

CHAPTER 3

Out of School Education and Training for Young People

1. As has been accepted in many countries, a well-designed system of out-of-school education and training for young people is a very valuable complement to formal educational provision, particularly at a time of very rapid social and economic change. Such a system should provide, first, an opportunity for young people to make their contribution to national development and to the development of their immediate communities; secondly, a structure through which the young adolescent can find a means of furthering his or her personal and social development whether through 'adventure training' or through community service; thirdly, in countries where the employment situation for young people is especially difficult, basic technical and vocational skills to profit from whatever opportunities for wage-earning employment exist and, where necessary, the attitudes of initiative and self reliance to become productively self-employed. The special concern of the conference with education in rural areas, and particularly with developing countries, led to a preoccupation with the problems of young people out of school when faced with an employment situation in which wage-earning opportunities are limited and expanding slowly, if at all, and where it is becoming increasingly clear that the products of the formal school, particularly the primary school, cannot be, for the most part, absorbed into the modern sector of the national economies.

2. Informal programmes of education and training cannot themselves solve the employment problems of young people out of school. An across-the-board design is needed in which out-of-school education and training for young people would be part of a co-ordinated development strategy which would include investment in and the development of the rural infra-structure, marketing, the provision of seeds and fertilizers and measures related to the education and social welfare of the adult community.

3. Finally, it was recognised that in many developing countries the greatest potential area for the employment of young people out of school is on the land and in related rural industries.

Rural development, directed at the promotion of improved agricultural practices and small industries, based upon local natural resources, is an essential strategy if there is to be a progressive impact on the lives of the majority of young people in these countries.

THE OUT-OF-SCHOOL TRAINING NEEDS AND PROBLEMS OF YOUNG PEOPLE

4. Four categories of young people can be identified:
- 1) The un-schooled - those who have never been to school.
 - 2) The early drop-out from Primary School - those who have been to school but did not complete the primary course.
 - 3) The school leavers - those who have completed a fixed level of schooling who then encounter difficulty in finding appropriate employment.
 - 4) Those at school - those who although receiving formal education would benefit from out-of-school education and training both from their own point of view and from that of the community.

A further possible category was recognised but not explored - young people in employment.

5. A classification of out-of-school education and training proposed by Professor Callaway was accepted:-

- (a) Preparation for occupations
- (b) On-the-job training
- (c) Education for community improvement.

The needs of each group were viewed in the light of this classification.

6. The un-schooled The unschooled young person will largely be in some form of traditional occupation or employment. His main need is for the development of manual skills and literacy. An effective method of giving help lies through the improvement of the techniques and training capability of existing employers. In this way a multiplier effect might be achieved involving larger numbers of workers and creating additional job opportunities. Job-oriented functional literacy programmes are of the utmost importance for this group.

7. Multipurpose rural training centres, settlement schemes (large and small) and training on family holdings would seem to be the most effective way of making a significant impact on the substantial members of unschooled youth in many developing countries. More selective approaches such as National Youth Services, National Service programmes, "brigade" training programmes which cover their costs, and schemes of settlement and training in combination can also make a valuable contribution.

8. The early drop-out from Primary School The problems of this group are similar to the first category except that the early drop-out may have special personal problems and frustrations which are partly the products of his school experience. In this group there often is a fairly high proportion of girls. For those under fifteen years of age, pre-vocational education and training may be useful. It may also be necessary to take the special frustrations of this group into account in planning course content by the provision of specific non-vocational elements within the programme.

9. The School Leaver More information is urgently needed on such questions as - what do adults expect of the school leaver? what are the aspirations and expectations of the young themselves? is the young person at school being given the best preparation for life? Further research and study by universities and social research institutes is urgently required on such topics.

10. The main problems with this group of young people is to find or create employment and to prepare the school leaver, both technically and in his attitudes, for such openings. Rural development as a source of new employment is essential. At the same time parents must be educated to accept the realities of the employment situation and the fact that the attainment of a particular level of schooling can no longer guarantee for the

school leaver a particular level of employment.

11. A strong deterrent which holds back the involvement of school leavers in the rural areas is a wage structure which favours the urban dweller. All the developing countries of the Commonwealth have unbalanced economies in the sense that current pricing and wages policies, and the distribution of public goods and services, favour the urban areas. Clearly policy changes are called for during the 1970s to bring about a greater equilibrium in the rewards to effort of rural producers on the one hand and urban producers on the other. In practice this means that, as well as looking again at the system of pricing rural produce so that the returns to the farmer are more equitable with those of the urban worker, governments must pay much more attention to the development of rural infrastructure such as transport, marketing, water supply, welfare services etc.

12. The training needs of school leavers can be met by national youth services, apprenticeship schemes, settlement and training schemes, training brigades which cover costs and Young Farmers' Clubs, although no one of these affords a complete solution. A contribution can also be made when, in addition to their traditional social training purpose, a responsibility in providing some technical skills is recognised and practised by Boy Scouts, Girl Guides, the Boys Brigade, etc.

13. The aim with all these schemes must be to prepare the trainee generally for the realities of life in rural areas, usually that is modernised farming, rather than in one specific skill. The young person who completes his elementary school education and returns to the land is an important growth point upon which efforts to promote improved farming might profitably be focussed. He therefore requires careful attention and fostering.

14. Those at school Formal academic education does not for the most part prepare young people for life in the rural areas. Out-of-school education and training is necessary therefore as a complement to the work of the formal school. Various organisations are engaged in bringing out-of-school education into the schools. Among these are branches of national youth organisations, 4H Clubs, Young Farmers Clubs, Scouts, Guides etc. Such groups can make a valuable contribution in promoting a sense of community responsibility, an outlet for community service and in developing technical skills. Activities of this sort are to be encouraged in addition to purely social activities. In particular, young people in school should be involved in

community service projects to bring them in touch with and increase their understanding of the problems of their society and enable them to make a contribution to their solution. An important objective for such work must be to create respect for the countryside, for rural life and a pride in work. These activities should be given equivalent status with other more traditional activities; credits for achievements might be included in the student's record.

15. The school is not an appropriate place for training in specific trades or vocational skills. A broad preparation for a working life in a rapidly changing situation is required of it. Career guidance and counselling should also become an important aspect of the formal school in order that young people leaving school will understand the realities of the employment situation.

THE FORMS OF TRAINING APPROPRIATE FOR RURAL YOUTH

16. Provision must be sufficiently flexible to take account of the wide variety of interests and the changing needs of the young people involved. Nevertheless two major categories can be seen:

- a) training for the development and establishment of improved farmers;
- b) training for ancillary skills, crafts and services in the rural areas.

In the first category, training can take place within

- a) purpose-built farmer training institutions;
- b) on-the-job in large settlement schemes which open up new areas or introduce new cropping patterns;
- c) in small settlement schemes near or within local communities;
- d) with master farmers;
- e) on family holdings.

Various approaches to extension can operate in all of these situations including for example 4H Clubs and Young Farmers Clubs which have a special focus on youth.

In the second category, the possibilities are:-

- a) training in purpose-built craft institutions related to specific skills, including business training;
- b) training through multi-purpose rural training institutions;
- c) training on-the-job through existing craftsmen, artisans, and businessmen.

17. A possibility which could usefully be explored was the development of a Small Industries Extension Service parallel to the Agricultural Extension Service.

18. The potential contribution of the 4H and Young Farmer type of rural youth club was closely reviewed. An amalgam of the two types could be useful in training for citizenship as well as for better farming.

19. The clubs should be to a large degree independent, self programming, self perpetuating. Adequate professional staff is needed to backstop a well trained leader corps and to undertake club advisory work. Such activities should be incorporated into national and local development plans, and national objectives set. Schemes of proficiency testing in practical skills can also be devised. Activities of this type are invaluable in encouraging initiative and in training young people to think for themselves. They can be useful in involving industry, local authorities and the community itself in the affairs of youth while giving the young people an opportunity of taking part in partnership programmes with the rest of the community.

20. The value of short residential courses in management and in business skills for young people should be recognised. Similar refresher or up-grading courses can be very valuable, together with longer courses of systematic training which introduce new skills and techniques to established farmers or artisans in rural areas.

21. In general a widely based approach to programme planning was favoured. Courses must be practical, meaningful to the trainees and lead to perceptible rewards. Dangers can arise from narrowly based courses where young people may be prepared for a career which could become no longer viable, e.g. shoe-making. The level of complexity of the skills taught largely

dictates the length of courses.

22. The non-technical element in course content is especially important. Its purpose should be to prepare young people for their duties as citizens, to make them aware of the contribution which they can make to the development of their country and familiarise them with the state of the economy. All courses must be designed to meet the needs of the young people and the needs of the area in which they are located, with provision through feed-back for adaption of course content and the setting of new goals.

23. There is in many countries a growing need for operative courses for manufacturing and service employment. Care should be taken to train to a level of skill appropriate to the employment available and to avoid over-training.

24. In relation to girls interests, in many cases today the demand is for equal provision. Girls see themselves as equal partners in matters of civic responsibility, organisation, management, etc. Account must be taken however of the additional requirements which girls usually have in the field of home-making, health, child care etc.

25. In the development of a diversified rural economy, new attitudes and skills are required. It is important to ensure that young people are prepared for these. A clear emphasis should be placed on devising industries to meet local consumer demand as far as possible as well as industries ancillary to agriculture. A Rural Industries Development Service which not only provides finance but also provides instructors to train, help and advise the young person at the work place would be of great value in this work.

THE CONTENT OF COURSES - VOCATIONAL AND NON-VOCATIONAL

26. The kind of courses provided is very closely bound up with facilities for training instructors and teachers and the development in such personnel of sufficient motivation and enthusiasm to encourage young people to make their lives in the rural areas. The selection and training of instructors is of major importance. The International Labour Office is to be particularly commended in specially selecting instructor training for high priority of attention.

27. An important factor in the planning, establishment and execution of courses is the close association of parents. The objectives of training must be clearly understood by them and their direct and indirect assistance in the training programme ensured.

THE ROLE OF NATIONAL YOUTH SERVICES

28. Firm conclusions on the role of national youth services generally are difficult to reach due to the wide diversity of organisations in existence.

29. This approach is one of many. National Youth Services can be fairly expensive and often therefore are not sufficiently large to make a significant impact on the numbers of young people who might benefit from such training. On the other hand, where the objectives of such services are clearly defined they can make a particularly worthwhile contribution to nation-building in Leadership Training, Social and Civic Education and in raising the general level of technical skills. They give to the young people who participate a sense of pride in their country, a feeling of achievement and an encouragement to stand on their own feet. Potentially therefore they have a very valuable role in the preparation of young people who can give a lead in promoting new ideas, the agents of change so vital to progress in rural development.

30. From a social point of view, a National Youth Service can help to unify and give cohesion to a nation, boosting the morale of a depressed sector of the nation's youth while drawing off temporarily numbers of young people from an over-crowded labour market. Girls also are given an opportunity, of ten otherwise denied them, to identify themselves with the needs of the country and to contribute to national development. Against this, National Youth Services can draw heavily on scarce national resources both of finance and supervisory manpower. Thorough cost/benefit studies of these organisations should be very helpful in indicating whether such bodies should be expanded further.

THE CONSEQUENCES OF TRAINING: FOLLOW-UP, SETTLEMENTS, ETC.

31. Adequate follow-up is a vital aspect of all training. Indeed training without follow-up can often be meaningless. Follow-up must be the primary responsibility of the parent institution, although other agencies must obviously be involved. There should

be close co-operation between the training agency and the Advisory Services of the technical departments - Agriculture, Home Economics, Business, Co-operatives, etc.

32. An important element of follow-up is provision of facilities for re-training by short refresher courses to bring attitudes and techniques up to date. Machinery must exist to convey to the training agency information and reactions from students so that deficiencies in existing programmes can be corrected.

33. It is insufficient to train young people solely in vocational skills. They must be provided with help and advice on management, marketing, labour relations, legal aspects, etc., to assist in the application of the vocational skills. This should be the responsibility of an adequately financed and specialised staff.

34. Settlement should not be seen as an independent operation but as part of the training and development programme. It should be carried out in close association with institutional and other training and maintain a continuous relationship with supporting services. New settlers are liable to be much happier and in a better position to make an impact on rural communities generally if settled in groups rather than individually. An additional factor which helps to ensure the success of programmes is the inclusion of former trainers or instructors in the settlement group. An important ingredient for success is the capital requirement for settlement. This is best provided on a revolving fund basis, repayments being made as projects begin to show profit. This applies not only to agricultural settlement but also to the whole field of employment in rural areas, including self-employment.

YOUNG PEOPLE IN URBAN AREAS

35. The situation of young people out of school in urban areas was briefly considered, particularly of those young people who have come fairly recently from the countryside. The cause of much immigration into the towns lies in the failure of rural development programmes. An effective rural development strategy aimed at improving the rewards from farming as well as the quality of rural living in social terms would diminish the appeal of the towns for young people and contribute constructively towards a solution of the urban youth problem.

36. The need was also emphasised for the maintenance of an adequate balance of training provision for all young people

whether they are resident in the countryside or the town. Provision of disproportionate opportunities in the towns merely increases the townwards drift.

37. An important additional consideration was the adjustment of rural young people to city living, particularly once disillusionment with the towns following on difficulties in starting employment had set in. Through the use of the modern mass media much could be done to project advances in rural areas to young people of rural origin seeking urban employment, and thus possibly shorten the time spent unproductively in the towns.

SUPPORTING FACTORS IN THE DEVELOPMENT OF PROGRAMMES - EVALUATION, COSTS, LEADERSHIP TRAINING, INTERNATIONAL CO-OPERATION

38. Adequate arrangements for the evaluation of programmes are an essential component of out-of-school education and training for rural areas. Without the evidence of thorough evaluation it is not likely that policy makers and planners will be convinced of the contribution which youth programmes can make to national development and thus the release of resources necessary for expansion will be impaired.

39. A particular need is the evaluation of projects at the local as distinct from the regional or national level. Work which is carried out only at the national level is of doubtful value. Objective evaluation by outside bodies not directly involved in programmes can make important contributions to influencing national government policy. Evaluation should be expressed in language which is objective and understandable. Frequently reports are formulated in the technical jargon of the social researcher which is quite incomprehensible to the practical operator in the field. Evaluation exercises must be mounted in co-operation with local personnel who should be closely identified with the study as it is carried out. Local people are familiar with detailed social and political factors which may not be readily perceptible to the external evaluator. Evaluation must take such social and political factors into account as well as purely economic ones. There were particular difficulties inherent in the measurement of social factors, but the task is not impossible. A major need, however, is for a demonstration of the cost effectiveness of programmes.

COSTS

40. Cost factors are a major constraint on programmes, particularly in the field of non-formal education. Governments should recognise that out-of-school education and training is not only of concern to Ministries of Education but directly concerns other Ministries and non-governmental agencies. It therefore affords an opportunity for inter-departmental co-operation and funding by local authorities and by commerce and industry.

41. Direct and indirect investment in the education and training of rural boys and girls in and out of school must be balanced with investment in the education of their parents. This total spending on education must also be balanced with other investment in the rural economy such as providing subsidised fertilizers or building roads, bridges, markets, settlement programmes, etc. Out-of-school education and training programmes must demonstrate their capacity for effective resource use in order to strengthen the claims of the out-of-school sector for increased investment.

42. In the evolution of programmes careful consideration should be given to those approaches which make best use of the available supply of instructors and managers. Another feature which merits careful consideration is the adoption or introduction of low-cost and appropriate tools and equipment. While keeping in mind the long term need to modernise fully, countries must beware of the pitfalls of prematurely introducing sophisticated machinery which cannot be operated or maintained efficiently and the type of technology which saves labour in situations where labour is abundant. The implications for this in the youth employment field are very clear.

43. Income generating training schemes are an especially interesting development in some countries which could overcome some of the constraints and costs: more information is needed on these approaches.

THE SUPPLY AND TRAINING OF LEADERS

44. In considering leadership training, it is important to consider the established attitudes of many of those in leadership positions at the national and local level, the importance of reorientating their thinking to the needs of young people and rural development and the implications of this for education and training.

45. Teachers, instructors, managers, extension workers can be recruited from special instructor training courses and from the secondary schools. A lucrative source, and one which is often overlooked, is the natural leadership qualities existing amongst young people themselves. Local leadership, both youth and adult, must be nurtured to supplement leadership from outside. Leaders are born but they can also be trained. Those who show qualities of sympathy with young people, a progressive outlook, an awareness of themselves and their surroundings and above all a liking and appreciation of rural life, should be encouraged and prepared for this vital role in the community.

46. The training of leaders is best carried out in the local environment, although there can be value in experience in another area or perhaps another country where comparable activities were being satisfactorily pursued.

INTERNATIONAL CO-OPERATION

47. There is a need for close international co-operation in the field. The supply of tools and equipment is one obvious area where an international contribution could be made. The tools for progress must however be those appropriate to local levels of development, employment and technical capacity. Donors must be reconciled to the objectives, needs and aspirations of the recipient. Volunteers and experts from outside sources must be carefully selected and well orientated. Technical assistance can, however, help in areas where local expertise is not available. The overall administrative direction of a programme must rest in the hands of the recipient country. However, those involved in development work should be given some measure of personal responsibility if they are to be fully committed to their work. If international assistance is to be effectively brought to bear on an area which concerns several Government departments, it is vital that a strong co-ordinating agency should be established to oversee the overall programme and act a focus and channel for aid.

48. There is a strong case for the exchange of technical information between developing countries along with publicity on the educational value of out-of-school education and training. An African regional clearing house on youth activities is being established on a pilot basis by Unesco at Addis Ababa. Other similar clearing houses could usefully be set up in other regions of the world.

COMMONWEALTH CO-OPERATION

(1) There is a need for a major realignment of national policies towards the rural areas. This would serve to raise the basic level of rural society, establish a satisfactory infrastructure and stimulate the employment opportunities and rewards essential if large numbers of young people are to find job satisfaction and a meaningful and dignified way of life. Such a strategy must be tackled at the highest policy level and might usefully be referred to the next meeting of Commonwealth Heads of Government.

(2) Recognising the over-riding importance to all countries of the development of policies at the highest level for young people outside the school system, the convening of a Commonwealth meeting of ministers responsible for youth deserves the maximum encouragement.

(3) An important contribution could be made by the Commonwealth Secretariat in the collection, collation and distribution of information on out-of-school education and training for all Commonwealth countries. The difficulties of international communication and the passage of information are such that this function might be given priority of attention by the Secretariat. For example, greater emphasis might be given to youth and youth activities in the C.E.L.C. Newsletter as well as to more specialised Secretariat publications.

(4) The exchange of professional personnel engaged in out-of-school education and training has been included within the activities of the Commonwealth Clearing House Fund. This should be encouraged and developed further. There is special value in such exchanges in the development of new ideas and approaches in the field of out-of-school education.

(5) Technical assistance arrangements now operating within the Commonwealth Secretariat might usefully be expanded to include youth programmes.