CHAPTER 3

The Implementation of Programmes

Today's ten-year old child will not expect to retire until the year 2025. By that time the world population will have increased from today's 3,700 millions to perhaps 10,000 millions. Nor does the problem stop there. By the year 2100 it is possible that the world's population will have reached 50,000 millions. These data underline the urgency of the search for effective youth training strategies while the problem can still be comprehended. If the relatively modest increase to date in the numbers of young people has given rise to the stress and unrest so evident now, how much more intense will the problem grow by the time our children are middle-aged? And what can our grandchildren expect in 2070, when the population of India alone will exceed the total world population today?*

The needs of individuals do not end as they pass from youth into adulthood and age. "Education for educability" and "training for retraining" are already familiar slogans, even if their implications are reflected only spasmodically in development programmes. Education, as the Seminar agreed, is a dimension of life, not a time of life, and the problems attributed to youth are essentially problems of national development. Education must be interwoven with individual needs and national purpose, the pattern changing as the social and economic settings change. The stage has already been passed when the demand for continuing education had to be stimulated; the challenge now is to respond adequately to the clamour for supervision. The time has gone, too, when education and training could be handed out to grateful recipients as selected revelations from the arcanum of the guardians of knowledge. Education and training today must be accepted as

* See, for example, W.H. Pawley, "In the year 2070", Ceres 22, Vol. 4, No. 4, July-August 1971, pp.22-27, and S.R. Eyre, address to the British Association, 3 September 1971, The Times, 4 September 1971.

open activities involving participants from the widest range of background and experience. Training programmes for young people, constructed with vision and implemented with honesty, offer real hope for controlled progress towards personal and national fulfilment.

Training needs

(a) Identification of needs and activities

The purpose of a youth training programme is to help the individual young person to develop into a well-integrated and active participant in the life of his society. Formal education of a conventional kind cannot be judged to have done this with unqualified success so far - nor should the system be condemned for this, because until very recently its objectives have been hardly ever formulated. As the Jewish proverb has it: "If you don't know where you are going, any road will take you there." Nor do all young people pass through the formal educational system, so that out-of-school provision needs to be made to reach both the unschooled and those who have left school.

Young people represent a strong element of society and are coming increasingly to recognise their potential power. Realism, therefore, requires that they be trained for responsible involvement in their societies. And, as with other skills, responsibility is best learned on the job. This is the first training need in every country. Youth will participate, with or without invitation: by external pressure, demonstration and dissent if not invited to participate, with enthusiasm and idealism if they are. The pressure by Chinese students in Hong Kong to have the Chinese language recognised as the official language and the recent disturbances in Ceylon illustrate the intensity of feeling among young people seeking to influence decisions which will affect their future.

Training should be directed to short-term goals set in the wider context of long-term national objectives; trainees can be shown how these will contribute to their society. In this way a balance can be struck between individual and national needs.

Educational programmes have traditionally based themselves heavily on the absorption of knowledge. Since training programmes will cover many categories of young people - the unschooled, the drop-outs, school-leavers and those still in school - a more comprehensive approach is required. An overall

training programme will seek to enable young people to acquire skills, values and attitudes as well as knowledge, or, in the terminology of Bloom's taxonomy, to range over the affective and psycho-motor as well as the cognitive domains.* The programme should be directed towards five major areas: the development of the individual; counselling and guidance; vocational training; the promotion of active and informed citizenship and the inculcation of national consciousness; and the satisfying use of leisure.

Not all young people will acknowledge their need for such a programme, nor will all their elders. At a time, however, when there is an increasing trend to respect excellence rather than merely age or status, and when experience is devalued in rapidly changing societies, the need for training programmes is basic to a healthy community, as is a revised appreciation of youth by older people. Effective strategy for youth must incorporate a re-education of adult attitudes to young people. The older generation must learn to listen to young people's views and make opportunities available if training programmes are not to serve merely to intensify the problem they set out to solve.

A comprehensive programme, then, should include elements of social, political and vocational training, and should be flexible enough to attract the widest range of participants, including those who may be reluctant to recognise their need for training. Such a programme cannot be implemented according to one formula, but will vary with the age and environment of the participants. Four distinct categories of young people may be identified in most countries of the region: those born in towns; those recently arrived in towns; rural youth with land; and rural youth without land. Within these broad groups there appears a multiplicity of factors affecting their training needs. Individuals vary by social class, family income level, educational standard, ethnic and religious loyalties. Training provision must in addition take into account factors external to the individual: the geographic, demographic and economic situation, employment opportunities, development trends and national goals. The matrix of components making up the training needs of each individual is thus complex. The solution lies in the designation of broad programmes allowing

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* Bloom, B.S. (ed.) Taxonomy of Educational Objectives: Handbook I, Cognitive Domain, New York, David McKay Company, 1956. Krathwohl, D.R. Bloom, B.S. and Masia, B.B. Taxonomy of Educational Objectives: Handbook II, Affective Domain, New York, David McKay Company, 1964.

for flexible interpretation.

Fears were expressed by the Seminar that unless programmes are carefully constructed they may perpetuate differences among sectors of the population. The constricting effects on educational diversification of university entrance requirements were closely argued. If these can be overcome then practical skills training should be part of the course content of all institutions through to the highest levels.

For the four major groups of young people, the Seminar suggested that programmes might include:

(i) Urban youth. The investigation of new areas of employment and preparation of young people to take advantage of them. Training in management and administration should increase the employment capacity of many offices and enable them usefully to absorb more young people at lower levels. Other possible areas for employment include road transport and the mass media, as well as industry, trade and commerce. Social and leisure activities should also be provided, together with opportunities for self-improvement.

(ii) Rural youth with land. The provision of wide-ranging extension services would help traditional farming families to acquire the skills necessary for successful modern agriculture.

(iii) Rural landless youth. Emphasis should be put on training for self-employment rather than for wage-employment. The organisation of co-operative groups of self-employed young people would help towards efficiency and security.

Programmes of youth training, according to the need, may be built around peripatetic youth workers, youth clubs, evening classes, settlements, youth organisations or youth services, or some combination of these. The one criterion for success is that the programme should respond to the expressed needs of young people. This implies their participation in the formulation of policy as well as the later conduct of the agreed programme.

(b) The location of training activities

The Seminar emphasised that, whenever possible, training should be provided on the job or in the trainees' own environment as a supplement to the education and experience gained in other ways. It is important to recognise that youth work is not something that has to be carried out in formal organisations, but a service which should be taken in appropriate forms to young people wherever they may be found. Education may take place within the family, in the local community, in the workplace, in special institutions and, increasingly, through the mass media. The task of those involved in youth work is to combine these elements into a cohesive whole.

Every youngster can benefit from work experience as an integral part of his basic education. India has for some time made considerable efforts in this direction, and voices in support of work experience have now been raised in the more developed countries.*

Training institutions may be justified in particular circumstances. They may be necessary when the population is widely dispersed or when specialised equipment is to be used. They have a role, too, in bringing young people together in order to foster a mutual appreciation of each other's problems and promote national consciousness. The catchment area of institutions should be delineated in the light of local conditions so as to avoid drawing young people away permanently from their home areas, a difficulty which has been encountered in Papua-New Guinea, where trainees might be required to travel up to one hundred miles to the training centre.

(c) The role of youth services

Youth services, both voluntary and compulsory, may have a useful role to play but should be developed with caution. Whether such services are successful depends largely on the careful definition of objectives. Some services are intended to train for employment in the short-term, others are designed for the production in the long-term of integrated members of society. In the case of the former, it is essential for governments to appreciate the need to generate sufficient employment opportunities to absorb the output from the youth services. If this is not done then the ratio of the programme costs to the results may widen to indefensible proportions, while the young people leaving the service and failing to find employment will have their heightened

* e.g. D.A. Goslin, "Children in the World of Work", New Society, 2.9.71.

aspirations frustrated.

Voluntary national youth movements may find a useful role in certain circumstances, but have not enjoyed great success in the region so far. Any such undertakings would require careful evaluation. Comprehensive and compulsory youth services, on the other hand, appear appropriate and feasible only in particular situations, where, for example, a country's security is threatened or its cohesion not yet established, or where the existing levels of educational opportunity are very low. The National Service in Singapore represents a model worthy of study. It includes both military and civil sections and its Vigilante Corps in particular emphasises the value of community service and personal competence. In a multiracial society such compulsory service can help materially in promoting national consciousness and integration.

Follow-up to programmes

Follow-up to programmes may be interpreted in two senses: evaluation of the programmes themselves; or further assistance to young people who have completed a particular training period.

Programme evaluation should be built in to the system if it is to achieve acceptable levels of efficiency and be able to meet criticism with reasoned argument rather than philosophic generalities. Evaluation, too, provides guidance for programme adjustment to meet changing needs.

The Seminar recognised the problem of training programmes being conducted in vacuo, isolated from the mainstreams of education and the labour market. It was agreed that training programmes must be constructed as an integral part of the overall development plan if they are to contribute effectively to the growth of a dynamic society. Programmes must include among their responsibilities the continuing care of young people who have completed their formal training. Arrangements must be made for the absorption of these youngsters into rewarding and satisfying occupations, with the opportunity of returning for further training as the need and desire arise.

Settlement schemes

During the last ten years many countries have experimented with settlement schemes as a means of providing an occupation for otherwise unemployable young people. These are

often young people completing their service with youth services. The degree of success has been variable. Costs have often been high (equivalent to the costs of the first two years of medical school in one instance) while the numbers for whom places can be found remain an insignificant proportion of those in need of help. Problems have arisen for social and economic reasons. Drop-out rates have been high.

Settlement schemes, then, cannot be regarded as a means of providing for a large number of school leavers and other young people without jobs. Their value lies in their challenging example, the opening of remote areas for farming, and the opportunity to educate young people in communal living in new nations. Perhaps governments have been unduly limited in their concept of settlement schemes; few have ventured into schemes other than farming. The possibility of settlement programmes based on rural industries, workshops using intermediate technology, or craft co-operatives would bear investigation.

The problems of settlements are many. Demand can always be anticipated to exceed the number of available places, so that selection becomes important. Poor selection may result in wasted training places or disruption of the communal spirit. Investigations into methods of selection and follow-up studies in an attempt to determine the characteristics of successful trainees would be of wide interest.

Short-term and permanent settlements share some fundamental problems, such as that of selection, but also have problems particular to themselves. The shadow hanging over short-term programmes is how to absorb the output, how to integrate the trained young people into their communities as fully contributing members. This situation can easily lead to further programmes being arranged, until short-term settlers are transformed into almost permanent trainees or government dependents.

The major difficulty associated with permanent settlements is the lack of balance in the community. It is a village with no tradition, no elders and no infants. Similar problems have been faced in new towns and new housing estates in richer countries. Forty years must pass before a natural balance emerges. Until then there remain problems of universal demand for particular services, such as schools, and an absence of that security bestowed by continuity. In the case of settlement schemes where each individual is allocated a given area of land, a problem arises

when the children of the first-generation settlers seek independence. The land which can support one family cannot support four, so that eventual emigration and need for more land must be anticipated.

When settlement schemes are established, care should be taken to ensure that adequate facilities are provided. Enough ancillary staff must be trained to support the farmers or producers. Book-keepers, store-keepers and managers, craftsmen and technicians, are essential to the running of any enterprise. Marketing arrangements must be negotiated, communications provided and general services brought in. Youth is a passing phase of life. The young pioneer in the permanent settlement scheme will soon be middle-aged. Settlement scheme plans must be drawn up to cater for the long-term pattern of his needs.

Content of training programmes

(a) Relationship to current employment opportunities

Revised school curricula could be devised to give pupils some introduction to pre-occupational studies. Such developments are planned for Ceylon, while the reports of the Maharashtra Action Research Project in Occupational Education and Training provide valuable guidance for such undertakings.* Nevertheless, it must be assumed that the bulk of youth training will be undertaken out of school.

The appeal of a training programme to young people is primarily the hope which it offers of eventual employment. On the other hand, programmes linked too closely to short-term employment opportunities expose themselves to two major criticisms: they may well be unable to adjust themselves quickly to changing needs, and they must either restrict their intake or run the risk of overproduction and consequent unemployment of their graduates. The solution seems to lie in the evolution of training programmes which prepare young people for types of employment (rural and urban) rather than detailed operations within those types of employment. Such training would also go some way to meet the issue of whether training should be directed to the benefit of the individual or the needs of the state, for both would be met. Programmes of this type should be underpinned by research and

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* Maharashtra Action Research Project in Occupational Education and Training: Report and papers of the programming workshops held at Poona, 25-27 September 1969, Institute of Education, Poona.

evaluation activities to determine their success, and should be associated with the development of techniques of vocational guidance.

Activities in a number of countries in the region provide useful indications of the possibilities of training programmes. The 'Occupational Studies' proposals for Ceylon are intended to provide young people with the ability to learn new skills and provide a ladder to more sophisticated training. Emphasis here is on enabling young people to continue to live with their families while making it possible for them to follow new productive avenues over and above the range of economic activities already pursued by the family - such as diversified farming or rural crafts. The Malaysian National Development Corps gives short-term training to young people from rural areas in the hope of promoting an awareness of the possibilities of rural occupations.

Training programmes, to attract young people, must offer some way forward towards employment. Too close a link with immediate employment prospects, however, may lead to disillusion and wasted investment in training. Programmes, therefore, should generally concern themselves with providing training in skills of general applicability, so allowing for later specialisation or retraining.

(b) The balance between vocational and non-vocational elements

Many countries, concerned at the impact of uncontrolled mass media on young people, have felt the need to provide their youth with a sound basis for exercising judgement and discrimination. This becomes even more important when the young people are additionally vulnerable through having failed to gain a school place or a job. Training programmes which concentrate solely on teaching skills may provide technicians and craftsmen; they will not necessarily produce useful citizens. The balance in any particular programme must be adjusted in the light of several variables: the social and educational background of the trainees, their employment prospects on completion of training, the relative influence and spread of the mass media.

(c) The role of social youth programmes

The Seminar recognised the gravity of social problems in the region caused by such factors as the breakdown of the joint family system in some areas with consequent lack of security. In

addition to social programmes designed to compensate for such situations, the need for unification of multi-racial and poly-cultural societies, the desirability of integrating handicapped young people into their communities, and the importance of providing support for young people recently immigrated into towns, all serve to illustrate the need for such programmes. In Papua-New Guinea it has been observed that tensions exist often between unschooled young people and secondary school leavers; social programmes where they could meet on common ground could well help to ease the situation. Activities such as the summer programmes and social service projects in Hong Kong or those of the Freetown Boys' Society in Sierra Leone show the value of programmes which both bring young people together informally and enable them to contribute practically to their communities. In implementing its national programme of physical education, India is endeavouring to provide young people with healthy social programmes which are modest in cost and devoid of political implications, regimentation or indoctrination. Social youth programmes complement vocational training and meet needs which, though less publicised, may in their eventual effects, be as grave as the need for jobs.

Programmes for women and girls

In principle the Seminar deplored the need to mention separately the needs of women and girls, considering them as full and equal members of the population; in practice it accepted the importance of so doing because of the particular difficulties to which they are subject. The conclusion of the Seminar was that a minimum of special kinds of programmes should be devised to cater for the needs of young women and girls. Essentially, their needs should be recognised and means to meet them incorporated into general programme plans. As far as possible, programmes should involve boys and girls together in mixed organisations. Youth work should treat young women on equal terms with men, but recognise certain different needs arising from local circumstances.

In many countries girls are removed from school at an early stage, so that they have special needs in out-of-school education. In societies where women are considered to be subservient to men, they will tend to be so regarded by youth workers, and attempts to change attitudes may result in severe social tensions. Exhortations at the national level will have little effect if not restated with conviction by local leaders. The complexity of the problem, however, should not lead to its neglect. In most countries

women comprise more than half the total population and their right to equal opportunities for education and training should be established, not least because of the benefit to the nation at large. "Men cannot be fully educated if women are not."

The principle of equal opportunities for men and women enjoys at least acceptance in principle in most countries and is actively encouraged in some, for example, India, Hong Kong and Singapore. Certain new difficulties can arise, as when the employment of women on equal terms with men aggravates the employment problem and they are seen as usurpers. Where women are admitted to employment it is not infrequently found that those jobs ascribed to them are those which offer a lower financial return.

Youth workers

As the quality of formal education depends upon the teachers so does the quality of the youth service depend upon its personnel. Planning tends to be dominated by economists seeking measurable increments of productivity, but development should be more than this. Training programmes for young people should not overlook the human factor; if such programmes are to be of maximum benefit the youth workers directing them must themselves be of high calibre and professionally trained.

Training policy for youth workers can best be devised through the joint efforts of government and non-official bodies. A national policy so constructed should be realistic in its recog nition that young people should be prepared for responsibility. Youth workers, therefore, should be able to nurture this in the young people in their care, not all of whom will realise the need for such training. The training of youth workers thus becomes a matter of direct importance to the future of society. Young people generally acknowledge their limitations and welcome positive leadership. The task of the youth worker is to advise and befriend those among whom he is working and inspire them with confidence in their ability to carry out the role which will be theirs.

Top-level youth workers need to be exceptionally able if they are to train and encourage a number of group leaders in their area. They should be skilled in case work, group work and community work. They must be familiar with informal educational techniques and competent in administration and management. They should be able to train associates to work with them. People of this calibre are in short supply in any

country and are sought eagerly for many posts other than that of youth worker. In the future, leaders may be expected to emerge from among young people themselves, but at the present stage of youth programmes, leaders, particularly at higher levels, will frequently have to be recruited from among adults who have not passed through the system.

The present status of the youth worker does not make it easy to recruit suitable people.

By and large the status of the full-time youth worker falls between those of the teacher and the social worker without the security or career prospects of either. Means should be sought to ensure parity of status with other similar professionals and methods devised of facilitating an interchange of functions (as happens to some extent with school counsellors). Inter-disciplinary training in third-level institutions preparing teachers and other educational and social workers might help to this end.

When selecting youth workers it should not be overlooked that the roles of youth trainer and youth worker are not mutually exclusive. Perhaps the most hopeful way to raise standards in youth work is to use high-level youth workers to improve the training skills of group and club leaders. If youth workers are to organise training for group leaders then they themselves must be able to pass on the fundamentals of economics and political science as well as psychology and sociology. Leaders should be politically and socially aware. Essentially, a course of training for youth workers should include three elements: the personal development of the student to meet the social and educational demands of the job; elements of psychology and sociology for the better understanding of individual and group behaviour; and training in the practical skills necessary to operate effectively.

At levels below that of the professionally qualified youth worker, suitable training schedules should be formulated. As far as possible training should be carried out on the job rather than in institutions. The Seminar commended the scheme in Hong Kong whereby youth workers operate among families in apartment blocks, observing their life styles and behaviour patterns. It is hoped that in this way the youth workers will gain an increased understanding of the backgrounds of the young people with whom they are involved, a knowledge vital for effective social work.

Nor should the value of on-going training be overlooked.

Training should be conceived as a continuing and progressive process. This may well involve the assignment of youth workers to theoretical and field work in turn, and the provision of facilities for comparative studies at home and overseas. The recognition of additional training by means of a formal qualification should be considered.

The efficient deployment of youth workers presents every country with difficulties. One such problem is whether to allocate staff to tackle the problem of maladjusted and anti-social young people, or to concentrate limited resources on provision for the much greater numbers of ordinary young people who can also benefit from help and guidance. The potential value of peripatetic training teams of experienced youth workers was commended, as was the effective contribution which can be made by "detached" youth workers - individuals whose responsibility is to seek young people in need of help within the community rather than waiting for them to present themselves at a youth club or office.

Reaching the "unclubbable"

Those young people who do not make use of youth services decline to participate because they see little advantage by so doing. Too many programmes are geared not to the real needs of youngsters, but to the needs which adults think youth have. Such a lack of communication in the design of programmes may not only do little good, it may do positive harm by further alienating those young people whose response to the youth services is antipathetic.

This implies that the first step towards reaching the unclubbable is to give them what they want, be it study places as refuge from their overcrowded homes, or informal entertainment as a contrast to the constraints of traditional family life. The second step is to present a challenge which young people are likely to pick up. The Canadian Opportunities for Youth Programme has attempted just this. Public funds have been set aside and young people invited to produce worthwhile projects. Some 40,000 young people have been involved in the programme in 1971, which will undoubtedly have long-reaching effects on society and the government. Acceptance of the contribution which young people can make, and the presenting of opportunities for idealism and adventure, are likely to bring far more youngsters into the ambit of the youth services than any exhortations based on self-interest, ethics or patriotism.

The organisation and publicising of such programmes will depend on the production of youth workers who can develop unstrained relationships with young people. These workers will have to adjust their approach to the local situation, by acting as club leaders, detached workers or in peripatetic teams, by recruiting help from the commercial entertainment industry, the mass media and interested individuals, but above all, by seeking the opinions and co-operation of the young people themselves.

Young delinquents

The causes of delinquency - anti-social behaviour of a type necessitating formal sanctions - are to be sought in a wide variety of sources, social, economic and psychological. Rehabilitation programmes, therefore, should have the flexibility necessary to deal appropriately with each of these causes, singly and conjointly. As far as possible programmes for young delinquents should be designed to reintegrate the offender fully into his society and may often be carried out in the community. One country is understood to refuse employment in any capacity in the public sector to any young person who has spent time in an approved school. This attitude can serve only to prove to the youngster that his rehabilitation will never be complete. Rehabilitation of young offenders should be regarded, like all youth work, as training in social development. Satisfactory completion of a rehabilitation course should leave the youngster as a full citizen with full rights.

Youth workers should examine the legislation relating to the young offender and put forward suggestions for emendations, so ensuring that legal provision remains apposite to current conditions.

Youth workers, too, can play a valuable part in preventing delinquency. The Seminar commended the experiment in Hong Kong whereby workers try to reach youngsters in street gangs by meeting the groups in an effort to build a bridge between them and the community.

Involving educated youth

Young people who have left school and those who are in higher education represent both common problems and prospective solutions. Schooling frequently breaks traditional bonds and leaves young people dissatisfied and alienated from their own community without the compensation of an alternative philosophy

or social grouping. The disorientation of the educated youth of humble origin was mentioned in relation to both Ceylon and New Guinea, but is certainly a phenomenon common to all countries. An interesting experiment in Hong Kong has been the enlistment of university students to help with programmes for young people with behaviour problems, so bringing the issues home to the privileged groups and enabling them to play a practical part in remedial treatment. In helping to reintegrate the deviants into the life of the community the students must come to terms with their own situation which is, not infrequently, alienation of a different order. This approach to the situation indicates an appreciation by the authorities of the need to build into educational programmes some opportunities for students to take on responsibility for community improvement. The adoption of villages by individual institutions in India also serves to illustrate to the privileged young people the real problems of their fellow countrymen.

Where pools of educated unemployed young people exist, useful activities can be undertaken provided that morale is maintained. In Tonga, for example, such young people organise group "working days" when they help out with jobs on their parents' holdings. In Sierra Leone, the Freetown Boys' Society started a voluntary programme of beautifying their city by cultivating flowers and shrubs at petrol stations. Young people do not lack initiative and constructive thought provided that family and social pressures do not stultify them.

When young people are allowed to participate the results frequently exceed the expectations of their elders. The Fiji National Youth Council, like the Malaysian National Youth Consultative Council, is consulted by the government, so bringing young people directly into the decision-making process. The organisation by the Malaysian Youth Council of the National Youth Week in 1971 served to demonstrate the administrative and executive ability of young people, once the challenge and opportunity are presented.

Conclusion

As the Seminar recognised, an essential role for educated youth is to educate their elders into an appreciation of the problems and potential contribution of young people. What young people need is an inspirational situation, a worthwhile example set by their elders, and the opportunity to put their altruistic idealism at the service of their communities. Young people are already among the leaders of many nations; to brush aside the

claims of youth in other countries is but to delay the inevitable. It is the youth of today who must live in the world of tomorrow. They should not be denied the opportunity of participating in its construction.