passing my oral examinations, is a tendency of assuming that I will doubtless go to Heaven. My attitudes reflect a conflict within our own society; whether to abandon our traditional beliefs or to take on the Western way of life and Western philosophy. This is a conflict within our organization. In an attempt to resolve it we analysed the Prayer Book and we analysed the Bible and we found that there is a lot which is said about God, that God has created the world, God created the Universe and God has done so much for man, in return for which we want to feel repentant for our sins. But if we look at it in a different pattern we can believe that God wants to be recognised as having achieved something in creating the universe. He wants it to be appreciated that He is doing a lot for man and for the universe, and He also wants to be encouraged to do more for man and the universe.

I think these three qualities - recognition, appreciation and encouragement - are also reflected in society. The youth of today feel that they want to be recognized as part and parcel of the social system. They want to be recognized as an economical force. They want to be recognized as a political force. And not only that, they want it to be appreciated that they have something to contribute towards the stability of that structure and its gradual improvement, or its gradual evolution, into something new. Above all, and most important, they want to be encouraged in the belief that they can contribute something which is recognised, by those who are very experienced, by those who dictate the customs and the folk lore, the national objectives, as being of real value to the progress of that particular society. They seek this recognition not only from their parents but from the people who are taking charge of society.

Does the youth problem, then, arise from the youth themselves or from the leaders? Can it be that the leaders also need some guidance, also need some encouragement, also need some enlightenment? May it not be, as somebody has already said, that youth problems do not always spring from youth themselves, but from their seniors? I think the seniors also need a form of encouragement. They also need a form of appreciation. I think this one can call a chicken-and-egg argument. We should not accept a one-sided story, to the effect that youth is a negative force unless it is harnessed and controlled and retrieved to fit within certain ideologies, or

certain beliefs which are held in certain areas or at certain times. I think we need to make a reciprocal arrangement between the parents or the seniors and youth to ensure the existence of a form of communication.

I have heard a lot of complaint about the lack of communication, that there is no communication between young people and their seniors. In fact, the communications are there, but inadequate time has been given to a study of the problem faced by their parents or the seniors of how to give enough attention to the different problems of youth of today. I do not know the problems of youth in the nineteenth or in the eighteenth century, or in the time when no history was written, but I suppose they existed in much the same way. We all agree, of course, that young people today mature much earlier. Not only that, besides the class room, as somebody has mentioned, there are other channels of education which nobody has been thinking very seriously about, that is, radio, television, newspapers and international communications, channels which give greater access to knowledge and greater access to experiences in other lands.

This exposure of young people to external influences upsets the teacher's preconceptions of a typical student, because the student today tends to be far ahead of, or at least far better informed than, the youth of a couple of decades ago. I think this is the most important development in modern times: that the youth today are ready to take personal responsibility in society, in their own countries, at a much earlier age. Unfortunately, planners and the leaders have not come to grips with this particular issue and do not always appreciate that there is a force which is ready to be utilized. The planner has continued to insist that you must be at school until you are 16, after which we can take you seriously, but you may feel that you are already mature by the age of 10. You know that there is a war in Vietnam. You are already aware that there is an international community. This change in young people has not been taken into account by the planners. Before the 1950s, young people used to get into employment during the early ages between 10 and between 16. They therefore had no time to involve themselves in matters outside their own immediate environment. In other words, their energy was fully occupied, fully utilized; but now between those ages of 10 and 16 there is a marked vacuum. This may explain how some people have got the idea that youth is a negative force, although I believe that youth is preparing itself to contribute, not to destroy.

I should like now to illustrate the steps which my government and many other governments in Africa are taking to contend with this problem, or at least to bring the youth of African continents into the main stream of development. We have a somewhat different problem in our area to that in Malta, in that in Kenya only 60% of the children ever go to school at all. That leaves 40% of the children who are doomed to illiteracy until they are adults. By the time the fourth year of school is reached so many have dropped out, for various reasons - because they cannot afford their school fees, for example - that only about 40% end up with a minimum four-year education. That gives us a rather different problem from what you have in Malta. We therefore tackle our problems in a somewhat different way. We have been accused in fact of concentrating on the educated few. This is in some ways inevitable. It is a reflection of the limited resources in terms of finance and personnel which we have at our disposal. Since our main commitment, of course, is to develop our national manpower the accusation of having concentrated on the educated few might have some weight, but of course it does not take into account all our problems in Africa.

One way in which we are attempting to meet the problem is through the National Youth Service. The National Youth Service in Kenya is today taking approximately 7,000 young men and women for a two-year orientation course. This is not a formal course, that is, they do not get diplomas or certificates at the end of the course, but servicemen have the opportunity of acquiring certain skills like road construction or building, there is formal education for those who want to continue with a formal education, secretarial training is given, including typing and accounts, and after the two-year period they get a certificate issued to show that they have undergone a short introductory course of training. These people are very great favourites for employers. They are normally taken up either in government or in the army, or in private industries. This has been going on since 1964 when the President decided to have a formal National Service for young men and women who have completed seven years of education. The scheme is generally considered to have succeeded in fulfilling its purpose.

Another scheme is that of the village polytechnics. Village polytechnics are a new concept which is still at an experimental stage. Try to imagine the rural parts of Kenya. These are quite different from those in Malta. To us a rural area is an area with forests, with wild animals. It is an area which is completely underdeveloped. It is an area where people

live in disease, without medical facilities, without schools. Nevertheless, it is an area where there is high potential. There may be mineral potential, there may be agricultural potential, and this is untapped. It is, therefore, the feeling of our government that the youth of Africa should be channelled to the rural areas. They have the education, they have the vigour, they have the imagination, and they have the drive. So to attract young people to the rural areas we need to take technology into those areas, and one way in which this is being done is through the village polytechnic. The village polytechnic is the main source of technology in rural areas for the young men, for the young man and women. They have started with the young man. They do not have any for women as yet because they are only two years old but I think in the coming two years there will be village polytechnics for young women. These polytechnics have little buildings where there are facilities for teaching farming, which is a most important aspect of rural development. There is an administration block. There is a store to illustrate the use of co-operative organization. There is a work-shop where they learn maintenance of farm implements, maintenance of machinery such as tractors. The young man undergoes a two year course, after which it is felt that he is in a position to be engaged in some form of agriculture. I do not want to go into vital issue of why go back to the land if you have no piece of land on which to farm. I think that is beside the point for the purpose of this address. Under this system we have 180 village polytechnics in a country of approximately three million young people aged between 15 and 22. That can give you an idea of the scale of the operation, but that is only scratching at the problem.

Another aspect of youth involvement is the new Industrial and Apprenticeship Training Act, which was passed in 1970, so that it is hardly two years old. The Kenyan Government sought the help of the British Government in setting up this industrial training scheme. The main concept of the Industrial Training Programme is to consolidate the efforts of the private sector and the Kenyan Government into a national policy to try and help young men and women to go into skilled industrial jobs through some organised form of training. The employer will be expected to contribute a percentage of the total cost of each apprentice and the Government will also contribute a percentage of the same total cost. What has been difficult, I think, is to decide exactly how much industry will take and whether, for example, the electrical industry should also be involved in training for welding; or in training for mechanics. For example,

in sugar plantations, you need electronics, you need mechanics, you need chemists, you need all sorts of skills. Should that industry be involved in the training of the specific skills it requires, or should training be designed round the skills, leaving it to each industry to adapt electricians or mechanics to its particular needs? These important administrative problems are still being tackled but the scheme offers one chance for youth to be trained for industrial development.

Another activity which may be of interest is our Rural Industrial Training Centres, I.D.C.s. Industrial Training Centres, I think six in Kenya, are being established, in co-operation with the I.L.O., the International Labour Organization. The main purpose of these rural industrial development centres is to assist the youth, and those who are not exactly youth, who need some form of orientation towards small-scale industrial enterprises, to give them some training in managing and keeping accounts for small industry or cottage industry. These centres will assist enterprising young people who want to take industry to their rural areas. Well, of course, this is a challenge in the sense that one has to become a capitalist; we do not like using the word "capitalist", but I think we need to encourage investment in rural areas instead of concentrating in urban areas. We want to tempt the industrial entrepreneur into the rural areas. These industrial development centres are specifically colleges of capitalists, if we may borrow from Karl Marx, colleges for industrial businessmen, industrial establishments. They will provide another chance for men and women to engage in wholesale industrial enterprises or commercial enterprises.

In terms of other youth facilities there is the National Scout Movement. In Kenya, scout movements are extremely popular. They give opportunities for the young to explore the nooks and corners of the country and to climb the mountains. We are lucky to have very high mountains, like Mount Kenya, which is about 18,000 feet above sea level. I am not quite sure how many members they have at present but I know it is quite substantial, perhaps about 10,000, and our own Minister of Agriculture is the Chief Scout. They receive an annual grant from the Kenyan Government to organize expeditions, to organize "nights out", I don't know what the official phrase is, they call them "nights out". This is an excellent opportunity for youth to know their country.

Recently the President declared that the young women of Kenya should form a battalion of the Kenyan Army, and now

there is a wing of the Kenyan Army composed of women. This is another area in which the President has encouraged the youth of Kenya and particularly the girls to participate in the security and in the affairs of the State. It has given a lot of encouragement to those who are still at school and it has also given a lot of encouragement to those who want to participate fully in decision making in Kenya.

If I might summarise, I think the most important aspect of youth and development is that every government should endeavour to formulate a national policy on youth, involving youth in all forms of constructive and progressive development and co-ordinating youth activities in support of national development. I think it most important that youth should be engaged in constructive and progressive activities, not in what do you call picketing and agitation. The aim should be to examine in consultation with youth leaders new areas of involvement, and to work in close co-operation with the Government. There has been, for example, in the university of our country an attempt to bring the college students closer to the administration and to examine and protect the welfare and interests of young people with special reference to their physical fitness, to encourage freedom of expression and creative thinking and the full development of their mind, both academically and spiritually.

We heard yesterday an account of the measures which are taken in respect of delinquent youth, so-called delinquent youth. This should be examined with a view to studying the background psychological causes of delinquent youth. Indeed, there are ways and means of establishing new opportunities for young people which will offer opportunities for safe and general development, and, of course, to recognise and harness the potential of young people towards constructive development and to inspire the young people to participate fully in all forms of national development. This should be the basis of the national youth policy which should be formulated between the Government and the youth organizations.

I think, Mr Chairman, I would like to make my address very short. I think later I might be able to tell you exactly what I do as the Executive Secretary of the Board of Education. Perhaps I may mention this in a sentence or so. The Board of Education of which I am Secretary is not really a Board of Youth Development. In Kenya we have a National Youth Council and the Executive Secretary of the National Youth Council is a member of the Board of Adult Education. The Board of Adult

Education was conceived with the idea of looking at education in its broad sense. In some countries they tend to emphasize the eradication of illiteracy. Now illiteracy is not always a handicap to development. It may be a short-term hindrance but we still can develop in spite of illiteracy, and this is the feeling of the Kenyan Government. Previous Secretaries to the Board have been senior school teachers and senior executives in the Ministry of Education, but they concentrated so much on illiteracy that the Government felt that an undue proportion of available resources were being channelled into this activity. So I came to my post with the object of looking at adult education from the vocational point of view, from the in-service point of view, and from the economic point of view. We take primarily the age groups from 15 to 45 because these are the nation builders. A nation which is in a hurry cannot afford to ignore parents or executives in business and in government. It is the Kenya Government's belief that adult education should concentrate on giving that group of between 15 and 45 the skills necessary for national development, which may or may not include the skills of literacy.

My responsibility is to bring together the various Ministries, the Ministries of Finance and Economic Planning, of Agriculture, Health, and Commerce, as well as industry and private organizations like the university, to work as a team towards formulating a national policy for adult education.

Thank you very much.

YOUTH AND DEVELOPMENT IN AFRICA

J.H. Eedle,

Senior Education Officer, Commonwealth Secretariat

The African continent is a very large land area. The whole of Africa contains something over 310 million people, of whom Commonwealth Africa has well over one hundred million. Of these some 65 millions are in Nigeria. You may ask what is the relevance of countries and population of this dimension to the situation in Malta.

I would say two things. First of all, the Island of Mauritius, which we included in Africa for this purpose even though it is really an Indian Ocean country, has a great deal in common with you in that it is a relatively small island, it is densely populated, and it has a very severe problem of unemployment; something like one young person in five leaving school in Mauritius can look forward to a wage earning job. Secondly, the pattern of development in Africa has quite a lot in common with your situation. The towns in Africa are growing very rapidly. While the overall population is increasing at perhaps 2% to 3% a year, the urban population is increasing at anything up to 10% a year; the city of Accra in Ghana, for example, has trebled in size in the last ten years. This urban drift gives rise to all sorts of problems, not unknown in Malta, of families breaking down, social structures breaking down, young people looking for work and not finding it - as Dr Maraj was saying earlier, taking their school certificates into the city and finding nobody who is prepared to buy them. These problems are not unknown in Malta. As the populations are increasing (and I realise that this is not a problem of Malta at the moment) as the populations are increasing so rapidly in Africa they are also becoming younger. What is happening is not a great increase in the birth rate, it is just that the children who are born are staying alive. Where twenty years ago anything up to eight children out of ten were dead before they were five, now they are staying alive and it is this that is producing an unbalanced sort of population where perhaps 60%, six out of ten of the population, are under the age of twenty-five and in some countries one person in four is under the age of five. This results in an immediate problem that heads of households have more people dependent on them. Everybody who is earning a wage has more people to keep. Population increase presents problems for governments, too, because more people need more schools,

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".

And so when we went to the African Seminar we were looking at the sort of world that you will inherit and what we could do to make it satisfying, rewarding and enjoyable. We looked at the school system first of all and wondered whether schools are doing the job that they think they are doing and that they were set up to do. We asked ourselves whether we must go on in the same old way. At present we take a child into a classroom at six and turn him out at sixteen or eighteen, and we say to him, "You are educated". But consider: 80% of all the scientists who have ever lived are alive today. In present circumstances, when change is so rapid, when the increase in the volume of knowledge is so rapid, can we honestly say that a young person leaving school at sixteen can go to work for the next fifty years and still be a full member of his community, aware of what is going on, responsive to change, able to contribute? May it not be that we are reaching the stage when education must be a much longer process than that given by the school? May it not be that we are going to have to look much more closely at a system which will give a child first the basic skills of literacy and numeracy, then an initial vocational training, and then more education, more training, re-training, education for leisure, education for retirement? People are living longer. If you retire at sixty or sixty-five and you still have fifteen years to live, what do you do with them? No present system educates for the end of life as it does for the beginning.

So we looked at educational systems. If you are going to have a changed educational system somebody is going to have to pay for it. How are we going to finance it? Is it going to be the central government, is it going to be fees, is it going to be local government? Are we going to have to move some money out of formal school education into the out of school sector? What about all the commercial firms conducting their separate training schemes, the apprentices, the in-service training, the "sitting-by-Nellie" learning on the job? Is this not part of education, should it not be brought into the national framework? Education, as people are saying now, is more than schooling and it does seem that the whole complex of everything which is going on in the form of education and training should be considered as a whole. As I said a little earlier, how do we know that the systems that are in force are doing the job that they think they are doing, however conscientiously they tackle it?

they need more dispensaries, more hospitals, more roads, more houses, and they need them now because the youngsters are there. The question of population growth and population balance, therefore, is a very severe one for many countries in Africa.

What is also happening is that within countries and between countries the gap between the rich and the poor is getting wider. The Pearson Report, "Partners in Development", which was published in 1970, right at the beginning quotes a United Nations report: "It is a tragic fact that at the end of the 1960s there are more sick, more undernourished and more uneducated children in the world than there were ten years ago". We are rather like the White Queen in "Alice in Wonderland"; we are running to stay in the same place.

This is producing problems that are not intrinsically youth problems, they are problems of development, they are political problems, social problems, economic problems. They cannot be solved by building a sports field, giving young people a football and telling them to keep out of trouble. And these problems now are beginning to affect the rich countries as well. Where only a year ago, or a year or two ago, there was a general implication that the rich countries - and in Commonwealth terms that is Australia, Britain, Canada and New Zealand - knew the answers, now of course they are realising that they don't. Britain is now facing graduate unemployment, Canada now has 6% unemployed and for the first time the countries that have developed, that have industrialised, are facing the same sort of problem that the poorer countries have known about for fifteen years. We are all now in the same boat.

You may have seen quite recently two publications, one called "Blueprint for Survival" and the other, "Limits to Growth". They are saying, basically, that up until now everybody has thought that their problems would be solved if they industrialised, mechanised, became more sophisticated. If we all became more affluent, everything would be fine. But in fact it is not so. Industrialisation is not solving the problems of developing countries. You have a situation in Ghana, for example, where something over twenty million pounds was put into an aluminium smelter and fewer than two thousand people get jobs out of it. Capital intensive industry, that is, industry using expensive machinery, is not proving to be the answer. There is now a lot of work going on to introduce what is being called "intermediate technology", that is machinery that makes the maximum use of people, because what we have in the world

at the moment is people, and it is no good increasing your productivity if it means that fewer people are going to be employed.

There is a tremendous problem, an increasing problem, arising from our growth in terms of pollution. The United States is at the moment terribly worried about the effects of pollution. Lake Erie, the largest of the Great Lakes, is claimed to be dying - if not dead - because of the chemicals and other pollutants that are being poured into it, and we are only just beginning to appreciate that if we live, as it is now being called, on "Space Ship Earth" then we have a limited amount of material to use up and if we are going to husband it and make the best of it and leave it to the next generation then we are going to have to be much more discriminating than we have been in the past.

There seems to be nothing we can now do to prevent the world population doubling between now and the year two thousand. Where there are three thousand eight hundred million people in the world now there will be seven thousand million in the year 2000 - an awful lot of people. But they will be younger people and they, too, will be having families and the world is going to have a much greater population by the year 2100. Many of you who are sitting here now will not expect to retire from work until the year 2000. We are not talking about our grand-children, we are talking about you. You are going to live in a world where there are seven thousand million people. What are you going to do with it? One of the resources that we are short of and the resource that we waste most of, is time. We have not a lot of time. Let me read a quotation which we included in our report "Youth and Development in the Caribbean" and which conveys vividly the idea that time is of the essence:

"At exactly 5.13 a.m. on the 18th 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, nothing remained 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, having 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

If we have, as we have, sixty thousand unemployed graduate engineers in India; if we have, as we have, 30% of young people unemployed in Trinidad; if we have, as we have, an increasing unemployment of graduates in Britain, are we using our country's resources to the best advantage, and, if not, what are we going to do about it? Ten years ago there was a great vogue for the phrase "Investment in Education". The line then was that education is an economic investment; you invest in a young person, you spend money on his education and in the long run the country benefits because he is an intelligent, able, and skilled person who can be employed and generally augment the national wealth. It is not happening. What in fact is happening in a number of countries, developing countries, is that we are educating for unemployment, and how can you say that education is an investment when the people in whom you are investing are not able to make their return? Even the World Bank last September abandoned the idea of investment in education as an incontrovertible concept. They now admit that we simply don't know what the return is on education, because the economy of many countries is not developing as fast as the education system which is designed to serve it.

I have not come here with an answer and neither did the African Seminar reach one. We can not, therefore, say, "Do this and this and this", but we can say that there are some assumptions which have been made over the last ten years that are simply not being borne out by events. What was thought very important in the African context was the need to try to measure the success of what is being done. In order to do that we have to develop measuring instruments, to determine, for example, how successful have schools been. The other very important aspects that came up in the African Seminar was the need for educated young people to become actively involved in the development of their communities. People like yourselves who are selected for secondary education, who are selected for university education, are a very small proportion of the whole. You are using resources, you are using communal finance, and, while it may be very well to go away and get a Ph.D in Sanscrit or whatever, this is using national resources to individual benefit. How far should university students and secondary school students have their courses aligned to community service? How far can the higher levels of education serve the individual's interest along?

In one Commonwealth country, for example, there is a social service scheme whereby every university student builds

up credits towards his degree by involving himself in his community for a given number of hours a week, by teaching literacy, by helping the handicapped and in various other ways. How far can the university, and indeed all third-level education, how far can the university remain aloof from the community and how far should it be an instrument of development?

The African Seminar was particularly concerned that girls and women should not be considered as less deserving of consideration than the men. Emancipation may bring its own problems, for example, the problem that perhaps the girl gets a job, the man does not, so that a man might become dependent on his wife for his income. This presents a sensitive and difficult situation. There is also the problem that working wives may mean children put at risk because their mother is not at home when the child comes home from school; the problem of the "latch-key child" is well-known in Britain.

Finally, the African Seminar was particularly concerned that problems concerning young people (that is, anybody up to about 25 years old), should be recognised by governments as being not only the responsibility of the Ministry of Education and the Ministry of Culture but the concern of a whole range of Ministries and departments working in the areas of agriculture, commerce and industry, economic planning, education, information, labour, and social welfare.

YOUTH AND DEVELOPMENT IN THE CARIBBEAN

J.A. Maraj
Director

Education Division, Commonwealth Secretariat

Those who have read the tourist brochures or looked at the films, sometimes come to regard the Caribbean as an area of eternal bliss in which the sun shines all the time, a lot of rum flows and calypsoes fill the air. It is not quite like that. The Caribbean happens to be a real place. It doesn't only exist in pictures or on calypso records, with its only product steel bands. I hasten to assure you that it is a very different kind of area from the one portrayed in that way.

It is indeed an interesting part of the world, partly because historically it found itself with people drawn from many parts of the world. There are people in the Caribbean who look like me, I hasten to assure you, most of whose ancestors went from India to plant and cut sugar cane. There are people of African stock who were brought over in the days of slavery. We have Chinese, Jews, Japanese - people of every creed, race and religion.

In some ways it stands in striking contrast to Asia and also to Africa. Guyana, which was originally British Guiana, and which in fact is on the South American continent, (the only part of South America which was a British colony) is distinct from the rest of the Commonwealth Caribbean. Guyana has over 700,000 people on an enormous land mass, most of which is virgin territory - as yet unexplored. But apart from Guyana the rest of the people in the English-speaking Caribbean come to no more than about 4 million in all. So we are really small "fry", compared, if you like, with Commonwealth Africa where you are talking about 120 million, or Asia and the Pacific with some 700 million.

The Islands are mostly heavily populated, although there is great disparity in the density of the population. In Barbados, for example, which has only about 160 square miles, there is a population density of something like 1,500 per square mile; in a place like Dominica, which is very mountainous, it is something like 235 per square mile. Montserrat, which still happens to be a British colony, has been recorded as having 32 square miles but from information I have received over the last six months it is now 34 square miles. Perhaps it was measured when the tide was out!

What I would like you to realise is that the Commonwealth Caribbean is a series of islands set in the Caribbean Sea, between North and South America. Partly as a result of its history, the general standard of education, certainly at primary and secondary level, is relatively high. There is not much illiteracy. Formal education is reasonably good. There was no University until 1948, so that people of my generation had that kind of experience outside of the West Indies. This raises a very important point which I should make at once. There is a kind of inverted snobbery now developing in some parts of the developing world. The fact that I went to University in Britain ten years ago might have been a good thing, but now that the new countries are establishing their own universities people are saying that if you haven't been educated in the home soil you cannot really understand local issues. This attitude, I think, also has relevance to a place like Malta, because one may want to examine at a certain stage whether in small communities like yours there is a need for some people - not necessarily a large number of people - to move a bit farther away and get wider experience. To be home grown is one thing, to be blinkered is another'.

I think I ought to say that the Caribbean is essentially a young people's region - 62% of the population is under 25. Nearly all children have access to primary education but, unlike Africa, there are not large land masses, there are no extensive farms, so that if a young man doesn't quite "make the grade", as they say, there is no point telling him to go back to the farm because there is no farm to go back to; he did not come from the farm in the first place. Although I am now dealing with the Caribbean I should like, too, to draw attention to one or two issues of a general kind based on my experience in that part of the world. It is terribly important for all of us to think hard about some of these issues. So many of us are reading the same books talking to the same people and meeting the same kinds of experts, that we may be coming to perceive certain problems which appear similar as identical. This is quite dangerous. I would encourage you, especially the young people, to take the issues and analyse them very carefully in the light of local circumstances. For example, it soon became clear in the Caribbean Seminar that when we began to talk about unemployment and people leaving school and not being able to find work, some of the experts, the consultants, those who wear badges like mine, said "Let them go back to the land, agriculture is the answer". I remember that at the Seminar, about half way through, this question was put. "Is there no possibility of creating employment for these young people by turning to the sea?". It had not occurred to many of them that they were dealing with Island

communities, in the waters around which foreign trawlers were catching prawns and lobsters and sending them back again in cans for sale! The only solution they knew to the unemployment problem was "Back to the land" but there is no land to go back to. Even if some more of the land was to be used to produce more sugar and the then on the world market the prices slump, what have we achieved? We have probably kept more people cutting cane and processing it but that is about all.

I hope I have said enough to give you some sort of feel for the area. I should like in the next few minutes left to deal with specific outcomes from the Caribbean Seminar.

One of the main things that emerged from the seminar affecting youth was that traditional occupations were unacceptable to young people even though they could not see any alternatives. It is important to remember that you may tell the chap to go back and do a bit of craft work or fishing and so on, but he does not want to do such things. He cannot see what else there is to do, but his aspirations are fixed on the mountain tops. Meanwhile his extended family looks after him. If he does not earn money he can always go and pick a few fruits from somebody's garden. The social pressures on him are of a different order. If he doesn't want to work he will not work and he will not starve.

There is also in the Caribbean the question of what is called "incomplete families". In the 1950's many people left the colonies (as they then were) and went to Britain because the streets were paved with gold. The men were getting on banana boats leaving the women behind. One of the consequences of this period is that in some families there was no head, no father figure. The implications for young people growing up did not become clear until much later.

Another matter that emerged from the Seminar by way of problems and needs was a kind of new class-consciousness, whereby, those who were selected for secondary schools and later went to university came to see themselves in truly elitist terms and had little contact with their peers who missed the conveyor belt.

The terms rural and urban and the differences associated with this categorisation produced problems in the Caribbean Seminar as they may also do here. When one speaks about rural in the African context for example, this is understandable, but when you speak about rural in the case of Barbados or Tobago

you may really be talking about a 20 minute ride from the heart of a bustling city.

Nevertheless, the question of people leaving the so-called rural areas and squatting around the main cities create new kinds of problems. Some young people prefer to come into the city and to hold their hands out than to stay on the estate and till the land. And when you get to a place like the Bahamas it can be even worse. Some school-leavers are finding it more worth their while, "to use their hands": one to carry a suitcase and one to hold out, than to stay at school, because of the large numbers of American tourists who visit that part of the world.

Another thing that emerged was that there seemed to have been a fetish, partly because of colonial traditions, for buildings and institutions, which were decorative, ornamental and massive. There was a lack of appreciation of the desirability of utilising the resources of the community, of building schools using ordinary local wood, local galvanised roofing and so on. In addition it was evident that if you built something for a certain purpose you shouldn't use it for anything else. You could have a community centre right next to a school or next to a church. The school could be over-crowded, while the church remained empty for much of the time and the community centre came alive only at night. Young people in these communities have begun to open their eyes and question some of these practices in the banner of "social justice".

Governments have been under pressure and in some cases there has been a breakdown of discipline, failing communication between youth and establishment and fewer job opportunities. In the face of this Governments began to seek quick solutions. Some decided that the answer lay in setting up youth camps and in some of the islands Youth Camps were established to cater for the 16-18 year olds. In the camps young people pursued basic skills over two years but the camps cost money. At best they were only a short term measure and their effects are only menial to the real problems:

In the Caribbean then, people are re-thinking completely the part which youth can play in the development of their societies. This is being done with imagination and vigour. Despite the enormous difficulties some progress is being made and there has begun to emerge the new Caribbean man, not unaffected by his history but not enslaved by it either. It is this kind of being that today's youth seeks to become.

APPENDICES

Appendix 1.

SEMINAR ARRANGEMENTS

This seminar, which was held in the Malta College of Arts, Science and Technology from 19th to 21st April, 1972, was the fourth in a series of five meetings organised by the Commonwealth Secretariat on youth problems, youth training and employment.

The first meeting, held in Nairobi in 1969, dealt with the situation in the Commonwealth countries of Africa. The second, held in Port of Spain in 1970, reviewed the position in the Commonwealth Caribbean. The third regional seminar took place in Kuala Lumpur in 1971 and focussed upon youth in the Commonwealth countries of Asia and the Pacific region. The Malta seminar, followed by a similar meeting in Cyprus, ensured that every Commonwealth country had the opportunity to review its situation and suggest possible lines for action before Commonwealth Officials concerned with youth matters met in June 1972 to help the Commonwealth Secretariat to prepare for the meeting of Commonwealth Ministers planned for early 1973.

The seminar was attended by more than 160 participants, over half of whom were drawn from schools, colleges, polytechnics and the university; some were young people in employment. The remaining members were teachers, youth workers and officials, all having some direct interest and concern in the problems of youth and development. A list of participants is included at Appendix 2 of this Report.

The Secretariat was fortunate in being able to draw on the knowledge and expertise of two individuals with wide experience of youth work in other regions of the Commonwealth, H.E. Mr. Josua Rabukawaqa, High Commissioner for Fiji in the United Kingdom, and Mr. Samuel Kihumba, Executive Secretary of the Board of Adult Education, Kenya. Each spoke at a plenary session and acted as Chairman of a working group.

The working document of the seminar (reproduced at the beginning of Part I of this Report) grouped the topics for discussion under five main heads: youth in society; education and training; employment; youth in the service of communities; and programmes for action. Lead papers on themes related to these topics were delivered by Maltese speakers, and are reproduced in Part III of this Report. The working programme afforded opportunities for discussion in plenary sessions following the presentation of each lead paper, and for further intensive discussion in smaller working groups. A panel discussion was also organised at which all lead speakers were present to answer impromptu questions from participants.

In preparation for the meeting the two officials of the Commonwealth Secretariat, Dr. James A. Maraj and Mr. James Eedle, were able to visit Gozo, speaking to senior pupils gathered at the Lyceum and exchanging views with Gozitan representatives. Mr. Rabukawaqa and Mr. Kihumba also visited Gozo during their stay in the Maltese islands.

The seminar was honoured at its opening session by the presence of the Hon. Miss Agatha Barbara, Minister of Education and Culture and at its closing session by the Hon. Dr. J. Cassar, Minister of Labour, Employment and Welfare, both of whom addressed plenary sessions. The full texts of these addresses are included in Part II of the Report, together with the speeches given by Dr. Maraj and Mr. George Mangion, Director of Education, and the closing speech by Mr. Maurice Lubrano of the Ministry of Commonwealth and Foreign Affairs.

The Secretariat wishes to record its gratitude to the Prime Minister, the Minister of Education and Culture, the Minister of Labour, Employment and Welfare and officials of their Ministries. Special mention must be made of the generous assistance received from the members of the Organising Committee, Mr. Paul Galea (Chairman),

Mr. George Busuttil, Mr. Arthur Leaver and Mr. Maurice Lubrano, whose excellent preparatory work contributed much to the undoubted success of the seminar.

The Secretariat also wishes to acknowledge with gratitude the assistance given by the Commonwealth Foundation which enabled the representatives of other regions of the Commonwealth to attend the meeting.

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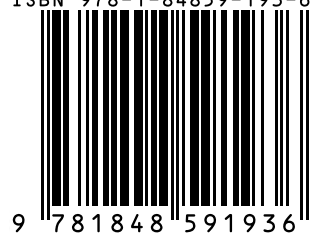
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