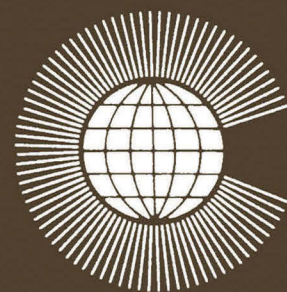




Youth for development: an African perspective

Commonwealth Secretariat



Commonwealth Youth Programme

Youth for development: an African perspective

Report of a workshop
on National Youth Programmes
and National Service
Accra March 1975

Commonwealth Secretariat

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Cover Picture: a young woman in Botswana learns agricultural skills
in a training programme run by the Agricultural College, Gaborone.

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PURPOSE OF WORKSHOP

P R E F A C E

The Commonwealth African Regional Workshop on National Service and National Youth Programmes was held under the auspices of the Commonwealth Youth Programme to examine national youth programmes and national service schemes and determine future developments and priorities in this field. The Workshop took place at State House, Accra, Ghana from Monday, 24 March to Friday, 4 April 1975. The host was the Government of Ghana.

The Workshop was opened officially by Col. P.K. Agyekum, Commissioner responsible for Labour, Social Welfare and Co-operatives; and the opening session was chaired by Mr. A. Aidoo, Chairman of the Ghana National Youth Council. The Commonwealth Secretary-General was represented by Mr. P.K. Patnaik, Director of the Youth Division of the Commonwealth Secretariat, who delivered an address.

The Workshop was attended by Directors of National Youth Programmes and National Service Programmes from ten African countries, as well as by representatives from India, Jamaica and Malaysia whose participation provided an inter-regional exchange of experience. The ILO was represented in the capacity of observer.

Lead papers, which are reproduced as Chapter 2, were presented by four African scholars in order to provide a background, in the context of national development, for the discussion of the Programmes which were the subject of the Workshop.

Country papers were presented by each of the participating delegations and are reproduced in Appendix I.

This report, including the recommendations for Commonwealth action, was adopted formally at the Closing Session, at which participants expressed their appreciation of the warm hospitality extended by the Government of Ghana.

OPENING ADDRESS

BY

COL. P.K. AGYEKUM
COMMISSIONER RESPONSIBLE FOR LABOUR, SOCIAL WELFARE
AND CO-OPERATIVES IN GHANA

Mr. Chairman, Distinguished Guests, Ladies and Gentlemen,

I regard it my pleasant duty to open this Workshop on National Service Schemes and National Youth Programmes being organised by the Youth Division of the Commonwealth Secretariat. May I, on behalf of the Government of Ghana, welcome both the participants and observers who have travelled from far and near to our country. I hope that while you are here, it will be possible for you to see some of the places of interest and enjoy the warmth and hospitality of our people.

Ghana takes a great deal of pride in hosting this Workshop which, I learnt, is the first to be organised in Africa by the Commonwealth Youth Programme. I am confident that this meeting will provide a favourable forum for the exchange of ideas and experiences and stimulate subsequent research and action on the part of the participants.

The convening of this meeting is in recognition of the fact, by all of our nations, developed and developing alike, that the youth has an essential part to play in the future development of our nations which have some common problems. Among the pressing problems facing our countries, particularly the developing countries, are: poverty, diseases, illiteracy and ignorance. In order to ensure rapid social and economic development for our peoples it is essential that we mobilise the energies of the youth into constructive channels for effective participation in national development.

It is gratifying, in this connection, to observe that the history of this nation has never seen such massive and genuine demonstration by the youth of love of one's country and a truly burning desire for selfless and voluntary involvement in national reconstruction as has characterised the three years that the National Redemption Council took over the administration of the affairs of this country.

The youth and students of our country responded spontaneously to the Operation Feed Yourself Programme launched by the Government in line with its policy of self-reliance. The unrelenting interest and continued involvement of the youth in national projects such as the Dawhenya Irrigation Scheme constitute one of the manifestations of the new distinct and emerging character of our nation. I have no doubt that the youth of all our countries are concerned about poverty, racial discrimination and other common problems which have beset our countries. Some of the issues confronting Governments in relation to the youth to which you should give attention are:-

- (1) the perennial problem of exodus from the rural to the urban areas;
- (2) the education of the youth in a manner as to equip them with the proper skills to enable them make use of the existing facilities for the overall development of society, and
- (3) the development in the youth of a sense of responsibility and qualities of leadership.

The future of every country lies on her youth. It is the young men and women of today who will grow into the men and women of tomorrow; and on them lies the responsibility of steering the affairs of state. It is also the duty of the youth to participate fully in the efforts of national development in whatever capacity those happen to be. It is, however, important that policies and programmes on the youth are formulated in consultation with them in order to get them involved in the decision making process and thus enable them to contribute meaningfully to national development. The institutions of National Service Schemes and National Youth Programmes are some of the means by which we provide for the promotion of opportunities for youth to participate in national development. The Scheme equips them with appropriate skills and opportunities to identify areas of gainful employment.

In Ghana, the National Service Scheme has been introduced and is being actively implemented alongside other Youth Programmes such as the Voluntary Work Camps Association which are being pursued by the appropriate authorities. The National Service Scheme and the Youth Programmes are serving useful purposes indeed. Currently, there are hundreds of young men and women who have been absorbed into very important areas of employment and are using the skills and knowledge acquired through education for national development. It is our expectation that by the end of the period of service, the youth would have been exposed to the realities of life so as to be able to make a practical appraisal of the environment and situations around them when they take their proper places in the society. Besides these, existing youth policies and programmes afford the youth the opportunity to contribute to national development through voluntary activities in such areas as the building of school blocks, health centres, roads, etc. through their own initiative.

Much more, however, remains to be done in the field of youth work by the African and Asian countries which are confronted by similar problems. All the African and Asian Commonwealth countries have emerged into independence to face the problem of involving their youth in the task of national development and with the need to devise such methods as will give the youth the inspiration and drive to do so. And, in all these countries, conscientious efforts have been made and are still being made in this regard. It is in this light that this Workshop can be seen to be of great importance to the participating countries. At this Conference, you will be given the opportunity to appraise and examine the scope and functions of different approaches adopted for national service. You will have the opportunity to examine and compare philosophies underlying National Service Schemes in Commonwealth countries, define their structure and mechanics

and determine the utilisation of the available facilities in the operation of these Schemes.

You will be able also to assess the realisation of the objectives of the various National Service Schemes, while in respect of the National Youth Programmes you will be given the opportunity to examine the purpose of such programmes, define the function and identify, particularly, problems that emerge in their implementation.

A lot of ground will be covered at this Workshop, the result of which will benefit us in no small measures in our efforts to evolve policies and programmes for the youth, and devise an integrated approach to the administration of youth affairs. We must remind ourselves that we can achieve our objectives through the adoption of a common strategy which will make it possible to utilise the energies and potentialities of the youth to the full, identify areas where we share the same problems and difficulties and find solutions to them. We shall have also to venture afield into areas where we have not trodden before in a concerted effort to solve the problems relating to the administration of youth affairs.

You will soon hear eminent African scholars discuss subjects which bear directly or indirectly on the administration of youth affairs, with particular reference to real situations, as part of our attempt to find solutions to the problems being experienced by youth administrators. It is hoped that by the end of this Workshop, you would have had the opportunity to analyse your individual problems in the light of the overall findings, and that there will emerge a new perspective which will enhance the administration of youth policies and programmes.

Mr. Chairman, Distinguished Guests, Ladies and Gentlemen,
Once again, on behalf of the Government of Ghana, I welcome you to this country and wish you every success in your deliberations. You are welcome.

ADDRESS OF WELCOME

by

P.K. PATNAIK

DIRECTOR, YOUTH DIVISION, COMMONWEALTH SECRETARIAT

Mr. Chairman, Mr. Commissioner, Your Excellencies, Distinguished Delegates, Ladies and Gentlemen,

It gives me great pleasure to represent the Commonwealth Secretary-General on this occasion and to bring his best wishes for the success of this Workshop, which is organised by the Commonwealth Secretariat under its Youth Programme. I think it might be opportune on my part to avail myself of a few minutes to set the Workshop in perspective.

The idea of bringing together senior administrators and policy planners in a Workshop germinated when, approximately one year ago, representatives of Commonwealth Governments in Africa met at Lusaka to consider planning priorities in the youth field with particular reference to the role of the Commonwealth Regional Centre for Advanced Studies in Youth Work, in Africa. Such a Workshop, it was felt, would offer an opportunity to those who are responsible for youth policy administration in Commonwealth African countries to make an appraisal of their national youth programmes and to emphasize the role of national service and its contribution to national development.

Many of the existing national youth programmes in developing countries, as you will have noticed, are a significant post-independence phenomenon. Particularly noticeable in the course of their development in recent years is the break with customary methods of meeting the needs of youth. This represents a response to certain areas of challenge relating to national needs and priorities. What then are the developments on the national scene? Certain prominent features attract one's attention. First, provision of opportunities for education and training with emphasis on productive employment, within the framework of national development programmes. Secondly, opportunities for participation by young people in serving their own societies and in bringing about economic and social change. Coupled with these basic objectives is the urgent need for cadres of trained youth workers and leaders to assume leadership roles and responsibilities for youth programmes.

A critical evaluation of these provisions is called for if national youth programmes are to increase and prosper and to look back in retrospect at what they have achieved.

Resources for youth programmes, which are already scarce, get even more scarce in the face of competing priorities at the national level in the context of financial allocation. The need for effective utilisation of resources, both human and financial, therefore, clearly points towards co-ordination of effort by various agencies, governmental as well as voluntary, in providing for young people.

It is hoped that the Workshop will take note of these factors and help devise practical means to promote increasing functional co-operation among the agencies involved, towards effective implementation of youth programmes.

An element common to youth policies is the special emphasis on the role of youth in national development. In recognition of this role, many governments have made provisions to ensure involvement of young people in the development of their own social environment, and to educate new generations brought up to consider social change as a normal process of society. How can national youth programmes, particularly national service, contribute to the process of promoting youth action against under-development? Human resources go to waste for lack of an objective. What is needed, therefore, is a stimulus, a challenge to fire the imagination and zeal of young people, encourage in them a sense of social responsibility and awaken them to the realisation that they must learn to stand on their own feet and take the initiative to galvanise their own society into activity.

Young people, through national service, are taking increasing responsibility in the adaptation of social change and national development. The emphasis underlying approaches to national service vary according to the philosophy and objectives of particular programmes. These range from development, study service and community action programmes to training for gainful employment.

Some of the existing national services have enabled young people in rural areas to assume leadership positions in modernising agriculture and transforming rural life. Young people have made constructive contributions through the organisation of voluntary work camps, and in the process have themselves had opportunities of learning skills and acquiring attitudes leading to their own personal development.

The Workshop, therefore, needs to focus its attention on the ways in which youth who have gained experience of modernisation might be enabled to transmit what they have learned, particularly in the critical areas of under-development, social deprivation, illiteracy, unemployment, housing, and the drift of young persons to cities and towns.

Discussion on all these aspects will naturally involve a critical reassessment of national objectives and priorities with emphasis on identifying new growth areas.

Young people, it is well known, tend to take a global view of the problems of society particularly of those aspects affecting their lives; like education, employment, science and technology, cultural values and communication. The approach to national youth programmes must of necessity encompass all those aspects which contribute collectively to their development. Participants must, therefore, remain alert to the needs of avoiding the risk of considering youth programmes in isolation from policies and programmes designed to meet social, economic and cultural development.

The scenario so far as it affects the lives of young people today has changed considerably in comparison with what it was a decade ago, and it is changing very fast indeed. Increasing attention is being devoted to

the effective utilisation of the human resources potential; the mandates of popular governments clearly suggest that countries are trying to telescope the progress achieved in the course of past centuries into the time-frame of decades. The fulfilment of these expectations is bedevilled to a considerable extent by the blight of the run-away pace of population growth, galloping inflation, rising unemployment, and trends towards a global economic recession which collectively contributes to mounting frustrations among nations' youth. The multiplicity of these factors pose hard choices: the choice of life-styles and of alternative strategies for development.

To this end, national youth programmes will have to assign priority to projects which will have a multiplier effect on development, e.g. co-operative forms of production, improved farm management, small industries, handicrafts, development of the rural infrastructure, to mention a few which could lead to wider job opportunities. Special emphasis needs to be attached to promote greater involvement of young women in national development, through national youth programmes, which should go beyond the traditional 'cooking-sewing syndrome'.

Because of the contemporary situation of increasing global inter-dependence and co-operation, an area of specific concern of the Workshop is the role of multi-lateral functional co-operation. The CYP, established by the Commonwealth Heads of Government less than two years ago on the recommendation of the Ministers concerned with youth, is a bold and imaginative step forward. The Programme provides an inter-related package of services, through youth service awards, the training of key personnel, policy-oriented research and information exchange. Besides designing ways and means of promoting increased inter-change of information and experience between countries in this field, the workshop, it is hoped, will indicate priority areas where the CYP might support national efforts.

These are some of the issues the Workshop will have to come to grips with in the course of the next two weeks. The nature of the exercise is essentially inter-disciplinary. Although the Workshop involves the key personnel in youth service in Commonwealth Africa, representatives of national service programmes in India, Malaysia and Jamaica have been specially invited to participate in this exercise. This, it is believed, will facilitate an inter-regional exchange of ideas. In order to ensure a meaningful dialogue between the key administrators and members of the academic community in Africa who are making significant contributions in the field of youth service and human resources development, we have invited four lead speakers to participate in this Workshop. We are fortunate to have with us today, Professor Mbithi of the Institute for Development Studies of the University of Nairobi, Dr. Diejomaoh of the University of Nigeria, Professor de Graft-Johnson of the University of Ghana, and Dr. Osafo-Gyimah of the University of Cape Coast, who have accepted our invitation to deliver lead speeches and participate in the discussions.

We are particularly grateful to the Government of Ghana who have agreed to host the Workshop; and on behalf of the Commonwealth Secretary-General, I should like to express our deep appreciation for the very generous provision of facilities and support for this meeting.

Mr. Chairman, we feel encouraged by your presence this afternoon, and on behalf of the Secretariat, I should like to thank you for having consented to chair the Opening Session.

To you, Mr. Commissioner, we are particularly grateful for the honour you have done us in sparing a few moments of your time to open the Workshop, and deliver the Opening Address in the absence of your colleague, Colonel Agbo, who has taken a deep personal interest in our affairs. On behalf of the Secretariat, I should like to express our gratitude to you and your colleagues in the Department whose dedication makes it possible to organise this event at very short notice.

Further, in this connection I should like to pay a personal tribute to Dr. Mbye, Consultant to the Commonwealth Youth Programme in Africa, for his role in the planning of the Workshop. It is his untiring efforts which have made it possible for us to come together.

I would also like to acknowledge the presence of members of the diplomatic corps, particularly the Commonwealth High Commissioners, whose presence here is an expression of their support for this worthwhile activity.

Finally, on behalf of the Commonwealth Secretariat, I should like to extend a special welcome to all delegates and participants who have provided the justification for holding this Workshop. May I commend to you the wisdom of the African saying ' I am because we are, and since we are, that's what I am'. Participants, I hope, will approach their task in the true spirit of humility and wisdom expressed in those few words. My colleagues in the Secretariat and I, will consider our efforts amply rewarded, if your deliberations in this Workshop mark yet another significant contribution to youth service in Africa.

Chapter 1

THE WORKSHOP - OBJECTIVES, STRUCTURE AND BASIC ISSUES

ITS PURPOSE

The purpose of the Workshop was to review the conduct of the several National Youth Programmes and National Youth Service Programmes in operation in the various countries which constitute the African region of the Commonwealth, to examine their scope, and to determine the nature and extent of such modifications as might be desirable in each case in order to enhance its effectiveness in the pursuit of national development.

Each participating country was, therefore, asked to prepare, for presentation and discussion at the Workshop, a paper on its national youth programme and, as appropriate, another on its national youth service programme. Further, in order to facilitate discussion of the various programmes within the perspective of national development, four African scholars were invited to prepare and present papers on the social and economic aspects of development in Commonwealth Africa as well as a critique of the current national youth programmes and national service schemes.

Thus, the four specially invited papers served as a background and provided a stimulus for the discussions. The titles and authors are:-

- i. EMPLOYMENT OF YOUTH WITH SPECIAL REFERENCE TO
POLICY ISSUES*
by Professor Philip M. Mbithi
University of Nairobi, Kenya
- ii. AFRICAN HUMAN RESOURCES DEVELOPMENT AND NATIONAL
SERVICE*
by Dr. V.P. Diejomaoh
Acting Director
Human Resources Research Unit
University of Lagos, Nigeria
- iii. AFRICAN ECONOMIC DEVELOPMENT IN PERSPECTIVE: PITFALLS
IN PAST AND PRESENT DEVELOPMENT POLICIES*
by Dr. K. Osafo-Gyimah
Acting Director
Centre for Development Studies
University of Cape Coast, Ghana

iv. A CRITICAL EVALUATION OF NATIONAL SERVICE PROGRAMMES
WITH SPECIAL REFERENCE TO YOUTH PARTICIPATION IN
NATIONAL DEVELOPMENT IN AFRICA
by Professor K.E. de Graft-Johnson
Department of Sociology
University of Ghana
Legon, Ghana

These papers constitute Chapter 2.

THE STRUCTURE OF THE WORKSHOP

The Workshop was conducted essentially in four phases:

- i. Background
- ii. Examination of Current Programmes
- iii. Perspectives for the Future
- iv. Projection

The background phase was conducted in plenary session and comprised the presentation of three of the lead papers - those by Professor Mbithi, Dr. Diejomaoh and Dr. Osafo-Gyimah - as well as the ensuing discussions. These discussions were focussed on broad principles and considerations of general relevance within the context of overall national development, and, more particularly, of the role of National Youth Programmes and National Service in the process of such development.

The second phase - examination of current programmes - consisted of two parts. The first was conducted in plenary session, and comprised the presentation and discussion of the individual country papers. The second part of this phase consisted of group discussions. For these, the Workshop was divided into two groups - one on National Youth Programmes, the other on National Youth Service Programmes - and, with the lead speakers participating in the discussions, each group directed its attention to the specific subject of its immediate concern. Thus the programmes were reviewed in respect of their purpose, scope and function; and assessments were made of the need for reappraisal and such modification as might be desirable, as well as that for expansion and intensification.

The conduct of the third phase - perspectives for the future - was similar to that of the second. The field of view was outlined in plenary session by Professor de Graft-Johnson, and after general discussion there, the two groups proceeded to engage in separate discussions and examine in some detail the implications deriving from the perspectives for the future in respect of National Youth Programmes and National Service Programmes in the context of national development. Presentation and discussion of the two group reports constituted the end of the third phase, and represented the conclusion of the exploratory aspect of the proceedings of the Workshop.

Summarisation of the various observations and suggestions which emanated from the earlier phases was the concern of the fourth and final phase. To this end, a Sub-Committee, comprising the two Group Chairmen, the two rapporteurs and two other participants - one from each group -

was appointed to study the group reports and draft recommendations for presentation to the Workshop in plenary session. On the basis of this draft, the Workshop made the recommendations which are contained in the final chapter (Chapter 5) of this report.

BASIC ISSUES

It was recognised that, particularly in respect of the developing countries of the Commonwealth, National Youth Programmes, including National Service are but one part, and an important part, of the overall national effort towards development; and there was unanimity in the view that such programmes and their underlying philosophy should evolve from and be consonant with the fundamental national policy.

The need for Youth Programmes and Schemes for National Service to be perceived as constituting an integral part of the development process was emphasised; and the implications of short-fall in this regard were stressed. Special mention was made of the necessity for proper co-ordination in the formulation and implementation of national policy, and in this respect it was observed that rural development is intimately connected with the national wages and earnings structure as well as the existing system of land tenure.

The prominent features of the African region to which Youth Programmes should pay particular attention and which were regarded as basic issues in the context of national development are: poverty, unemployment, rural development, rural-urban migration, the high incidence of illiteracy, the problems of school leavers and early drop-outs from schools, the significantly high proportion of the youth in the total population, the need to develop indigenous technologies and foster the application of these and other technologies in the interest of national development, and the need for intensification in the field of non-formal education.

It was emphasised that the fundamental problem of Africa is poverty, and one of the major challenges to be faced in alleviating the widespread poverty is that of harnessing the potential of the substantial numbers of un-schooled youth.

Chapter 2 : Lead Papers

2.1 EMPLOYMENT OF YOUTH WITH SPECIAL REFERENCE TO POLICY ISSUES

by

Professor Philip M. Mbithi
University of Nairobi, Kenya

Introduction

When adults discuss youth, it is often in terms of a paternalistic "do to them" orientation. As adults and parents we agree that you must be:

- (i) Prepared to be useful citizens who identify fully with adult values and aspirations, however outdated some of these might be. Inculcating discipline and work values are themes which are gaining support.
- (ii) Given leadership training "as leaders of tomorrow", although we know that not many will be.
- (iii) Involved in economic and social development of their communities. Some programmes aim at involving youth collectively others individually.

However, from the above limited orientations it will be seen that the overriding theme is "preparing the individual for future activities which are gainful to him, his community and nation". As a human resource, the fitting of an individual into an activity niche which, in addition to supplying his material wants, reinforces his ego and at the same time becomes a service to his society is what we will define as *employment*.

Unemployment, therefore, will be defined as the lack of means to earn a living including joblessness, underemployment and the accompanying frustration and deprivation. In discussing this theme, we will use the United Nations definition of youth as populations between the ages of 14 years and 25 years. In most African countries, the population between 0-24 years accounts for up to 60 per cent, 14-25 years about 30 per cent of the total populations.

Among this youth group

1 - 2%	enter University every year
10 - 20%	enter High Schools every year
50 - 60%	enter Primary Schools every year
40 - 50%	never go to school

The dropouts rate from 1st year of schooling is between 5-10 per cent.

The Problem

Since the late 1960's, unemployment has become a dominant theme in discussion and analysis of underdevelopment. On one side, increased life

expectancy has sharply increased rates of growth of population and therefore labour force. In contrast, the more dynamic sectors of the economy are generating few jobs relative to the rapid supply of labour force. In consequence, means to earn regular and higher levels of income are restricted to a minority of the total labour force and those who do not have access to the means are becoming poorer.

The problem of unemployment of youth is even more critical owing to the fact that youth as defined by economic planners implies potential labour force and not a serious problem group. However, their problem has in the past few years been widely articulated. Given below are country by country evaluations of youth unemployment, presented at a recent international conference on employment for permanent secretaries in planning ministries and senior labour officials in Africa.

a. Mauritius

(Data from Ministry of Employment 1973.
Data supplied by Deputy Controller, Employment Service,
Ministry of Employment)

In June 1972, unemployment in the population aged 15 years and over stood at 16 per cent of the total labour force of approx. 325,000. However, over 80 per cent of the unemployment was among persons aged between 15-24 years of whom 90 per cent were seeking jobs for the first time. Unemployment was highest in the 15-19 age group, with 55 per cent unemployed, followed by 20-24 age group with 26 per cent unemployed. Among the male population aged 25 and over, the level of unemployment was only 5 per cent of the total labour force. Over the period of 1962-72, the labour force increased by 28 per cent whilst employment grew by just over 17 per cent over the decade.

b. Kenya

(Data from the Kenya ILO Employment Report on
Employment, Income and Equality, ILO, Geneva 1972)

The analysis of the unemployment problem distinguishes three forms, two of which have direct bearing on youth unemployment. The first form is the open urban unemployment problem (joblessness). This problem is related to the imbalance between rural-to-urban population inflow pushing urban population growth up to 10 per cent p.a. and the rate of urban wage creation (2.7%). Most of the urban unemployment is concentrated among the youth where for Nairobi 72 per cent of the unemployed are between 16 and 24 years of age.

The second form of unemployment is the problem of school-leavers. Total Form IV (12 years) leavers jumped from 6,000 in 1965 to 13,000 in 1968 and 19,000 in 1970. However, Form IV leavers have a higher chance of obtaining a job compared with the 180,000 primary school leavers (7 years) in 1968/69, 80 per cent who could not be absorbed in wage employment.

The least known form of unemployment, rural under-employment, is perhaps the major headache of tomorrow. Rural unemployment is characterized

by extremely low and fluctuating incomes (under £20) and affects over 500,000 Kenyan youths¹.

c. Sudan

(Data from Ministry of Labour 1973. Supplied by
Acting Controller, Manpower Division, Labour
Department)

With a population of 15.7 million, growing at the rate of 2.9 per cent (1970), Sudan has 44 per cent of its population under 15 years and only 37 per cent of the population economically active. The 1964-68 household sample survey estimated that about 9.5 per cent, 7.5 per cent and 1.4 per cent of the labour force was unemployed in the urban, semi-urban, and rural areas respectively (about 88,000 persons).

Within the rural areas, the unemployment problem takes the form of underemployment of the agricultural and nomadic labour force. The nomadic peoples, accounting for 15 per cent of the population, pose special problems as they move seasonally from one region to another in search of water and pasture, or escaping diseases.

d. Botswana

(Data from Ministry of Finance and Development
Planning 1973)

It is estimated that 50 per cent of school-age children attend primary schools. Of these, only 15 per cent manage to go to secondary schools and post primary training. The 50 per cent who never go to school mostly follow the occupations of their fathers tilling the soil and tending cattle or occasionally going to work in the mines of South Africa. It is estimated that by 1976, about 6,000 primary school leavers will be thrown into the labour market with no hope for most of them of ever finding any kind of wage employment. Out of a total labour force of 300,000, modern sector employment accounts for about 50,000; and the unemployed are the uneducated and young primary school leavers.

e. Nigeria

(Ministry of Planning and also Federal Public Service
Commission)

The national overall rate of open unemployment was estimated by the 1966-67 Manpower Secretariat Survey to be 1.7 per cent of the labour force - 0.5 per cent and 8 per cent for urban and rural areas respectively. About 20 per cent of the agricultural work force and 18 per cent of non-agricultural workers were regarded as being underemployed. Most of the unemployed were young.

1 Note that 36 per cent of Kenya's population of 12.9 million is between 0-9 years. 820,000 rural households are estimated to be below \$60 p.a. income level. 330,000 households have an income below £20. This will include estimated 594,000 youths between 10-24 age group.

Summary

1. The above data, including that of Ethiopia, Tanzania and Sierra-Leone, indicate that unemployment is a high priority problem and that 70 - 80 per cent of the unemployed are between 15-24 years old. The problem of unemployment therefore ought to be a major concern of youth ministries. When one takes into additional account the attendant social welfare problems of unemployment, and the fact that youth are never an obvious concern of ministries of economic planning, it is clear that youth departments ought to develop competence in employment creation. One way of doing this within existing frameworks is to bias youth programmes so that their long term goals for youth are closely related with existing or potential economic opportunities for sustained self employment. As we will see later, planning a 2-year paramilitary youth programme with overemphasis on youth performance within the two years and almost total indifference to what happens after leaving the programme is seriously being questioned.

2. The data indicates that economic planners see the overall national unemployment problem as arising from the ever-growing flood of school leavers, and continued under-development of rural areas relative to urban areas. Youth programmes which address themselves to the employment issue will increasingly be expected to cater for the school leavers and choose curricula which fit them for employment within the rural areas. This implies that youth programmes will:

- (i) Have to pre-empt the function of education in creating aspirations and work values.
- (ii) Carry out pre-programme market surveys to estimate the capacity of rural areas to absorb programme graduates and perhaps link youth programmes to on-going rural development efforts.
- (iii) Push for overall educational reform in favour of functional education at lower levels and the reform of national wage systems where formal education is rewarded disproportionately highly relative to technical skills at the craftsman level.
- (iv) In addition, support proposals for a progressive development and wages policy in favour of rural areas relative to urban areas.

3. The analysis of the economic, social and psychological deprivation arising from a state of continued unemployment as indicated by Professor Gutkind in his essay "The Energy of Despair" pinpoints critical welfare problems among the youth which fall squarely on your shoulders. Frustration, apathy, self-hate, aggression, disillusionment, all leading to practical social problems, are well documented in any statistics on increasing crime, suicide, perversion, idleness, drunkenness etc.

Critical Policy Factors in Youth Unemployment

1. Control of production resources

In her essay on the economics of backwardness, Mary Douglas exposes the problem of "delayed bachelorhood" in the Kasai Province of Congo. She argues that in this society a young man acquires rights to use land, possess livestock, utilize household tools for his own purposes only after he gets married. In this society where old men control property, young men never marry until about 30 years of age when parents are willing to pay bridewealth. She argues that this systematic deprivation of the means to earn a living deprives the society of perhaps the most active population group. Old men are poor in entrepreneurship, and often strive to retain the status quo and this leads to economic stagnation.

The issues raised above are very real in most African societies where entry into the production economy is preceded by rites, initiation ceremonies, symbolic offerings or simply rites of passage. This will tend to be more the case for half of the 40 per cent of the youth who never receive any schooling at all in Botswana and Kenya respectively. It, therefore, affects a very large proportion of the population group we are discussing in this conference.

Customary laws governing succession, acquisition and control of farm household resources are at variance with western European concepts of "who owns what?" Legal research in East Africa indicates that customary control of land for example is vested in a community, village, clan, lineage, household and individual adults. Control of land by illiterate youth is very limited. Yet at the same time these youth are the least inclined to migrate into urban areas since access to jobs in urban areas is open only to the educated as indicated earlier. The results are varied. In Kenya one reads in the press about the special mania of youth to beat up old men, increasing rural crime, assault on near kin by youth, restlessness and continuous idleness, drunkenness of youth etc.

Youth programmes should aim at developing the structures for this population segment by:

- (i) Establishing avenues for early entry into the production economy through some legal specifications of partnerships with parents or family business or other rural non-farm business.
- (ii) Designing easy graduation from youth programmes into effective income earning activities. This will affect graduates of agricultural youth programmes such as the poultry keeping and agricultural programmes of the Kenya Village Polytechnics, the Sudanese Vocational and Home Craft programmes, and most youth programmes for girls which are home centred.

2. Access to jobs and training facilities for educated and non-educated youth.

Given limited job opportunities, the process of selection into a job is increasingly determined by education. ILO statistics indicate that the chance of obtaining a job between those who have reached the primary terminal standard VII and those who have moved to secondary school, a difference of one year, is about 160 per cent.

Given that the educated obtain jobs, these educated control to a great extent the informal entry into jobs through urban kinship and neighbourhood networks as shown on the next page.

It will be seen that in the majority of cases the work was obtained through friends or relatives, most of which probably involved nepotism or corruption. The labour exchange served only 7 per cent and the higher percentage is due to only one centre (Thika).

The above suggests a near monopoly of access to jobs by educated youth as indeed is confirmed by vocational training statistics for university graduates, Form IV Leavers, primary school leavers and the uneducated in most African countries. The diagram (page 10) gives the case for Kenya.

From the diagram and other facts one can conclude that:

- (i) The existing youth organisations in Kenya are concentrating their services to a small sector of young people - the school going population.
- (ii) Most of the programmes are not sufficiently geared or relevant to the current needs of our Kenyan youths. Some are inherited from another era and culture.
- (iii) The national education system does not sufficiently prepare the young people for the life they are to live, bearing in mind that only 20-25 per cent will enter paid employment or the modern sector of society.

There is, therefore, a need for a national educational curriculum aimed at equipping the school leaver with the necessary tools for use at the different stages of breaking from the formal educational pipeline to prepare the young person to cope with the struggle in building his own personality and contributing to national development.

This calls for an urgent need for coordination of:

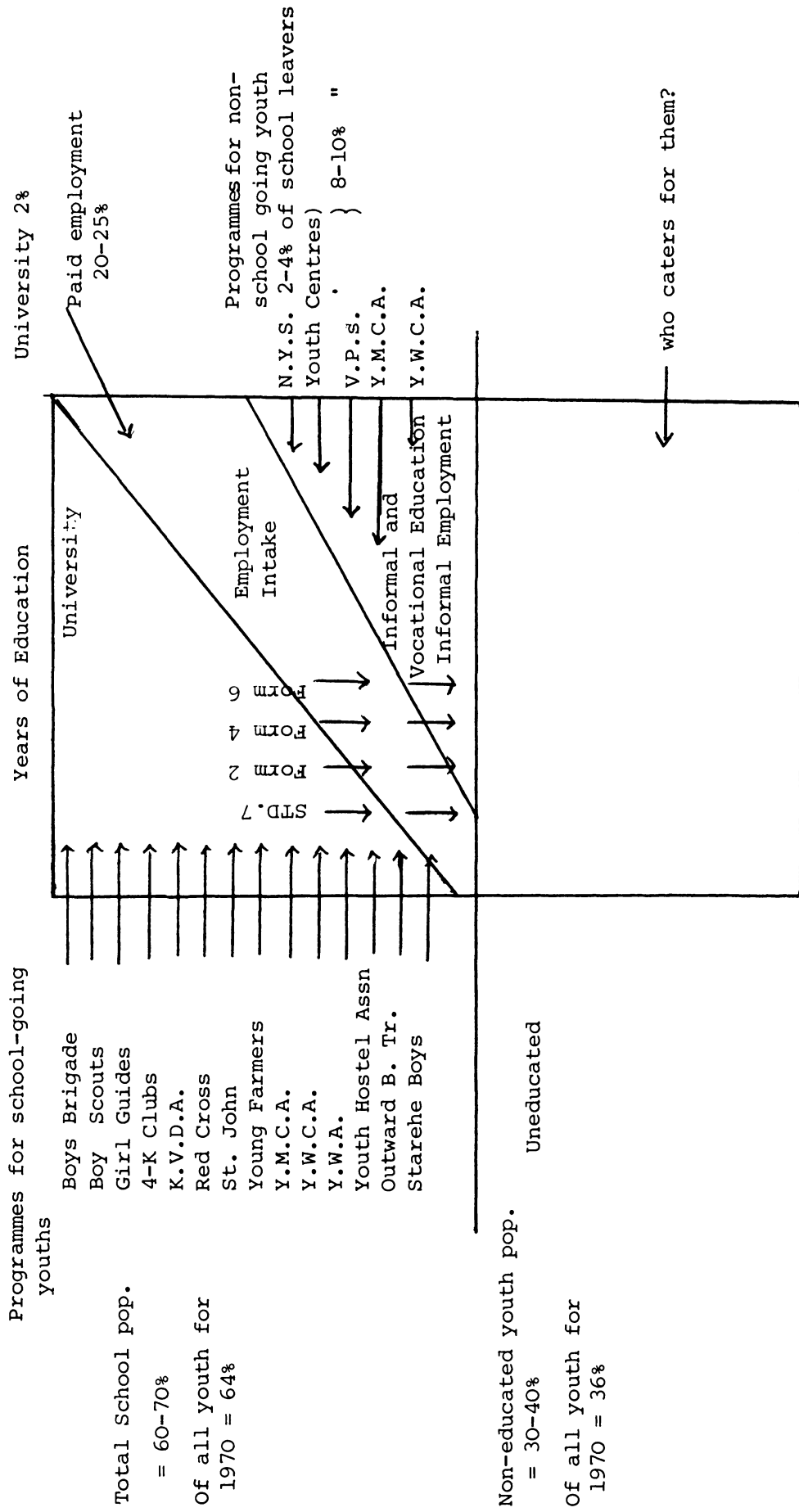
- (a) formal education curriculum;
- (b) technical training;
- (c) voluntary organisations' youth programmes; and
- (d) government youth services.

DISTRIBUTION OF METHODS USED BY THE MEN IN EACH URBAN CENTRE
IN OBTAINING THEIR FIRST JOB - % AGE

METHOD USED	U R B A N C E N T R E								TOTAL
	NAIROBI	MOMBASA	ISUMU	IAKURU	ELDORET	THIKA	NANYUKI	YERI	
Friend or Relative	35.3	33.5	50.4	38.8	34.6	30.9	48.0	42.4	37.6
Newspaper	6.4	5.9	10.8	1.5	1.9	6.2	6.0	3.6	6.0
Labour Exchange	4.8	4.3	8.5	3.0	1.9	33.3	8.0	2.4	7.0
Radio	0.3	-	-	1.5	-	-	-	-	-
Heard of job & applied	15.2	21.6	10.8	4.5	3.9	9.9	-	7.2	13.3
Other Methods	18.2	19.7	9.3	16.4	17.3	13.5	34.0	32.5	18.8
Started his own Business	5.1	3.2	-	-	-	-	2.0	4.9	2.9
Still Unemployed	14.1	11.8	9.3	32.8	40.4	6.2	2.0	7.2	13.8
No response	0.6	-	0.9	1.5	-	-	-	-	0.4
	100	100	100	100	100	100	100	100	100

Source: Henry Rempel, Labour Migration into Urban Centres and Urban Unemployment in Kenya, 1970 (Unpublished Ph.D. Thesis)

EDUCATIONAL SELECTION PROCESS



We note too the systematic and deliberate neglect of the 40 per cent who never go to school or drop out early in a decade where internationally there is a growing concern with the lower 40 per cent of our populations. This needs serious review.

3. Alleviating rural to urban migration

The critical problem of urban unemployment is related to the increase in urban population at a higher rate than the rate of job creation. This as we saw earlier is related to rural to urban migration 80 per cent of which is attributed to educated youth. Among the hypotheses explaining selective rural to urban migration of youth are those developed by Tanzania, relating this drift to the irrelevant formal educational curriculum which creates youth aspirations which cannot be met by rural communities. The growth of a white collar mentality of rural youth, accompanied by the growth of urban centres with higher incomes and amenities is seen to cause a dynamic flow of school leavers towards the bright lights. Professor Walter Elkan, (1970) and Caroline Hutton (1969) see this explanation as reinforced by another one which relates migration to the presence of kinsmen in towns or other social networks. Income differences between urban and rural areas where urban incomes of households may be twice those of rural households of similar status, even after correcting for urban cost of living, is another widely accepted explanation. The growth of population pressure in rural areas leading to landlessness and hence total uprooting of families from rural areas is again an explanation which might gain momentum.

Given that school leavers are therefore choosy about jobs, where they are located, whether they are manual, their social prestige, and given parental expectations and hence pressure that youth leave rural areas and obtain urban jobs, it is not surprising that school leavers are willing to spend 6-9 months each looking for an urban job. They appear to have a high tolerance for insults from clerks and the relatives they live with. They often go hungry, semi-naked. They are willing to attend any impromptu political meeting; are first on the scene of an accident. It is obvious that this state of affairs is growing in geometric proportions all over Africa.

Predictably enough this too has been a major preoccupation of youth departments. Most of their programmes have aimed at arresting this drift. But are the programmes designed to effectively achieve this goal? First, the programmes cater for a very limited population. The Kenyan National Youth Service for example caters for only 2-4 per cent of the Kenya's school leavers every year. The village polytechnic programme and youth centres programmes cater for 8-10 per cent, an extremely significant input. Given that only 20 per cent of the entrants into the labour market obtain wage employment, we still have over 65 per cent of the school leavers unaccounted for.

The limitation of youth programmes in terms of scope is further confounded by their short term nature and poor anticipation of their long term employment potential. On one hand, training hundreds of masons without careful market studies runs the risks of over-supply, and, on the other hand, most training activities have no relevance to the requirements of either the rural economy or even the urban economy, especially given the limited purchasing power of rural areas and the dominance of international standards

in the urban market.

The requirements of trade test certificates and the view by youth trainees that such training is a useful prelude to a more substantial urban job makes a review of the role of youth training programmes in arresting rural-to-urban migration urgent.

CASE STUDY OF SOME EXISTING STRATEGIES FOR EMPLOYMENT AND TRAINING OF YOUTH

1. Incomes and wages strategy

Most African countries, including Tanzania, Mauritius, Botswana and Kenya agreed that to control the cost of labour would reduce the search by the most active sectors for capital intensive techniques. They would move towards more labour intensive techniques, lead to fair distribution of national income and hold down costs and prices of goods.

In Botswana, they argue that in their case where the economy is faced with an acute demand for skilled manpower of all kinds, to let the market determine incomes (wages) is suicidal. Incomes would rapidly go up with a resultant increase in wage costs, and employers would tend to use more capital intensive measures. The government has set up a National Employment, Manpower and Incomes Council composed of government officials, and Trade Union representatives to plan a wage policy.

In Kenya, the instrument for implementing a similar policy is the Kenya Industrial Court which controls wage awards by keeping a careful eye on wage costs.

However, the effects on youth employment of a wage control or increase are difficult to predict. Evidence indicates that employment is sensitive to changes in labour costs in occupations and industries where wages are already relatively low. The most well known examples are unskilled labourers in agriculture, building and construction, and domestic services. These occupations are not the ones to which youth most aspire. Therefore, unless there is a general levelling out of wage differentials between low-paid and high-paid employees, such a strategy is not likely to affect youth unemployment significantly.

2. Labour intensive rural works

Most countries in Africa often resort to labour intensive reconstruction works to alleviate the problem of school leaver unemployment. They resort to rural works of all kinds - roads, water development, food storage facilities. The idea is to adapt construction to conditions where engineers could use increasing numbers of local unskilled school leavers or unemployed youth. But such programmes suffer from cost increases because unskilled labour becomes cumbersome, slow and undermines efficiency. The failure to devise appropriate technology for labour intensive rural works is perhaps the most fundamental factor in the lack of success of such programmes.

Frantz Fanon is very clear that unless construction technology is adapted in terms of ideas, scale and activities to local conditions and capabilities of the target unemployed group, "nothing is possible". He writes:

"If the building of a bridge does not enrich the awareness of those who work on it, then that bridge ought not to be built and the citizens can go on swimming across the river or going by boat. The bridge should not be "parachuted down" from above, it should not be imposed.... Certainly, there may well be need of engineers and architects; but the local party leaders should be always present.. so that the new techniques can make their way into the cerebral desert of the citizen, so that the bridge in whole or in part can be taken up and conceived, and the responsibility for it assumed by the citizen. In this way, and in this way only, everything is possible". (See Fanon "The Wretched of the Earth" Penguin Books 1967).

3. Rural development

It has been agreed that the most direct way of arresting rural to urban migration is by increasing the attractiveness of rural areas by:

- (i) Increasing rural incomes and thereby reducing the rural-urban income gap.
- (ii) Increasing welfare and services such as sports, cinema facilities and amenities such as clean water, roads, lighting etc.
- (iii) Reducing the menial aspect of rural labour by selective mechanization which increases the retention of school leavers in rural employment.
- (iv) Reducing the fluctuations of rural incomes and rural subsistence food supply. This has been found to be a significant factor in spontaneous immigration.
- (v) Increasing job opportunities outside agriculture e.g. rural industrialisation.

These strategies span the concern of various Ministries; and to achieve maximum benefits, the programmes have to be integrated. Lack of simple models of how one integrates diverse action programmes and the very slow rate of growth of rural areas in spite of energetic campaigns make this approach still a non-starter.

4. Sponsorship of self-employment programme

Self-employment might be sponsored through the extension and support services of the Rural Industrial Development Centres; also through support of informal sector activities such as apprenticeship, ownership and

management of urban retail trade kiosks, and further through support of services such as repair works for low income groups e.g. welding of domestic utensils.

5. Vocational training

Many planners believe that given the conservativeness of formal educational systems, the adaptation of education systems to meet current socio-economic conditions in developing countries will have to be through out-of-school programmes. In Kenya this approach encompasses functional literacy programmes, youth centres, village polytechnics and other informal club programmes such as young farmers clubs, 4-K Clubs and permanent work camps such as the Kenya Voluntary Development Association.

By 1971, Kenya had 180 youth centres catering for approximately 16,300 youth. At present, there are about 75 village polytechnics training 5,000 youth in masonry, carpentry, tailoring, tinsmith, elementary book-keeping, sign writing, poultry keeping and various forms of agricultural courses. It is estimated that by the end of 1978, over 25,000 youths will have been trained in the programme. By the end of 1978, it is projected there will be 250 village polytechnic centres costing the government £228,000 per year.

Kenya is constantly reviewing these programmes as it is recognized that:

- (i) Most of the graduates treat the programme as the path towards a trade certificate and their rural activities as a temporary prelude to a more substantial urban job e.g. in private sector, government, etc.
- (ii) Graduates face problems in obtaining markets or job contracts. There are new programmes such as the Rural Industrial Development programmes sponsoring self employed craftsmen which increase the market programme and a careful meshing of the programmes is required.
- (iii) Most graduates lack capital after graduating e.g. tools, sheds, raw materials; and a follow-up programme to ease graduates into viable programmes is indicated.

Similar experiences have been experienced by the Botswana Brigade Movement.

The Botswana Brigades started as an effort to train craftsmen (builders and carpenters) that were needed in the construction of the famous Swaneng Hill School, a school which was built mostly by its students. Further brigades trained primary school leavers who could not continue studies or find any kind of employment.

Brigades are not just another secondary school or another vocational training institution. Their emphasis is on cost-covering; and they combine production with training. The farmers, builders, handicrafts and industrial brigades have since been recognised to have potential for creating employment. Indeed, brigades have since been recognised to have potential for creating employment. Indeed, brigades have transformed the villages and areas in which they are based. Between them the brigades employ between 4,000 and 5,000 people.

Moves are now underway to coordinate and strengthen the brigade movement. Initially it was thought that brigade graduates would create self employment in the rural areas by forming cooperatives and small construction units. This has proved difficult because of the shortage of capital and the lack of managerial skills. Most brigade graduates have gone to the urban areas to take up employment with construction companies. This is undesirable because we have vocational skills by the modern sector.

Summary - Issues in planning youth programmes with a bias towards education

The choice of a programme strategy is based on a very clear diagnosis of the problem we wish to alleviate. Diagnosis is the process of identifying the factors which "cause" the problem, and ascertaining the actual dimensions of the problem precedes the determination of what technique to use to what end.

It is clear from our analysis of youth unemployment that:

(i) Youth form 80 per cent of the rural to urban migrants and the majority of the urban unemployed. That a critical strategy of youth programmes will continue to be an attempt to alleviate and perhaps eliminate rural to urban drift of school leavers. This implies that youth planners will need to study and hold dialogue with educators and rural development planners to identify to what extent their programmes can be made complementary to one another, mutually reinforcing and goal specific. Obviously, this is an enormous task.

(ii) The strong bias towards increasing access to jobs by the educated youth was clearly outlined. Continued sponsoring of projects which recruit from school leavers is supported by very many practical issues such as problems of training illiterates, employer preferences, speed in learning, discipline and the political need to remove the more articulate educated youth from the streets. However, this solves only half of our problem and responds to only half of the mandate of youth ministries.

(iii) The problem of illiterate youth can be seen as arising from rural and urban poverty, underdevelopment of rural regions and certain groups in society. This problem should be thrown into the development arena in the same way as the problem of women - as a problem of a very significant population whose solution must be the goal of more than one Ministry.

In the meantime, however, a very careful assessment of the rationale and goals of youth programmes to specifically include illiterate youth, must be undertaken.

(iv) Legal studies to change and/or enact legislation to introduce early entry by youth into the control of production resources such as land, oxen, livestock, water, tools, family labour, and capital should be undertaken as a matter of urgency. Such a change would make certain programmes such as young farmers clubs, farm enterprise, specific projects, and even courses such as accounting and book-keeping much more meaningful in the long run.

(v) Evaluation

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2.2 AFRICAN HUMAN RESOURCES DEVELOPMENT AND NATIONAL SERVICE

by

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Introduction

The major pre-occupation of the peoples and governments of Africa today, is how to transform their predominantly rural economies into modern developed nations in the shortest time possible. Most of the indicators of modernisation and development compiled for less developed and developed countries show that African countries rank by and large at the bottom of the scale of modernisation and development. The need to accelerate the pace of development in Africa is therefore more urgent than ever. One of the most important reasons for the relatively low level of development in Africa, is the low level of human resources development in the continent. African governments have realised in the main, the need to accelerate the rate of human resources development, as a means of accelerating their programmes of development. The need for accelerating programmes of human resources development is all the greater when one considers more recent conceptualisations of development. Leading scholars of development now see human resources development not merely as an input into the development process but as the very aim of development. In this view, development is seen as a process of developing the nation's human resources and ensuring that the resources are utilised fully in the world of work, with due allowance of course, for leisure.

In this paper, we shall discuss the rate of human resources development in Commonwealth African countries since 1960. Although human resources development can be conceived as the process of increasing the knowledge, skills and health of a nation's population, we shall concentrate in this paper only on the development of the knowledge and skills of the population in order to limit the scope of our discussion. The development of the knowledge and skills of the population takes place in the context of formal and non-formal educational systems. Accordingly, we shall discuss efforts and achievements of African governments in the field of formal education. We shall also comment briefly on non-formal educational programmes and achievements. Finally, we shall relate developments in the formal and non-formal education system to programmes and policies of national service in some of the African countries. Our aim will be to determine the contributions national service programmes can make to more rapid development of our human resources as well as the effective utilisation of the human resources. We have shown above that the development and effective utilisation of human resources can be seen as the very aim of development. Accordingly, our discussion is closely linked with the quest for accelerated development which we have shown to be the present major pre-occupation of African governments.

Rapid Growth of Formal Educational Systems

We have already indicated that the level of human resources development in Africa is among the lowest in the world. Adult literacy rates for most of the countries in which we are interested, are about 20 per cent or less. The governments, faced with the gigantic task of increasing literacy rates for the adult population, have chosen to place greater emphasis on the education of the youth through the expansion of formal education, particularly primary education.

Primary Education

There has been a very rapid increase in primary education since 1960 in most Commonwealth African countries. As can be seen from Tables 1 and 2, some countries have recorded very rapid increases. For example, primary school enrolments in Ghana almost tripled between 1960 and 1970. In Gambia and Botswana, enrolments more than doubled between 1960 and 1970. In Kenya, Zambia and Sierra-Leone, enrolment almost doubled in the 1960 - 1970 period. Enrolment increases have not been more modest in Nigeria, Uganda, and Lesotho, while Malawi seems to have recorded an absolute decline during the decade of the 1960's.

Despite the rapid growth of enrolments in primary schools, quite a large number of countries have not achieved universality in terms of enrolment rates. For example, although universality has been attained in Nigeria's Southern States, the Northern States, by and large, have enrolment rates below 50 per cent. In the Second National Development Plan of Nigeria, 1970/74, the target was to raise enrolment rates to about 50 per cent by 1974/75. In Kenya, only in the central province is enrolment close to 100 per cent. Accordingly, most Commonwealth countries still have to increase enrolment rates substantially before universality in enrolment can be attained. Towards this end Nigeria has decided to launch a programme of universal free primary education in 1976 with the programme becoming compulsory by 1979.

Although African countries are still striving to attain universality in primary school enrolments, the growth in primary school enrolments achieved so far are already causing major employment problems. Even in the early 1960's, Archibald Callaway found that unemployment among primary school leavers had reached serious proportions.⁴ With further acceleration in enrolment recorded since the early 1960's, the situation has worsened, especially in areas where employment rates approach 100 per cent. In a more recent study,⁵ we found that in Western Nigeria, 40.7 per cent of primary school leavers were without employment nine months after leaving school. It can be expected that the unemployment problem among primary school leavers will worsen, as African governments adopt programmes of universal primary education, unless drastic corrective measures are taken by African governments.

One of the reasons given for the school leaver unemployment problem is that products of primary schools do not have marketable skills and are therefore unemployable. It is argued further that the curriculum of primary schools is unrelated to the environment in which the vast majority of the primary school leavers must live and work. Considerable attention is being given to curriculum reform in an attempt to vocationalise it and²².

TABLE 1
ENROLMENT PER 10,000 OF POPULATION (PRIMARY)

Country	Population 1960 (Millions)	Enrolments per 10,000 pop. 1960	Population 1970 (Millions)	Enrolments per 10,000 pop. 1970
Ghana	6.7	722	9.03	1572
Kenya	7.1	1,226	11.24	1270
Malawi	2.9	(1964) 1,246	4.43	801
Nigeria	35.1	791	55.07	638
Sierra-Leone	2.4	383	2.6	600
Zambia	2.5	(1964) 1,461	4.3	1616
Uganda	6.7	795	9.8	724
Tanzania	9.3	-	13.1	-
Botswana	0.3	1,074	0.6	1,383
Gambia	0.3	255	0.4	429
Lesotho	0.7	1,945	1.04	1,764

SOURCE: UNESCO Statistical Yearbooks 1966-72 (New York)

TABLE 2
ENROLMENT IN PRIMARY SCHOOLS

Country	1960	1968	1970	Absolute Increase 1960-70 (%)
Ghana	483,425	1,281,003	1,419,838	65.96
Kenya	870,448	1,209,608	1,427,589	46.04
Malawi	286,753 ⁽¹⁹⁶⁵⁾	333,876	355,004	19.23
Nigeria	2,775,938	-	3,515,827	21.05
Sierra-Leone	91,895	136,824	155,967	41.08
Gambia	365,237 ⁽¹⁹⁶⁴⁾	-	694,670	47.43
Uganda	532,918	632,162	709,708 (1969)	24.91
Tanzania	-	-	-	-
Botswana	32,225	78,963	83,002	61.18
Gambia	7,663	-	17,140	55.30
Lesotho	136,143	179,386	183,395	25.77

SOURCE: UNESCO Statistical Yearbooks, 1966-72 (New York)

TABLE 3

ENROLMENT: SECONDARY SCHOOLS

Country	1960	1968	1970	Absolute Increase 1960-1970
Ghana	70,066	-	99,299	41.62
Kenya	21,369	109,867	137,008	541.16
Malawi	9,825 ⁽¹⁹⁶⁴⁾	10,904	11,727	19.36
Nigeria	111,868	-	356,565	218.71
Sierra-Leone	8,753	23,979	30,760	251.43
Zambia	8,981	-	55,566	518.71
Uganda	31,285	39,456	43,925 ⁽¹⁹⁶⁹⁾	40.41
Tanzania	-	-	-	-
Botswana	642	3,213	5,197	709.51
Gambia	1,954	-	5,468	179.84
Lesotho	1,836	-	7,373	301.58

SOURCE: UNESCO, New York: Statistical Year Books, 1966-72

TABLE 4

ENROLMENTS PER 10,000 POPULATION: SECONDARY SCHOOLS

Country	Population 1960 (Millions)	Enrolments per 10,000 (1960)	Population 1970 (Millions)	Enrolments per 10,000 (1970)
Ghana	6.7	253.83	9.03	109.97
Kenya	7.1	30.10	11.24	121.90
Malawi	2.9	-	4.43	26.48
Nigeria	35.1	31.88	55.07	64.75
Sierra-Leone	2.4	36.47	2.60	118.31
Zambia	2.5	-	4.03	129.23
Uganda	6.7	46.70	9.08	-
Tanzania	9.3	-	13.01	-
Botswana	0.3	21.40	0.06	86.82
Gambia	0.3	65.14	0.04	136.70
Lesotho	0.7	26.23	1.04	70.90

SOURCE: UNESCO, New York: Statistical Year Books, 1966-72

make primary education more functional. However, it is too early to be optimistic that these reforms will be effectively implemented and that even when well implemented they will lead to the solution of the school leaver unemployment problem. However, an urgent effective solution must be found to the school leaver unemployment problem. This is to avoid the loss of considerable investment that has been put into the development of human resources at this level. It is known that there can be a loss of literacy acquired in school if school leavers remain unemployed for a very long period. What is more, employment itself provides valuable learning experiences and further development of human resources. We shall discuss at a later stage the contribution which National Service could make to the solution of school leaver unemployment problems.

Secondary Education

The progress made by Commonwealth African countries in expanding enrolment in secondary schools has been quite phenomenal when compared with primary school enrolments. In most of the countries, enrolments at least tripled in the decade of the 1960's. In Kenya, which had the highest rate of increase, enrolments increased almost 7 times between 1960 and 1970 (See Tables 3 and 4). This rapid increase in secondary education is essential in order to provide more places for the increased number of children leaving the primary school. In spite of the rapid increases in enrolment in most countries, less than 30 per cent of school leavers have access to secondary education. Enrolment rates in secondary schools are less than 25 per cent for most African countries and in a few they are less than 10 per cent. This contrasts sharply with rates of almost 100 per cent in developed countries. The point, however, is not that African countries should aim at 100 per cent enrolment rates now (the economy cannot absorb secondary school graduates at that enrolment rate) but to demonstrate the underdevelopment of our human resources. Graduates of secondary schools constitute the mainstay of manpower resources of most countries. However, the effective contribution of these graduates depend on their prospects for employment.

Despite the relatively low rate of enrolment in secondary schools in most African countries, some recent studies indicate that the rapid expansion of secondary school enrolment in the past decade has led to the emergence or accentuation of unemployment problems among graduates of secondary schools. It has been argued that one of the reasons for the increase in unemployment is the irrelevance of curricula in secondary schools. Proposals have been presented for comprehensive secondary schools as a way out. However, it is too early to determine the extent to which these reforms will contribute to the solution of the unemployment problem. The unemployment of secondary school graduates may be due not so much to insufficiency of jobs but to poor allocation of these scarce resources between sectors, say, teaching and government administration, rural and urban areas, or between states. In many African countries, there is a shortage of qualified teachers for primary schools in rural areas, while there is unemployment of secondary school graduates who are looking for clerical jobs.

Until the problem of optimal allocation of secondary school graduates is solved, there could be a brake on national development, because expansion of secondary education may be curtailed for fear of increasing unemployment if secondary schools are rapidly expanded. We shall discuss later the extent to which national service can contribute to a more optimal deployment of secondary school graduates and the further development of human resources at this level.

University Education

Development of human resources at the university level is of critical importance to national development. Universities provide the managers of the development enterprise. Development can be retarded as a result of lack of leadership, if output of the universities is inadequate. Realising the importance of university education, African governments placed great emphasis on the expansion of university education in the 1960's and since then. In Nigeria, for example, three new universities will have been established in the 1960's, and five more universities will have been established by 1980 bringing the total number of universities to ten. Enrolments increased from 1,978 in 1960 to 14,402 in 1970. By 1980, enrolment in first degree courses alone will increase further to 53,000. In Ghana, university enrolments increased from 1,051 in 1960 to 5,426 in 1970: while in Kenya, enrolment skyrocketed from 339 in 1960 to 4,969 with the upgrading of the Royal College, Nairobi to full university status as the University of Nairobi. While other countries may not have recorded such rapid increases in enrolment as in Kenya, most of them tripled their enrolments between 1960 and 1970. See Tables 5 and 6.

Although African countries have recorded these rapid increases in enrolment it can be asserted that their universities still do not produce enough graduates to meet their needs. Even in a country like Nigeria with five universities which have been producing graduates since 1965, there is still a problem of shortages of university graduates⁷. Although there had been some fears of graduate unemployment in Nigeria, a careful analysis shows that such fears have been unfounded. We have just completed a study⁸ which shows that fears of graduate unemployment are groundless - and that in fact there will be a substantial shortfall of graduates (7,070) between the output of graduates from Nigerian universities and the national needs during the Third National Development Plan 1975-1980. The modern private sector of most African countries is still dominated by expatriate personnel not so much because they provide foreign capital but because they provide technical know-how that these countries cannot provide. Accordingly, a major aspect of human resources development in Africa is the more rapid expansion of university education especially in the scientific, technological and engineering fields.

While there may be overall shortages of university personnel, there also may be imbalances in the distribution and deployment of university graduates in many African countries. University graduates on the whole prefer to conglomerate in urban centres. As a result high-level manpower may be particularly scarce in the rural areas. Accordingly, the stimulus to development required in these areas is lacking, resulting in poorer development of human resources in the rural areas. In a country like Nigeria, some states (the Southern States) are relatively well endowed with university graduates, while other states (the Northern States) are poorly supplied. This sometimes leads to the phenomenon of graduate unemployment among some southern graduates while there are jobs for them in Northern Nigeria. It is essential that if African countries are to derive maximum returns from their investment on human resources development at university levels, policies and programmes must be developed to utilise the few university graduates to the fullest. National Service may have a role to play. This will be examined later.

TABLE 5

ENROLMENT IN UNIVERSITIES

Country	1960	1968	1970	Absolute Increase 1960-1970 (%)
Ghana	1,051	5,669	5,426	416
Kenya	339	4,967	4,969	1,366
Malawi	436 (1965)	788	929	113
Nigeria	1,978	-	14,402	628
Sierra-Leone	348	762	1,121	222
Zambia	347 (1966)	-	1,466	34.00
Uganda	951	2,494	2,496 (1969)	163
Tanzania	N.A.	N.A.	N.A.	N.A.
Botswana	N.A.	N.A.	N.A.	N.A.
Gambia	N.A.	N.A.	N.A.	N.A.
Lesotho	167	384	402	141

SOURCE: UNESCO Statistical Year Books (New York) 1966-72
N.A. = Not Available

TABLE 6

ENROLMENT PER 10,000 OF POPULATION (UNIVERSITIES)

Country	Population 1960 (Millions)	Enrolments per 10,000 pop. (1960)	Population 1970 (Millions)	Enrolments per 10,000 pop. (1970)
Ghana	6.7	1.57	9.03	6.01
Kenya	7.1	0.48	11.24	4.42
Malawi	2.9	1.51	4.43	2.10
Nigeria	35.1	0.57	55.07	2.62
Sierra-Leone	2.4	1.45	2.6	4.32
Zambia	2.5	1.39	4.3	3.41
Uganda	6.7	1.42	9.8	2.55
Tanzania	9.3	N.A.	13.1	N.A.
Botswana	0.3	N.A.	0.6	N.A.
Gambia	0.3	N.A.	0.4	N.A.
Lesotho	0.7	2.39	1.04	3.87

SOURCE: UNESCO Statistical Year Books 1961-72
N.A. = Not Available.

Non-Formal Education

We have discussed so far the development of human resources within the context of expanding formal school systems. However, a wide range of educational activities take place outside the formal school system, which nonetheless lead to formation of knowledge and the creation of skills. It is the educational and training activities outside the formal schools, especially of an organised nature, that we refer to as non-formal educational activities. There is a very wide range of non-formal educational activities. These can be broadly classified into 3 categories. The first category relates to non-formal education activities that prepare people for initial employment. The second category relates to non-formal educational activities which lead to the upgrading of the skills and knowledge of those who are already employed. The third category of activities may not be directly related to the world of work. It deals more with broader issues such as the creation of greater political awareness, nationalism, the appreciation of culture, and the inculcation of individual or national discipline.

A wide range of non-formal educational activities have been launched in different African countries. In a relatively recent study we surveyed the more imaginative and successful programmes in different African countries. What was of particular interest in the pre-employment programmes is that they should have low cost technologies and that the training of the youths should be closely linked to effective demand of nearby labour markets in terms of skills being created. Famous examples of such schemes are the village polytechnics of Kenya, and the Brigade Movement of Botswana, and the Farm Institutes of Kano State, Nigeria. The Village Polytechnics are essentially small training centres located in rural areas for the purpose of providing school leavers with training applicable to local rural self employment. The Brigade Movement in Botswana is also geared to the provision of skills to young people relevant for the production of goods in demand in rural Botswana. The Farm Institutes of Kano State are a low cost training programme meant to prepare school leavers for farming in their own communities.

Of particular interest in the skills upgrading non-formal educational activities is the vocational Improvement Centres of Northern Nigeria. Basically the programme calls for use of existing facilities and personnel to train people with some vocational skills to a more professional level. In the third category of non-formal educational programmes was our study of the Citizenship and Leadership Training Centre, Lagos. The main focus here was training the participants to assume a greater sense of social responsibility and leadership.

However, a general feature of most of the non-formal education projects we studied was that they were sponsored by private voluntary organisations, and as such were very limited in their scope. Enrolment in such projects was generally low, ranging from 10 to 60 students in most cases; and only in a few cases did enrolment exceed 100 or attain levels as high as 1,000. It is difficult to enumerate completely the number of non-formal education projects in each country and estimate the total population being influenced or total resources being invested in these projects. However, our general conclusion was that the non-formal education projects were reaching only a tiny proportion of the relevant population that needed help. For example, non-formal education projects have not reached the bulk of primary school leavers to provide them with relevant skills that will make

them employable or increase their chances for self-employment. Accordingly, despite non-formal education projects for out-of-school youth, unemployment among school leavers remains a serious problem in all Commonwealth African countries. Similarly, we can observe that non-formal education projects as currently operated have not made a major impact on the employment problems facing secondary school graduates in Africa. The contribution of non-formal education towards creating high-level manpower in the face of inadequate output of graduates from universities, has similarly been limited. We can conclude that as currently operated non-formal education projects have not made a major impact on solving Africa's problem of accelerated human resources development. We have, however, identified the potential contribution that non-formal education can make towards solving the human resources development problem; and "until the number of effective programmes can be greatly increased, non-formal education in Africa will continue to be limited to what we have called 'micro-solutions to macro-problems'¹⁰"

The Contribution of National Service Programmes

We have seen that rapid expansion of primary schools or further projected expansion of them has raised and will continue to raise serious problems not only for full utilisation of human resources but for further human resources development. We have also demonstrated that non-formal education projects as currently operated are not making the kind of impact needed to significantly alleviate the problem of school leaver unemployment. The scale of non-formal education programmes, however, can be substantially increased to cope with the problem at hand. Only the government has enough resources to increase non-formal educational projects to a level where they can begin to make a major contribution to the problem of human resources development and utilisation among the youth. The question to be answered is how best can the government intervene to increase the scale of non-formal education.

One way in which this can be done is through the introduction of National Service Schemes for youth. The Kenya National Youth Service is a good example of a scheme of National Service. The scheme provides general education through courses offered in English, Mathematics, Science, Civics, History and Geography. Basic training is also offered in physical education, health science and care of personal equipment. Vocational training is given in such subjects as masonry, carpentry, motor maintenance and repair, secretarial work, accountancy, and store-keeping. The scheme also inculcates a very high sense of discipline in the Youth Service members. Enrolment is voluntary and over 2,000 graduates are turned out annually after two years of service.

The ideal type of National Service programme suitable for each country will vary depending on the specific circumstances of each country. It is hoped, however, that each country's programme would find ways of offering training at low cost through intensive use of existing facilities and personnel and by emphasizing techniques which can be implemented at low cost. Furthermore, given the magnitude of the youth unemployment problem it is desirable that the National Service Scheme should be conducted on a large enough scale to make a major inroad into the unemployment problem. While stressing the role of National Service Schemes in developing the human resources of our youth, National Service Schemes can also make valuable contributions towards a more effective deployment of graduates from secondary

schools and institutions of high learning such as the universities. Furthermore, National Service Schemes can help to inculcate in these youths ideas about nationalism, national integration and self discipline.

- (a) removal of several thousands of unemployed persons (age 14-23) from the labour market, to sublimate their energy and talent into more socially desirable channels;
- (b) provision of pre-vocational and vocational training in agricultural and industry-oriented skills;
- (c) channelling the talents and energies of youth for national service in a spirit of community responsibility;
- (d) promotion of an all-round education for youth physically, intellectually and morally, particularly to engender a healthy attitude to work and play.

When the scheme came to be implemented in 1973, it was limited to university graduates only. The period of service is one year. We do not have enough information now to evaluate the success of the scheme so far. A systematic study of the scheme needs to be done. Fragmentary evidence suggests, however, that the scheme has succeeded to some extent in increasing the geographical mobility of Nigerian university graduates. Accordingly, the scheme has contributed to a fuller utilisation of our high level manpower as well as further development of our high-level manpower resources. It is expected that the training and experience gained in the National Youth Service Corps would increase the effectiveness of the graduates. To the extent that many of the corpsmen were employed in teaching, they contributed to developing human resources in areas which previously had no graduate teachers. The National Service Corps is expected to play a major role in implementing Nigeria's programme of Universal Free Primary Education. National Youth Service for graduates of secondary schools and institutions of higher learning helps not only in developing further the knowledge and skills of these graduates but also increasing their national awareness, discipline and overall effectiveness. Accordingly, it should be beneficial to African countries who have not already done so, to consider introducing National Service programmes for graduates of all levels of education.

The resources required to implement a scheme of National Service for graduates of all levels of education would be considerable. African governments are already making considerable efforts in formal education. Expenditure on formal education has increased considerably since 1960 and constitutes a significant percentage of the total budget (See Table 7). Most African governments have, however, made only a modest contribution to non-formal education. The productivity of investment in formal education is considerably reduced because the complementary investment required in non-formal education has not been made. It is, therefore, necessary that African governments should put every priority on implementing schemes of National Service for graduates from all levels of education.

Conclusion

In this paper, we have tried to emphasize that the rapid development of human resources in Africa is essential not only as a means to accelerated

development, but also an end of development. We have demonstrated that African governments have made substantial progress in increasing their formal education systems. However, the rapid expansion of formal school systems has led to problems of unemployment among graduates of primary and secondary schools. At the university level, we found that the output of graduates was inadequate to cope with demands. We have shown further that non-formal education projects have not been operated at a level to reduce significantly the problem created by the formal education systems. Towards a solution of these problems we have recommended that African governments introduce a scheme of national service for graduates of all levels of education. To implement this scheme, it is necessary that technical assistance be offered by the more developed countries to African countries; for the greatest impediment in the path of implementation is more likely to be shortages in manpower needed to operate the schemes, rather than shortage of funds.

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TABLE 7
EDUCATIONAL EXPENDITURE AS PERCENTAGE OF TOTAL BUDGET

COUNTRY	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973
Ghana	11.01	13.36	14.58	18.85	19.24	13.10	22.01	22.69	22.62	21.40	19.55	20.30	20.35	N.A.
Kenya	15.09	16.59	16.82	14.75	14.10	10.65	9.99	9.78	12.60	12.67	15.37	20.89	20.33	N.A.
Malawi	8.89	14.15	11.73	16.20	15.93	13.50	14.00	15.00	14.29	16.77	15.14	13.19	12.23	N.A.
Nigeria	28.25	25.98	25.25	30.21	23.51	21.70	17.94	21.42	13.34	14.19	19.81	N.A.	N.A.	N.A.
Sierra-Leone	-	-	12.23	7.31	9.05	10.59	13.08	14.57	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Zambia	11.73	13.45	13.34	16.67	12.37	15.78	15.79	14.61	11.79	13.27	N.A.	N.A.	N.A.	N.A.
Uganda	19.00	18.58	20.50	12.71	14.71	13.95	10.22	13.00	12.59	24.90	19.41	18.57	N.A.	N.A.
Tanzania	16.73	16.04	19.30	17.44	15.49	15.36	14.39	17.70	13.58	13.12	13.55	14.96	14.23	N.A.
Botswana	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Gambia	"	"	"	"	"	"	"	"	"	"	"	"	"	"
Lesotho	"	"	"	"	"	"	"	"	"	"	"	"	"	"

SOURCE: UNESCO, New York, Statistical Year Books 1966- 1972
N.A. = Not Available

2.3 AFRICAN ECONOMIC DEVELOPMENT IN PERSPECTIVE:
PITFALLS IN PAST AND PRESENT
DEVELOPMENT POLICIES

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Introduction

A good starting point for such a discussion is to give a brief outline of the structural characteristics of African economies (i.e. Africa, South of the Sahara). This does not impart any degree of homogeneity to African economies nor does it underestimate the importance of individual peculiarities. For as Paul Baran rightly puts it, "..... in attempting to comprehend the laws of motion of both the advanced and the backward parts of the capitalist world, it is possible, and indeed mandatory, to abstract from the peculiarities of the individual cases and to concentrate on their essential common characteristics. In fact, no scientific work is conceivable if this method is not to be applied;...abstraction from the secondary attributes of phenomenon and concentration on its basic scaffolding have always been the primary tools of all analytical effort". So that while it cannot be denied that no two countries face identical problems in their process of development, one can hardly sustain the argument that countries at a similar stage in their development do not face problems of much the same kind and hence do not find themselves in similar circumstances. Hence in this discussion, emphasis will be put on the general case, but only occasionally making reference to the particular case for purposes of illustration. Also at the risk of sounding rather too parochial, in disciplinary terms, I intend to concentrate on economic development, or, more precisely under-development, bearing in mind the fact that development has social, cultural and political ramifications.

African countries fall within the group of countries often described in economic literature as underdeveloped, because of their common characteristics in the following areas.

1. Low per capita income in relation to the advanced industrialised countries of the West. In 1971 of the 34 independent African countries south of the Sahara, 17 were described as hard core least developed countries with real per capita income of less than \$100; ten had incomes between \$100 and \$200; and six between \$200 and \$300. Only Gabon had a per capita income of around \$450 in real terms. If we use the arbitrary yardstick of \$500 per capita income as an indication of non-underdevelopment, then it is clear from these figures that all African countries south of the Sahara (except South Africa and Rhodesia) are underdeveloped. While not under-emphasizing the conceptual and statistical problems involved in the calculation of the national income, these figures can be taken as a rough guide to the poverty of African countries.

2. Dependence on Agriculture: African countries are predominantly agricultural in the sense that:

- (a) a large proportion of income is generated in the agricultural sector;
- (b) a large percentage of the active labour force is employed in agriculture;
- (c) agriculture accounts for a disproportionate share of the total export earnings. Here, agriculture is defined to incorporate livestock, fishing and forestry. With regard to this dependence on agriculture, there are some exceptions to (a) and (c), but (b) is true of all African economies.

For example, in 1970 in Liberia, Gabon and Zambia, over 30 per cent of income was generated in the mining sector while the share of agriculture in all these countries was less than 20 per cent. Also, in the Congo, the share of commerce exceeded that of agriculture. Of all the remaining African countries, the share of agriculture exceeds any other sector, ranging from 20 per cent in Senegal to over 70 per cent in Burundi. Percentage of labour force in agriculture ranges from 42 per cent in Liberia to over 60 per cent in Malagasy, with the percentage for remaining African countries lying between 60 - 80 per cent. Compare this with 5 per cent in the U.S., 12 per cent in Canada and 7 per cent in Britain. With regard to the sectoral origin of export receipt, the most disturbing feature is not only that a large share of it comes from agriculture but also that this share is limited to one or two major crops or agricultural products. Examples are the following:

In 1970, 83.8 per cent of Gambia's export receipts came from groundnuts and groundnut oil; in Ghana 73.2 per cent from cocoa and timber; in the Ivory Coast 55.8 per cent from coffee and timber; and in Mali 73.2 per cent from cotton and live animals. There are, however, some selected African countries e.g. Sierra-Leone, Gabon, Rwanda and Zaire, the bulk of whose export receipts came from the extractive industries.

African economies are very heavily export oriented. In quantitative terms this means that the ratio of export receipts to the national income is high. This export orientedness of African economies boils down to the exploitation of natural resources to increase exports and obtain tax revenue for social services and directly productive investment. There is no African country where this ratio by 1970 was less than 25 per cent as compared for example with 4 per cent in the U.S.

These structural characteristics constitute the basic weakness of these economies and militate against their effective development.

Low per capita income, it has been argued, does not make room for savings and hence investment. It is widely believed that African economies are too poor to have actual or potential surplus available for investment and that the only way out is to resort to long-term borrowing from abroad.

According to Paul Baran "Actual economic surplus - i.e. the difference between a society's actual current output and its actual consumption - has been generated in all socio-economic formations, and while its size and structure have markedly differed from one phase of development to another, its existence has characterised all of recorded history". It is Baran's thesis that actual economic surplus exists in all countries though its size may differ at different points in history. There is no precedent in logic or history to suggest that African countries are an exception to this general observation. It is the use to which this actual surplus is put that partly explains our inability to break loose from the vicious circle of poverty; for instead of channelling it into productive investment, it is wasted in maintaining expensive military machines, corrupt and inefficient political administrations and a very cumbersome civil administrative apparatus. "The realization of the potential surplus", to quote Baran once more, - i.e. the difference between the output that could be produced in a given natural and technological environment and what might be regarded as essential consumption - presupposes a more or less drastic reorganisation of the production and distribution of the social output and implies far-reaching changes in the structure of society". Mass mobilization of labour, mass participation in production and agrarian reforms, including a carefully thought out programme of collectivisation in agriculture are positive moves in the size of the actual surplus and channelling it into productive investment.

The line of argument which pays little attention to the mobilization of the actual and potential surplus lays emphasis on aid as an escape route from the poverty of African countries. The essence of economic development is the increase in the savings or investment component of income which in turn makes for further increase in income. In a closed economy, the limit to development is set by the proportion of income saved and invested. If a primary producing country sets out to industrialize without external assistance, it has to divert part of its resources from the production for current consumption into the production of exports which will enable it to purchase the requisite capital equipment for development. One way of looking at external aid, in the context of underdevelopment, is to view it as an addition to the small amount of resources devoted to investment; it can only be complementary to and not a substitute for internal savings. Given the supply rigidities inherent in African Economies, the inflow of external aid without corresponding internal savings is apt to generate inflation and seriously undermine their competitive positions on the world market - and this is especially true where the aid is channelled mainly into social and economic infra-structure. Thus the extent to which foreign aid can be utilized to advantage depends upon the discrepancy between domestic savings and investment (here investment is defined broadly to incorporate the flow of external aid).

At a certain high level of savings, however, foreign exchange earnings might become a bottleneck to development. It has not been possible to estimate the savings-income ratios for all African countries but if we make the plausible assumption that in quite a good number of them the savings-income ratio (S/Y) is high enough to permit the inflow of aid without the consequent inflation, why do some economists still argue against reliance on aid in Africa?

It must be emphasized here that the argument is not against aid per se but rather against aid as presently constituted. If aid consists exclusively of outright grants, then the argument against aid will be applicable only to the countries with very low savings-income ratio. But unfortunately, this component of total foreign aid to Africa is very insignificant; the bulk of aid to Africa consists not in outright grants but in loans from Western sources carrying commercial rates of interest of not less than 5 per cent. The service and amortization charges on such aid usually compromise the development objectives of the recipient countries. Ghana's experience with aid between 1960 and 1971 is a case in point. One dangerous aspect of this kind of aid is that it is tied to the donor country which may not, and invariably is not, necessarily the least cost producer of the equipment being supplied to the recipient country. The net result of this is that, the recipient country gets in terms of equipment something less than the face value of the aid and on top of that is required to pay a commercial rate of interest on it.

Again, empirical studies have shown that the flow of aid to Africa falls far short of the loss in foreign exchange arising from the declining trend in the prices of export items. So that if it were possible to arrest the declining tendency in the prices of our exports, the advantage which will accrue in terms of foreign exchange earnings will more than compensate for the loss in aid. In addition, African countries will have a greater measure of freedom to purchase from the cheapest sources. The surest way to achieving such an objective is to diversify our trade outlets and progressively reduce our undue dependence on our traditional trained partners.

Dependence on Agriculture and Export Orientation

It has been suggested above that heavy dependence on agriculture in its present form is a weakness. Here the dependence on agriculture merges with the dependence on foreign trade since our foreign trade items, i.e. exports are mainly agricultural products. There is nothing wrong with export - orientedness per se but when it is based on an inefficient agriculture, there is everything wrong with it. What are the limitations of this kind of export - orientedness?

1. Theoretical and policy oriented studies have shown that within the next two decades the rate of growth of export earnings from raw materials cannot exceed three to four per cent per annum. This is because of the fall in demand arising from the following developments:

- (a) Certain trends in the industrialized capitalist countries of the West who are Africa's major trading partners; for example in these countries the demand for most primary products does not increase in per capita income; also the production of artificial substitutes - the result of technological changes in the industrialized countries - is partly accountable for the slackening in the demand for primary products; changes in the economic structure of developed countries from the predominance of light

to heavy industry lead to reduced dependence on tropical raw materials.

- (b) Certain policy measures in the industrialised countries hinder increased exports from primary producing countries. Among such measures are subsidization of domestic raw materials and heavy import duty and tariffs against raw materials from developing countries.

2. A certain limitation of export - orientedness of African countries has to do with lack of flexibility in an economy dependent on raw materials. For example, when the price of cocoa falls on the world market, it is not possible in the short medium term to move resources out of cocoa into other lines of production.

3. The third limitation has to do with the concept of linkages - both forward and backward - i.e. the export industry does not generate enough domestic demand for investment.

Lastly, an examination on the direction of our exports provides yet another weakness. The main buyers of African exports are the advanced capitalist countries of Europe, North America and Japan. The instability and the unplanned nature of the capitalist markets, coupled with the competitive efforts of other primary producers to increase their output in the face of a slow increase in world demand render the dependence on primary products extremely dangerous.

It is clear that the continued dependence of African economies on the production of raw materials for export is detrimental to the long-term development of these economies. Thus any development policy that promotes the exploitation of natural resources to increase exports and obtain tax revenue for current and development expenditure is not a viable long-term policy. This is just what the association with the EEC is bound to promote; and one hopes that the African policy-makers association with the ACP endeavours in that direction are aware of the implications of their recommendations.

In the light of these problems what are the options open to Africa? What possible solutions can we think of? It sounds ridiculous to attempt to solve Africa's economic problems in a single lecture. Consequently, we shall not attempt to suggest solutions. It is a much more fruitful and rewarding exercise to draw some vital lessons from the experience of one or two countries, which have managed to break loose from their poverty under 20th Century conditions. Here emphasis will be put on China; and the areas of discussion will centre on productivity in agriculture, technology and attitude to planning.

Taking agricultural productivity generally, it cannot be denied that it is very low however we look at it - i.e. either as yield per acre or yield per man. With the small peasant holdings predominant in most parts of Africa, mechanization is not possible in the short run. In the long run the only way to raise productivity is outright mechanization of agriculture.

In the short run, following the Chinese example, certain non-capital-absorbing organisational changes can be introduced to improve productivity while the necessary institutional basis for mechanization is laid. In the Chinese case, the collectivization of agriculture opened the way for the introduction of mechanization. Through the collectivization programme the Chinese transformed the predominantly peasant agriculture sector into a very efficient productive apparatus with an inbuilt mechanism for fair distribution. The remarkable feature of the Chinese programme is that collectivization was used mainly by persuasion, education, and example, rather than by coercion. Of course, intransigent peasants - usually among the expropriated - who sought to sabotage the programme were promptly dealt with in the appropriate way. Another interesting feature of the programme was that it was not a new introduction into China.

Mutual aid teams had been a permanent feature of Chinese agriculture so that Chinese communists seized upon this ancient practice, modernized and refined it to a much more efficient machinery. While we do not advocate a full scale importation of Chinese institutional practice into Africa, the lesson from it is unmistakable i.e. "prevalent dogmas with respect to the peasant's fanatical attachment to his parcel or parcels of mechanization need to be drastically re-examined in the light of the Chinese experience".

In sharp contrast to this pattern, certain administrations in Africa encourage politicians, high civil servants, army personnel, university lecturers etc. to go into large scale farming by offering them huge loans on very liberal terms; while this may solve the food problem in the short and medium terms and perhaps in the long term, it introduces a very dangerous distributive element into the productive structure of agriculture in Africa. That is, this policy, if pushed too far, is likely to reduce the peasant farmer to a wage earner and create something akin to the latifundia system in Latin America. The end product of this is that conditions are created which lead to social revolution.

Secondly, there is something to learn about the place of technology in development. Various authors have sought to explain the Chinese success story in terms of the "technological leap" and the "model effect". By the first, it is argued that the very technological backwardness of China constitutes a factor in her success. For before the Chinese embarked on the process of industrialization her backwardness and the existence of a pool of technological knowledge in the advanced countries, especially the U.S.S.R., constituted a happy confluence of circumstances for her development, the implication being that they did not have to waste any time groping for new technology. By the "model effect", it is also argued that the experience of Soviet Russia offered an enormous guide to the Chinese in building socialism. Pushed to their logical absurdity, these arguments would seem to establish a positive correlative between the extent of backwardness and the time dimension required for development. While not denying, in very general terms, the validity of these arguments, one is inclined to think that they grossly underestimate the ability of the Chinese to adapt Western technology to their particular circumstances. This is a lesson of vital importance to the developing African countries as well as to all those who favour wholesale importation of foreign technology. The Chinese appear to have made so much success out of adapting Western technology that,

at the moment, it is being suggested in unexpected circles - e.g. the World Bank - that the developing countries have a lot to gain by studying the Chinese model carefully.

Thirdly, it has often been asserted that owing to lack of statistics, developing countries are incapable of deriving much benefit from the type of comprehensive physical planning of inputs and outputs practised in the centrally planned economies; Chinese's experiment with long term physical planning in the early '50's' and the framework in which such planning becomes meaningful - i.e. extensive state control of the crucial sectors of the economy - are relevant. In Africa today, planning has been reduced to ad hoc decision-making and far too much emphasis is placed on financial rather than physical input and output.

Finally, the Chinese experience demonstrates that industrialization is not a question of merely equipping a country with technical gadgets. What was once said of early 20th Century Chinese intellectuals may be applicable to most African leaders and policy-makers: that industrialization is just a matter of "importing a vast flow of physical machinery and foreign technologists to turn on the switch at the right moment, leaving, otherwise intact, an institutional fabric which was patently breaking under the accumulated stresses and strains of the past century". On the contrary, it involves a radical reorganization of the economic, social and political status quo. It is a sad commentary on economic policy-making in Africa particularly that it has been woefully apologetic, seeking marginal rather than structural changes. The ceteris paribus clause in economic thinking has been taken far too seriously and unless we adopt a dynamic approach to the problems of development - accepting disruptions here and there as a necessary and inevitable development towards progress - as well as an interdisciplinary approach to economic policy making, I am afraid our efforts to develop will come to naught.

2.4 A CRITICAL EVALUATION OF NATIONAL SERVICE PROGRAMMES
WITH SPECIAL REFERENCE TO YOUTH PARTICIPATION
IN NATIONAL DEVELOPMENT IN AFRICA

by

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Introduction

In the many papers presented last week, and the discussions that followed, it became quite clear, that there was no consensus on the meaning we attach to terms like youth, Youth Programmes and National Service. Yet this lack of consensus did not prevent us from feeling that we were discussing the same problems, the same issues and the same categories of people.

This seminar is a manifestation of a common concern about current and future conditions of life, and living, of a significant proportion of our peoples. We recognise that their future is indeed the future of our respective peoples and nations. This fact underlies the importance of this seminar. All of us come from countries where the proportion of young people below 25 years is more than 50 per cent and sometimes even as high as 60 per cent. Any programmes concerned with their present and future well-being are significant at least to that extent.

Although the United Nations has adopted a definition of youth that covers people usually between 15-25 years, we know that most programmes concerned with or involving youth cover a much larger group. Certain national programmes spell out the requisite age group, and these may extend up to 35 or even 45. In practice, however, the leadership of many so-called youth organisations have no age limits!

What is a Youth Programme?

What then is a Youth Programme? A comprehensive interpretation will embrace a wide range of activities and includes:

- (a) socialisation processes concerned with inculcating in young people the social values, attitudes, practices, habits and general culture of their communities;
- (b) education and training - both formal and informal for acquiring requisite knowledge and skill in their communities;
- (c) activities concerned with health and welfare; and moral and spiritual well-being;
- (d) recreation, adventure etc., to tap excess youthful energies and prepare them to face life's challenges;

- (e) job training and job placement;
- (f) citizenship training - to make them responsible and loyal citizens;
- (g) preparedness for possible national emergencies.

This list is not exhaustive. But it covers the total preparation of young people to cope with the task of living and surviving in their physical and social environment. Obviously no youth programmes can take on all of these tasks. Some of these are considered so important that they are taken care of as separate national concerns. Education and health are in this category. Nor are these preparatory activities necessarily confined to youth.

In practice, youth programmes tend to assume residual functions taking on those activities not otherwise taken care of by government departments or making up short-comings in the formal preparation of youth for life in the society. In particular, the conventional youth organisations have concentrated on programmes for training and selecting future leaders, or simply programmes to keep young people occupied and out of mischief. The programmes still carry a hang over from youth programmes in developed countries where the youth play a somewhat different role.

These approaches to youth programmes are now changing. There is growing awareness that these conventional activities are too restrictive and fail to appreciate both the needs of youth in general and their potential to contribute more immediately to the national development effort in Third World countries.

Coverage of Youth Programmes

The conventional youth organisations, derived as they were from Europe and particularly Britain, usually catered mainly for literate youth, and even then for a minority of such youth in towns. Such organisations as the Boy Scouts, Girl Guides, Y.M.C.A., Y.W.C.A., Red Cross, seldom penetrated to rural areas. Even today only a small fraction of young people are enrolled in any of these youth organisations. The programmes either do not get to them, or they cannot afford membership fees, uniforms etc. In many cases, the programmes are not responsive to their needs and their circumstances.

The Character of Youth Programmes

Youth Programmes in Africa usually seek to meet one or more of the following needs of young people:

- (a) provision of facilities for leisure-time activities like sports, singing, play-acting and games, dancing etc;
- (b) provision of opportunities for training in citizenship and national service;

(c) provision of training to improve employment potential.

Many have high moral and civic intentions. But analysis of their day to day programmes do not always bear witness to these lofty intentions. Of course, the inculcation of virtues through various activities is always difficult and the result cannot be easily assessed. It is assumed that if the programmes are run properly then the moral objectives will somehow be achieved.

The shift in emphasis in many youth programmes in Third World countries towards national service and participation in development, though laudable, is not without serious problems. In community development, rural development, or general national development, the need to co-operate and co-ordinate activities with other organisations voluntary and parastatal usually raises administrative and organisational problems. Few countries have been able to resolve satisfactorily the problems that arise with trying to achieve both horizontal and vertical co-ordination. The various government departments and private organisations may have other priorities which can hold up progress and cause much frustration. At the local level, power struggles and departmental jealousies can jeopardise worthwhile projects.

By their very nature, it is not possible to restrict youth programmes to one Department or even Ministry. The Ministries of Education, Health, Social Welfare, Agriculture, Labour - to name a few - all have programmes for youth that may lead to duplication of effort and sometimes competition. Some of this is inevitable. But a clearly defined national youth policy and a set of declared priorities may help resolve some of the likely conflicts between Departments. But these should be subject to review to avoid rigidity and intransigence.

A major failing with many youth programmes is that they are simply planned for the youth. Their participation in the conception and planning of the programmes is seldom invited. Sometimes some may be brought in for cosmetic effect. But it is necessary to ensure their participation at both the planning and implementation stages. If young people sometimes appear not to be interested in programmes designed for them, some thought should be spared to find out the reasons instead of using some of the stereotype explanations - that they are lazy, never do well, selfish, can't be bothered, etc. There is a level at which most young people can be reached. Often the truth is that we do not know enough about young people - their problems, their aspirations, their hopes, their interpretation of events, and their perceptions. We tend to judge them by the values of yesterday, even when talking about the future. To be able to function effectively, in planning youth programmes, youth leaders themselves need to be adequately trained and informed about the systems and structures within which they operate.

However, there is ample evidence that when programmes catch the interest and imagination of young people their enthusiasm is boundless. Thus, the potential to mobilise young people for national development projects is great. But unless such projects are well organised and their objectives clearly stated, there is a danger of misusing the energies and enthusiasm of youth and getting them disillusioned. **This has been known**

to happen.

A nagging problem of youth organisations concerns the leadership. In Africa, in particular, leaders are reluctant to give way to younger ones, and seek to convert their organisations into private fiefs. Unless leaders learn to train their successors and hand over gracefully at the appropriate moments, the unfortunate notion will be reinforced that positions of leadership are for keeps. This has been one of the major threats to democracy in Africa. There is great need to set a good example to youth in the youth organisations.

National Service Programmes

National Service Programmes are now in fashion. They are not entirely new in conception in that services from citizens are used for particular public emergencies like war, famine, national disasters, etc. But the modern framework of national service may owe a great deal to the idea of military service. In the many Commonwealth countries which have it, national service has taken many forms: some are compulsory, para-military, obviously sacrificial, while others are voluntary, and the sacrificial element in it less prominent. Some national service schemes are restricted to post-graduate students, as in Nigeria and Ghana; while others are open to a wider public as in Zambia and Kenya. These many differences are reflected in the country statements submitted.

What is the philosophy behind National Service Schemes? Out of the many aims and objectives declared, two main ones stand out:

- (a) to expose the youth to the idea of sacrificial service to the nation;
- (b) to expose youth to some kind of discipline-moral physical and political.

It cannot be said that these aims are all being fulfilled. By their very nature, moral and social values are not easy to inculcate. But there is a danger of mere ritualism, of passing people through a system with little concern for the purpose to be served.

National Service Schemes are supremely suited for developing task forces for national work whether remedial or developmental. New initiatives are required to make much wider use of them. Apart from ad hoc projects, there is the possibility to use the scheme for on-going or long-term work, e.g. for hospital social service as in India among university students, or for road-building projects as in Kenya.

There may be a point in using National Service Schemes to expose young people to areas of activity and people they will not normally meet in their future jobs or occupations, apart from using it to expose people to different aspects of their future occupations.

The effective use of a task force has much to do with the development of an esprit de corps. For this purpose, camping of National Service Scheme members for a period while undergoing basic orientation

is desirable. Again, it is necessary to develop a feeling of sacrificing for the nation by not over-remunerating National Servicemen. However, care should be taken not to make the scheme seem merely punitive - "just to teach the young some sense" and force some meaningless discipline on them.

Ideally, a National Service Scheme should be more open, and admit as many youths as possible for a reasonable period of time, say 12-24 months. It should have a variety of programmes that will be suitable for boys as well as girls, and both literate and illiterate youth. Such expansion can be very expensive not only in terms of money but operational personnel. But the potential to make National Service Schemes self-supporting is there and must be explored.

A fear that some may have, is that National Service Schemes can be abused. Much will depend on how they are organised. If their governing bodies are representative and their programmes are flexible without being unduly ad hoc, this danger can be obviated. Partisan political control and direction of National Service Schemes can be both a help and a hindrance. Where the Party enjoys wide confidence and support, it can mobilise considerable support for National Service Scheme programmes. In many countries, this is doubtful. A non-partisan approach to a National Service Scheme is probably best for ensuring that all sections of youth feel free to participate fully in the youth programmes.

Youth and National Development

At the time of independence, most African countries took it for granted that change and progress were assured, and that economic development will make possible a rapid rise in the standard of living for the majority of people. That dream is now fast receding. The First Development Decade only registered modest increases in G.D.P. for most African countries. Certain assumptions had been made about development and plans had been based on these assumptions. The cycle of poverty it was believed could be broken by massive injections of foreign capital in the form of aid and loans. Educational expansion would enhance the value of the human capital and raise productivity. But the anticipated changes did not take place. It was thought that cultural factors had something to do with the poor results. Some have blamed the slow progress on the lack of intermediate technology.

More recently, the view seems to be gaining ground that the persisting poverty of the Third World is a direct consequence of the in-built unequal exchange implied in the system of economic relations between the central and the peripheral economies, between the industrialised and the non-industrialised countries.

This is not the place to enter into the details of these arguments. But these past and persisting failures in development must be borne in mind in any programmes to commit young people to development activities.

What is really at stake? Will youthful energy and enthusiasm alone be sufficient to transform the society, or do we need to review our development strategies and objectives?

My personal conviction is that within the present framework of international economic relations, and given the existing patterns of expenditure and life-styles, Third World countries have little hope of an economic break-through (apart from the relatively under populated oil rich countries). The gap between rich and poor countries will widen; so will the gap between rich and poor within most of our countries.

Against the background of the earlier presentations at this seminar on problems of Youth Employment and Human Resource Development, the future of youth in Third World countries, and Africa in particular is bleak. The greatest problem facing young people today is how to get meaningful and gainful employment. It calls for a re-definition of the meaning of development, a revision of needs and the means for satisfying these within the framework of local resources and productivity. It is a task that calls for far-reaching political, economic and social arrangements within the society. Youth are the best change agents and clients. Small beginnings can be made to experiment with such new approaches to living styles, and then these can be elaborated to embrace the total society. If action is not initiated early along such lines, the social situation of masses of youth in Africa and other Third World countries will only get worse, and we shall be faced with deep discontent and unmanageable protests.

One major way of alleviating unemployment is to make use of non-formal educational processes, like apprenticeship, to train illiterate and semi-literate youth to find a living in the rural areas especially, but also in the marginal urban zones. Schemes like the Kenya Village Polytechnics, the Afienya Institute and the Indian Youth Centres - have much potential in this regard. They need to be diversified and utilised on a nationwide basis. They will not replace formal schools. But half a loaf is better than none. Moreover costs per capita are low for such training programmes and the returns in productivity, even if it is only 20 per cent higher, is still better, cumulatively, for a nation than a 100 per cent rise in productivity for the few people passing through expensive and formal institutions.

Whatever is done in Youth Programmes or National Service Schemes, the need for some quick and meaningful results is paramount - not only to keep the youth committed, but to convince funding agencies that there is real work and progress coming out of all the investment in funds and energy.

Chapter 3

GROUP REPORT - NATIONAL YOUTH PROGRAMMES

3.1 The Role of National Youth Programmes in Developing Countries

It was unanimously agreed that in developing countries National Youth Programmes should, in each case, constitute an integral part of the overall programme for national development. Further, it was similarly agreed that particularly in the African region of the Commonwealth a National Youth Programme could, with advantage, be used as a powerful agency for the implementation of development strategies for a wide range of specific objectives. It was, therefore, suggested that in these countries National Youth Programmes should be designed to relate to the totality of the national condition and character.

Given the magnitude of the general national problems of poverty, illiteracy, and underdevelopment, as well as the urgency of the widespread need for rural development demand, it was emphasised that the resolution of these conditions be placed prominently among the priorities as to objectives and functioning of National Youth Programmes; and it was asserted that for such programmes there are vital roles with regard to education, training, and performance - in respect particularly to improving the practice of agriculture, including the generation of a sound and functional infrastructure, the development of appropriate technology, and the realisation of genuine rural development.

3.2 Current Programmes

It was observed that existing programmes cater for only a small proportion of the youth population, and actually involve a significantly smaller number in active participation in developmental pursuits. In general the programmes are directed at the youth in the formal education system. This it was claimed is particularly true in the case of the voluntary sector of National Youth Programmes. Therefore, it was stressed that concerted effort should be made to cater for and involve the illiterate and un-schooled youth through such specific means as Young Farmers Clubs, Cooperatives and so on.

Thus it was emphasised that the scope and purpose of current National Youth Programmes should be expanded in order to function in the desired manner.

It is necessary, it was argued, to reappraise the voluntary sector to ensure that its activities are consistent with the objectives of the overall national development programme and effectively contribute to the achievement of the goals.

Emphasis was placed on the need for coordination, at all levels, of the several activities which come within the embrace of National Youth Programmes, particularly within the context of a significant expansion in scope and participation. Finally, attention was directed to the benefits, including personal development, which would accrue from such an expansion of the programmes. Specific mention was made of enhanced motivation, increased acquisition of skills, and the release of the great potential of man-power in such an intensification of the thrust of the national development effort.

Chapter 4

GROUP REPORT - NATIONAL SERVICE PROGRAMMES

1. The Philosophies Underlying the Various National Service Programmes in Commonwealth Countries

An examination of the philosophies and objectives underlying National Service Programmes in Commonwealth countries indicates that:

- (i) The inspiration of National Service Schemes stems from one or more of the following considerations:
 - (a) National defence, security or emergency as in Zambia, Sierra Leone and Malaysia respectively.
 - (b) National integration - an important principle in the Ghanaian, Indian, Jamaican, Kenyan and Nigerian National Service Schemes.
 - (c) National development (economic and social) - all the National Service Schemes are national development-oriented.
 - (d) A corrective to deficient education and training systems through integration between course curricula and studies - an objective which is central to National Service in India.
 - (e) A means of inculcating discipline and national consciousness.
- (ii) With the exception of three countries - Ghana, Jamaica and Nigeria - the others represented at the Workshop operate National Service on a voluntary basis. Zambia and Tanzania have a programme which involves both compulsory and voluntary sections, and Sierra Leone contemplates operating a compulsory National Service Scheme. Botswana, Gambia and Swaziland do not operate National Service Schemes.
- (iii) Other variants of National Service Programmes include those in which the participants, namely:
 - (a) Disadvantaged youngsters - the uneducated and unemployed, mainly *receive* service. They train for and acquire skills while in the Service. The products of National Service Programmes in Kenya and Zambia are skilled vocational artisans.
 - (b) Advantaged youngsters - secondary school and university graduates, mainly *give* service, as in Ghana, Jamaica, Malaysia and Nigeria. In these countries the scheme embraces youth in the upper age bracket.

(iv) In some countries, National Service is regarded as part of or taken into account in the planning of National Development Programmes, e.g. Ghana, India, Jamaica, Kenya, Nigeria, Malawi and Zambia.

2. The Relationship Between National Youth Service Programmes and the General National Youth Programmes

The two approaches provide arms of the programming for youth. There should, therefore, be a definite link as well as integration and better co-ordination at national level to avoid the lowering of general involvement and effectiveness.

Since Youth Service begins at a point of definition of *need* by a Government, there should be a *definite* national policy on the relationship between National Service and National Development Plans.

3. Structure and Mechanics of the Various Systems of National Service

Broadly, there are two divergent approaches, voluntary and compulsory National Service Schemes. Generally the schemes are operated through a Directorate or Secretariat under a Ministry (not necessarily the Ministry of Youth Affairs). In Ghana and India, National Service Schemes function under the Ministry of Education. The Zambian and Tanzanian National Service Schemes operate under the Ministry of Defence, the Kenya National Service Scheme under a Directorate in the Ministry of Labour, while in Malaysia, National Service comes under the umbrella of the Ministry of Culture, Youth and Sports. In Nigeria it is under the Cabinet Office .

There is a correlation between a country's system of government and the approach adopted for its National Service Scheme, on the one hand, and between the attendant operational problems and the strategies for solving the problems. Some countries rely on military drills, the use of codes of conduct with rules, regulations and penalties for breaches, pledges and confidential reports for the inculcation and maintenance of discipline, e.g. Zambia and Nigeria. In Kenya serious offenders may be dismissed.

In addition, publicity for national ideologies and Youth Programmes through the mass media helps instil a sense of pride of contribution to national objectives in the youth.

4. National Service and Existing Education Systems

The point was made that there should be links between National Service and educational systems at the policy, administrative and operational levels. There should be a system in which there is an inter-relation of values generated by both the educational system and the Youth Programme. The education system should be restructured to support Youth Programmes while Youth Programmes reinforce the educational system.

5. How Can National Service Programmes be Structured to Get the Required Response from the Participants?

It was suggested that strategies for inducing the required response from the participants in National Service Schemes should include:

- (i) *Motivation* - through the creation of a sense of dedication and loyalty, so that young people want to identify themselves with the community.
- (ii) *Linkage between National Service and the National Development Plan* - through embodiment of National Service Programmes and their objectives within the general National Development Plan.
- (iii) *Creation of challenges* - which will be constantly kept in sight of or in the minds of participants. Achievements or results should be easily recognisable. Adherence to routine projects cause loss of interest, and this should be avoided as much as possible.
- (iv) *Discipline* - problems of discipline arise because supervisors in National Service Schemes are not themselves disciplined. Where and when necessary therefore, appropriate orientation course(s) should be organised as re-enforcement for both the affected personnel and participants.
- (v) *Full involvement of participants at the organisational and execution levels, and where possible at the planning level* - by informing them of the need in areas where their services are required.
- (vi) *The Community* - to get the required response from the community on National Service Programmes the following approaches were suggested:
 - (a) Identification of needs - It is necessary to ascertain from the local community what its needs and priorities are. National Service Programmes should be geared to such needs.
 - (b) There should be visible signs of achievement in relevant projects to act as incentives.
- (vii) *Publicity* - it may be necessary to educate the community on the role of the National Servicemen. This could be effected
 - (a) by inviting the local community to watch National Service graduation activities;
 - (b) by using the mass media - radio, television, newspapers, posters, etc., to publicise National Service Programmes among the community.
- (viii) *Utilisation of available facilities in the operation of National Service projects, for example by:*
 - (a) involving local expertise in the National Service projects through the utilisation of their input;
 - (b) liaison with chiefs, local leaders and organisations,

community and rural development officers, for proper information to the community, particularly in areas where National Service Programmes evoke negative response or conflict with established institutions. In the latter situation, such projects should be suspended until the community is ready to accept them. Servicemen should also be made aware of and briefed on such possibilities to enable them to deal with the attendant problems.

6. Assessment of Realisation of Objectives

It was felt that there is need for an assessment of whatever scheme is being operated. It was, therefore, advocated that procedures be adopted for evaluation and the following modes of assessment were suggested:

- (i) Wind-up exercises at the end of National Service as done in Nigeria.
- (ii) Questionnaires.
- (iii) Assessment while on the job.
- (iv) Feed-back from the community.
- (v) Need for outside evaluation. This can be from outside the National Service organisation as well as from an institution or institutions outside the country.
- (vi) Exchange of National Service participants between countries.
- (vii) It was felt that in order to make evaluation less cumbersome and at the same time yield the desired results, an evaluation mechanism should be built into the system even at the planning stage.
- (viii) Three types of evaluation were suggested: *continual, periodical and cost assessment.*

7. Projects of Interest

During the group discussions it was realised that there are isolated but interesting National Service projects which merit close examination. These are the Farm Youth Project of Malaysia, the Kenyan National Youth Project, and the Youth Against Famine Campaign of India.

7.1 The farm youth project of Malaysia is mainly a youth programme geared towards inducing attitudinal change in farming. It encourages modern methods of agriculture, yields economic returns and, because it works, it convinces the rural community to adopt modern methods of agriculture. Emphasis is on quick return cash crops including vegetables, animal husbandry, poultry and agro-based industries. The programme generates more opportunities for self-improvement and employment for the rural youth. Agriculture is

commercialised and a new breed of young entrepreneurs is developed. In addition, there is an increase in food production and in the supply of raw materials for agro-based industries. It operates through Farm Youth Committees which exist at all levels - National, State and District. Service for youth includes various aspects of training in agriculture, provision of financial and material subsidies, credit facilities, bank account and project planning. These services are given on an integrated approach basis, i.e., on co-operation between the various officers that deal with rural development. About 3,000 are self-employed within the project.

7.2 The Kenyan National Youth Project, through National Service, accepts approved Government projects on contract. Various projects are involved, namely, the construction of roads, air-strips and houses, farm development, bush clearing and afforestation. Training activities are generated on the job. For example, the construction of a road would require drivers for lorries and tractors, mechanics for the operation and maintenance of machinery, carpenters and masons for bridge encasements and construction, and welders. These are trained as they work.

To keep the schemes financially independent, there is a funding scheme. Construction capital is made available by the Government. The equipment is used on hire, and the money accruing from its use is deducted from the capital. Part of the money realised by using the equipment on hire is either deposited with the Treasury for the purchase of new machinery or it is invested in Treasury Bills which yield interest. The other part is used for repairs of equipment.

Participants who have completed training go into employment in the country. Some volunteer for re-enlistment, which provides opportunities for up-grading skills.

Several benefits are realised from the Kenyan Schemes:

- (i) Construction costs of projects are cheaper and because they are cheaper, government revenue is saved and channelled to new ventures.
- (ii) Training on the projects produces technicians needed for development projects in other fields in the country.
- (iii) The completed road, or developed farm itself opens up remote rural areas and generates further development.
- (iv) The experiment underscores the point that voluntary service, channelled through a disciplined organisation, namely, National Service, is capable of carrying out economic development projects.

The Ghana experience whereby University graduates in National Service are used to provide training in needed fields, is a case in point. Also in Malaysia, students and the educated form voluntary organisations and carry out tuition classes all over the country.

7.3 The "Youth Against Famine" campaign of India is another interesting special project. Universities, government development departments and voluntary agencies in co-operative effort planned and implemented relief and development programmes throughout the country. Projects were identified by community development officers. Students and non-student rural youth assisted in executing schemes which created community assets e.g. the deepening of wells in drought affected areas, the construction of banks to stem the flooding of farmlands, and the construction of irrigation channels. Over 65,000 youth participated in about 750 units or camps.

The group is of the opinion that the use of organised groups of National Servicemen in Malaysia, Kenya and India indicate approaches that could be applied to National Service in some African countries.

8. Proposals

National Service Schemes in different countries will be conditioned by the political systems, as well as the aspirations of the people. Hence the following proposals:

- (a) Youth in a developing society should be regarded as an asset, which should be developed so that it can contribute more effectively towards the realisation of the national objectives. Youth programmes should, therefore, not be treated as of marginal importance.
- (b) In each sector of national development attempts should be made to identify specific programmes in which youth would participate.
- (c) It must be ensured that there is close co-ordination and collaboration between the educational system and youth activity.
- (d) There must be a mechanism for inculcating or ensuring discipline.
- (e) As much as possible, the youth must be involved in the planning and execution of projects.
- (f) The organisational structure must provide the necessary expertise, support, guidance and supervision.
- (g) Follow-up is necessary to assess the impact of the scheme. Evaluation mechanism must be built into the system.
- (h) National Service Schemes should be subjected to periodic evaluation by a competent agency.
- (i) Involving National Service Scheme participants in community schemes. Community participation should be ensured through communication and interpretation.
- (j) In developing society, National Service Schemes should be used for preparing youth for performing functions useful for national development.

Chapter 5

RECOMMENDATIONS

5.1 Introduction

Following the presentation and discussion of the lead papers, country statements, and group reports, a small committee was appointed to review the proceedings of the workshop and examine the several questions and observations which had emerged during its course, to identify the outstanding issues, and to submit to the penultimate plenary session a draft in respect of recommendations which the workshop might wish to make. Thus, noting that only a very small proportion of young people come within the ambit of National Service Schemes and National Youth Programmes, and that particularly in rural areas there is need for a substantial effort to be made to expand the reach of such programmes, and considering the serious problems of poverty, under-development and illiteracy, the workshop agreed to make recommendations in three categories:

- (i) To those directly responsible for the planning and operation of National Youth Programmes and National Service Schemes.
- (ii) To Governments.
- (iii) To the Commonwealth Secretariat.

Following are the recommendations.

5.2 Recommendations

5.2.1 Recommendations to those directly responsible for National Youth Programmes and National Service Schemes

- (i) Special effort should be made to ensure that Government policy and plans are fully appreciated, and that machinery should be established to facilitate this and to provide the necessary coordination between different Government departments in those countries where such machinery does not exist.
- (ii) Priority should be given to devising and instituting mechanisms for ensuring the availability of information of relevance to Youth Programmes; and where possible Youth Programme leaders should initiate surveys in fields of their concern which are not adequately treated in the publications of government departments, voluntary agencies, universities, etc.
- (iii) Concerted efforts should be made to achieve functional literacy as an effective pre-requisite for expanding the scope of non-formal education within Youth Programmes.

- (iv) Attention should be directed to expanding the scope of Youth Programmes as well as increasing the number of young people, including handicapped youth, participating in the activities of the Programmes.
- (v) Provision should be made for continuous evaluation of the Programmes internally as well as for external periodic assessment.
- (vi) The potential of women should be given greater recognition, particularly as it relates to development, training, and their role in society.

5.2.2 Recommendations to Commonwealth Governments

- (i) Attention should be given to the need for Youth Programme activities to relate to overall national social and economic policy.
- (ii) Special emphasis should be placed on integrated rural development by National Youth Programmes and National Service Schemes.
- (iii) Adequate provision, including personnel, should be made to enable the desired expansion of Youth Programmes and National Service Schemes to be effected.
- (iv) Technologies appropriate to local conditions and needs might be introduced through Youth Programmes with the cooperation of the various ministries concerned.
- (v) The needs of the individual youth should be given consideration in a way which encourages personal motivation and self-development without jeopardising the national effort towards social and economic progress.
- (vi) Increased support should be given to international exchange of information and personnel in respect of National Youth Programmes and National Service Schemes.

5.2.3 Recommendations to the Commonwealth Secretariat

- (i) A programme of projects should be initiated in particular Commonwealth countries on the development of technologies appropriate to local circumstances.
- (ii) Following the request for youth involvement by the meetings of the Commonwealth Ministers of Health and their counterparts in Agriculture, the Secretariat should make proposals for a coordinated approach in these areas involving the CYP, National Youth Programmes and National Service Schemes.
- (iii) Flexibility should be adopted with regard to age limits in respect of diligent youth workers seeking CYP Fellowships.
- (iv) The CYP should expand its information service, including the distribution of specially commissioned papers and research of regional and sub-regional interest.

COUNTRY STATEMENT - BOTSWANA

NATIONAL SERVICE AND NATIONAL YOUTH PROGRAMMES

1. Is National Service A New Concept?

It is a very well known historical fact that colonial powers were opposed, and still are where they are in power, to all forms of traditional, educational, economic, religious and political practices upon which societies of the colonised people were founded; for they posed a threat to their continued domination. Such practices were preached against by all their agents, religious and otherwise, as barbaric and primitive and as such unworthy of retention as the colonised people's source of civilisation and inspiration upon which they could build their future societies. It is not surprising, therefore, that colonial rulers made no opposition to "forced regimental labour; for where slavery was practised in a wild form it very well made up for the difference, and where it was openly practised, it was used as its strongest weapon". There are very well known historical cases where colonialist slave traders sold or gave rifles to tribal chiefs, so that they could in turn send out their regiments to go and hunt their own brothers and sisters in the hinterland to be bartered for worthless ornamental articles like beads, knives and wires of copper to make necklaces and rings. This is one example of the bad effects of "forced regimental labour".

2. Change from Forced Regimental Labour to National Service

When the spirits of the colonised people ultimately protested strongly against all forms of colonial domination, and began to seek freedom through all means of political liberation, colonial powers had, with a few exceptions, no option but to grant them political independence. As the mission of the colonialists was nothing else but to drain the economies of their colonies to a desperate state of permanent poverty, the newly liberated colonies had absolutely no economic means upon which to build their societies. It became imperatively necessary on the part of colonial powers, therefore, that they should, under the pretext and urgency of preparing their ex-colonised peoples for self-rule, think of modifying some of their traditional practices. They, therefore, came up with appealing slogans to new national leaders like "in the light of your limited resources and the urgent need to provide your communities with the essential social services like education, medical care and water supply, you should persuade your people to volunteer their labour for their own good." This voluntary contribution by people of the new nations towards the provision of their much needed facilities became known popularly as "community development" when it was provided by adult members of the community and "community service" when it was provided by the young members of the community, especially those in institutions of learning.

As time went on, some of the new nations began to feel that persuasion did not achieve their desired goals; for through it, only a tiny fraction of their youth population took part in "community service" projects. Apart from this lack of voluntary participation by all youth, "community service" was increasingly recognised as potential supply of unpaid labour

force. The dilemma for most of the new nations became this therefore, "how can we make every youth contribute his/her labour towards the development of his/her country without appearing forceful". The way out of this dilemma was not too difficult to find. Some opted for the negative incentive or condition that for any young person to proceed with his/her education from a certain stage, he/she should first of all serve the nation for a certain length of time. Some still put the condition that, before employment into the public sector, young people completing their education should do a certain period of service with reduced pay. The satisfaction of this pre-condition of either continuing with one's education or getting employed became commonly known as "national service". The question to ask this Workshop is, is this fair or not?

3. Is There Anything Like Voluntary National Service?

For me to answer this question, I need indicate to this Workshop the situation obtaining in my own home country, namely Botswana. Committed to all the freedoms of democracy as we are, we felt it would be contrary to our constitution if, after getting our self-rule, we abolished all the organisations which people joined out of their own free will and served during their leisure time. Such organisations are what I may term as of colonial origin or inheritance like Scouts, Guides, Young Women's Christian Association and the Junior Red Cross. Known for their humanitarian vocation as these organisations are, we in Botswana felt that we should not tamper with their existence and autonomy so long as they did nothing contrary to the provisions of our constitution, thereby undermining our sovereignty. These national voluntary organisations, as they are popularly called, are free to undertake any projects so long as they fall within the framework of planned developments. It is pleasing to make known to this Workshop that quite a number of projects of an educational and humanitarian nature which could otherwise not have been undertaken are now in existence owing to the voluntary effort of these organisations. A few examples to cite among the appreciably many are: day care centres, classrooms, health posts and rehabilitation centres for the handicapped. This, therefore, constitutes one of our national youth service programmes of a voluntary nature whose contribution is notable.

5. Any Government Directed National Youth Service Programmes In Botswana

Without ridicule or contempt for those of her sister countries which have opted for state controlled national youth service, Botswana has, through learning from their experience, decided not to establish a government-controlled national youth service. Her reason for not doing so is that, whilst recognising and appreciating all the acceleration they are making towards the development of their countries, their origin has in most cases proved a political menace to the innocent members of the public. As most of us are aware, most of them started as "youth wings" of ruling political parties. Obsessed with loyalty to their parties, such "youth wings" took upon themselves the terrorising task of asking every member of the public they met on the street to produce his party ticket. Members of the public not possessing such tickets, either because they forgot to take them along or simply because they belonged to no political party were often harrassed or beaten up. This in actual fact became in most countries a way through which such young members of ruling parties released their idling energies.

As a measure to quietly divert their idling energies from this aggressive or terrorising behaviour, they were organised into para-military youth organisations with different kinds of names. Under this set-up, they are more disciplined and are making a lot of contribution in the field of public works. The question to ask this Workshop is, what effect do we think this military discipline is having on their personalities and outlook on life? If the answer is "good", then there is no need for Africa, or the whole of the Third World, to say she needs democracy under civilian rule when instead she prefers military dictatorships; for brought up in this commanding atmosphere of no free choice, such youth when they assume national leadership will find commanding is the only way of getting people to do what they want them to do. The trend for Africa or the whole Third World towards preference for one party systems and military dictatorships is therefore not an accident, but a consciously preferred form of national leadership. This can in fact be traced back to our traditional way of life of being conditioned to receiving commands from only one source of authority in the form of a tribal chief. So, dictatorships especially in Africa are no part of an evolutionary or transitional stage towards democratic political leadership, but retrogression to our conditioned and secure past of "one people one leader".

5. Scope of Youth Programmes in National Development

This part of my presentation needs no generalisations as to what is or should be happening in other countries. Before telling this Workshop the extent or scope to which youth are involved in development in Botswana, I need to put into the picture the organisational set-up of youth programmes/organisations in my country. Until as recently as the middle of last year, Botswana had no national body encompassing all youth organisations. However, the need for this had long been felt, and a decision has been taken to get it established. So, through a presidential directive setting out the need to form a national body of youth organisations, the Botswana National Youth Council came into being in June of last year, 1974. Its main objective is to provide a national forum through which youth organisations can exchange ideas about different aspects of their welfare/needs and get them known by government. Government is likewise to get them to know what it expects of them.

More and above this exchange of information/ideas, youth organisations are to keep themselves busy thinking individually and as members of the Botswana National Youth Council about what they can do towards the development of their country. To facilitate this, government has provided assistance in the form of money. With this money they can help any community by undertaking its needed project/s during the weekends or holidays. It is as a result of the availability of this money with effect from last year, that students were able to undertake Workcamp projects during the last August and December holidays. Workcamp projects were mostly of a construction nature, ranging from the moulding of bricks to laying foundations and putting up walls. In some cases they consisted of renovating old school buildings.

The important point to bear in mind about the Botswana situation is that young people, especially from secondary schools, undertake these projects voluntarily through persuasion by government officers doing community and youth work. It is important to note that our aim is to make the actual running of workcamps an entire responsibility of youth, with government

officers only giving supervision. This is proving quite a success. Youth have, in fact, during the evaluation of their first two workcamps suggested the formation of a Voluntary Workcampers Association. We are now in the process of helping to form it.

I am in conclusion, therefore, posing this question, what are the advantages and disadvantages of both forced and voluntary participation of youth in the development of their countries?

COUNTRY STATEMENT - THE GAMBIA

YOUTH AND DEVELOPMENT IN THE GAMBIA

1. Background Information on the Country

The Republic of The Gambia, which became independent in 1965 after more than a century of British rule, is a small country with a population of a little under half a million. The population, which is almost entirely rural, is composed mostly of young people. The country is predominantly agricultural, though, with independence, it now prides itself on having a few small-scale industries. It is not richly endowed with natural resources and therefore has to rely heavily on the harnessing and development of its human resources and formation of human capital (its young people mainly and in the long term) for its economic development and advancement.

2. Youth in Society

The Gambia realizes the need to make available the means whereby direct participation of young people in national planning is ensured. To achieve this important task, young people will have to receive sufficient motivation during their formal education. Recently, the Department of Youth, Sports and Culture has been created and established under the wing of the Ministry of Education, Youth and Sports. Though in its infancy, it has been instrumental in all aspects of Youth, Sports and Culture vis-a-vis overall national development. During the Gambia's 1st National Youth Week in May 1974, which coincided with the President's 50th birthday, youth from all over the country assembled in Banjul to mark the occasion. Speaking at the opening ceremonies, the President declared that "this unprecedented assembly of youth from all over our country was ample and concrete evidence that the young people had now realized the important role they have to play in national development and construction".

The President warned against "the false notion that youths were a problem in all African societies". "Young people are only a problem," he added, "when isolated from society; when young people are involved in national development, they become a valuable resource to assist in solving the real problems of society".

Young people in The Gambia have been and are involved in various projects at the local as well as the national level. These projects, most of which are community-based and self-help oriented, include the construction of feeder roads, small bridges, school buildings, community centres, day care centres and the operation of young farmers clubs. These voluntary efforts on the part of youths are brilliant examples of ideas being translated into action. The Department of Youth, Sports and Culture has been instrumental in this direction and at present has concrete plans for the formulation of sound, long-term programmes for meaningful involvement of youths in all aspects of national development - economic, social and political.

In The Gambia, government is making plans and the necessary arrangements for the formation of one National Youth Council representing all youths in the country. The various youth clubs and organisations are in the final stages of forming a National Youth Council which will be the main organ of all youth groups, and which will deal directly with the administration. When this happens, less formal means by which administrators can open dialogue with young people can be effectively established. Training of youth leaders who would act as resource personnel is vital. Equally important is the enlargement and expansion of the existing youth centres which could serve as reservoirs of local leadership armed with skills and trades to serve as permanent service units to youth. In this connection, national pride must be inculcated by encouraging young people to participate fully in socio-cultural activities, such as traditional dances, sports and athletics. The Department of Youth, Sports and Culture has taken up this challenge. The place of young people in contemporary society is an important one and should not, under any circumstances, be isolated from the other elements of society. As a matter of fact, it is vital that a high priority be given to the realization of the potential of youth to contribute effectively to the important task of national development.

3. National Youth Policy

As pointed out in the 1970 United Nations report on Long-term Policies and Programmes for Youth in National Development, it is imperative and valuable for a country to have a comprehensive youth policy. The Gambia recognizes the value and importance of such a policy, and as already indicated, the Ministry of Education, Youth and Sports, in collaboration with the Department of Youth, Sports and Culture, is at present drawing up plans for this. To effect this, certain points have to be borne in mind.

3.1 Basis for planning policies and programmes

An overall Youth Policy will necessarily have to reflect the inter-relatedness of the problems being tackled in the different sectors. At the present stage of The Gambia's development, the primary aim of such a policy would be to *prepare young people to take an active role in national development and to give them opportunities to do so*. In addition, *continued study of the situation will be necessary if policies and programmes are to stay up-to-date*. In the years ahead, the statistical services must continue to perfect their instruments as aids to better planning. As an example, more accurate overall statistics on youth unemployment, more knowledge of the trends in youth population, more statistics on how many youth in an age group are at school and what percentage of the girls are in school: all these will be needed in the future. Owing to the need to have a census of the basic groups, a directory of all the youth organisations and services in the country will be of invaluable use.

3.2 Education and training

The relationship between education and economic and social development is now being viewed in a context larger than the one in which it has traditionally been viewed. We are acquiring new insights into the relationship between these related aspects of national development. In

The Gambia, the greater number of school leavers will eventually return to their rural communities. To help alleviate this problem, pilot schemes will be needed, for example, to offer training which opens new employment fields for young people.

My government realises this need and encourages and actively supports the various pilot schemes for rural and national development. The Mixed Farming Centres throughout the country, which we intend to upgrade into Rural Development Centres, are examples of the better farmers working on a communal, co-operative basis with the necessary aids. The object of the project to upgrade the Rural Development Centres is to develop and expand the Mixed Farming Centres into larger scale agricultural settlement schemes, emphasising basic agro-technical skills, functional literacy and influencing attitudes to change.

Apart from the agricultural benefits to be derived from such a project, other anticipated benefits include a quality of education which would be of value to rural people, community development of self-help origin, youth and cultural activities as well as the training of youth in various skills. From the standpoint of health, this project would entail better sanitation, better child care, better housing and the dispelling of ignorance about nutrition. These Rural Development Centres are not envisaged to be formal schools or institutions, but training centres where young people can acquire some basic agro-technical skills that are lacking in their communities as they change and develop. In addition, these Centres would offer a possibility of self-employment. The Vocational Training Centres throughout the country have also been instrumental in preparing young people to play their role in national development. Success in all these fields is not easy to achieve but it is comforting to note that efforts are being made in the right direction. This, however, does not by any means indicate complacency as far as the formal and informal education and training of young people is concerned. The difficulties and problems present themselves in all aspects of national development; but with continued dedication, interest on the part of all, and sacrifice, some measure of success will be realised. In the final analysis, education and training for young people should take into consideration the basic characteristics of young people and must be set on definitive cultural, economic, and social goals and objectives of the entire society of which the young people form a part.

4. Youth in the Service of Communities

There are various youth clubs and societies in the country established by voluntary youth organisations to keep the youth occupied, mentally, physically, socially and otherwise. Technical government departments with the technical know-how render all the necessary assistance to make these societies and organisations a success. At present, the Ministry of Education, Youth and Sports together with the Department of Youth, Sports and Culture has established links with various international organisations concerned with youth and youth affairs. We are, for example, a member of the Commonwealth Youth Programme as recommended by the Commonwealth Youth Ministers meeting in Lusaka in January 1973, and endorsed by the Heads of Government meeting in Ottawa in August of 1974. The Programme, whose purpose is to "promote the well-being and development of young people in the

Commonwealth and particularly to encourage and support a range of activities likely to alleviate the effects on young people of unemployment", has been operating successfully and smoothly to date. Among the components of the Commonwealth Youth Programme is the Commonwealth Youth Service Awards. The Gambia has already completed the process of establishing a National Youth Service Awards Scheme as well as a National Award Panel to consider and evaluate projects which qualify for a national award and which will eventually be submitted to the Secretariat for nominations for Commonwealth Awards. On the submission of nominations of students for the basic course at the Africa Regional Centre in Lusaka, Zambia, we have been able to have one Gambian student admitted to the course which started in September of last year.

The Gambia has also established links with Canada by agreeing on the establishment of the Gambia-Canada World Youth Programme. This is an exchange programme between young people of the two countries whereby both groups visit each other's country for a duration of 3-4 months working on projects sites. Last year, for example, the Canadian group together with the Gambian group successfully erected two school buildings in the Western Division, and a Day Care Centre in the Lower River Division. This year, the groups are involved in the building of a community centre and school in the North Bank Division and the erection of two seed-nut stores in the Upper River Division.

My government views its young people as part of the society and ardently believes that the community services they should render are indispensable. My government also believes that the central focal point of community development is *investment in man* and that only an integrated extension service can provide the principal means to that end since scientific knowledge and techniques can be imparted and/or introduced to the people through the extension agency.

Young people continue to be involved in rendering invaluable services in the implementation of community projects. This is important if the training of youths should help them to solve the socio-economic problems facing them. Youth participation and involvement in various community development projects are common features of their activities in The Gambia. The Farafenni Multipurpose Training Centre located in the Upper Baddibu District in the North Bank Division is indeed a pointer to the role young people can play in national development. This Centre formally known as the Farafenni Youth Centre, was built by the youths of Farafenni purely on communal efforts in 1975. Initially, it was dedicated to the youths of The Gambia for their socio-cultural activities whilst simultaneously projecting the ideas of organising youths, in view of changing circumstances, to discover, utilise and develop their great potential. The Centre has been meeting the needs of the Farafenni schools as well as the Farafenni community at large. It was in the same Centre in 1967 where the Ministry of Education, Labour and Social Welfare launched "Operation Te Site" programme as a pilot scheme to the youths in Baddibu District aiming at channelling the energies and enthusiasm of Gambian youths into constructive acts of community service and development by the formation of Young Farmer's Clubs, Adult Literacy classes and Self-Help Projects. The Centre has been reconstructed by the youths of the area to prepare it for "many of those things" which will be needed as the years go by.

Apart from the National Youth Week held annually, the Ministry of Education, Youth, Sports and Culture, together with the Department of Youth Sports and Culture, organises a National Festival of Arts and Culture every year. This year, the Festival coincided with The Gambia's 10th Independence Anniversary. Speaking at the official opening of the Festival, the President remarked that "The experience of each generation becomes the information for each succeeding generation to utilise in meeting its problems"; and added that young people from all over the country must always be prepared to enrich and revive their culture. The yearly festival provides an outlet for youths to express and display their cultural talents as well as participate in the important task of cultural rejuvenation. The response of youths all over the country on such occasions of national importance is always tremendous. The Department of Social Welfare, is now a separate department dealing with the welfare of young and old alike. This Department has its doors open to all, and in spite of its newness has been making significant strides in its task to see that the welfare of young people and old people is attended to.

The problems of society are multifaceted and varied, and simply waving a magic wand will not solve them. It is apparent that practice without thought is blind and thought without practice is meaningless. These are important guidelines to bear in mind. Young people, when not isolated from society but involved instead in constructive national development, will become instrumental in helping to solve the problems which affect them and society. The place of youth in contemporary society is substantial and significant, and a high priority should be given to the realisation of youth to contribute effectively and practically to the construction of national development. The Hon. Minister of Education, Youth, Sports and Culture has emphasised the important role young people have to play in all aspects of national development - social, economic, cultural and political. I am confident that gatherings such as these undoubtedly provide an important outlet for a clarification of the issues, but we should never allow ourselves to treat youth or their problems in isolation. Young people must also be aware of the gap between their numbers and the kinds of opportunities they seek. To alleviate this problem, it is vital that community and agro-technical education be emphasised as well as making our entire national structures more relevant to the developing needs of rural Gambia where the majority of young and old people alike live.

We see, therefore, that every effort is being made to ensure that the rural development programme in The Gambia is closely concerned with its youth. With the necessary training, young people can be receptive to new ideas and act as innovators in the rural areas. It is in the rural areas where the infrastructure, if improved and changed through the involvement of the youth themselves, will make the areas attractive enough for young people to live and work in.

COUNTRY STATEMENT - GHANA

A

THE NATIONAL YOUTH PROGRAMME - ITS SCOPE, FUNCTIONING AND ITS ROLE IN NATIONAL DEVELOPMENT - NATIONAL YOUTH COUNCIL - GHANA

1. Introduction

A short historical sketch is necessary to set the perspective for a proper evaluation of the role that the National Youth Council plays in mobilising the youth of Ghana for national development. The present Council is the result of various changes that have tended to occur whenever there has been a change of Government in the country. From the Colonial days up to the present, there have been four changes in the Council's structure and operations, reflecting the various concepts of youth organisation held by the respective Governments.

2. The Gold Coast Youth Council (1948)

In 1948, the then existing voluntary youth groups (i) The Y.M.C.A. (ii) The Y.W.C.A. (iii) Gold Coast (iv) The Catholic Youth Organisation, came together to form the first formal Youth Council in Ghana - The Gold Coast Youth Council. The Council was made up of:

- (a) The Annual General Delegates Meeting, the supreme body of the Council, which took decisions on matters of policy and finance and carried out general programmes for leadership training. It derived its funds mainly from the Gold Coast Government.
- (b) The Executive Committee elected for a term of three years at the Annual General Meeting - which was responsible for executing policy decisions affecting the member organisations.
- (c) The National Secretariat, which was responsible for the day-to-day administrative and clerical duties. The National Secretariat was manned by officers seconded from the then Department of Social Welfare and Community Development.

Despite the formation of the Council, the member organisations, who by their constitutions were by and large extensions of existing expatriate organisations, organised themselves on the lines set out by their mother organisations. There was virtually no national direction and their activities had no indigenous colour.

Membership of the Council increased slowly. By 1957, the number of organisations had gone up from 6 to 10 with a proliferation of regional branches of all the organisations. This led the establishment of Regional Youth Committees which operated on a voluntary basis.

3. The Period 1961-1966

This period was remarkable for the direct involvement and control of youth work by the Central Government. As part of its national policy, the Government of the Convention People's Party instituted a National Youth Movement with rigid central control and direction. In pursuance of its youth policy, the Ghana Government established the Ghana Youth Authority in 1961 with the main aim of co-ordinating the activities of all youth organisations throughout Ghana.

(i) The Ghana Youth Authority (1961)

The Ghana Youth Authority was composed of (a) A Council, (b) Advisory Commissions and (c) A General Assembly.

- (a) *The Council:* was the governing body of the Ghana Youth Authority. Its membership was a Chairman, the National Organiser of the Ghana Young Pioneers, and three other members appointed by the Cabinet.
- (b) *Advisory Commissions:* were to be set up to advise Councils for the efficient despatch of its functions.
- (c) *The General Assembly:* was made up of members of the Council, members of the Advisory Commission of the particular area in which the Assembly was sitting, two representatives from each of the youth organisations affiliated to Ghana Youth Authority, two representatives representing the affiliated members of each region, and two representatives of each Administrative District selected from any members of the Ghana Youth Authority. The General Assembly had powers to make recommendations on any matter relating to youth affairs. It met once a year.

(ii) The Ghana Young Pioneers

The Ghana Young Pioneers (G.Y.P) was established by the same instrument as the Ghana Youth Authority. It was a national youth movement with an efficient bureaucratic organisation meant to be the organ for effective organisation of the youth to achieve the national aims and objectives set out in the manifesto of the Convention People's Party. It had Secretariats at the national, regional and districts levels with full-time organisers at each level. It achieved very much in the revival of interests in Ghana's culture and traditions. It also set out training programmes for its members in technical trades. It was able to regiment its members into well organised groups that could easily be mobilised for purposes of the Party.

This Government-controlled movement eroded to a considerable extent the importance and effectiveness of all the other existing voluntary youth organisations. All the same, most of the expatriate-connected youth organisations still maintained their identities, although with diminished membership.

4. The Ghana National Youth Council (1967)

The Ghana National Youth Council was reconstituted in April 1967, by the National Liberation Council Government with a membership of about 21 affiliated national youth organisations. The reconstituted Council had:

- (a) *A National Advisory Committee:* made up of individuals nominated by the Government on the basis of their interest in youth affairs. This Committee was in an advisory capacity to the Commissioner for Youth Affairs. In practice, the functions of the Advisory Committee were minimal.
- (b) *Annual General Meeting:* this body met once a year to decide policy, approve programmes and raise funds to support the programmes of the Council.
- (c) *The Executive Committee:* was responsible for the carrying out of policy decisions affecting the member organisations and served as the liaison between the Council, Government and other agencies. In support of the Executive Committee, there was a National Secretariat headed by an Administrative Secretary.

Activities of the Ghana National Youth Council (1967)

The Ghana National Youth Council (1967) was a co-ordinating body and functioned mainly through co-ordination of the activities of the member organisations. It set up "the 25 village projects" that are still in active operation. In co-operation with the World Assembly of Youth, it organised seminars for Youth Leadership and Family Planning.

In 1971, the Council signed an agreement with the Friedrich Naumann Foundation of West Germany, which resulted in the establishment of the Youth Leadership Training Centre at Afienya near Accra.

5. The National Youth Council (1974)

With the coming into power of the National Redemption Council Government, the Constitution of the Ghana Youth Council was revised and a new Council was set up in 1974. The new Council was the result of the recommendations of a Committee set up purposely to advise the NRC on the organisation of youth movements in Ghana.

The main objective of the Council was to develop "a strong and disciplined youth imbued with a spirit of nationalism and a sense of public service and morality". The Council was thus charged to formulate programmes and policies to promote -

- (a) "a sense of self-reliance, leadership, discipline and civic responsibility" and

- (b) "friendship and co-operation through exchange of ideas with youth organisations in other countries in Africa and the world".

(i) Structure

The National Youth Council (1974) is made up of:

- (a) *Governing Body*: The Governing Body of the Council is "The Board of Trustees" made up of - a Chairman, a Deputy Chairman, a National Co-ordinator, 10 Members of the Public, one representative of the National Union of Ghana Students, and 3 ex-officio members representing the Ministries of Education, Labour Social Welfare and Co-operatives and the Department of Social Welfare and Community Development.
- (b) *The National Secretariat*: The administrative body of the Council is responsible for the day-to-day carrying out of policy decisions of the Council as they affect youth organisations in the whole country. The Secretariat is headed by the National Co-ordinator with a supporting staff of four Deputy National Co-ordinators each representing one of the four major youth groups - i.e. (1) Leadership and Adventure (2) Church or Religious (3) Students and (4) Settlement. There is also an Administrative Secretary in charge of the clerical supporting staff.
- (c) *Regional and District Youth Committees*: Nine Regional Youth Committees and 58 District Youth Committees co-ordinate youth activities at the Regional and District levels respectively. Each Regional Youth Committee is made up of - a Chairman, a representative of the Chairman of the National Board of Trustees, a Regional Co-ordinator, four persons representing each of the four categories of the youth groups and two ex-officio members representing the Ministry of Education, and the Department of Social Welfare and Community Development.

Each District Youth Committee is composed of a Chairman, a District Co-ordinator, and two ex-officio members representing the Ministry of Education and the Department of Social Welfare and Community Development.

(ii) Function and role of the National Youth Council in national development

As a co-ordinating body, the Council is primarily engaged in co-ordinating youth activities of its member organisations and giving requisite directives towards the achievement of its aims and objectives. The Board of Trustees inherited the projects already started by the Ghana National Youth Council.

These projects which it had stream-lined and enlarged in some cases are the following:

- (a) *The 25 village projects:* The Council had done an evaluation of these projects and had decided to give them organisational and financial support. Most of these projects are nearing completion. Funds have been made available for the final phases of all the 25 village projects. These projects include school buildings, feeder roads, a clinic, a community centre and a re-settlement project.
- (b) *The Afienva Youth Leadership Training Institute:* This Institute trains youth sponsored by youth organisations and also those youth who do not belong to youth groups but are sponsored by the local Councils, chiefs and individuals.

The training programme is geared towards rural orientation with a view to settling trainees in their own home town or villages. It includes practical training in crop farming and animal husbandry, building, carpentry, blacksmithy, home management, cookery and lectures in the social structure of Ghana, simple accounts and basic English. The policy of the programme is "Leadership by Doing" which enjoins trainees to have respect for the dignity of labour, to be self-reliant and be willing to offer service to their communities. An adjunct to the programme is a settlement programme which will help graduates of the Institute to acquire land and help them in the initial phases of establishing their own farms.

In conjunction with this programme, this present Council has started other training schemes: At Kpone, a littoral village near Accra, a fishing project and bread and brick making enterprises are in their final stages of planning. The youth for these projects have already undergone training at the Institute.

- (a) A half-way house has been established by the Council and the Institute at Oyarifa near Legon, where the rural orientation pupils spend a year after training for actual orientation to life on a farm. They are left free to manage the farm, keep accounts and be responsible for the satisfactory running and viability of a year's farming at the site.
- (b) *Avenorpeme Rural Youth Training Centre:* The Council has acquired existing buildings at Avenorpeme in the Volta Region as another training centre mainly for the "unattached" youth. The training will be rural in orientation, aimed at achieving the objectives of the Afienva Institute. This is in support of the national drive towards self-sufficiency in the production of the country's food and raw material needs.

- (c) *Assistance to member organisations:* Through its Deputy National Co-ordinators, the Council is informed of viable undertakings by member organisations. On the recommendations of the Deputy National Co-ordinators, the Council offers assistance in the form of funds, equipment, advice and/or general support to any organisation which undertakes a useful project. Within its year of existence the Council has offered such assistance to member organisations in the field of farming: voluntary constructional work, and has given financial support for conferences and leadership expeditions.
- (d) *National projects:* The Council has organised member organisations for various voluntary services to the nation. In September 1974, the Students' Group took on the filling-up of pot-holes and cracks in the streets of Accra and Kumasi. In December 1974, a cocoa spraying project was undertaken in the Suhum area to spray 4,000 acres of cocoa farms against endemic cocoa diseases on behalf of the Ghana Cocoa Marketing Board. In addition to these, various workcamps were organised all over the country to assist local people in carrying out various projects.
- (e) *Seminars and training programmes:* The Council has sponsored four youth leaders from its affiliated organisations to undergo one academic year's course in youth leadership at the Commonwealth Regional Centre for Advanced Studies in Youth Work, in Lusaka, Zambia.

Orientation programmes have been organised at both national and regional levels for members of Committees and leaders of member organisations. A series of seminars have also been organised for the organisations that fall within the religious groups in the Volta, Eastern, Greater Accra, Northern and Upper Regions.

6. Future Programme: After a year in office, and having overcome some of its teething problems, the Council has now set out a programme for the year 1975/76. These include:

- (a) An International Conference to be organised in August 1975, at which delegates from all National Youth Organisations in Africa and the Caribbean are expected to discuss the theme "The Youth and the Future of Africa".
- (b) A Youth Week, during which activities would be undertaken all over the country, is planned for April 1975. This will involve sporting, cultural, literary and voluntary service activities. Lectures and seminars will be organised at which the youth will have an opportunity to discuss various national issues.

- (c) Settlement projects: In order to help cut down unemployment in the country and to stem, if even in a small way, the migration of the youth to the cities, settlement projects have been planned in all the regions of Ghana. These are:
- (i) A youth fishing training/production and marketing co-operative at Kpone in the Greater Accra Region;
 - (ii) Youth cocoa farming village projects in Brong Ahafo, Ashanti and Western Regions;
 - (iii) Youth small scale live-stock projects and rice farming for the Northern and the Upper Regions;
 - (iv) Rural youth village training stations in the Eastern and Volta Regions;
 - (v) The building of a youth centre for the existing settlement farm at Peki-Agbate;
These projects form the initial phase of a country-wide total attack on rural depopulation and a support for the Government's policy of self-reliance.
 - (vi) Programmes have been drawn by the deputy national co-ordinators for the four youth groups - Settlement, Religious, Students and Adventure. These programmes are in the process of implementation to co-ordinate the activities of individual youth organisations within the groups and direct the group activities towards the attainment of the goals of Council.

7. General Remarks

The main objective of the National Youth Council is to create conditions that will allow for full growth and satisfactory operation of all individual member organisations. The Council also aims at giving directions and guidance to its affiliates without sacrificing the initiative of the individual organisations. In the first year of its existence, the Council has been more concerned with matters of general policy, organising its Regional and District Committees and setting out general programmes for the four main groups of youth movements, as guides for the individual member organisations. It has now registered 161 youth organisations: Leadership and Adventure - 49; Religious or Church - 32; Students Group - 14; and Settlement Group - 66.

The Council has advised itself to keep a free mind regarding its association with international youth organisations. In its view, the future holds much for the youth of Ghana who through a judicious policy of co-ordination could be guided to achieve the objectives of discipline, civic responsibility, self-reliance and leadership, the qualities essential for effective contribution to national development.

COUNTRY STATEMENT - GHANA

B

NATIONAL SERVICE SCHEME

1. Introduction

The National Service Scheme was instituted by the National Redemption Council to promote the spirit of service among the youth. It is backed by N.R.C. Decree 208.

2. Philosophy

The Scheme seeks to inculcate in the new breed of Ghanaian graduate and diplomate, the spirit of nationalism and selflessness. Indeed, the philosophy of the scheme is in keeping with each of the seven principles of the Charter of Redemption.

3. Scope

Under the scheme, graduates and diplomates who pass out of Ghana's Universities, as well as those from Universities outside Ghana, are required to serve the nation in an assigned field for a period of one year. No graduate or diplomate who is eligible for National Service and who has not completed his service or gained exemption from it will be offered permanent employment by any establishment.

4. Objective

The main objective of the scheme is to provide a corps of trained minds that can be directed to any area or areas of national development that require urgent attention at any particular time.

5. The Programme

The area of operation covers all fields. Emphasis is however placed on education and rural development.

The programme is being executed in two main phases. Under the first phase, the programme is aimed at satisfying as much as possible the manpower needs of the Ministries, Government Departments and Public Board and Corporations.

The scheme will, under the second phase, place more emphasis on the promotion of rural development programmes and projects.

6. Structure

The scheme is directed by a Secretariat operating under the Ministry of Education and Culture. It is headed by a Director who is assisted by a Secretary and an Assistant Secretary.

Besides administering the programmes and policies laid down for the scheme by the government, the Secretariat performs the undermentioned functions:

- (a) The allocation of servicement to Ministries, Government Departments and Public Boards of Corporations.
- (b) Maintenance of records of graduates and diplomates.
- (c) Keeping of register showing the various fields in which servicemen are engaged.
- (d) Administering funds allocated for the scheme.
- (e) Visiting servicemen in the field.

7. Mechanism

The scheme, which was introduced in September 1973, is in its second year.

The National Service Secretariat invites and collects requests from all establishments. To facilitate meaningful allocation, registration forms are issued to the Universities to enable all graduates/diplomates who are in their final year to enrol for service.

The completed forms provide all the necessary information about potential servicemen.

The requests from all establishments are collated by the Secretariat, after which allocations are made in accordance with the priorities declared by the government.

Servicemen are then posted and the Secretariat is informed about the postings of individual servicemen.

Since the inception of the scheme, the National Service Secretariat has placed 3,142 graduates and diplomates. In the first year of its operation, i.e. 1973/74, the Secretariat allocated 1,556 servicemen. Of this number, 1,089 i.e. 70 per cent went into teaching in the Secondary Schools, Teacher Training Colleges and Polytechnics, education having been identified as the No. 1 priority. The rest which numbered 467 were given to the other Ministries, Government Departments, Public Boards and Corporations.

For this "Service Year" 1974/75, there are 1,586 graduates and diplomates serving. Again, like the previous year, the Ghana Teaching Service had the largest number - 670 which is 45 per cent of the total number of graduates and diplomates allocated.

8. New Approach

With effect from the next "Service Year" which begins in September 1975, the administration of the scheme will be decentralised to enable the Regional Administrative Authorities to become more involved in its operation. This will ensure that each region gets its fair share of servicemen. It will also enable the Regions to re-deploy them in accordance with their local requirements and priorities.

In order to make the operation of the new procedure effective, each Regional Administration is expected to form a Regional Committee comprising all the Regional Heads of the various Ministries. The Committees will present the manpower requirements to the National Service Secretariat through the Regional Administration.

The Secretariat will, in response to such requests, allocate service personnel to the Regional Administrative authorities.

The servicemen allocated to each region will undergo a week's orientation course before they are posted by the Regional Administration.

9. Achievements

While operating under the present phase, i.e. supply of manpower needs of Ministries and Government Departments, the scheme has been quite a big success. This is to a great extent clear from the clamour for servicemen by all establishments both public and private.

There was a total request for 2,512 graduates and diplomates at the beginning of the current "Service Year" as against a total of 1,586 produced by the Universities. We could, therefore, meet only 56 per cent of total request. This is an indication that the scheme is either becoming popular or better understood.

Besides, this indication of apparent success, the statistics collected by the National Service Secretariat on Request vis-a-vis allocation have revealed interesting information about the trend of the country's manpower needs. This is about the first time such vital statistics have become available to the relevant governmental bodies responsible for economic and manpower planning.

NATIONAL SERVICE ALLOCATIONS: 1974/75
VIS-A-VIS THE MANPOWER NEEDS OF GHANA

1. General

There was a total request for 2,512 graduates and diplomates to serve under the scheme. This showed a significant increase over that of the previous year. This perhaps is an indication that the scheme is either becoming popular or better understood.

In the short run, the question of graduate unemployment in the first year after graduation will be something of the past because as against the total request of 2,512 graduates/diplomates only 56 per cent could be met.

One thing which is clear from the requests is the clamour for graduates in Science, Maths, Engineering and Business Administration.

2. Allocations

- (i) Ministry of Education (Teaching): From the analysis of the "Requests" for servicemen, it appears that teaching will for a long time remain the number one priority. At present only about 45 per cent of the requirements of that Ministry could be met.

The need for teachers in the following subjects require special mention since it accounts for about 75 per cent of the manpower needs of the teaching service. These are BA in English, French, B.Sc. in Chemistry, Biology, Physics and Mathematics.

In the case of English, there was a total request for 265 graduates but only 51 were available.

For French, there were available seven as against the total request for 129 graduates. For B.Sc. (General) we could allocate 29 when 121 were requested. There was a total request for 201 Chemistry, Biology and Physics teachers, but a total allocation of only 30 could be made. In Mathematics the situation was even more critical - there were 11 graduates available as against 231 requested.

From this analysis one can conclude that the production of graduates in Science, Mathematics and modern Languages ought to be stepped up.

This picture incidentally tallies with the general situation of manpower requirement in the rest of the economy where there is felt a strong need for more science graduates, researchers, technologists,

Engineers, B.Sc. Administration graduates and Accountants.

The latter two fields are in such a demand throughout the economy that there is the need to popularise business education along side science education.

- (ii) Ministry of Works and Housing: Their request was basically for graduates of Planning, Civil, Mechanical and Electrical Engineering and Architecture and Building Technology - the overall request totalled 165. The number allocated was 92.
- (iii) Ministry of Labour and Social Welfare: About 46.5 per cent of their request was met. It stands out as an area requiring further attention under the scheme. Essentially, they requested for graduates in the Social Sciences.
- (iv) Ministry of Trade and Tourism: Only 35 per cent of their manpower needs could be satisfied. Here, too, the fields of specialization they asked for were B.Sc. Administration and B.Sc. Economics.
- (v) Ministry of Local Government: They needed graduates for general secretarial duties and accounting. In view of the new structure of Local Government, it was declared a 'priority area'. Unfortunately, however, only 46 per cent of their request could be met.
- (vi) Ministry of Agriculture: This Ministry had 50 per cent of their request. It is observed that Legon's production of Graduate Agriculturists is falling. We had 18 from Legon as against 38 from U.S.T.

Except for the 18 agriculturists who were allocated to the Ministry of Education for teaching in institutions which offer agriculture, the total production of Agriculture graduates and diplomates were given to Ministry of Agriculture.
- (vii) C.S.I.R 25 per cent of their requirement could be satisfied. As an Institute for scientific research, it is an essential organ for economic development and technological expansion.

3. Conclusion

Our Universities must place emphasis on Science and the specialised professions. Ghana seems to be producing a good number of Arts graduates and sooner or later it might become difficult to place all of them. The Ministry of Education absorbs the bulk of the Arts graduates. For instance, in addition to taking on the Arts graduates from Cape Coast University, the Ministry of Education asked for 480 additional Arts graduates as

against a total of 56 requested by all the other Ministries.

TABLE 1

SUBJECT	R	A
Agriculture	109	54
B.Sc (General) & Hons.	257	46
Mathematics	238	12
B.Sc. (Administration)	132	51
English and French	394	60

The above which is an excerpt from the main Chart 'NSS Allocations 1974/75' points to five fields in great demand throughout the economy contrasted with the available personnel in these fields. The story it tells is audible enough.

KEY: R - Request; A - Allocation.

COUNTRY STATEMENT - INDIA

A

NATIONAL YOUTH PROGRAMMES: THEIR SCOPE, FUNCTIONS AND ROLE IN NATIONAL DEVELOPMENT

1. Introduction

Like many developing countries, India is continuously widening the scope, size and thrust of its youth programmes. Both governmental and non-governmental programmes, schemes, projects and enterprises aim at covering different youth needs and at involving young people in nation building, as well as in increasing their participation for realising the main national objectives. These activities are part of the social, economic, administrative, cultural and educational measures at all levels. Many of them can be identified and distinguished, but several more are inseparable components of programmes of a general nature.

Unlike many other countries, India does not have a separate and distinct machinery for youth programmes. They are in reality widely scattered, the responsibility for them being undertaken by various Ministries/Departments (e.g. Education, Community Development, Labour, Agriculture, Culture, Information, Health, Broadcasting etc.), by various scientific and artistic institutions, by the mass media, private bodies, factories and enterprises, voluntary agencies, youth organisations, recreational and cultural forums, and through promotion of adventure facilities, sports etc. Youth programmes and activities are largely the result of decentralised public and private efforts, as well as the initiative of youth.

The coverage of youth programmes is, therefore, diversified and multifaceted. However, in the short space of this paper, an attempt is made to present its major trends and goals, as well as the spirit which animates them.

2. The Youth Population

It is obvious that in the Indian population, youth represents a particularly important group. The demographic growth, the extension of the life span, the decrease in child mortality - are the main factors determining the size of the youth population.

The following tables present a broad quantitative picture (1971): (Figures in Thousand's)

Age Group	TOTAL POPULATION		
	Persons	Males	Females
Total	545,495	282,227	263,073
0 - 14	228,024	118,049	109,974
15 - 19	43,547	25,253	22,294
20 - 24	43,050	21,436	21,614

The age 0-24 represents 59 per cent of the total Indian population. Youth in the 15-24 age group constitute about 17 per cent of the total population.

EDUCATIONAL LEVELS
(Figures in Thousand's)

Age Group	Total Population		Illiterate		Literate (without) Educational Level		Primary	
	Males	Females	Males	Females	Males	Females	Males	Females
5 - 9	42.419	39.648	31.083	32.299	10.605	6.856	730	492
10 - 14	35.841	31.777	14.233	19.750	9.310	5.065	9.362	5.338
15 - 19	25.253	22.294	9.349	14.062	2.358	1.556	4.720	2.824
20 - 24	21.437	21.614	8.606	15.576	2.093	1.292	3.293	2.095

(Figures in Thousand's)

Age Group	Middle		Metric or Hr. Sec.		Non-Technical Diploma not equal to Degree		Technical Diploma not equal to Degree		Graduate & Above	
	Males	Females	Males	Females	Males	Females	Males	Females	Males	Females
10 - 14	2.774	1.541	157	80	1.7	1.4	-	-	-	-
15 - 19	6.039	2.522	2.678	1.258	15	9	10	-	81	55
20 - 24	3.236	1.267	3.498	1.073	32	12	72	32	603	264

In spite of the great increase during the last 27 years in educational enrolments, there is a sizeable number of children and youth in the school going age who are either not enrolled or have left school early.

WORKERS AND NON-WORKERS - BY AGE GROUP

Age Group	Total Workers		Total non-working population		Full-time students		Household Duties	
	Males	Females	Males	Females	Males	Females	Males	Females
Total	149.075	31.298	134.077	232.074	43.043	20.644	1.755	118.403
0 - 14	7.885	2.853	110.296	107.172	31.537	17.219	0.867	10.937
15 - 19	13.927	3.445	11.440	18.872	8.656	2.773	0.243	13.971
20 - 24	17.530	3.840	4.052	17.810	2.296	0.449	0.125	16.570

These figures indicate the disparities between the working and non-working population (the latter category includes a large proportion of full-time students), which have to be borne in mind in the formulation of youth programmes, which have necessarily to cater for student as well as non-student youth.

Governmental and non-governmental measures and programmes have also to take into consideration the needs and characteristics of all the categories of youth in urban and rural areas. The diversity of programmes and activities is, therefore, constantly increasing, to cater to the youth population which belong to various socio-cultural and socio-professional backgrounds.

3. Characteristics and Attitudes of Indian Youth

Youth policy and youth programmes are naturally conditioned by the main aspirations and objectives set by the society as a whole.

At the same time, they are deeply influenced by youth itself, the value system which permeates or stems from various categories of youth, their attitudes towards the present society, their will to participate in building the new economic and social framework.

An increasing section of youth are inclined to take part in developmental efforts, and show concern in social and public problems; and the search for self-employment initiatives deeply conditions their study and work attitudes.

Youth policy and programmes are to be closely related to development objectives and based on youth characteristics, attitudes and needs.

4. National Youth Policy and Programmes

Youth potential being a powerful factor for national development and social change, there is an imperative need for formulation and elaboration of a comprehensive youth policy. A number of youth activities and programmes have been initiated and maintained.

Youth policy, in a broader sense, has to involve simultaneously the student as well as non-student youth. The implementation of such a policy has several aspects, such as legislative action; launching of definite programmes and schemes; encouraging and assisting of various self-initiatives.

4.1 Youth and Social Change

The experiences of developing countries have proved that neither institutional changes, nor physical and technological inputs alone can bring about the expected developmental objectives. Attitudinal changes among a wide spectrum of people at all levels are an essential pre-requisite for every development effort, and for any rapid breakthrough in traditional ways of working and living. Where significant changes in attitudinal patterns of a whole population are required, it is necessary to identify those elements in the population who are most likely to accept the need for such changes. It is in this context that young people assume a growing significance.

A youth policy has to be based on the awareness of the role of youth as a dominant factor for ushering changes in the society as well as the country. Schemes and activities have to be conceived as a contribution to the development and encouragement of youth initiatives and their readiness to be promoters of social change.

(i) Nehru Yuvak Kendras (Youth Centres)

Towards this end we are experimenting with a wide network of youth centres, known as the Nehru Yuvak Kendras, with a basically rural bias. These youth centres and multi-purpose institutions coordinate the activities of non-student youth at the district level.

There are already over 100 such Centres located in different districts. It is expected that by the end of the Fifth Five-Year Plan (1978 - 79), these would have been extended to cover almost all the districts in the country.

A typical Nehru Yuvak Kendra normally organises its activities in five major areas.

- (a) programmes of non-formal education for illiterate and semi-illiterate youth, for "drop-outs" for out-of-school youth;

- (b) employment facilities, and promotion of self-generating employment in co-operation with appropriate services;
- (c) a variety of voluntary services by the youth to the community; such as in the field of water supply and relief works; vaccination; sanitation measures; irrigation; pump repair; road building; adult education and literacy; information to farmers;
- (d) entertainment and leisure activities; cultural and artistic programmes; youth participation in performing arts; theatres, singing, dances, music etc; acquaintance with cultural achievements and values in different parts of the country with a view to promote national integration; search for and support to talent for folk arts and craft work; development of competitive sports and games; promotion of physical education, mountaineering, camping;
- (e) youth participation in community life; youth involvement in community problems, search for solution and in decision-making process; development of civic sense and civic responsibility.

These five areas are neither exhaustive nor exclusive, nor are they all organised in every Kendra. As the Kendras work among the youth in the community around, it is likely that new needs will be expressed for which new programmes will have to be devised.

The Nehru Yuvak Kendra scheme represents the single largest nationwide programme for non-student youth. It has great potential for channelising energies and talents of student and non-student youth for mutual benefit as well as for the community. It holds rich possibilities of mobilising a variety of human and material resources available in the district for participation of youth and for youth. The scheme is still young, and many aspects are in an exploratory stage. The full potential of the Kendras has not been reached in all cases. Nor do all of them organise all the programmes mentioned above. Nevertheless, the experience gained so far is sufficiently convincing of the validity of the concept of the Kendras as distinct foci of youth transformation.

(ii) Institutions for youth activities

There are many institutions which are run by voluntary organisations, with or without governmental assistance. Most of them contribute in greater or lesser measure to the generation of youth self-awareness, and their ability to take part in public life.

(iii) Youth farmers club

These clubs, largely but unevenly distributed in rural areas, are one of the ways of involving young people in modernising farming practices, in breaking down the inertia of the older farmers, and in introducing new agricultural inputs for increased food production. Farmers Training Centres,

organised by the Ministry of Agriculture, are gradually widening their youth activities and their assistance to youth groups and clubs in villages.

(iv) Youth leadership training

Youth leadership training through which young people are trained - both by governmental and non-governmental agencies - to develop qualities of leadership and awareness for social problems. The scheme is being closely dovetailed with the Nehru Yuvak Kendra programme.

(v) Students associations and unions

A large section of university and college students have various opportunities through these associations and unions to sharpen their awareness regarding public life, to develop mature concerns about the country's future, to contribute to the regeneration of educational institutions, to bring to bear on public opinion new views and a fresh outlook on contemporary events and phenomena, practices, problems and solutions.

(vi) Scouting and guiding (Bharat Scouts & Guides)

The basic object is to prepare and educate young boys and girls in citizenship through a system of training and activities.

There are nearly 700,000 registered scouts and guides in the country at various levels of the scouting scheme.

Regional training camps and courses are held at different levels of the system regularly, and rallies and national jamborees are organised. The Bharat Scouts and Guides also hold national integration camps for school children in the age-group 14-17, scouting and guiding activities in refugee centres, camps and seminars.

4.2 Preparation of youth

Provision of educational facilities is one of the main responsibilities of every society to prepare young people for earning their livelihood and for living their lives as fully and usefully as possible to themselves and to society. Complementary to this are training programmes organised by governmental bodies, employers, business and private agencies, etc. in order to upgrade employment possibilities and mobility.

However, it has now become obvious and widely recognised that formal education cannot cover all educational needs in any country - particularly in a country like India. The number of young people, especially in villages, who are not attending schools is quite large. Formal educational facilities cannot be availed of by many of those who belong to the deprived, underprivileged, and socially inhibited sections. Besides, formal education and its contents are not always relevant to learners' needs. Many potential learners are keen to gain skills which will provide them with opportunities to earn their livelihood, to improve their home and family life - to gain basic knowledge about their environment and take part in necessary actions. It becomes urgent that the knowledge they get and the skills they learn are of immediate use to them, otherwise, it would accelerate the trend towards white collar jobs, as well as the tendency of educated and skilled workers in rural areas to migrate to towns.

An educational policy for all categories of youth has thus to combine and correlate formal and non-formal learning at all levels, and for various categories of young people. One of the main features of the Fifth Plan is the expansion of various learning facilities to a larger section of youth "full-time" as far as is possible, in other forms if necessary", aiming at the satisfaction of basic educational needs and requirements. The Fifth Five Year Plan's educational strategy is also based on the assumption that non-formal ways of imparting and acquiring education will be developed for all categories of learners and at all levels of education: for children, youth and adults.

(i) Scheme of non-formal education for the 15-25 age-group

This is one of the priority educational programmes for the period ahead.

In the 15-25 age-group, there are about 90 million young people out of whom 52 million are illiterate and 20 million semi-literate. They have never been to a primary school or, if they have, they have left it too early. But they are alert, active, curious to learn; many of them are engaged in economic activities, play varying roles in their communities; several may have also married and raised families. If prepared adequately, they represent potential youth wealth which can play a positive, constructive and informed role in the country's development and also live fuller lives themselves.

The programme's content would be such as:

- (a) to enable the participants to get the basic understanding of the social and environmental structure around them, based on an elementary scientific knowledge and mode of thinking;
- (b) to encourage a positive set of attitudes towards themselves, their fellow-men, and their society;
- (c) to enable them to participate in the local economy, through employment or self-employment, and to improve their way of living;
- (d) to be mentally and functionally equipped for raising a family and operating a household.

The emphasis of the learning-teaching process is on aptitudes and attitudes for problem-solving, and for active participation in the surrounding environment.

The preparatory work for launching this programme is under way. Preliminary steps have been taken to start on an average 100 Centres (with approximately 30 learners each) for non-formal education in about 30 districts. Training of village level "animators" and "group leaders" has already started. The most difficult task, preparation of environmentally based learning materials, is in progress.

In reality, this is more than a mere educational programme. It is a way of combining education, training and practical action, aiming to help young people to satisfy their educational needs and to play a more meaningful role in the social and economic development of the country.

(ii) Work experience and vocationalisation

Many young people need to be prepared in a better way for their future work or job, since there has been an excessive emphasis in the past on single stream academic curricula both at the school and at higher education stages. This trend still continues in large measure, making the educational programme both irrelevant and unsuitable to a large section of learners and ill-quiping them for the world of life and work. As a corrective to this situation, elements of work experience are being introduced at the high school stage and vocationalisation of programmes at the higher secondary level (classes 11 and 12). These measures are designed to make the education system develop the total personality of the student and instil in him the dignity of productive labour.

At the high school stage, work experience takes the form of programmes involving practical work and manual skills which will bring students in direct contact with the community and its needs.

Vocationalisation of courses will take into account the needs of skilled personnel as well as existing programmes and facilities. In designing these courses, considerable flexibility and experimentation will be provided, adopting non-formal education methods, particularly correspondence and evening courses wherever required. Provision for transfer of credits from academic to vocational courses and vice-versa is contemplated. Intensive and coordinated utilisation of all available institutional resources, government and private, will be ensured.

These vocational courses will be introduced in about 1,000 schools in our Fifth Five Year Plan (1974-75 to 1978-79), covering about 100,000 students, in a phased manner.

The essential features of this scheme are that students will be prepared mainly for jobs available in their own districts. This will be based on district surveys and continuous monitoring of emerging occupations; the courses will be tailored to the needs of the employment market; selection of institutions will give preference to multi-purpose schools, junior technical schools and other higher secondary schools which already have some facilities for vocational education; the focus of the scheme will be on non-engineering courses like catering, salesmanship, book trade, food processing etc.

Practical training will be arranged in, and with the co-operation of employment establishments, existing facilities being used to the maximum extent possible. Students enrolled in the vocational courses will be provided opportunities to join the degree or diploma courses at the appropriate stage and for transfer of credits. Provision will be made for interchangeability between the technical, vocational and general streams.

At the university stage also, efforts have been initiated to link education with work experience and productivity improvement.

(iii) Correspondence courses in universities

The enrolment in institutions of higher education is already about 3.5 per cent of the totality of the corresponding age-group. If this pace of enrolment is allowed to increase unchecked it will have several adverse repercussions; it will increase unemployment and consequent unrest among students; resources being limited, it will cause a fall in standards which can be ill afforded. At the same time, it is necessary that the constitutional directive for providing equality of educational opportunities is fulfilled. For the benefit of youth belonging to backward regions and backward strata of society and for those whose economic situation prevents them from pursuing higher education on a whole-time basis, it has been the policy of Government to encourage correspondence courses for acquiring higher education. Even in the field of technical education, engineering colleges are being assisted to start part-time courses for bachelor's degrees, as well as for associate membership of institutes of engineers and for diploma holders in engineering. Many serving technicians have taken advantage of this facility for improving their knowledge, as well as promotional prospects.

Education by correspondence has appeared primarily as an adjunct to the regular programme of education in Indian universities. Starting with the University of Delhi (in 1962-63), correspondence course facilities are now provided in 12 universities. Proposals from some more universities are under consideration. The existing facilities are in Humanities and Social Sciences as also in Teacher Education. The coverage of students is in the range of fifty to sixty thousand every year.

Besides correspondence courses, universities are also providing facilities for students to appear in examinations through private study. Evening colleges prepare students for degrees and diplomas.

All these have contributed in an appreciable measure to provide non-institutional higher education and to check the pressures on formal education.

(iv) Equalisation of educational opportunities

Disparities in learning facilities are so large and the need to improve them so urgent, that the Government has launched various schemes to help a large number of students, such as: (a) a large programme of *scholarships* and *loan scholarships* for students belonging to less-privileged sections of society; (b) provision of *students amenities* for university and college students; (c) *student homes* and *non-resident student centres* to provide study, reading and recreational facilities for day-scholars; (d) provision of *health centres* for extending medical facilities to student community; (e) provision of *student aid fund* to provide needy students in universities and colleges with financial assistance, (g) *book banks* which will enable students to obtain books on loan for the period of their studies; (h) provision of *residential accommodation* for students.

4.3 Contribution of youth to development

There are many ways in which the young can make their constructive contribution to national development and through which society can benefit from the idealism and the sense of dedication of youth. At the same time, young people also benefit from their active participation in developmental

activities, since such participation increases their self-esteem, reduces frustrations, and gives them a sense of identity and of being needed by society.

Several voluntary organisations in the country have made significant contributions in directing the energies of youth towards this end. Camps and campaigns - on a regional and local basis, in urban and rural areas - of youth volunteering in road building, sanitation programmes, actions for cleanliness, immunisation against communicable diseases etc., are becoming more popular and attractive.

Several Ministries and Departments, such as Education, Social Welfare, Health, Family Planning, Agriculture, Labour, Employment, operate programmes which provide opportunities to young people to participate in nation-building activities.

This type of youth activity has not only an operational value, but also represents a contribution to bridging the gap between intellectual and physical work; an appreciation of manual labour; and a break in the isolation of learning institutions from their environment.

(i) National service scheme for university students

The object of this programme is to promote social consciousness and social responsibility; to inculcate a sense of discipline and dignity of labour among college students. The scheme, which is being operated on a voluntary and selective basis, utilises the leisure time of the students for two years of their college studies, in various items of social service which not only help the community but also provide an opportunity to the student to appreciate the conditions prevalent in the community.

The scheme was launched during 1969-70 on a pilot project basis in 40 universities and institutions covering 40,000 students in the under-graduate classes. The student coverage has increased gradually and the target for 1974-75 is 200,000. The scheme is being continued on a selective basis for the present, pending the creation of conditions to make it universal for all university students.

The scheme is operated through the universities and colleges. The universities evolve the programme themselves or under the technical guidance of specified schools of social work/university faculties. The programme covers four aspects:

- (a) *institutional work*: students are placed with selected welfare agencies outside the university/college campus to work as volunteers;
- (b) *institutional projects*: improvement of campus, development of play-fields, swimming pools, etc.;
- (c) *rural projects*: various local programmes preferably by "adopting" villages within easy reach of colleges;
- (d) *urban projects*: through voluntary work in the vicinity of universities or colleges.

Projects undertaken within this scheme involve social uplift work, socio-medical service, setting up medical centres, rendering social service to slum dwellers in urban areas, conducting immunisation and sanitation drives, running welfare centres, adult education and illiteracy eradication programmes, blood donation, etc. Social service is also rendered in the form of relief measures for refugees as a result of war and natural calamities, help to patients in hospitals, inmates of orphanages and welfare institutions for the physically handicapped. The most important social service rendered during the year 1971-72 was in Central Refugee Camps set up for refugees from Bangladesh.

Three specialised institutions have been engaging themselves in research work, production of literature for the guidance of universities and for evaluation of the programme activities undertaken from time to time. Selected schools of social work/university faculties conduct orientation courses for training of teachers and student leaders so as to equip them adequately in the task of organising meaningful activities under the programme. These institutions also run refresher courses and provide on the spot orientation for special campaigns.

As part of the constructive involvement of student youth during their vacation periods, large scale camping programmes are conducted in the course of which certain aspects of rural needs are covered and at the end of the programme sizeable and durable assets for the community are created.

A special campaign "Youth Against Famine" was conducted during 1973 through 745 camps in which about 65,000 students as well as non-student youth participated. University students from all over India worked side by side with local non-student youth in camps organised to mitigate famine conditions in drought-affected and drought-prone areas. Evaluation of the programme conducted by a School of Social Work provided evidence that the campaign was successful in achieving its objective, and the experience gained warranted the organisation of similar national level campaigns during vacations in future. As a result, the campaign for 1974 was "Youth Against Dirt and Disease" with activities hinging on environmental sanitation, medico-social work, provision of potable water and popularisation and construction of cow-dung gas plants. Nearly 1,000 camps were held under this campaign throughout the country.

Future efforts are aimed at bringing all members of the student body within the ambit of the NSS programme by integrating practical training and on-the-job field work within the curricula of undergraduate studies of as many disciplines as possible. This will create social commitment among the students of the first degree level and contribute to correcting some of the obvious shortcomings in the national education system. The work so far done under the National Service Scheme has thrown up a number of useful ideas to proceed further in this direction.

(ii) Planning Forums:

The scheme is designed to create awareness of the need for planned development of the country both among the student and the non-student community and involve them in the national development effort

right from the planning stage. The scheme envisages the utilisation of student potential in institutions/colleges first to help formulate and plan development projects for selected villages, and thereafter to execute some of these as work projects as part of the student service to the community.

(iii) Student service institutes: The Ministry of Education and Social Welfare is assisting in the setting of Student Service Institutes called "Nanak Bhavans", in selected Centres. The institutes aim at developing a spirit of self-help and self-reliance amongst the students, using their spare time for activities profitable to them and to the surrounding environments, bringing the academic community to the service of the non-academic community. This scheme is organised in a few places.

(iv) National service volunteers scheme: There are few projects launched in different parts of the country to involve young graduates for a short period in the task of national development especially in the rural areas. These projects having been found useful, it is proposed to launch, at the national level, a scheme called "National Service Volunteers Scheme" aimed at providing opportunities to motivated volunteers for work on a full-time basis in rural areas for a period of twelve months, immediately after getting a degree, on a monthly stipend for meeting only out-of-pocket expenses. These volunteers will carry out specified activities, suited to the local needs and requirements, such as non-formal education, assistance in single-teacher primary schools, rural development and agricultural extension schemes, improvement of rural health, hygiene, sanitation and environments etc.

(v) Promotion of national integration

Various activities and programmes are organised to promote mutual understanding of the inter-dependence of various geographical areas, as well as of various sections, social groups and communities. Such an understanding is of great importance in India. The promotion of national integration and of secularism among youth is a prerequisite for their public involvement and increased contributions to national progress. Some youth programmes get a significance from this particular viewpoint:

- (a) *inter-State youth camps* which bring young people together from different States and regions to live together and appreciate each other's culture, traditions, customs, literacy heritage etc;
- (b) *youth rallies and scouting and guiding activities* through which young people from different regions are brought together for participation in common activities;
- (c) *language environment camps* which bring together groups of young people from different linguistic regions to live together and learn each other's languages and through this to get to appreciate the literacy and cultural heritage of other areas;

- (d) *national integration samitis* (associations) which provide opportunities for young people in universities and colleges to participate in various programmes of national integration.

4.4 Sharing of the social wealth by youth

The utilisation of social wealth is an important aspect of youth policy and programmes. The problem in India, as well as in many other developing countries, is not only the low level of national income, but its unequal distribution. Youth is one of the social categories whose aspirations for a greater share in overall wealth have to get better satisfaction.

The total wealth of a community is not merely a totality of the material resources available to the community but also its cultural and intellectual heritage. Young people have the right for an adequate share of this wealth.

This would mean a decrease of unemployment and creation of facilities for employment and self-employment; gradual improvement of conditions in which job availability can be assured with priority to young people, qualified and willing to take them up; better conditions for cultural and personal development, more recreational and leisure-time facilities, more facilities for sports and games, better opportunities for a harmonious development of youth personalities.

The *youth policy* and programmes in India include all these components.

(i) Youth and employment

Anxiety about employment, job security and economic stability is one of the most common causes of psychological and emotional stress on young people, and accounts for many of the symptoms of youth unrest, disillusionment and frustration. An assured sense of future security has, therefore, to be created to enable youth to achieve full participation in national endeavour.

One of the goals of the planning process has, therefore, been to optimise economic growth and improve employment prospects within available resources.

Employment is of two types; paid employment and self-employment. Since the Fourth Five-Year Plan, (1969 - 70 to 1973 - 74), stress has been laid on the latter, that is on the generation of self-employment opportunities. Several measures were taken: infrastructural development in the industrial sector, promotion of viable schemes in the fields of animal husbandry, dairy, poultry etc., setting up of agro-service centres, creation of consultancy services, cooperative credit societies, assistance for the establishment of retail shops, establishment of marketing centres and societies, technical and financial assistance for organising service units for indigenous machinery among others. These efforts are continuing.

Educational programmes are being oriented to employment in a variety of ways, with two objects in view to relate education more purposefully to the task of economic development; and to develop among student and non-student youth, attitudes and skills such as will enable them to function as productive citizens. The programme includes:

- (a) curricula reorientation including work experience to be organised with the support of local communities and using local resources;
- (b) vocationalisation of higher secondary education (as already mentioned): this will be of varying durations organised in the light of man-power needs of the existing and emerging occupations;
- (c) introduction of job-oriented courses at the university stage; such courses are already in existence in some universities and are aimed at providing skills for which demand exists to enable students to secure gainful employment on graduation;
- (d) organisation of production-oriented programmes by the Nehru Yuvak Kendras for the youth in the locality;
- (e) expansion of the functional literacy and non-formal education programmes which will help young people in increasing their competence as productive citizens and to gain skills for initial employment and self-employment.

(ii) Radio programmes for youth - Yuva Vani

The main communication media, radio and T.V. have been put at the disposal of youth. "Yuva Vani" is at present broadcast from Delhi, Calcutta, Hyderabad, Jammu and Srinagar, for 5 to 6 hours per day. In addition, 50 stations/centres of All India Radio broadcast programmes of varying duration and frequency in different languages for the youth. Selected programmes from Yuva Vani are re-broadcast by the general radio service in Delhi, Jammu and Calcutta to encourage adults to understand the viewpoints of the young.

Yuva Vani provides a forum to the student and non-student youth for their self-expression. There is a high degree of involvement of and participation by the young in the programmes. Many questions of interest to the community are discussed by young people in these programmes.

Informal advisory committees have been set up at many stations which put out youth programmes. Young people along with educational and student welfare authorities are represented on these committees. The selection of topics, the tone and contents of the programmes are largely shaped by the youth themselves.

(iii) T.V. Programme for the youth

Programmes for youth are telecast from all the four T.V. centres in India.

Delhi does one youth programme in Hindi and one in English per week. Bombay has weekly youth programme in Hindi and fortnightly youth programme in Marathi and Gujarati. Srinagar has a weekly youth programme in Kashmiri. Amritsar does a weekly youth programme in Punjabi.

The aims and objects of the youth programme are similar to those in radio broadcasting.

(iv) Physical education, sports and games

In the field of sports and games the overall strategy of action is to broad-base the sports and games at the grass-root levels, both in urban and rural areas, for student and non-student youth. Through various schemes and programmes in these fields, attempts are made to enable the largest possible number of urban and rural youth to participate in sports and games activities through provision of competent coaches, of play-fields and related facilities, as well as through the support of self-initiatives and voluntary sports associations. Since a major section of youth live in rural areas, rural sports tournaments are being conducted so as to develop the games at the grass-roots level and to bring the rural and tribal youth into the main-stream of national sports.

This orientation provides also the basis for widening the scope of selection and training of potential talent and sportsmen . The scheme of National Sports Organisation introduced during the Fourth Five-Year Plan aims at promoting excellence amongst college students in the fields of sports and games. The scheme provides for:

- (a) development of physical facilities in universities.
- (b) provision of coaches;
- (c) organising coaching-cum-competition camps;
- (d) award of Sports Talent Search Scholarships.

Financial assistance is given to State Sports Councils for construction of stadia, swimming pools, flood lighting of stadia, coaching camps, purchase of sports equipment and establishment of rural sports centres. Special attention is given to the rural areas with a view to identify the youth who have a natural propensity in certain games like distance running, children of fishermen and others engaged in aquatic vocations, youth in tribal areas for Hockey and Archery. Facilities are provided through the Nehru Yuvak Kendras (Youth Centres) to identify talent in sports and give them special coaching facilities. The Ministry has already held five All India Tournaments for rural sports since 1971. On an average about 1300 participants below the age of sixteen took part in the rural tournaments.

A special programme, called the National Physical Efficiency Drive, is aimed at awakening general awareness of the need and value of physical fitness and to arouse interest among youth in a higher standard of physical efficiency and achievement, promotion of indigenous sports and yoga, promotion of mass youth rallies etc.

These schemes also identify talented boys and girls in sports and games and encourage them through competitions at various levels. For the especially talented ones a programme of scholarships is being implemented. During the Fourth Plan fifty scholarships per year were granted. The number of scholarships has been raised to hundred per year in the Fifth Plan. To encourage young sportsmen in schools a scholarship scheme was introduced. The scholarships are awarded to students who excel in games and sports at the National and State level tournaments. The number of scholarships available during the Fourth Plan was two hundred at the national level and four hundred at the State level. The number of these scholarships during the Fifth Five-Year Plan is being increased to four hundred and eight hundred respectively per annum.

The Ministry of Education and Social Welfare has set up national level institutions both in the field of sports and in the field of physical education. Netagju Subhas National Institute of Sports, established in 1961 in Patiala in North West India, provides regular and condensed courses to train qualified coaches in different games and sports. By 1974, the Institute produced 2528 trained coaches. The Institute also administers the National Coaching Scheme under which various Regional Coaching Centres have been set up in various states and over three hundred coaches employed in these centres are engaged in providing competent training to young sportsmen. Laxmibai National College of Physical Education, set up at Gwalior in the State of Madhya Pradesh in 1957 provides graduate and post-graduate degrees in physical education so as to build up higher-grade leadership in physical education and recreation. Other Sports Schools are being set up in different regions to promote competence and standards in sports and to upgrade sports talent.

(v) Youth hostels and youth travel facilities

With the object to help young people of limited means to acquire a greater knowledge, love and care of the countryside, its beauty spots, historic sites, seventy four Youth Hostels, providing board and lodging at cheap rates, have been set up by the Central Government and the voluntary bodies in different places in the country. They also foster friendly relations between rural and urban people and promote inter-State and international contacts, by providing meeting ground in the homely and healthy atmosphere of youth hostels and their environments. In the creation of the network of youth hostels and travel arrangements and facilities for youth, voluntary bodies like Youth Hostels Association of India, Y.M.C.A. Y.W.C.A have taken active part.

4.5 Participation in decision-making

Participation of young people in the decision-making process is important both for maintaining the vitality of the society and for fulfilling an essential requirement of youth for self-expression and a

sense of involvement. The efficiency of various youth programmes is enhanced if young people are themselves involved in making decisions of the choice of programmes and in the modalities of implementation.

Once it is accepted that youth constitute a dominant factor for social change, it is only proper that they should be given a share in the decision-making processes so that their views, interests, imagination and attitudes are reflected in the final decisions that are taken. Although the Indian society, by long traditions, respects and values seniority and hierarchical relationships, principles of participatory democracy and democratic planning and action are gaining ground. Real practices in that direction are still few and inadequate.

Quite obviously, the degree of a participation and the extent to which the views of youth are decisive would vary according to the situation. This will depend on several political and sociological circumstances, as well as on the youth ability, willingness and competence to participate in taking part in decisions about public matters. This means that the orientation towards youth participation has not only to be encouraged, but also strengthened by specific educational, mostly non-formal, programmes and activities.

The degree of participation depends also on the area and subject. In some cases youth involvement in decision-making can be more prominent in educational matters, than in overall socio-economic problems; sometimes it is limited to recreational needs and youth institutions, instead of extending it into other areas of global youth interest.

The important steps in a youth policy favouring active youth participation involve not only the recognition of the fact that young people have the right to participate in decision-making, but also the provision of the appropriate mechanism by which they are able to do so:

- (a) opportunities for democratic self-government in student affairs and class and institutional management;
- (b) periodic discussions with students at the State and national levels whenever specific issues are under consideration;
- (c) setting up of various student committees at State and national levels through which students can participate in decision-making on major issues of national concern;
- (d) associating students with university bodies especially in matters of direct concern to them;
- (e) participation in the management of hostels, student centres, canteens, reading rooms, cultural programmes and maintenance of discipline;

Student Unions, if properly guided, organised and administered can provide rich opportunities for developing qualities of responsible and effective decision-making.

5. Summing Up

The above account attempts to present the direction and structure of youth policies and programmes in the Indian context.

Its main thoughts are:

- (i) From what were disparate schemes mainly oriented to the needs of the student youth (which constitute only a small fraction of the youth population), is emerging a comprehensive framework of programme directions that will encompass the youth population as a whole - student and non-student, urban and rural, illiterate and literate, skilled and unskilled, men and women, employed and unemployed.
- (ii) It recognises that the non-student youth have long been the non-privileged and less vocal group, but in reality represent a major force in national development.
- (iii) The policy takes into account the total need and roles of youth: physical, psychological, emotional, societal and professional; and recognises that the harmonious development of youth power will meet the balanced development of national wealth and strength.
- (iv) It has initiated a dialogue with youth in an effort at establishing direct communication and understanding of the youth perspective.
- (v) It has socio-economic visions, and is oriented to correct imbalances, inequalities and social inequities.

The implementation of this policy is, however, no easy task. The efforts in this phase are to establish an optimum organisational infrastructure which will be effective in a country of this size and diversity. The Nehru Yuvak Kendra (District Youth Centres) programme is designed to provide just a portion of such an infrastructure. It is hoped that by 1978 - 79, every district in India will have such Youth Centre nucleus around which various programmes for youth can be well-knit.

Before the full objective can be realised, however, several steps need to be taken:

- (i) Youth is a social category that needs to be assessed and estimated in more precise and scientific terms than at present. Only thus will data

be available on the basis of which programmes can be formulated to match precise needs. In the absence of such bases, programmes are liable to be *ad hoc* and emotional responses of little enduring value or impact.

- (ii) Youth is so dispersed that it cannot generate sufficient articulate power unless helped through education to give definite shape to its own strength.
- (iii) The classical notion that youth is troublesome and has to be placated and put out of mischief, is still entrenched in the adult sub-conscious and influences methodologies and approaches. Attitudes of patronage continue to permeate adult-youth relationships in subtle ways. These have to be consciously overcome if youth programmes are to gain meaning and validity and achieve their true goals.
- (iv) There is not sufficient research study and scientific knowledge about youth psychology, attitudes, reactions, perspectives, judgements and value systems in the Indian context. Such studies have to be initiated to provide adequate insight into these aspects of youth to help in formulating and implementing appropriate programmes.
- (v) Many more opportunities than in the past have to be provided to youth for expressing their needs, taking decisions, formulating programmes and in implementing them. The giving-receiving relationship that still persists has to be broken.
- (vi) In spite of the not insubstantial coverage achieved so far, the proportion of youth brought under youth programmes represents only a fraction of the total youth population. A much more massive involvement is needed if youth programmes are to make an appreciable impact both on the youth themselves, on the education system and on the national sense.
- (vii) To achieve such a mass coverage a large body of youth workers needs to be prepared. The basic fulcrum of youth activities will perhaps have to be the local dedicated youth worker. To build such a network of youth workers and leaders will call for considerable organisational, financial as well as manpower, resources.

(viii) Finally, many more resources will need to be made available for youth programmes, to achieve the coverage desired. Such resources cannot be provided from governmental sources alone. Mobilisation of resources through various channels is imperative and this in turn implies a sharper awareness of the importance and viability of youth and their development.

COUNTRY STATEMENT - INDIA

B

OBJECTIVES, SCOPE, STRUCTURE, MECHANISM AND PHILOSOPHY OF NATIONAL SERVICE

1. Genesis

There has been a growing awareness since Independence of the desirability of involving students in national service. The University Education Commission (1948) recommended the introduction of national service by students on a voluntary basis. A similar recommendation was made by the Education Commission (1964 - 66). It was in pursuance of this recommendation that the Ministry of Education introduced the National Service Scheme during 1969 - 70.

2. Objectives

In the early stages of the programmes, the main objective was to make the education of college students more meaningful and socially useful through their constructive participation in the task of national reconstruction and development. This orientation was also endorsed by the National Policy Resolution on Education which stated that "work-experience and national service including participation in meaningful and challenging programmes of community service and national reconstruction should accordingly become an integral part of education. Emphasis in these programmes should be on self-help, character formation and on developing a sense of social commitment."

However, in the course of the implementation of the programme, the original concept assumed certain new dimensions. It has now enlarged beyond notions of mere service flowing from students to the community; it has come to be bound with the nature of education itself in a developing society, and the objectives that emerge in the task of national reconstruction.

The scheme has three major programmes in view:

- (i) to link academic learning concerned with practical skills and experiences so that the student understands the relevance of what he learns to its application and use in real life;
- (ii) to provide opportunities and experiences to students individually or in groups to participate in community service and tasks of national development, related to their aptitudes, interests, talents and skills, and through such service to prepare them for responsible roles in life;

- (iii) to provide opportunities through special camping programmes for large numbers of student and also non-student youth to participate in programmes of national and development priority.

3. Progress - 1969-1970

The scheme was launched during 1969 - 70 on a pilot basis in about 40 universities and institutions covering about forty thousand students of the under-graduate classes. The enrolment increased to about one hundred and sixty thousand by the end of the Fourth Plan, that is 1973 - 74, representing about nine per cent of the under-graduate population of the universities. Nearly two thousand teachers have been involved in the scheme.

4. Programme Organisation, Structure and Mechanism

Under the programme any student studying in a college or a university who has opted and is selected for it, is expected to remain in the programme for a continuous period of two years. He/she is required to render social service for a minimum of 120 hours per annum.

The NSS unit in a college consists of not less than one hundred students. Guidance and supervision at the college level is provided by a teacher designated as coordinator by the principal.

The task of developing specific programmes for community service has been left to the teachers and students of colleges. The regional seminars, conferences and workshops on the NSS in which both student leaders and teachers participated, have developed general guidelines for programme development. The universities and colleges, on the basis of these guidelines, formulate the programmes often with technical help from specified schools of Social Work or University faculties.

The Schools of Social Work have been given the responsibility for providing orientation courses to teachers and for assisting the universities and colleges in the organisation and development of the NSS.

Three specialised institutions have been engaging themselves in research work, production of literature for the guidance of universities and for evaluation of the programme activities undertaken from time to time.

The programme of National Service is operated by the Central Ministry of Education in collaboration with the State Government. The expenditure on the implementation of the scheme is also shared by the Central Government and the State Governments. The programme is now in operation in almost all the universities in different States in the country.

At the Central level, programme formulation is done in consultation with informal committees and university teachers who have been appointed as advisers for the programme. Voluntary youth organisations are also consulted in the implementation of specific programmes.

At the State level, Advisory Committees have been set up for the programme, consisting of representatives of the State Government, University Programme Coordinators and Schools of Social Work. These Committees, allocate funds to universities in accordance with the policies laid down by the Central Government, secure cooperation of various governmental and non-governmental agencies for implementing the programme, review progress and promote development of literature in the regional languages. The State Education Department or Youth Services Department is responsible for the implementation of the scheme at the State level.

At the university level, there is a University Advisory Committee under the Vice-Chancellor with representations of Principals of Colleges and Heads of the Departments involved in the Scheme, the University Coordinator and representatives of Schools of Social Work and other concerned institutions. Student leaders may also be represented on this Committee. The University Advisory Committees allocate funds to colleges, fix quota of students for the colleges, sponsor service projects on inter-collegiate basis and function as liaison and coordinating agencies for the National Service Programmes in the university. Most of the universities have appointed one of the senior teachers as Programme Coordinator at the university level to look after the implementation of the programme.

At the college level also, there are committees with the Principal of the College as the Chairman and the teachers working with National Service programmes and a few student leaders as members. The Committee works out the programmes within the general framework of the Scheme, helps the teachers in charge in developing programmes and enlisting student participation.

For establishing effective liaison at the State and university levels and to streamline the functioning of the scheme, the Central Government has set up zonal/regional offices at the headquarters of various State Governments. A Programme Adviser in the Central Ministry of Education ensures proper implementation of the programme in the field and is in overall organisational control of the zonal and regional offices.

4.1 Linking academic programmes with practical activities

As stated earlier, one of the objectives of the NSS programme is to enrich college education by enabling student volunteers to integrate observational and work-experience in NSS activities with the content of their courses. This is more easily done in respect of some courses than in others, but in principle it should be possible to forge such links between most college courses and the NSS experiences.

Exploratory work has been carried out in one of the institutions.. in forging such integration between course curricula and studies, in the areas of sociology, economics and psychology. Working groups were set up to examine the course curricula and to show how on the one hand college courses can provide the necessary background and equipment to students to enable them to participate effectively in the NSS tasks, and on the other, to show how NSS experience can help them to gain clarity and insight into the subjects in the class room.

For example, in the curriculum of economics, areas which can be used in practical programmes by students in the local community include cooperation and rural development, population and demographic studies and follow up information campaigns, various areas related to industries and labour, like workers' education schemes, counselling services for workers, family welfare, children's education, hospital care etc., and participation in banking services. Several survey and action projects have been initiated.

Similarly, the programme of sociology provides a wide range of choices in the selection of projects which can be undertaken by NSS students, in a study of social phenomena, causation and methods of tackling social problems. Specific areas of activities identified include study of social structure, study of industrial sociology, educational programmes, particularly for drop-outs, slow learners etc., study of the nature and role of various social groups, observation and study of the role of customs and values in different segments of population, study of personality structures, participation in rural community and rural welfare projects, projects related to social control and social change.

Another area which lends itself for such linkages relates to social service in hospital settings. Mobile Hospitals (Hospitals on Wheels) set up in each of sixteen States provide rich opportunities for medical students to take medical care and service to the door of the rural population. Several other services are possible ranging from administrative work connected with the registration of patients, preparation of graphs and charts etc. to physio-therapy, health education, eye camps, assistance to patients and blood bank work.

One of the Indian institutes of technology has developed a series of programmes to enable professional course students to apply their knowledge for the betterment of the community and for utilising social service as field studies. Programmes have been developed in agricultural activities, rural housing, sanitation and roads, location of underground sources of water etc.

To place such linkages between the curriculum and practical activities on a wider base, ways and means are being worked out for integrating national service with the education system in the country. When details are finalised, it will be possible to make national service a part of the curriculum of studies at the college level, and especially to include practical training and on-the-job field training in the curriculum of studies in as many disciplines as possible.

4.2 Participation in community service

A wide range of programmes is organised which provides opportunities for the student members of NSS to participate in community service. Some of the major programmes are described below.

4.2.1 Village work

Since an overwhelming majority of people live in rural areas, considerable emphasis is placed on rural work. Projects include: educational programmes, such as adult literacy classes, coaching classes for school

leavers, mobile libraries and children's libraries; health and sanitation programmes, social medical service, mass immunisation programmes, preventive and social medicine; social education and cultural programmes and programmes of socio-economic development; socio-economic surveys in villages selected for intensive work; agricultural programmes such as demonstration farms, farmers education about improved seeds and fertilizers; work camps in rural areas; construction of approach roads, culverts, drains, brick pavements and community buildings.

There are instances of students making significant contributions to the development of resources in rural areas by constructing percolation tanks, wells, irrigation and drainage channels, link roads and compost pits. Students of an institute of technology constructed a water tank in an area which had acute shortage of water. They drew up a development plan for a group of thirteen villages. Most of these projects are collaborative efforts involving the local community, student groups and Government departments responsible for rural development works.

4.2.2 Work in urban areas

This generally focusses on slums, Harijan and labour colonies. Programmes taken up include remedial classes for school children, adult literacy classes, helping school drop-outs, organising mobile libraries for children and reading rooms for adults, immunisation and sanitation drives, health checks, community health programmes, dispensaries for medical and first-aid, social education, recreational and cultural activities, work camps for the construction of children's parks etc. Some colleges have constructed rooms at their campuses or in adjacent areas to be used as multi-purpose centres for slum residents. Students of some universities have conducted surveys in urban areas on behalf of departments of social welfare and urban community development departments.

4.2.3 Institutional work

Another popular area of NSS student involvement are activities connected with other institutions and organisations. Students render help to patients in hospitals, in setting up drug banks for needy patients, helping inmates of orphanages, Cheshire Homes and institutions for the physically, socially and mentally handicapped, organising vocational training and resettlement programmes for lepers, welfare programmes for prisoners, raising funds for welfare organisations and institutions and so on.

Institutions for the destitute, homeless children and the handicapped have provided satisfying work opportunities to the NSS volunteers. Inmates of these institutions also look forward to the visit of student volunteers who spend time with them and take them out occasionally. The NSS Unit of a women's college contributed to the enrichment of services rendered by an institution for the blind.

4.2.3 Campus programmes

Several programmes are organised on the university campuses themselves. Examples would be adult literacy classes, coaching classes for children of employees, children's libraries, book banks for students, campus improvement projects, cultural and recreational programmes for employees and their families etc.

4.2.4 Projects designed to confer economic benefits

These include: production centres for women run by student volunteers from women's colleges; setting up of poultry farms, fisheries and kitchen gardens etc.

4.2.5 Educational programmes

This is an area of activity which draws many NSS members. Educational projects include: construction of school buildings, running of literacy and adult education centres, and organisation of coaching classes for school children in slum areas, and training programmes for rural youth by students of agricultural universities.

4.2.6 Health services

This is another popular area of activity. Services organised in the area of health include: mass immunisation campaigns against communicable diseases, running of health centres with the help of medical students, health education, blood donations, sanitation drives, and camps for the treatment of eye diseases. Health work done by NSS students has often earned the appreciation of municipal authorities and the local population.

4.2.7 Recreational programmes

Organisation of sports events and recreational programmes for youth and children in slums and in rural areas has been another popular activity. Students of one college have been organising holiday camps for children in slum areas.

4.2.8 Relief work

Several university NSS workers assist in relief camps at the time of earthquakes and cyclones and other natural calamities. The service rendered by student volunteers in refugee camps have drawn appreciation from organisers. In emergency situations created by drought, floods, earthquake, fire and war, students have given assistance of a type that can rarely be rendered by an official machinery. The idealism, zest and integrity with which student volunteers have worked show that there are immense potentialities for using their services for public good.

4.2.9 Work with a tribal community

An interesting example of what can be accomplished by students through organised effort comes from a tribal community which was allotted land by Government for agricultural purposes. Students of a college,

through their NSS unit decided to help the tribal families in developing this land. They worked on the farms and with the help of the State Department of Agriculture introduced the tribal people to improved methods of cultivation. As a result of these efforts, there was substantial increase in crop production. The community that was unable to produce enough to meet its requirements has now become self-sufficient. But for the interest taken by the students, the land allotted to the tribes would in all probability have passed into the hands of money lenders.

4.3 Special camping programmes

a. Youth against famine

During the summer of 1973 - 74, a country-wide programme of Youth Against Famine was launched to meet the situation created by drought. This brought together universities, development departments of the Government and voluntary agencies in a cooperative effort to plan and implement programmes of relief and development. Students assisted in executing schemes for providing help to the drought affected population. They also undertook several projects in different parts of the country, for building up durable national assets so that people in rural areas would be better prepared in future to face conditions created by failure of rains. Over 65,000 youth participated in about 750 camps. About one-fifth of these were non-student rural youth who worked and lived along with student volunteers.

b. Youth against dirt and disease

Following the success of the Youth Against Famine Programme, special all-India camping programmes during vacations have been made an integral part of the National Service Scheme programmes. A special camping programme called "Youth Against Dirt and Disease" was launched on an all-India basis during the vacations falling in the academic year 1974 - 75. The activities under this programme concentrated on (i) environmental sanitation; (ii) medico-social work such as mass immunisation including primary vaccination, and provision of potable water; (iii) popularisation and construction of gobar gas/bio-gas plants wherever feasible. (iv) combating illiteracy. The students explained to the villagers the methodology of how to dispose of dirt, and deal with different water borne diseases, environmental sanitation, etc. They also distributed literature and explained the advantages of installing of gobar gas plants which could provide free fuel to the villagers without loss of fertilizer and destruction of trees for burning. Other activities include socio-medical surveys, organisation of medical camps, cleaning of wells, construction of drains, mass vaccination, inoculation against preventable diseases and combating illiteracy. Over nine hundred camps each involving about twenty-five to forty students and teachers, were held in different parts of the country. The programme has generated a good deal of interest and many have suggested the continuance of this campaign for another year.

4.3.1 Impact of the special camping programmes

These special camping programmes had two-fold objectives - educational and development. The educational objectives were to develop knowledge

and awareness among youth about their social responsibilities, to involve them in planning, organising and executing such projects using their knowledge and skills, and to provide them with opportunities for deepening their understanding. The developmental objectives covered the involvement of youth in nation-building activities and in the creation of durable community assets.

Opinion surveys carried out indicated that the work projects undertaken as part of these campaigns were of great significance and importance to the youth. They had gained deeper knowledge and awareness about social forces, attitudes, responses etc. gained a new sense of social responsibility, learnt to plan, organise and execute projects, acquired experience in group and community living, learnt to appreciate the dignity of labour, developed better understanding of sections of population coming from other regions. The programmes also served to develop better understanding and cooperation between different organisations and brought the university community closer to the people.

Certain guidelines for future efforts have emerged from the campaigns already organised:

- (a) adequate advance planning should precede the campaigns;
- (b) the community selected for the campaigns should be those with whom contacts have already been established over a period of time;
- (c) the contacts established during the campaigns should be continued and expanded and not be treated as one-time activity;
- (d) development departments should be made aware of the potentialities of such schemes in strengthening their own programmes, especially among the weaker sections of the community;
- (e) liaison with a large number of voluntary organisations will help in diversifying the project and provide richer experience to the students;
- (f) the involvement and participation of the academic faculty in such developmental activities should be appropriately recognised by universities, Government and other official and non-official agencies.

5. Summing Up

Experience gained so far in implementing the programmes of the National Service Scheme have been positive and encouraging. For example:

- (i) the scheme has brought its members in direct contact with community problems and needs, and developmental processes;

- (ii) it has helped to instil an appreciation of the dignity, worth and value of manual work, and of self-reliance;
- (iii) the camps and joint projects have provided opportunities for the understanding of other cultures, and thus directly and indirectly contributed to national integration;
- (iv) where sufficiently integrated, it has helped to make the academic programme more relevant and linked with community and national goals, and social and economic processes.

However, a great deal needs to be done to develop and sustain programmes which are meaningful and satisfying to participants - teachers and students alike.

- (i) The coverage needs to be of much larger magnitude to make a lasting impact on the student ethos. One important issue, in this connection, which is currently engaging the attention of the University Grants Commission, is that of making national service a part of the curriculum of studies at the college level, especially by including practical training and on-the-job field training in the curricula of studies of as many disciplines as possible. Ways and means are being worked out of integrating national service in the educational system of the country. This is not an easy task, involving as it does, basic changes in educational programmes, and more than three million students in colleges.
- (ii) Another problem is that of selecting and developing suitable projects. This has to be a collaborative effort involving planners, administrators, members of the academic community and voluntary organisations. It is necessary to build a climate in which students are looked upon as partners in development tasks.
- (iii) NSS programmes to be truly meaningful, should serve as laboratories for the understanding of specific social and economic problems of the area, so that the students can contribute their knowledge and skills to a solution of these problems. This will also bring academic learning in closer touch with its application to reality.
- (iv) NSS Programmes should also be development oriented and help in widening the community's horizon of thinking and activity and lead to self-help projects. The non-formal education programmes being implemented in the Fifth Plan contemplate the close involvement of NSS volunteers either individually or in groups.

COUNTRY STATEMENT - JAMAICA

A

NATIONAL YOUTH PROGRAMME

1. Introduction

Jamaica like most Commonwealth countries has a relatively young population. Approximately 50 per cent of the population is under 25. The age of the population reflects itself in the composition of the labour force and particularly that part of the labour force which is unemployed, in fact a total unemployed labour force of 179,600 or 22.4 per cent in 1973. The unemployment rate in the age group 14-25 is 40 per cent. These figures, in addition to the number in the age group who are currently employed and those pursuing academic or technical studies, indicate the nature of the problem, if it be termed a problem rather than a challenge, which faces the Government. But if the sheer magnitude of numbers seems overwhelming, the situation becomes even more intractable when the numbers are translated, as translated they must be, into each individual with his or her own aspirations, personal goals and views of the broader society. In so far as youth is characterised by qualities such as enthusiasm, eagerness and willingness to question even the fundamental assumption on which their society is based, qualities which if not lacking in adults are somewhat tamed, then the opportunities must of necessity be created for their full and meaningful participation in the society. The problem, therefore, is not just economic but social, and in so far as they involve the attitudes and hopes of the individual, also psychological.

Jamaica, because of the proximity to North America, has a population whose views, outlook and habits are influenced to a large extent by events in that country. Thus, while the problems of underdevelopment peculiar to most countries in the Commonwealth pertain, attitudes and aspirations are influenced by those of a developed society. Since these are societies in the vanguard of change, the youth is naturally sensitive to these influences. They may react favourably to them or against them, but the influences do affect their individual psychology. Such a situation imposes on the Government an obligation of:

- (a) soliciting the views of youth in formulating its development plans;
- (b) taking positive steps to increase training facilities;
- (c) devising and implementing programmes to alleviate unemployment.

In so far as youth is characterised by idealism, flexibility in response to change and reliability of commitment, they constitute the most important resource in the society, and a Government which is committed to the mobilization and development of its human resources is invariably committed to the formulation and execution of youth programmes as part of its overall plans for national development.

The purpose of the Youth Programme is therefore:-

- (a) To provide gainful and productive employment for unemployed young people.
- (b) To involve young people in economic and social development, with special emphasis on agricultural and rural development in order to develop rural communities, increase agricultural production and arrest urban drift.
- (c) To give young persons who have not the benefit of education such training, work habits and attitudes, which enable them to secure adequate remuneration.
- (d) To mobilize the skills and energies of youth who have the necessary education in the process of National Development.

2. Scope

The Youth Programme is designed to involve young people who:

- (a) have little or no formal schooling;
- (b) have 'dropped-out' or left school for some reason or other;
- (c) have qualifications needed by the community for development;
- (d) are unemployed.

It encompasses the age group 18 - 25 and attempts to cover the entire country and not just the urban areas.

3. Types of Programme

There are four main programmes now functioning:

- (a) The Agricultural Programmes.
- (b) The Pioneer Corps Programme.
- (c) Youth Community Training Centres and Industrial and Agricultural Training Centres.
- (d) National Youth Service.

All these programmes except the administration of the Industrial Training Centre are administered through the implementing agencies of the

Ministry of Youth and Community Development. These are the Social Development Commission and the 4-H Clubs Organization.

3.1 Agricultural Training Programmes

The Cornwall Youth and Community Development Project

The first phase of this project has been renamed the Nyerere Community Farm. The objective of the entire project is to:

- (a) settle farmers especially youths in agricultural pursuits;
- (b) diversify and increase agricultural production by settling farmers on economic farm units;
- (c) arrest and regulate the urban trek.

The project is designed to:

- (a) utilise 5,352 acres of arable land for production of food crops, fruits and vegetables;
- (b) intensify development of 3,270 acres suitable for pasture;
- (c) utilise 3,400 acres for forestry projects.

It is proposed to settle 910 persons, mostly youths, over a four year period on the 5352 acres of land.

The project is being implemented under the aegis of the Social Development Commission, and involves inputs from various Ministries and also public utilities.

It is intended not just to have an agricultural settlement but a complex of community facilities including light, water, housing recreational and cultural facilities. So far 87 young people have been settled on the land. This includes some potential farmers from the urban area. The project is supervised by a Managing Committee consisting of representatives of young people on the farms and technical personnel on the project. There are various sub-committees for housing, recreation etc.

The problems in the operations of a project of this type **are** mainly:

- (a) Co-ordination of services between agencies;
- (b) the size of the project;
- (c) the relationship between urban and rural youth;
- (d) the relationship between a new settlement and the integration with the existing community.

These problems present difficulties but these difficulties though serious are not insurmountable.

3.1.1 Feeder projects

In addition, there are a number of feeder projects. This is an urban agricultural programme designed to utilize unused lands in the urban areas for agricultural purposes. There is also an attempt to use the opportunity to identify prospective farmers for future settlement programmes with a view to revising the urban trek. There are at present two such projects; these are largely community based and involve a total of 50 young people.

3.1.2 Soil conservation and forestry projects

Soil conservation and forestry projects are run in conjunction with the Ministry of Agriculture. These are largely labour intensive and provide opportunities for employment and training, both technical and social.

3.2 The Pioneer Corps

The Pioneer Corps provides an opportunity for youths who can be described as disadvantaged and unemployed to receive:-

- (a) gainful employment;
- (b) both skill-training and training to inculcate positive work attitudes and social habits;

as well as to participate in national development.

It brings youth together for the purpose of assisting communities to acquire the services they identify as essential. These include the construction of basic schools, day care centres, youth clubs etc. The emphasis is on projects of a labour intensive nature and should last six months. The programme has a complement of 3,000 and it is proposed to expand this number to 6,000 during the coming fiscal year.

3.3 Training

Remedial education is provided in Youth Community Training Centres. This is designed to improve basic literacy and provide pre-vocational training and covers the age group between 16-19. The question may be raised as to why youths of this age group are not in school. The conventional or formal educational system cannot provide sufficient places for them. Consequently, they are forced onto the labour market but the economy like most other economies is not geared to absorb large numbers of people who are unskilled and untrained. In other countries they either stay in school longer (most developed countries) or are absorbed back into the extended family system (some Asian and African communities) until they are older. In Jamaica the educational system is incapable at the top to absorb these young people and the family system is oriented around the nuclear unit. Hence youths have little institutional support. It is recognition of this situation that gave rise to the formulation of Remedial Training Programmes.

The curriculum also attempts to expose the trainees to courses such as Family Life Education and Recreational and Cultural Programmes. There are nine Centres with a total capacity for approximately 3,000 students. These students will after graduation enter the Vocational Training Centres where they will receive skills training. There are 22 Industrial Training Centres at present and six Agricultural Training Centres.

3.4 National Youth Service

The National Youth Service evolved out of an examination of the problems and needs of the society and can be described as a mechanism through which the energies of youth can be mobilized in the process of development. Designed primarily to involve young people who have attained certain academic requirements, it allows for the mobilization of scarce skills and energies in the development process, specifically in the economic, social, educational and health fields. It allows for the deployment of qualified personnel in areas where they are most needed. In addition, the service helps to inculcate and develop a commitment to service to the society on the part of youths. On an individual level it gives those who are a part of the service the necessary experience and training which help to equip them for work and life in the society, in addition to allowing a greater scope for choice of careers.

By bringing adults and youths into a working relationship in areas of national needs, it allows for the type of inter-action which helps to bridge the gap between adults and youth, leads to greater understanding and also channels the energies and talents of both groups towards achieving the goal of development of the society.

4. National Youth Programmes and Community and National Development

The Ministry of Youth and Community Development is concerned with the development of youth as a component of community development. All the programmes outlined previously are, therefore, primarily community based. Community development involve the development of the national and human resources of a particular community. The Youth and Community Services division of the Social Development Commission, working in conjunction with the community, identifies their needs; and the various programmes are geared to satisfying these needs. There is, therefore, a close relationship between the youth programmes and community development as was indicated by the description of the programmes. The settlement programmes go even further and are designed to develop new communities and/or expand existing communities.

In so far as the objectives of the programmes are attained, they contribute immensely to national development. The development and utilization of youth resources can only have a positive effect on the success of present development plans and the continuity of future development.

The problem of implementation are primarily:

- (a) limitation in terms of financial resources;
- (b) shortage of trained manpower to both train participants and supervise projects.

These problems are peculiar to all projects except the National Youth Service. In a country without a tradition of compulsory military service, the compulsory nature of the Youth Service naturally poses problems. Any form of compulsory service generates a certain amount of conflict unless there is sufficient identification with commitment to national goals. It is hoped that the service itself may inculcate these traits; however, problems remain nonetheless.

In some cases projects run into snags because of the lack of sufficient lead time between planning and implementation; and where different agencies are involved there is the problem of co-ordination. It is within the capacity of Government to deal with these secondary problems, but those listed as (a) and (b) are more inveterate and of a long-term nature.

An attempt has been made to discuss and review these programmes with youth groups and consequently, there is an input by youth into the programmes at the planning, implementation and review stages.

The response to the programmes has been gratifying. Indeed, apart from the National Youth Service, the other programmes have been over subscribed. The limitation that prevents their expansion is peculiar to developing countries and while this is formidable, given the will and determination of government and people, these obstacles can be overcome.

COUNTRY STATEMENT - JAMAICA

B

THE JAMAICA NATIONAL YOUTH SERVICE

1. The Concept

The following are excerpts from a speech by the Prime Minister of Jamaica, Hon. Michael Manley, on May 31, 1973, introducing the National Youth Service.

"I think that all of you will agree that we have tremendous problems in Jamaica. Let me see if I can indicate some of them that bear particularly on the National Youth Service.

I think first of all, we have the problem that something in the way in which we are bringing up our children - and by that I mean the totality of parental experience, the home experience and the school experience - is not producing a child that has any sense of service to his country. I think that in young people, there is present, the potential for a sense of service. I think we need to develop a population, a society in the future that has at least in part a commitment to the idea of service, of love of country and of feeling that your country is something from which you not only take, but to which you also give; this is something that has got to be implanted by practical experience, it is not something that will just happen

Also I think, very often, one of the problems that is occurring in the labour market is that when children finally go out to earn their keep, to earn their way in the economic system, they have no real grounding in adult discipline, no real grounding in any sense of disciplined obligations.....

Also we have the problem,.....that we are not yet creating a generation of people who really, as I say, feel the meaning of our motto "Out of Many One People" which does not mean that people of different skins, colours, manage to live together in Jamaica..... What it suggests to the country is that we are trying to build a society that shares a common sense of concern, a common sense of belonging to one people, a common sense of rights and a common sense of action.

"Out of Many One People" means not having privileged groups with unlimited access and underprivileged groups with very limited access, but one group of people with

a general access to the fruits of society, but where the heights to which they climb are determined by their merits, their application, their character and so on and so forth.....

If Jamaica is going to live forever under the matrix of a conventional methodology, the conventional way of doing things, we cannot overtake our problems. Therefore, I see in National Service.....the meeting of the objectives of implanting an idea of equality, implanting a nation of service and also a practical way of helping to prepare our young people to better themselves for the business of being an adult later on."

As conceived by the Government, the Jamaica National Youth Service was an attempt to mobilize the youth and utilize them in the process of national development. Fundamentally, the programme aims at two major objectives:

- (a) the utilization of the energies and skills of the youth in order to fill some of the gaps in the social services, thereby enriching the quality of the programmes offered to the nation;
- (b) the development within the young of a sense of discipline, egalitarianism, and commitment to National Service.

Although it attempts to match the placements of these young people in areas of their choice, thereby contributing to their future careers, the two years is not primarily designed to provide skill or training. The emphasis is placed on community needs and in providing for the nation the kind of division of skills which will best contribute to an even development. The programme, therefore, attempts to place Serviceworkers in the entire range of public and private social service enterprises within the country, with special emphasis on the areas of crucial need such as teaching and training. Special attention is also given to rural assignments in order to help provide and improve services in this traditionally neglected sector of the society.

As the youth serve, the National Youth Service exposes them to programmes and activities for their personal and social development. Although not yet complete a specially prepared "life-skills" package is being designed covering such topics as:

- West Indian Political Development
- Community Rights and Responsibilities
- The World of Work
- Role of Social Institutions
- The Use of Leisure

Home and Family Life

The Serviceworkers are also encouraged during their period of service to organize activities for and with the communities in which they serve, outside of their regular assignments.

2. Programme Developments

1973 - 1974

The National Youth Service programme was launched in September 1973 on a limited basis with recruits drawn from volunteers between the ages of 17 and 30. At its launching, the Prime Minister indicated that although the National Youth Service in its first year would be a volunteer one, beginning in 1974 it would be made compulsory for certain categories of young people. Only 1,000 persons were to be selected in this first year.

The reason for limiting recruitment at this stage, was to allow a chance for the development of various systems necessary for the implementation of this kind of programme.

Making the entire operation work would depend on how adequately an administrative structure was organized and how efficiently logistical procedures such as registration, placements, payments and housing could be organized. Limiting recruitment would therefore allow for the proper phasing in of these systems.

In addition, the agencies in which Serviceworkers were placed were kept to a minimum. The teaching service, mainly at the primary levels, absorbed the vast majority of the first-year recruits. This was in keeping with the government's policy of making education more available at all levels and more specifically upgrading the quality of primary education. Recruits were also assigned to work in the adult education programme, the skill training institutions for drop-outs between the ages of 14 and 19, recreational institutions for the young, a school for the deaf and child care institutions.

1974-1975

In September 1974, the programme was expanded both in terms of the numbers admitted and the areas in which Serviceworkers were placed. All high school students, citizens of Jamaica, from public or private institutions who had attained the graduating levels were required to give two years of national service. Provision was also made for a small number of volunteers with appropriate skills to be included in this recruitment.

Exemptions from the service could be gained on only two grounds:

- (a) a serious handicap or illness which would prevent the individual from normal functioning;
- (b) where it could be demonstrated that performing the service would cause serious hardship to this individual's immediate family.

Deferments could be requested on the following grounds:

- (a) serious temporary illness;
- (b) hardships of a temporary nature;
- (c) pregnancy;
- (d) for post-secondary study.

The length of the deferment would depend on the nature of the particular need.

In those cases where it was found necessary, requests for exemptions and deferments were carefully checked by officers of the National Youth Service. In case of educational deferments, proof of registration had to be submitted within a month of the applicant's entry into the educational institution.

The agencies in which Serviceworkers were placed expanded greatly to include most government operations and private social service organizations. The major emphasis remained on the areas of teaching and training but the health services, agriculture and special community development projects absorbed a significant proportion of the Serviceworkers.

3. Supervision Training and Guidance

The National Youth Service maintains a field staff to provide a link between the administrative centre, on one hand, and the Serviceworkers and agency supervisors on the other. These Field Officers are responsible for attending to the personal needs of the Serviceworkers (arranging housing, helping to sort out financial problems, helping to arrange medical assistance) as well as ensuring that work supervisors' problems with Serviceworkers are sorted out. Where conflicts arise especially between agency personnel and Serviceworkers, the Field Officer has to act as a mediator helping to work out solutions. Particularly in a programme as young as this one the Field Officers are kept busy performing this kind of function.

On-the-job supervision and training is the direct responsibility of the agency in which the Serviceworkers are placed. Before placing Serviceworkers in an area, the National Youth Service staff enters into expanded negotiations with the agency heads. The purpose of this exercise is to ensure that:

- (a) the concept of the service is properly understood;
- (b) there is adequate supervision available;
- (c) there is clear definition of the jobs to be performed;
- (d) suitable arrangements are made for the training of the Serviceworkers in the job to which they have been assigned;

- (e) proper arrangements are made where the job involves travelling or extended periods away from home base.

The agencies do not select the persons they want; they merely spell out the nature and location of the jobs, and the basic qualifications needed, and National Youth Service organises the placements. From this point, the agency is expected to train, supervise and give job counselling where needed. Transfers are not encouraged, and given only in special cases such as personal problems, job incompatibility or very bad performance either on the part of the Serviceworkers or the agencies.

4. Programme Valuation

Evaluation takes place at a number of levels. As would be expected at Cabinet level, there is constant review of overall policies of this new programme. The staff also does the normal day to day assessment and revision.

There has been established, however, a special review committee comprising the Minister of Youth, the Parliamentary Secretary in the Ministry of Youth, senior civil servants, representatives of the Serviceworkers, representatives of major student and youth organisations as well as a Field Officer and agency personnel. This body is designed to look at the entire policies and operations of the Service on a continuing basis, and make recommendations to appropriate bodies for changes. It is hoped that this group will go beyond deliberation into action as far as setting up some of the machinery for innovations which it suggests and are approved.

Evaluation also takes place on a continuing basis with agencies both at a central and regional level. The National Youth Service staff organizes special evaluation meetings through its field staff in order to reinforce the guidelines of the programme as well as to get an accurate picture of programme developments. Some special agency evaluation forms are sent out at regular intervals to be filled in by the supervisors in various locations.

At the Serviceworker level, written evaluation sheets are periodically sent out to get some insight into the areas in which they believe the service is or is not performing adequately. In addition, through the regional groupings in which the Serviceworkers have organized themselves, important feed-back is gained on their view of the service and the problems they face.

5. Statistics

1973-74

Total Volunteering 3,423

Total placed 1,040

1974-75

Total Serving (as of January 31 4,808
1975)

Total Granted Education Deferments ... 1,954

Total Granted Exemptions & 224
Non-Education Deferments

6. Conclusion

The new National Youth Service programme has successfully moved into operation and already has made an impact on a number of long neglected social service programmes. Its effect has been probably most dramatic in the education services, as there has been an acute shortage of teachers and teaching assistance at all levels. Through this programme, the nation has been able to accelerate its current drive for expanding educational facilities, especially in the rural areas; create more Youth Community Training Centres to provide skills for the teenage drop-outs; make renewed attempts to wipe out adult illiteracy.

Programmes for the handicapped and for children without parents or from poor homes have also benefitted quite significantly from the introduction of the National Youth Service. Private social service agencies, in particular, have in many cases gained a new lease on life because of the availability of Serviceworkers to help them launch ventures which they had been unable for many years to make a reality.

The results are not always as dramatic even though the contribution is not any less important. In agriculture, the National Youth Service provides essential supportive services; Serviceworkers have been assigned to the public record offices in the gathering of statistics for national use - some serve as researchers in the legal aid clinics.

There are, however, a number of problems which at this stage still loom very large:

- (a) A number of wrinkles still exist in our logistical systems such as payments, placements and follow-up.
- (b) The real meaning of the programme is not still fully understood by some Serviceworkers as well as agency personnel. Constant reinforcement is necessary.
- (c) Finding accommodation particularly in the more remote areas is very difficult. These are usually the areas most in need of assistance. Special building projects are being proposed to remedy this situation.
- (d) Rural transportation patterns are often irregular and therefore present problems with the meeting of deadlines.
- (e) Communication between the administrative centre and the field is still inadequate. Keeping this large and dispersed number (Serviceworkers, agencies, parents, field staff) aware of all developments is a major undertaking. Some gradual decentralisation is being planned.

COUNTRY STATEMENT - KENYA

A

THE VILLAGE POLYTECHNIC PROGRAMME OF KENYA

1. Setting

Like most of the other nations of sub-Saharan Africa, Kenya is predominantly rural country with nearly 90 per cent of its 12 million people deriving their income from the land. The average per capita income of approximately K£42 per year reflects a small minority of urban income earners with the vast majority of the rural population who are earning less than K£35 per year. The gap between the urban, industrial sector and the rural, so-called "traditional", sector, and its effects on youth are of great concern in many developing countries, but Kenya has made notable strides in dealing with the problem.

2. Programme

A pioneering report of the National Christian Council of Kenya (NCCCK) in 1965 entitled "After School What?" focussed attention on the hundreds of thousands of primary school leavers who had little hope of finding wage employment or further education, yet who were unprepared in knowledge, skills or expectations for the rural environment into which they were left. The NCCCK report coined the term "Village Polytechnic" (VP) to describe the kind of post-primary training institution needed to prepare rural youth for self-employment. In September 1966, the Kericho Conference of Education, Employment and Rural Development focussed more national and international attention on the problem and again recommended the establishment of Village Polytechnics.

During the next several years, the Kenya Government undertook an experimental research programme of integrated rural development. The 1970-74 Development Plan referred to Village Polytechnics as part of a broad policy of youth training and rural development. When the programme got underway officially in 1971 with financial support for 40 VP's it built upon the previous efforts of the NCCCK, other voluntary agencies, and Kenya Association of Youth Centres and government assisted youth centres. By 1974, there were 75 Village Polytechnics with over 4,000 trainees located in 40 of Kenya's 43 districts.

3. Organisation and Administration

As described by the handbook produced by the Youth Development Division in the Department of Social Services of the Ministry of Housing and Social Services, the purpose of the Village Polytechnic is to be "a low cost training centre in a rural area. It aims at giving primary school leavers (graduates) from that area skills, understanding, and values which will make them able to look for money-making opportunities where they live and to contribute to rural development by building up the economic strength of their own community". These dual objectives of developing individuals and their communities are interdependent.

Almost all VP's offer training in carpentry and masonry for boys and in dressmaking and domestic science (usually including cooking, handicrafts and childcare) for girls. Other courses include: commerce (including book-keeping, accounting and typing), leatherwork (including tanning and shoe-making), metal work/tinsmithing, welding and fitting, motor mechanics, plumbing, baking, tailoring, agriculture (including animal husbandry, horticulture and beekeeping), painting, signwriting and technical drawing.

In addition to these courses which are offered at several Village Polytechnics, one also offers training in electrical work and another in tractor repairing and driving.

Most of the courses are of two years' duration, but baking is usually six months and there is an effort to make the time period more flexible in order to allow for differences in trainees' abilities and in the nature of the job market.

Most of the trainees specialize in one skill area, but there is a tendency to require some book-keeping and accounting for all trainees on the assumption that these skills are vital for any self-employment.

All Village Polytechnics are run by management committees made up of local persons with a particular interest in the programme.

As of June, 1974, there were 375 instructors in the 75 government assisted VP's (including managers who also serve as instructors). The most dramatic recent development was the increase in professional staff posts in the Youth Development Division of the Ministry of Housing and Social Services from 9 in mid-1973 to 22 in 1974, prompting some observers to remark that the employment-generating potential of the VP's began locally.

Under the Principal Youth Officer there are now three Senior Youth Officers (for administration, training and research), Provincial Youth Officers, and some District Youth Officers. In addition to these officers there will be staff in the Research and Training Centre to take over from the expatriate advisors in occupational surveys, agricultural education, village technology, curriculum development, community education, women's training and instructor training. As might be expected, the rapid increase in administrative staff had the short-term effect of slowing things down as decisions and requests had to pass through more layers in the structure. In the longer run, however, the advantages of greater communication and coordination, and the ability of the central staff (including the Research and Training Centre) to assess local needs and maintain an innovative momentum in the programme should compensate for the additional red tape. Thus far, the central staff has shown considerable creativity in exploring new crops for agricultural courses and new technologies for technical courses such as simple charcoal stoves and ox carts.

One of the basic factors behind the Village Polytechnic movement has been the desire to keep costs sufficiently low so as to:

- (a) enable VP's to be replicated throughout the country and;
- (b) enable trainees to learn under realistic conditions.

In 1973 - 74, the Kenya Government spent just over Kf210,000 on the Youth Development Programme including both Village Polytechnics and the lower-level Youth Centres), and approximately Kf154,000 was provided from overseas. In 1973, the NCKK gave some Kf12,250 in grants to Village Polytechnics in addition to its staff and other expenses.

According to the evaluation of the Village Polytechnic Programme recently completed by a team from the Norwegian Agency for International Development and the Kenya Government (usually referred to as the Norad report), recurrent costs per trainee run from Kf25 to Kf35 per year. Since equipment and tools have come from Unicef and many other sources, it is difficult to estimate overall costs, but the Norad report assumes that it is close to Kf90 per trainee per year.

Interesting patterns are emerging with regard to the funds generated from the sale of goods and services produced by the trainees. Usually, the proceeds are accounted for by course so that a manager can keep track of the expenses and income of each skill programme. Although patterns differ, a number of VP's set up funds for the graduates from the proceeds or buy tools and equipment to plough back into the VP. Frequently, a proportion of the proceeds goes straight to the trainees in the form of pocket money, which can be a powerful incentive in training.

A particularly promising development initiated by NCKK is the establishment of a revolving loan fund from which VP graduates could purchase tools and equipment. This and similar schemes have recognized the difficulty of a person-regardless of his technical skills-getting started in self-employment. Tools, capital, land, or other basic inputs are needed, as well as the know-how.

4. Educational Strategy and Rationale

A fundamental premise underlying all Village Polytechnics is that training should conform as closely as possible to the realities the trainees will face when they leave. This has affected:

- (a) *the courses* - which are supposed to be developed in response to identified needs in the local area;
- (b) *the technology* - considerable attention is being given to the identification and development of appropriate technology which should be low-cost, relatively labour-intensive, easy to make and repair;
- (c) *the training* - whenever possible the trainees sell what they produce on the local market or they work on a contract basis in such fields as masonry or motor mechanics. This not only generates badly needed revenue but also helps ensure

that the training is relevant to local needs.

Some village Polytechnics are autonomous, some fall under various church voluntary agencies' auspices, and some consider themselves as belonging to the government. A typical pattern is for a management committee to seek help from NCKK (which in turn raises funds from overseas to support the Village Polytechnics), and perhaps later to get support from the Youth Development Division of the Ministry of Housing and Social Services. Although one frequently hears a VP refer to its being "taken over" by NCKK or the government, this is a misunderstanding of the grant-in-aid system by which NCKK or government subsidizes the projects.

One can get a better understanding of the apparent confusion over the role of outside support by examining Kenya's unique *Harambee*, or self-help, tradition in education. Studies of the privately financed secondary schools, which grew from only a handful at independence in 1963 to far more than the government supported schools by 1969, and of the more recent "Colleges of Technology" at the post-secondary level indicate that, while parents were willing to take matters into their own hands to provide additional opportunities in the short-term, their long-run objective was for the government to take over the self-help institutions, understandably because of the enormous running costs involved.

Although both institutions offer a second chance for primary school graduates, it is important to distinguish between Harambee schools and Village Polytechnics.

Harambee schools offer:

- (a) high cost (usually over K£35 or double the regular secondary school fees);
- (b) poor quality (as judged by examination results); and
- (c) academic education in an effort to get children back into the formal school system.

Village Polytechnics on the other hand offer:

- (a) low cost (usually K£5-7 per year);
- (b) vocational training leading to local self-employment.

Because of the enormous social and economic differences between urban wage employment and rural self-employment, people in rural areas have frequently viewed any type of education or training (agricultural, vocational, commercial) as an alternate route back into the academic stream that seems to lead to urban wealth, despite the overwhelming odds against their achieving the prize at the end. Harambee schools are a costly gamble for rural people hoping that their child will be one of the fortunate few to make it into a government supported school. Village Polytechnics represent a more realistic possibility and may prove to be an inexpensive way of assisting

partially educated young people to lead productive lives in their communities.

The fact remains, however, that the impressive level of community support in the early stages of establishing a Village Polytechnic may weaken after outside support is forthcoming. Both the NCKK and the Youth Development Division of the Ministry of Housing and Social Services are sensitive to this problem, and, despite the inevitable effects of bureaucratic procedures and regulations concerning staffing and financial matters, they are determined to preserve the prerogatives of the management committees in shaping the programmes of Village Polytechnics.

5. Activities

The Youth Development Division is encouraging the formation of "work groups" of VP graduates (intentionally choosing a broader term than co-operatives) and we have published a well-illustrated, simple pamphlet entitled *How to Start a Work Group at your Village Polytechnic* which explains in straightforward style how to set up a group and what advantages can result from collective activity.

A key question, yet to be resolved, is the extent to which VP graduates will put existing craftsmen out of work, or create new opportunities in the rural areas. A large sign in the headquarters of the Youth Development Division reads "Training Alone Does Not Create Jobs", yet the Village Polytechnic Programme is based on the assumption that the proper kind of training generates further opportunities for self-employment in rural areas.

In an effort to clarify this issue, the Youth Development Division published another report entitled *What Happens to Money in Rural Communities*. The booklet is in the form of a self-instructional exercise called "Interdependent Community Game" in which participants at a workshop would learn what happens to money in rural areas by assuming the roles of various local persons. By seeing the flow of money through the hands of farmers, teachers, tailors, truck drivers, shopkeepers etc., the management committees, instructors, and trainees in Village Polytechnics can come to understand the effects of increased skills in stimulating other sectors of the local economy.

The challenges of rural development cannot be solved by good intentions, however, and the ultimate test of the Village Polytechnics has been what happens to the youth after they complete the training courses. Although detailed research is not completed, preliminary sampling of VP graduates indicates that most of them are either self-employed or have found wage employment. The Norad report uses the figures 50 per cent - 75 per cent, and a researcher in 1974 concluded that at least 90 per cent of the boys trained in a VP in Western Kenya found productive employment, but the figure for girls was extremely low. This raises the problem of defining realistic goals for the training of girls since their entrepreneurial opportunities are subject to stricter cultural sanctions in rural areas than is the case for boys. As opposed to West Africa, rural women in Kenya cannot easily sustain themselves in respectable self-employment. However, most observers feel that VP graduates whether male or female, are significantly better off than their colleagues who never received such training. Even if few girls in an area get established in full-time self-employment, their training cannot be considered a waste if they have healthier, smaller families, can prepare more nutritious meals, and can make and repair simple clothing and household items.

It is generally agreed that the demand for skilled artisans in rural areas is limited by the level of development of the areas concerned. One can foresee the time when unemployed VP graduates might flood the local markets in carpentry or masonry, but the Village Polytechnic movement is extremely sensitive to this danger and both NCKK and government staff continually urge management committees to broaden and diversify their offerings.

It is also important to keep the scale of the programme in perspective. In 1974, only 0.5 per cent of the 16-19 age group were enrolled in Village Polytechnics or about 2 per cent of all primary school leavers. Even if the present plans for expansion discussed below are achieved, it is hard to imagine that the demand for rural artisans will be saturated. The problems of supply and demand of intermediate level manpower are more qualitative than quantitative however. An incompetent carpenter may have difficulty getting work in any village yet the clever, flexible, innovative entrepreneur can usually find opportunities in situations which are supposedly saturated with trained people.

The staff responsible for developing the Village Polytechnic Programme in the Government and the NCKK is aware that the less tangible qualities of learning to identify and exploit changing opportunities may be more important than the acquisition of technical skills, but such intangibles are also much harder to teach. Despite the theoretical advantage in terms of flexibility and relevance to local needs that so called "nonformal" training programmes can have over rigid, academic formal school systems, the fact remains that whatever is taught must be done by relatively less-trained instructors with inadequate equipment to train those whose motivation is mixed.

6. Future Development

Although the Village Polytechnic Programme is just over three years old, it has attracted considerable outside attention and the Kenya Government has committed itself to the rapid expansion of VP's from the present 75 to 250 government supported projects by 1977 - 80 with parallel expansion of supporting staff and budget. As a result of the very favourable Norad evaluation report, the Norwegian Agency for International Development has agreed to share in the costs of the expanded programme, and UNICEF and other donor agencies have supported parts of the VP Programme.

In addition to the numerical expansion of the Village Polytechnics, the Norad report made 10 recommendations concerning qualitative improvements which are needed:

- (i) diversification of the training programme;
- (ii) broader-based training for girls;
- (iii) more emphasis on agricultural training;
- (iv) greater innovation in training methods;
- (v) increased community involvement;
- (vi) greater involvement of instructors and trainees in programme management;

- (vii) resistance of the tendency towards reliance on formal qualifications for staff hiring and compensation;
- (viii) more attention to staff needs when starting a Village Polytechnic;
- (ix) greater integration with other programmes for rural development and out-of-school education;
- (x) establishment of future evaluation criteria.

The government and the NCKK are in general agreement with these recommendations and are moving toward the achievement of many of them, in particular the development of support services which include an excellent newsletter containing practical suggestions for programme and staff development of materials by the Research and Training Centre, and improved staff and instructor training programmes.

The success or failure of the Village Polytechnics will ultimately depend more on factors outside of the control of the sponsors than on the supporting services (regardless of their high quality) which they develop. Many programmes of rural development have been frustrated by the difficulties of integrating the over-lapping, and often conflicting, jurisdictions of many government departments and private agencies. For example, the adult education and community development programmes in the same Ministry of Housing and Social Services have not been fully integrated with the Village Polytechnic Programme, and it is even more difficult to coordinate services with rural training programmes run by other Ministries.

A more fundamental tension exists between the needs to relate the VP's to the *local* needs and the tendency towards greater *central* control due to government support. Paradoxically, it appears that centralized initiatives are constantly urging greater local diversification of courses and technology, yet the reliance on formal qualifications and regulations for staffing may conflict with local felt needs. Centralized guidance in the establishment of work groups and revolving loan schemes for VP graduates is clearly necessary, but the ultimate success of these efforts will depend largely on the ability of the local institutions and trainees.

In its first years of existence, the Village Polytechnic Programme has shown an imaginative and pragmatic approach to the problem of providing low cost training for rural youth.

COUNTRY STATEMENT - KENYA

B

THE KENYA NATIONAL YOUTH SERVICE

The Service was established in 1964 as an organization through which young citizens, aged between 16 and 30 years, could be brought together in a disciplined environment designed to cement national unity, inculcate good citizenship and provide useful training while carrying out important development projects. By participation in the programme, young men and women are able to contribute directly to the economy of their country, while at the same time enhancing their own opportunities for continued productive employment in after life.

A department of the Ministry of Labour, the Service is controlled by a Directorate based in Nairobi. In the field, each major unit is under the charge of a Commandant, while sub-units and projects are commanded by Senior Training Officers and Training Officers. Below them, each company (consisting of one hundred Servicemen or women) is commanded by a Section Commander or Section Officer. It is noteworthy that many of the present senior officers began their careers as volunteer Servicemen or women, and have risen from the ranks.

The National Youth Service has been very successful in achieving its objectives. Over the years of its existence, it has enrolled 20,031 young Kenyans (18,452 men and 1,579 women). The only constraint upon recruitment has been the finance available - since the enthusiasm of the country's youth is such that there are commonly fifty applicants for every place available. Each intake is proportionately divided between the provinces of Kenya, and every member will serve in at least three different provinces whilst in the Service. As a result, all members acquire a national outlook, and there is no doubt that the Service has a most positive effect in building up unity and mutual understanding. The morale of the Service, despite the fact that the members earn no salaries but receive only a small volunteer allowance, has been consistently excellent.

The whole Service is designed as a training community fostering attitudes and habits that are fundamental to success in any career. The Service is so constructed that it must constantly carry out skill training, both formally and "on-the job", in order to function efficiently. To give one example, the Service possesses a fleet of 568 vehicles and pieces of plant, but it employs only 159 drivers and plant-operators in established posts or on workspaid terms. Thus continual training must take place to fit volunteers to operate the great majority of the machines, and to provide a constant flow of replacements for the trained men and women returning home at the end of their period of Service. The Service's largest venue for formal training is its Vocational Training Unit at Mombasa, where 400 men a year receive intensive courses in general engineering (fitting and turning), woodwork, masonry, motor mechanics, plumbing and the electrical trade. Standards at this Unit are very high, and its trainees consistently achieve a pass-rate of between 75 and 85 per cent in their first attempts at the Government Grade III Trade Tests. After obtaining their Trade Test

Certificate, the men are obliged to serve for a further six months, gaining practical experience in their trades, before they are permitted to leave the Service to take up salaried work in industry. More advanced levels of vocational training for mechanics, fitters, turners and electricians are being created in association with the Service's very large Central Workshops in Nairobi. For girls, formal courses in garment-making, typing and telephone-operating are provided, in addition to a good grounding in domestic science.

The Service operates five farms of its own, with a total of 4,869 hectares of land. Much of this was originally under bush, which is being progressively cleared. Starting from a herd of 47 cattle, livestock has been built up to a present holding of 75 head of dairy cattle, 300 head of beef cattle, 340 sheep, 127 goats and 70 pigs. Chicken and fish are also kept. To help feed itself, the Service grows maize, wheat, leeks, peas, carrots and potatoes. As cash crops, pyrethrum and sunflowers are cultivated, and experimental work is going on with tobacco and mulberry trees (for a possible future silk industry). Without exception, all Servicemen and women spend part of their service period on the farms, and those who show particular interest in agriculture go on to take a six-month farmers' training course (so far, 786 volunteers have successfully completed this).

In addition to the vocational training described above, centralised educational facilities have been created at Gilgil so that, in rest periods between postings on farms and projects, the volunteers may further their formal education in such subjects as Mathematics, English, Swahili, General Science and Civics.

By participating in projects, Servicemen and women make an important contribution to the National Development Plan, while at the same time gaining training in personal qualities and skills that will be of use to them in their own lives. Projects so far completed include 3,200 hectares of bush-clearing for tsetse fly control at Yala River and 4,000 hectares at Port Victoria; airport earthworks at Embakasi; 56 kilometres of road linking Kiambu and Nyandarua across the Aberdares; 16 kilometres of road in Tsavo National Park; 112 kilometres of road to give access to the Kindaruma Hydro-Electric Scheme; embankments for flood control on the Nzioa River; roads, dams, and fencing in Nairobi National Parks; 55 kilometres of new road between Thika and Kitui; 100,000 trees planted on the Kinangop; demarcation for settlement at Gedi and Shimba Hills; construction of airfields at Namanga, Ferguson's Gulf, Amboseli, Nanyuki, Archer's Post, Samburu and Malika; 662 kilometres of road to serve Settlement Schemes across the Rift Valley; the construction of demonstration Housing at Likoni; access roads and 200 hectares of bush clearing in the Donyo Sabuk Park, and the construction of the pipeline and access roads for the Geothermal Project near Naivasha. The Service's largest and most difficult project, which took eight years to complete was the great road across the desert, linking Kenya with Ethiopia (480 kilometres) and 390 kilometres of road in the second phase of the Settlement Roads Scheme (embracing the Timboroa, Burnt Forest, Turbo Dundori and Kinangop areas, and the Western Kenya Complex). Financing of these numerous projects has been provided under bilateral agreements and appropriations-in-aid from the Ministries and parastatal bodies concerned. Much of the equipment (valued at K£2,629,000) was obtained through a loan agreement with the U.S.A.I.D. The total value of the National Youth Service projects so far is K£ 11,535,548.

Since its inception, the National Youth Service has placed over 7,000 men and women directly from its ranks into salaried employment. That so many jobs have been offered to the Service is an indication of the confidence that employers have in the Service's high standards of discipline and character-training. The National Youth Service is a dynamic organisation, intent upon the conquest of new fields. Plans for the coming year include involvement in irrigation schemes on the Tana River, and on the training side, the establishment of a first-rate Secretarial College for Servicewomen.

COUNTRY STATEMENT: MALAYSIA

A

INTRODUCTION TO NATIONAL YOUTH PROGRAMMES IN MALAYSIA

1. Objective and Strategy

In Malaysia a National Youth Programme has been formulated on a basis of three main considerations:

- (a) youth is not a liability in spite of their problems but a national asset for development;
- (b) preparing the youth for a role in development today is a necessary step to achieve long term national objectives;
- (c) there is a need for development specialization on youth in order to make inroads into the problems affecting youth to achieve (a) and (b) above.

On the basis of the above considerations three main objectives of national youth development have been determined, namely, to fulfil:

- (a) the needs of National Economic Development;
- (b) the needs of National Unity;
- (c) the needs of National Security.

Malaysia feels that it is absolutely necessary that youth development also aims at fulfilling the needs of *national unity and security* besides *economic development* considering the unique problems of the multi-racial and multi-cultural society that Malaysia has.

In pursuance of these objectives Malaysia's Ministry of Culture, Youth and Sports has developed youth programmes on the basis of the development of three basic skills among youth. The skills are:

- (a) Leadership
- (b) Business
- (c) Technical

It has become a guiding rule that all youth programmes planned by the Ministry of Culture, Youth and Sports must have the quality and the capacity to produce all the skills required or at least a combination of two.

It is our belief that if youth can obtain or develop such skills through our programmes, the youth themselves will be contributors to

development and not mere beneficiaries. Basically, as a strategy, the aim of our youth programmes is to help youth help themselves. It is on the basis of this that they can have a better perspective of the issues and problems affecting them and appreciate the constraints on efforts aimed to meet them.

2. Youth Participation

To ensure a higher degree of success in the planning and implementation of youth programmes the following steps were taken:

- (a) the youth were organised into youth clubs or associations;
- (b) channels or institutions were created to provide for their participation at both planning and implementing levels;
- (c) professional youth workers were appointed to work with them at their club level.

An example of this programme is the National Youth Consultative Council.

3. Community Participation

The Ministry of Culture, Youth and Sports considers that service to youth is in a way very much a service to the community. As such, in programmes relating to community development both the youth and the adult community are brought together in joint action through village action committees and farmers' associations which are sponsored by Government to serve both as implementing and co-ordinating bodies for village community and agricultural programmes.

4. Private Sector Participation

In the area of vocational training the Ministry of Culture, Youth and Sports has worked out a scheme for co-operation with the private sector to give youth

- (i) on the job training;
- (ii) in-plant training experience.

In the case of equipping vocational training institutions with facilities and providing instructor training, the private sector too has been asked to give assistance. An example of this programme is the On-The-Job Training Programme.

5. Inter-Government-Departmental Co-operation

In order to ensure that the Ministry of Culture, Youth and Sports implementation of youth programmes does not polarise development on youth and non-youth lines, inter-departmental meetings and discussions are held

to co-ordinate efforts and programmes and minimise duplication and competition. An example of this programme is the National Youth Farming Programme. However, in the field of youth development, the Ministry of Culture, Youth and Sports plays the role of the coordinator for youth organisations as well as government agencies.

6. Feed Back and Evaluations

As the programme is being implemented there is a continuous feed-back, and evaluation is done through the operation room technique which serves to monitor all the programmes.

7. International Co-operation

To provide for a continuous exchange of information, ideas and experiences at international level, the Ministry of Culture, Youth and Sports has various exchange schemes with countries in ASEAN, Asia and the Commonwealth region.

8. Programme Examples

As appendices to this paper booklets on some on-going programmes undertaken by the Ministry of Culture, Youth and Sports are provided. Further information on programmes referred to in this paper are given in Annexes 1, 2 & 3 on pages 132 - 146.

9. Conclusion

The Ministry of Culture, Youth and Sports hopes that through our programmes we can meet some of the aspirations of youth and at the same time create an increasing sense of responsibility among them, so necessary to balance their growing aspirations.

COUNTRY STATEMENT - MALAYSIA

B

YOUTH IN NATIONAL SERVICE PROGRAMMES

1. Youth Involvement

The cry of today's youth has been the same all over the world, that is 'greater responsibilities' and 'participation'. The young people want to be involved, they want to be part of everything that affects them, the planning of programmes, the decision-making and the implementation of programmes for young people. They would not take things for granted. They would tend to resent programmes that they have no part in the making of, however viable such programmes may be. To treat youth as a minority group which some planners tend to do would mean ignoring the bulk of the population. In the developing countries, where in most cases more than 60 per cent of the population is made up of young people, ignoring such a population group would mean leaving out a sector of the population that has the most potential. This could be a great loss to the country. The development of projects of most developing countries are for better living conditions for the population, mainly youthful, so the linking of youth to the development is inevitable. No development programmes could be implemented without the largest sector of the population, that is the youth, working for them. In a country where youth form the majority, no major benefit can accrue to the population at large without accruing mainly to youth. It must be recognised that the younger generation in the developing countries, like their counterparts elsewhere in the world, are by no means indifferent or unresponsive in a search for a deeper meaning in life, economic security, well being and assurance. Their exclusion means an invitation to problems, which no developing countries could afford to be confronted with. It is, therefore, clear that in developing programmes for youth, youth themselves should be involved.

Some countries have already taken steps to involve young people in the planning of their programmes. This is normally done through youth's co-ordinating bodies such as the Youth Council, and in the case of Malaysia, this is done through the National Youth Consultative Council. The traditional pattern of planning programmes for young people, it is felt, should be considered for review to provide an effective and more meaningful participation by youth.

2. The Programmes

During the last 15 years or so, more and more young people's programmes ranging from education and skill training to recreation schemes have been planned and implemented by various governments in the developing countries. The success of these planned programmes has been tremendous and this can be seen today by the involvement of young people in every structure of the society as community leaders, educationists, doctors, engineers, administrators, etc. The emergence of this educated group helps to generate other programmes for young people. With a sense of dedication and responsibility they began to play their roles in the development of the country. Groups of young people form themselves into groups or associations with the objective of

involving themselves positively in the development of their community. The emergence of Youth Clubs and Youth Associations has been widespread, and through them various programmes for the community are launched.

Most of these programmes are implemented by the youth themselves with the co-operation of the Local Authority and they have been successful. The success of these programmes has not come easily. The programmes have to go through periods of trial and error. The involvement of young people in these programmes is significant as it is their aspirations, their will to contribute to their fellow men that have motivated them to serve in the cause of their community. Their involvement, certainly has great effect on society.

2.1 Education Programmes

Literacy programmes have always been a popular activity among youth organisations. Most of these programmes have been made possible by the availability of young educationists who contribute their spare time to serve the community through various literacy programmes such as tuition classes for the adults, kindergarten for the kids, and various other related programmes. An example of one programme in Malaysia, that has been successfully implemented by a voluntary youth organisation is the tuition class programme conducted by the Federation of Malay Students' Union. This association ventured into a nation-wide programme of providing students with tuition in various academic subjects as a means of over-coming shortage of well trained teachers and adequate teaching facilities in the rural areas. The introduction of this programme has helped greatly in upgrading the learning ability of the students attending such classes.

2.2. Community Development Programmes

The concept of "togong royong" (self help) in which a group of young people works voluntarily to help each other in times of need has been a traditional pattern of group work in Malaysia. Elsewhere in the developing countries the pattern has been the same. The pattern of group work has been successful in mobilising community effort to assist in voluntary work. In most countries this pattern of group work has been adopted by youth organisations to carry out their programmes in community development, such as the construction of rural roads, the building of community halls, the harvesting of crops, the digging of wells and other related projects. The involvement of youth in such programmes has greatly assisted the local authority in providing amenities to the community. Another programme of recent development in some countries is the involvement of University students in special programmes with the main objective of changing attitude. It is carried out in the form of groups of students going into the countryside and carrying out community work projects, which includes lecture sessions and group discussions on various aspects of development. These programmes which are ad hoc in nature are carried out during their vacation period. In Malaysia such programme is called the Self-Reliance Programme.

2.3 Welfare Services Programmes

In most countries young people's voluntary programmes in social welfare programmes range from extending emergency help for refugees and victims of natural disaster to organising of recreation and training needs for the under-privileged children. Such programmes are normally carried

out by organised youths such as youth associations and clubs. An example of such programmes is the Youth Service Corp Programme in Malaysia where units of organised youth assist in giving voluntary service to the community in times of need such as during a flood disaster.

2.4 Agriculture and rural development programme (Attitudinal change)

In the developing countries economic development programmes have always been given top priority and as such, programmes with the objective of increasing economic returns and for creating employment were launched by voluntary organisations. The involvement of young people in projects such as farming, rearing of poultry and other related agricultural projects, has helped to achieve some of the objectives. Through some of these programmes, modern methods of agriculture have been introduced; and this has helped tremendously in the process of changing the community. Youth agricultural projects are examples of the success of youth in village community development through modern methods of farming, poultry keeping and cattle rearing. The success of these projects has helped to change the attitude of adult farmers and this leads to the adoption of modern methods of agriculture in the rural areas. Examples of such programmes are the Farm Youth Programme in Malaysia, the 4B Club Agriculture Programme in Botswana, the Elaway Project for rural youth in India, the 4K Programme of Kenya and the Faith and Farm Programme in Nigeria. The involvement of youth in this programme not only brought success to the youth themselves but also the community as a whole. This in turn has helped to uplift the economic status of the community.

3. Assignment and Suggestions

3.1 The availability of data for effective planning

One main problem encountered by the planner in formulating service programmes for youth is the availability of relevant data. Without relevant and reliable data, planning of programmes would be difficult. The lack of information in any subject related to the planning of programmes would hinder the planning and as such would result in a poor projection. It is then of the utmost importance that relevant data on any given subject be obtained. At times, this has been difficult but again since the availability of data is a necessity for the planning of such programmes, serious steps should be taken to obtain such information. But then, the planner and the programmer could not afford the time to do so. So as an alternative step, it is only proper for the planner and the programme to collect as much information as possible through other methods. One way is to contact the proper Ministry and agency. Most Ministries have first-hand sectoral knowledge and data concerning young people which in many cases have not been properly recorded and collated. The Ministries of Social Welfare, Armed Forces, Agriculture, Education and Labour are good examples. It is emphasized that the importance of data collections for any planning should not be underestimated and as such necessary steps should be taken to set up an effective system of data collecting for programme planning purposes. This is also recognised that youth organisations themselves could be a good and reliable source for collecting such data.

3.2 Private sector participation

In most countries, service programmes carried out by youth have been successful. Their contributions have been effective and meaningful. This has been made possible by the availability of Government assistance, good organisation and the participation of the community itself. The present trend, however, is to get the involvement of the private sector since it has been accepted that the private sector also has a social responsibility to assist in community programmes. On the contrary, without the participation and involvement of the various sectors, no success could be achieved in the implementation of such programmes. It is felt that such programmes need a lot of co-ordination among the various sectors, and this could be easily provided by the government through the setting up of special committees to service such programmes.

4. Role of Service Clubs

The lack of effective advice and leadership now too often results in poor implementation and management of the programme, thus destroying the credibility of youth themselves. Therefore, it may be necessary to tap the experience of service clubs like the Rotary Club in planning this programme.

5. Lack of Funds

Though community service programmes which utilise mainly voluntary service by youth could be considered a cheap form of programme, nevertheless, money is still required for them. It is in this area that the private sector could be asked to make contributions.

6. Lack of Experienced Workers

Lack of experienced workers can make the programme ineffective and eventually destroy the people's confidence in youth. To avoid this it may be necessary to develop a scheme of training for community service workers.

7. National Service Programme versus Local Community Service Programme

In developing countries where there is lack of experienced and trained workers, a national service programme can be very expensive because, for certain, a lot of money is required to pay for organisational needs. Therefore, local community service with a smaller organisation could be cheaper and more suited to specific local needs. In Malaysia, the preference is for this.

8. Possible Commonwealth Co-operation

It is felt that Commonwealth co-operation could best be devoted to the training of personnel and workers for service programmes. Such a programme could be handled at the Regional Training Centre for youth workers.

COUNTRY STATEMENT - MALAYSIA
(Annexe 1)

FARM YOUTH PROGRAMME - A NATIONAL YOUTH PROGRAMME
IN MALAYSIA

1. The Concept of the Farm Youth Programmes

In keeping with the government's efforts to involve youth in the National (Economic) Development Programme, the Ministry of Culture, Youth and Sports launched a special programme known as the Farm Youth Programme. The objective of the programme is to increase the involvement and participation of youth in agriculture, mainly in cash crops growing, animal husbandry and agro-based industries with a view to providing employment opportunities, particularly, among rural youth. In addition to this, the programme's objective is to involve the youth actively in agricultural projects and also to acquire modern methods of production and hence achieve increased productivity.

As a step to providing effective services to young farmers to carry out the projects successfully, the Ministry of Culture, Youth and Sports, in co-operation with other governmental and quasi-governmental agencies, have set up committees known as Farm Youth Committees at various levels. Through these committees the various services provided for young farmers are co-ordinated. This is in line with the Government's "integrated approach" under the concept of Operation Renewal (Gerakan Pembaharuan) as declared by the Honourable Prime Minister on 6 August 1972.

It is hoped that with the implementation of the programme, not only job opportunities will be created for self-employment among rural youths, but also there will be an increase in food production.

2. Objectives

The objective of the programme is to maximize the utilisation of available natural resources, particularly land, technical and financial resources to achieve the following:

- (a) a greater economic return;
- (b) more opportunities for self-employment;
- (c) development of a new breed of young entrepreneurs;
- (d) increase in food production;
- (e) increase in the supply of raw materials for agro-based industries.

3. Type of Projects (See also Attachment A)

The following types of projects are included under the Farm Youth Programme:

- (a) Cash crop growing e.g. vegetables and other short-term crops.
- (b) Animal husbandry which includes poultry, cattle, goat, ducks etc. and also fish rearing, particularly fresh water fishes and prawns.
- (c) Agro-based industries.

4. Project Formation (See also Attachment B)

A project organised and managed by a youth organisation should be of an economic nature and should be formed on the basis of the following:

- (a) *Individual farms*: This type of project is much easier to handle since only one individual is involved and decisions are easier to make. However, it requires true hard work by the individual to ensure success.
- (b) *Collective farms*: A well structured organisation is required before starting a project.
- (c) *Formation of a Commercial Organisation*: This is the case where a given youth organisation forms a company to enhance the management of a given project under this programme. Formation of co-operatives, Company Limited, and so forth are encouraged since such organisations are very well structured and hence will ensure the success of a given agricultural project.

5. Farm Youth Project Section

Any local youth organisation could form a special section to deal with Farm Youth Projects so that all activities of the club could be well planned and implemented.

6. Membership of Farmers' Association

Since the Farmers Association has been well established, it is advisable for the youth clubs to take an active part in farm movements and also to be a member of the Farmers' Association. With membership, these youths could utilise the facilities provided by the Farmers Association.

7. Training

Various training schemes are provided to equip the youth with all the necessary technical information and know-how so that they could run their projects smoothly and efficiently. The types of training that are to be provided are as follows:

- (a) Training in the various agricultural institutions.

- (b) On-the-Farm training: This is a kind of training where the youths are placed on a given farm or in an agro-based industry for short periods so as to obtain practical experience.
- (c) Farm Project Orientation Programmes: Under this youth are taken on a special tour of various successful farm projects. The aim is to provide these youths with some kind of incentive to start a project of their own. Together with this, they could gain some knowledge on how to start an agricultural project and be as successful as those they have visited.
- (d) Special courses: Usually these courses are of various kinds e.g. leadership, project oriented etc. The kind of courses that they will provide varies from time to time, depending on the needs.

9. Subsidies for the Project

Subsidies provided for those youths will be in the form of the following:

- (a) Subsidy in the form of an initial grant for those who are starting a project. Only part of the total cost of starting the project will be provided.
- (b) Buying of tractors and other agricultural implements for the projects.
- (c) Subsidies to assist those who wish to expand their projects. Subsidies are only given on the basis of the working paper provided. These subsidies are not to be taken as a form of total working capital but as an assistance to the present capital available. So, it is important that the youth start a project in any possible way before asking for assistance.

10. Credit Facilities

It is advisable that the youths make full use of the available credit facilities. Loans should be obtained wherever possible. The Government has provided a central agency known as the Credit Guarantee Corporation (C.G.C.) which assists any one seeking loans from local banks.

11. Bank Account

The youths are advised to open a current account with local banks to facilitate their business transactions.

12. Project Planning

All projects to be carried out should be carefully studied before being implemented, particularly with respect to feasibility and viability. All recommendations should be put on to a working paper.

13. Co-ordination

In order that services could be channelled effectively, a co-ordinating body is formed. The formation of this body is through the setting up of committees at all levels (see attachment "C"). So, it is advisable for the parties concerned to bring up problems that arise from time to time to the respective committee.

TYPES OF FARM YOUTH PROJECTS

(1) Short Term Cash Crops

- (a) Vegetables - Chillies, long beans, cabbages, brinjals, cucumbers, etc.
- (b) Other crops - Groundnuts, soya bean, water-melon, maize, sweet potato, tobacco, pineapple, papaya etc.

(2) Animal Husbandry/Fisheries

- (a) Poultry farming - for eggs and meat.
- (b) Animal Husbandry, including goats for milk and meat.
- (c) Fresh water fish rearing, including fresh water prawns.

(3) Agro-based Industries

- (a) Processing of local fruits, groundnuts, etc.
- (b) Rice and flour milling.
- (c) Making poultry feed.
- (d) Making of soya sauce, coffee powder, salted eggs, etc.
- (e) Processing of poultry for storage (cold storage).
- (f) Making dried chillies, dried fish and dried prawns, etc.
- (g) Making potato chips, fish crackers, etc.

GUIDELINE FOR PROJECT DESIGN

All project submissions are expected to be set out in a working paper which should include information along the following lines:

- (a) Type of project.
- (b) Purpose.
- (c) Location and date of commencement.
- (d) Source of capital - members' own contribution or assistance from others.
- (e) Number of participants involved and expected to be self-employed.
- (f) Expected total output and income (specify) time and period.
- (g) Site (whether leased, rented or own).
- (h) Subsidies required. Have other Government Departments been contacted for assistance?
- (i) Marketing - State how the product will be marketed. Has the Federal Agricultural Marketing Authority (FAMA) been contacted?
- (j) Types of training required.
- (k) Need for tractors or other implements - if so, state the types and cost (state preference - group basis, individual basis or formation of a company).
- (l) Name of project leader.
- (m) Future plans.

FARM YOUTH PROJECT COMMITTEE

The Committee structure is as follows:

- (i) National level
- (ii) State level
- (iii) District level

The members of the committee at all levels comprise of officers and workers of the following agencies:

- (1) Ministry of Culture, Youth and Sports
- (2) Ministry of Agriculture and Rural Development
- (3) Public Service Commission
- (4) State Finance Department
- (5) State Development Department
- (6) State Culture, Youth and Sports Department
- (7) State Agriculture Department
- (8) State Fisheries Department
- (9) Federal Agricultural Marketing Authority (FAMA)
- (10) Majlis Amanah Rhayat (MARA)
- (11) District/Land Office
- (12) Agricultural Bank
- (13) Farmers Association
- (14) Malaysian Youth Council

COUNTRY STATEMENT - MALAYSIA

(Annexe 2)

YOUTH SERVICE - A NATIONAL SERVICE PROGRAMME FOR YOUTH IN MALAYSIA

1. Introduction

The concept of Gotong Royong (Self-help) where groups work voluntarily to help each other in the times of need has been a traditional pattern of group works in Malaysia. This pattern of group work has been successful in mobilizing groups in a particular community to assist in voluntary works that involve the community such as the construction of rural roads, building of community halls, harvesting of paddy etc. The organisation of such groups has all the time been on an ad-hoc basis, and as such when services are needed in times of emergency, ie. flood, fire etc. much time is wasted in having first to organise such groups and this hampers and causes delay in the operation of the relief programme. The frequent occurrences of disasters such as flood which happen almost annually enhance the need for an effective system of mobilizing able bodies, especially youth, for such national services. It was felt that by expanding the concept and restructuring it to suit the present needs of the community coupled with the urgent need to involve youth in relief works in time of national disaster, the Ministry of Culture, Youth and Sports ventured into a programme of mobilizing youth for such national service. For this purpose, the Youth Service Corps programme was initiated.

2. Objective

Youth in this country has always been involved in one way or other in volunteer programmes such as community services and welfare programmes. Most of these programmes have been carried out on an ad-hoc basis and as such have not been very effective. To enable them to channel their contribution in such programmes and make them more meaningful and effective, the Youth Service Corps programme was launched in 1967. This programme is in the form of the setting up of units of organised groups within the youth clubs all over the country, where youths as an organised group could channel their contribution to the community and the nation in times of need, such as during emergency and national disaster.

3. Definition

A Youth Service Corps is a unit or organised group within a youth club specially organised for the purpose of giving voluntary services to the community in times of need, for example emergency help for victims of disaster, reconstruction programmes and other related community service.

4. The Unit

The organisation of each unit of the Youth Service Corps is done through Youth clubs with each unit comprising 10 members (boys & girls)

selected from members of the youth clubs. Each unit then selects its own group leader and a deputy group leader from the group. The number of units that could be formed by any youth club are unlimited and this normally depends on the membership strength of the club itself.

5. Condition of Membership

Membership is on a volunteer basis, and the following criteria are followed when selecting members for each unit:

- (a) Age not less than 17 years.
- (b) In good health.
- (c) Not physically handicapped.
- (d) Dedicated and well-disciplined.

It is emphasized that dedication and discipline are a must and are factors that have to be reckoned in selecting a unit's members. The sole objective of becoming a member of the Corps is to provide services to the community without any personal materialistic gain. It is only the pride and the will to sacrifice for the benefit of one another; the gain is only the satisfaction of being able to give services in times of need to the community.

6. The Functions

The functions of the Youth Service Corps are categorised as follows:

- (a) Conducting a survey of amenities available in a particular area, such as the availability of boats, fire fighting equipment, number of schools, community halls etc., which could be utilized in times of need during an emergency.
- (b) Assisting the local Disaster Relief Committee in carrying out rescue missions, distribution of welfare aid, reconstruction projects and other related services in time of national disaster.
- (c) Assisting the local Village Committee in welfare programmes such as building of houses for old folks, construction of rural roads and other related projects for the community from time to time.

7. Identification of the Youth Service Corp

For the purpose of identification, each member of the Corps is supplied with a plastic arm band, yellow in colour with red stripe. This bright combination of colours is used mainly to make it easy to recognise especially during an emergency where there is always confusion. The identification is also a means to distinguish the members of the Youth Service Corps from the others and this in a way has helped to boost the morale of the members who feel proud to be able to serve the community.

8. Training

In order to develop a competent group, members of the Corps are given training in various aspects of relief works such as civic, first aid, life saving and fire fighting. Courses for this purpose are organised by the local Culture Youth and Sports Department with the cooperation of related Government, quasi government agencies, and voluntary bodies.

9. Co-ordination

For the purpose of co-ordination, all youth services corp units are registered with the local Culture, Youth and Sports Department. The Department keeps an up to date register of their activities for record purposes. In times of national disaster, such as floods; the Culture, Youth and Sports Officer who is a member of the local Disaster Relief Committee will mobilize the Corps. This is normally done by making an announcement through the mass media, i.e. radio, television and the newspapers. When mobilized, the Corps is put under the charge of the local District Officer, who is the chairman of the committee. The Corps is then deployed for relief duties.

10. Progress

Since its inception seven years ago, the Youth Service Corps has contributed tremendously in various social service programmes throughout the country. An example is their involvement in carrying out relief works during the annual occurrence of floods in the country. The contribution of these groups of young people in the Social Service Programme through the Youth Service Corps has been effective and meaningful. To date, there are approximately 1,200 units of Youth Services Corps with a total membership of 12,000 throughout the country. The number is still increasing and it is hoped that eventually every youth club both urban and rural in the country will have its own unit of the Youth Service Corps comprising dedicated young people ready to serve their community and the nation in times of need.

COUNTRY STATEMENT - MALAYSIA

(Annexe 3)

COMMUNITY DEVELOPMENT ACTIVITIES OF THE FEDERATION OF MALAY STUDENTS' UNION (FMSU) THE GABUNGAN PELAJAR-PELAJAR MELAYU SEMENANJUNG (GPMS)

1. Background

The Federation of Malay Students' Union, or its acronym FMSU, but more popularly known in its Malay acronym of GPMS, was formed on 15th August 1948, by a group of young Malay intellectuals who were then at various institutions of higher learning in the then Federation of Malaya which included Singapore.

The past presidents who were also the foremost founder members of the Union include the late Aminuddin Baki who was the first Chief Education Adviser of Malaysia, the previous Director-General of the Malaysian Public Services Department who is now the Director-General of the Federal Treasury, while its first president is now the Director of Planning and Development, Ministry of Health. The present Minister of Youth, Culture and Sports is also a former president of the Union.

The Union was later steered by other young intellectuals, among whom are the current Minister of Technology and Research, the Minister of Primary Industry and also three Deputy Ministers. Other top officers and active Union members are either retired senior civil servants or are still serving in senior appointments in the various Ministries, Departments in the private sector, or in various top political posts.

The founding of the FMSU by this young intellectual group was the result of their strong feelings towards the colonial education system and of their great desire to uplift Malay education, as identified in their famous declarations at the inaugural ceremony on the 15th of August 1948, namely:

- We realise the necessity to unite the power of the Malay students throughout the country.
- We realise our (the Malays) backwardness in the field of education.
- We realise our responsibilities to uplift the standard of education of the nation.
- We realise that advancement or the backwardness, richness, or the poorness, honour or otherwise, of the nation rest in our hands.

DECLARE that the FMSU must be formed with the purpose of looking after our rights, forwarding all our grievances and demands, and to improve the state of affairs of the Malay students at all levels.

2. Early Activities

During its initial stages the FMSU concentrations were strictly on educational activities and services - as the key note to success and independence. It acted as a catalyst in the field of Malay education through its programme oriented actions such as giving lessons, guidance and assistance in the field of education. It acted as an eye opener, championing the importance of education to the rural Malays.

Since then, and after independence in 1957, the FMSU has been greatly involved in the realisation of the national education policy and closely linked as a watch dog for any malpractices in the implementation of the national education policy of the country.

Today with its 40,000 strong and active members in its 50 branches spread throughout the country, the FMSU can proudly be considered to be the strongest, biggest and most influential student organisation in the country. Also, it is with its own initiative that the present National Union of Malaysian Students (NUMS) and the National Union of Muslim Students were formed in the early sixties, all with specific areas of concentration. All the three National Student Unions work in close cooperation with each other, in the various activities of development.

3. Priority Programmes

Today, the FMSU has expanded greatly from their traditional concentration of activities but still within the wider scope of education development in the context of present national priorities. Among its present major and top priority activities are:

- (i) Students Service Corps for its Development Operation Programme.
- (ii) Opening and running free tuition centres and classes.
- (iii) Teaching Force Corps.
- (iv) Career Guidance Force.

4. Students Service Corps

Started since 1969, the FMSU has been sending students and undergraduates to the very remote areas in the country for a period of a month or so. The project is made possible through co-operation and assistance from the Ministry of Youth, Culture and Sports, the Prime Minister's Departments and contributions from the public and the private sector. In each selected very remote and underdeveloped rural village, some 40-50 students and undergraduates stayed with their foster parents, assisting, demonstrating, organising and working together with the rural community

on various community development activities in the field of education, economics, health and social services.

It is felt that the message conveyed to the rural communities is not fully understood nor appreciated by these communities if it is done through mass communication alone. It is also found that certain sectors of the rural community are still in doubt of the sincere efforts of the government in carrying out the development projects and it is felt that the communities concerned are more open to accepting the student corps in trying to solve this break in communication.

In the Corps are students from various faculties (Agriculture, Economics, Engineering, Art, Science, etc.) bringing with them their knowledge to practical use and solving problems at the root level, living and mixing with these rural communities with the ultimate objectives of inculcating into them the motivation for a more dynamic living in a changing and developing environment.

Thus, apart from imparting their knowledge and doing community development services through their various group activities, the students also gain a great deal of knowledge and experience through direct contact with the people, trying to appreciate and solve their immediate problems or how best the people can appreciate and participate in the New Economic Policy. This is in line with creating a new group of development oriented educated future civil servants which is very essential for a developing country like Malaysia.

Major concentrations throughout the students' stay in these rural communities are in the fields of organised gotong-royong schemes; construction of roads and paths, building proper water supply and sanitation systems, the proper use of latrines, clearing of compounds free from health hazards, organising kindergarten and tuition classes for the educationally under-privileged pupils and many other projects of the like.

Follow-up activities are carried out by various government agencies. At the same time, the nearest local FMSU branch or the newly formed FMSU branch in the area or the local youth bodies will see to it that the local village authority and committees which have been involved throughout the activities organised by the students, are aware of the technical know-how of continuing their community development activities.

Lastly, reports from surveys and suggestions are taken to the proper authority for immediate action. At this time; many bottle-necks and unnecessary redtape have been overcome with the end result that more rural villages are asking for more such Corps to be sent and in bigger numbers too, which is subject to the annual funds available from the Prime Minister's Department. It is the practice of the FMSU to send the next year long vacation Corps to other depressed areas on the priority list.

5. Running Free Tuition Centres and Classes

FMSU has been known throughout the country for its programme oriented Free Tuition Classes run by its branches. These free tuition classes are run daily or at weekends throughout the school year with greater emphasis towards the examination months. Major concentrations are on the compulsory examination subjects.

Classes are from the lower secondary level up to Higher School Certificate level.

Today, 250 of such classes are run by its branches with a total enrolment of 15,000 pupils. Indirectly, the FMSU is running 15 schools of 1,000 pupils each, run by a voluntary committee in rented premises or government buildings in rural as well as urban areas. The operating expenditure of \$1.1 million per year is fully subsidised by the Union through its other economic projects, donations, and a fixed yearly grant from the government which amounts only to 3 per cent of the total operating expenditure.

Since the programme started in 1961, it is estimated that about 150,000, mainly pupils in the under privileged schools in the rural areas and in the suburb, have benefitted from the projects. And today many other voluntary bodies are organising such classes based on the FMSU free tuition classes. More such classes are being organised owing to the strong demand of the local people. And from the records the majority of these pupils, who are mainly in the educationally under-privileged category, attending these classes passed their examinations thus helping to reduce the number of dropouts in these areas.

6. Teaching Force Corps

The FMSU also has a Teaching Force Corps. The Corps will send out teachers, mainly undergraduates during their free time and in their vacations to its various branches and in remote places to teach or give educational talks and lectures to pupils and youth groups or the community in the areas.

Indirectly this Corps supplies the Teaching Force for the free tuition classes of the Union throughout the year. In this way the Union saves a great amount of trouble in recruiting its teaching staff.

7. Career Guidance Campaign

Also realising the importance of guidance on careers, the Union in close cooperation with the other agencies which have a direct concern with career guidance and specifically during the months before and after the yearly National Youth Week, carry out this career guidance campaign throughout the country.

Again its concentration is in areas of weak student and youth organisation activities. Over the years many pupils and youth managed to identify their career priorities and capabilities, which is important for a more progressive future life.

8. Conclusion

There are many other activities which are in line with community development projects that are carried out by the Union. Its cultural troupe gave performances to rural communities and also to the border troupes, promoting the national culture of the country. Its educational and academic quarterly and yearly magazines are widely circulated amongst its members. Now it is helping to run the Aminuddin Baki Foundation, giving scholarships, assistance and aids to needy but bright rural pupils to continue their

studies in institutions of higher learning. Its foster parent programme is at its early stage now.

More and more well-to-do individuals are coming up to be foster parents to a list of needy pupils who have written to the Union for help with their educational expenses.

Lastly the FMSU believes that more programmes and action oriented activities by responsible Union and community leaders are the surest way the people could be up-lifted out of their miseries and hardships and to this we stick to our motto "learn and continue to learn".

COUNTRY STATEMENT- NIGERIA

A

NATIONAL YOUTH PROGRAMMES IN NIGERIA

1. Purpose and Scope

The current national youth programmes have developed from the social group work of non-governmental organisations, particularly of the different Christian denominations, governmental agencies of education and social welfare of the various Regional Governments of the Federation. But the efforts and activities were primarily based on the voluntary spirit and volunteers who were dedicated to making the young people responsible christian citizens. With time, other interests such as leisure-time activities, sports, recreational, educational, cultural and social programmes were introduced to meet the needs of the individuals who form the group as well as the collective needs of the group. Most of the youth (boys! and girls!) clubs were confined to the urban areas and therefore the majority of the youths who were living in the rural areas were not affected by their developmental qualities. The influence of such groups was further limited by the lack of formal education while in the formal system itself, youth activities were invariably regarded as extra-curricula activities. Therefore, at any given time, during the the colonial era and the first republic, the number of young people who benefited from the existing youth programmes compared to the total population was very negligible.

Because of the constitutional position of the Federal Government, there was no central co-ordination, direction and planning of youth development programmes. In spite of this inhibiting factor, the Federal Government has encouraged youth development through (a) the Citizenship and Leadership Training Centre and (b) the National Youth Council of Nigeria.

1.1 The Citizenship and Leadership Training Centre

The Citizenship and Leadership Training Centre owes its origin to the Man O'War Bay courses founded in 1951 by the then Eastern Nigeria Government at the Man O'War Bay in Victoria, Southern Cameroons. In 1958, the Federal Government brought the centre under the control of the Federal Ministry of Education and financed by the Central and Regional Governments. Since 1970, it has become a Federal institution. Its purpose since its foundation has been 'Build the MAN, Build the Community'. The history of the Centre illustrates the conviction of the Government of Nigeria since 1950, that the key to the future development of the country lies in promoting a more constructive attitude among the educated youth and felt the need to formulate a new approach to the problem of training in citizenship and leadership. Today, the philosophy and objectives of the centre are:

- (a) To enhance and expand the individual's self-awareness by:
 - (i) over-coming initial hesitation, fear and false fatigue when confronted with challenges;

- (ii) accepting responsibility for personal actions and feelings;
 - (iii) recognising personal strength and limitations;
 - (iv) developing a philosophy of life;
 - (v) spontaneously assuming leadership responsibilities when the need arises.
- (b) To increase awareness and appreciation of other people's qualities and rights by:
- (i) participating in community development activities;
 - (ii) developing the spirit of tolerance, humility and honest endeavour;
 - (iii) inspiring others to greater achievements;
 - (iv) subjugating personal wishes to the interest of group harmony and well-being.
- (c) To develop national consciousness and international understanding by:
- (i) living harmoniously together with people from other ethnic groups and countries;
 - (ii) realising that the future of a nation depends on her youth;
 - (iii) developing the attitude that nation comes before any ethnic group;
 - (iv) seeing the world as a large community of human beings with more similarities than differences.

Over 32,000 participants have benefited from its courses since its inception, but this number comprises youths as well as professionals, managers, senior civil servants, etc. There are 204 Man O'War Bay Clubs throughout the country in schools, colleges, and universities with a registered membership of 11,195 (January 1974).

1.2 The National Youth Council of Nigeria

Through the National Youth Council of Nigeria, the Federal Ministry of Labour and Social Welfare indirectly developed a national youth policy for the country. The Federal Government's support for the National Youth Council is based on the awareness that:

- (a) youths are an invaluable material in national building;

- (b) they are the leaders of tomorrow, and it is, therefore, the responsibility of the Government to see that the formative years are carefully nurtured in preparation for their future role in the community;
- (c) unless appropriate assistance is given by the Governments, the National Youth Council cannot function objectively and its leaders may, in desperation, be forced to seek assistance from agents who are too keen to use the youths for their own selfish ends;
- (d) as the youth clubs comprise young persons with little personal money, a youth club cannot support its existence effectively without financial assistance from other sources.

This explains why the Government support is vitally necessary. To this end, the Federal Government of Nigeria grants an annual subvention to the Council to help it carry out its activities.

The National Youth Council of Nigeria is the apex organisation representing all the voluntary youth organisations in the Federal Republic of Nigeria. It came into being in August 1964. Prior to that date, there was no central organisation of a nation-wide character for the youths of the country. Every region had a regional organisation of youth clubs which co-ordinated the activities of all the youth associations within it. In view of the pressure to have a central co-ordinating body at the national level, the National Youth Council of Nigeria was launched as a Federation of voluntary, non-political body of youth organisations from all over the Federal Republic. Its objects and membership are shown in its constitution as follows:

- (a) Aims and objects: It shall be the duty of the Council to:
 - (i) co-ordinate the activities of the member organisations and the State Youth Councils;
 - (ii) speak as the only voice of Nigerian Youths at home and abroad;
 - (iii) ensure Nigeria's effective participation in national and international conferences and seminars after consultation with the member organisations and State Councils;
 - (iv) affiliate with international organisations with similar aims and objects;
 - (v) promote the study of specific needs, questions and problems affecting young people in the sphere of cultural, physical, mental, spiritual and recreational development, especially by means of conferences, training courses, exchange visit programmes and competitions.

- (vi) consider means of strengthening the voluntary principle in youth work;
- (vii) make representations and recommendations to statutory bodies and other appropriate bodies at the national level.

- (b) Membership: The membership of the Council is composed of representatives of the State Youth Councils, national voluntary organisations responsible for youth associations and representatives of Federal and State Ministries responsible for youth affairs. At the moment, it comprises thirty affiliated members.

The Federal Military Government does not interfere with the day-to-day management of the Council. However, the Government requires it to render an annual report on its activities and an annual statement of account on the subvention granted to it before the subvention for the following year can be released. In addition, the National Youth Council must have a clearance before it participates in any international activities.

A summary of the national effort in youth development will not be complete without mentioning the activities of the Christian churches and other voluntary organisations which are often found in both rural and urban areas. Among other things, they aim at helping the members of their youth clubs to understand the religious purpose and meaning of life, to become aware of their vocations and their particular problems and needs through the light of the faith, to make the gospel part of their daily life, to promote the growth of the church, to contribute to the development of society and the nation and to work for the betterment of mankind.

2. Decree No. 12 - Social Development Decree 1974

The aims and objectives of the different youth development programmes have been formulated bearing all the young people in mind, but in actual practice only a minute fraction of the client population (which is over 50 per cent of the total national population) comes within their purview. One of the aims of setting up the Social Development Division of the Federal Ministry of Labour is to improve the existing situation by making the ultimate goal of reaching every youth wherever he might be in the Federation.

Decree No. 12, Social Development Decree 1974, remedied the constitutional defect mentioned earlier by placing social development on the concurrent list thereby enabling the Federal Ministry Government to provide central planning, national policy development, co-ordination and direction in social development matters, i.e. social welfare, community development, sports development, youth development, etc. The Decree established the Social Development Division and charges it with certain responsibilities which *inter alia* include co-ordination and organisation of national youth activities. In addition the decree also established the National Advisory Committee for Social Development which together with its sub-committee on youth affairs is at present preoccupied with formulating a national youth policy, examining the structure, organisation and management of the National Youth Council of Nigeria, and developing a Nigeria National Youth Award Scheme.

The National Advisory Committee for Social Development constitutes the National Youth Award Panel for the Commonwealth Youth Awards Scheme. Through the Advisory Committee and its various sub-committees a process of formulating and reformulating, examining and evaluating national youth policy and its relevance to national development, community development and needs of individual youths has been set in motion. This is essential to make sure that various youth institutions and programmes are continuously fulfilling their functions and playing meaningful and progressive roles.

3. Youth Programmes, National Development and Community Development

3.1 National objectives and priorities

The creation of States in 1967 and the Civil War (1967-1970) brought a new awareness and challenges to the youth as well as to other Nigerians as regards the needs of Nigeria as a nation. Every Nigerian was and is still expected to contribute to the Government's programmes of reconstruction and social reform. To guide the nation in its development process are the following five principal national objectives:

- (i) a united, strong and self-reliant nation;
- (ii) a great and dynamic economy;
- (iii) a just and egalitarian society;
- (iv) a land of bright and full opportunities for all citizens;
- (v) a free and democratic society;

have been put forward by the Federal Military Government who expect the youth to join in the quest for purposeful national development and also to contribute dynamic leadership necessary for the attainment of a national sense of purpose. This call to nation building, economic and social development is adequately reflected in the programmes and projects of the various governmental and non-governmental institutions that are concerned with national youth development services.

3.2 The Citizenship and Leadership Training Centre

The headquarters office of the Citizenship and Leadership Training Centre is in Lagos and has (a) The Mountain School (Shere Hills) in the North East of Jos with an average intake of 600 students per session; (b) The Sea School, Apapa, with an average intake of 300 students per session; (c) Women Training Units and (d) The Mobile Unit or Roving Section which runs courses in each of the twelve States of the Federation.

Normally, the Centre runs four types of courses:

- (a) Junior Courses for youths of 15-20 years
- (b) Senior Courses for men of 18-36 years

- (c) Executive Courses for youths and men of 25-45 years
- (d) Women Courses for ladies of 18-30 years.

These courses include those meant for Youth Activities, Intellectual and Social Development, Sportsmen and Women, Administrative Challenge, Executive Staff, Course Evaluation, International Youth Exchange, Man O'War Bay Clubs (Associations), Recreation, National Youth Service Corps, Ethical and Cultural Activities, and Voluntary Social Workers.

The Content of Training falls under five main categories:

(a) Physical Activities

Adventures, Expeditions, Mountaineering, Sailing, Campcraft, Swimming, Games and Sports, Rescue Operations, Athletics, Obstacle Course, Circuit Training, Canoeing, Kayaking and other water activities.

(b) Mental Activities

Initiative Drills, Emergency Drills, Discussions, Debates, Lectures, Workshops, Seminars and Talks.

(c) Technical Courses

First Aid, Map and Compass Reading, Life Saving Devices, Fire-fighting, Relief Operations in Emergencies, etc.

(d) Practical Citizenship

Building roads, Culverts, Market Squares, Incinerators, Health Centres, Town Halls, Co-operative ventures, Public Enlightenment Squares and Campaigns, Schools, etc. through communal efforts.

(e) Religion

Worshipping according to individual convictions.
There is no religious bias, no politics and no discrimination.

The headquarters of the Centre is cramped by lack of adequate office accommodation. The Mountain School at Shere Hills has problems of accommodation, water and electricity, which are still obstacles to the rapid progress of the unit. The location of the Sea School on an island within mangrove swamps makes its problems unique and diverse. The Women Units run their courses alternatively at the Sea School and Shere Hills. There is the need for putting up permanent buildings with necessary specialised equipment for the training of each of the units at the Sea School and at Shere Hills, or to find a suitable permanent site for the women programmes. Transportation, offices and training equipment are among the needs of the Mobile Unit.

3.3 The National Youth Council of Nigeria

The Civil War brought dramatic changes to the programmes of the National Youth Council of Nigeria. It broke away from concentration on the traditional boys' and girls' club pre-occupation with recreational leisure-time and educational activities to the tasks of nation building and social and economic development. With the end of the war in January 1970, it declared that "Our hour of opportunity has come, opportunity to play our own role in the tasks of Rehabilitation, Reconstruction and Reconciliation, opportunity to give our best for the noble cause of unity of our fatherland. We must now go out to heal the wounds of the wounded and afflicted". For the first time it drew up elaborate plans and programmes involving 1800 youths to participate in.

Social welfare work

- (a) Organise social activities with a view to impressing the spirit of one country and one people.
- (b) Work with the Nutrition and Food Distribution Unit.
- (c) Assist in hospitals and clinics and almoners and attendants.
- (d) Assist in compiling statistical figures.

Community development

- (a) Projects to include:
 - (i) building of clinics, community centres, etc;
 - (ii) reconstruction of roads, and
 - (iii) development of recreation grounds.

The National Youth Council of Nigeria is seriously handicapped by lack of finance, trained personnel, adequate accommodation for offices, training facilities, National Youth Centres, transport, equipment and materials, etc. Understanding the youth for whom it exists, youth participation in planning and decision-making, getting at the rural youths and unemployment among the youths are fundamental issues the Council is planning to tackle. One of its major projects is the construction of an all-purpose Youth Centre in Enugu, East Central State, to meet its national and international commitments.

3.4 The State Governments

The State Governments, through their social welfare, community development and sports development services, provide special programmes for youth in:

- (a) Recreation and leisure-time activities through provision of facilities such as playing grounds, children's parks,

swimming pools, youth centres and hostels in order to improve the physical, mental, moral and social development of the youth.

- (b) Physical training centres, divisional sports associations, sports festivals.
- (c) Youth Leadership Training Centres and Courses.
- (d) Moral Campaigns:
 - (i) Assignment with the Police Force.
 - (ii) Moral Education - films from and by Moral Re-armament, etc. group discussions and lectures.
 - (iii) Public campaigns - posters and radio and television discussions.
- (e) Basic language courses in Nigerian and Foreign Languages.
- (f) Juvenile Welfare Services - prevention and treatment of juvenile delinquency through juvenile court and probation service, remand homes, approved schools aftercare services.
- (g) Community development and voluntary workcamp activities.
- (h) Village Polytechnics and provision of vocational training and earning opportunities.
- (i) Establishment of State Youth Council and support to Voluntary Organisations.

The success of a good many national youth programmes and activities run by the Federal Military Government and the National Youth Council of Nigeria depends on the support from the States and the facilities that are available in the States. Unfortunately, these State programmes and facilities are not evenly distributed and owing to past experiences, particularly of a political nature, some States approach youth activities with reservation and circumspection. Apart from the problems which have been mentioned earlier in connection with other agencies, the Governments of the Federation, are seriously handicapped by lack of sufficient valid empirical research findings in respect of youth and youth needs and programmes for effective planning, implementation and evaluation of necessary programmes and institutions. Research and surveys are very imperative at this stage and these the Social Development Division of the Federal Ministry of Labour and the National Advisory Committee for Social Development in collaboration with other research institutions have taken up as a priority.

3.5 Voluntary youth organisations, the churches and the mosques

Non-governmental organisations, the national voluntary organisations, the churches and moslem associations run youth programmes at national, state

and local levels. The Boy Scouts of Nigeria, Boys Brigade, Girls Brigade Girl Guides, Red Cross Society of Nigeria, Y.W.C.A., Y.M.C.A., Youth Christian Students (Roman Catholic), Islamic Youth League of Nigeria, Christian Council of Nigeria are some of these agencies which organise national youth programmes, youth camps and training centres. Most of their activities cut across denominational boundaries and provide international education and training as well as contacts. A new non-sectarian organisation having important projects for indigent youths who drift to the city of Lagos is Boys Town Nigeria (BTN). It provides training in tailoring, bricklaying, carpentry, cookery, etc., by attaching them to artisans who run private workshops, while it plans to set up its own special workshops.

3.6 National Youth Service Corps

The National Youth Service Corps was established by Decree No. 24 National Youth Service Corps Decree 1973, with the express intention of committing the youth of the country to national building and national development. It will form the subject of other documents to be presented by the National Youth Service Corps Directorate.

3.7 Youth and sports development

For a long time in the history of Nigeria a handful of dedicated ex-sportsmen and philanthropists, who spent their own money, time and energy to organise the training of sportsmen and sportswomen selected to compete for the country were responsible for the organisation of sports at national, regional, provincial and local levels. Only modest teams could be raised to participate at various games and festivals as there was very little government aid. In short the organisation of sports and the training of athletes were all-comers affairs lacking in national direction and goals. The Federal Military Government has reversed the position through Decree No.34, National Sports Commission Decree 1971 setting up the National Sports Commission which among other responsibilities has the duty to encourage the development and organisation of, and participation in, sports in Nigeria and to train Nigerians to become sportsmen and instructors in sports. The largest single client population of the Sports Commission is the youth. The Commission working together with the State Sports Councils and through its zonal offices brings in an ever-increasing number of youths into sports. On their own side, the youths are readily exploiting to the full the new opportunities now available through sports and sporting institutions.

4. Problems and Defects of our Youth Development Programmes

It is far from the intention of this paper to oversimplify a difficult and complex issue and to give the impression that our programmes and facilities for youth development are adequate and satisfactory; for, in spite of the measures already identified for discussion in this paper, there are still formidable problems to surmount and therefore plenty of room for improvement. There are problems in implementing accepted and desirable programmes, problems caused by, for instance, inadequate executive organisation, shortage of the right type of personnel, the large size of the youth population, etc. As far as co-ordination of the various efforts is concerned, Nigeria is in a transitional period because the Social Development Division is a young one.

There are obviously gaps in our knowledge of the values gaining ground among the young, the programmes and facilities which exist in the country, especially at the very local and rural levels for youth welfare. When considered against the size of the country, the Governments of Nigeria are faced with the grim fact that existing provisions are grossly inadequate. Limited financial resources affect the implementation. Those who work in the various youth programmes have not succeeded to a great extent to enlist the interest and help of the press and mass communication media, the armed forces, different religious agencies and non-governmental organisations, trade unions and the youth themselves to increase the opportunities for social, community and national participation by the youth. In the process of our development we want to avoid Federal and State Governments' paternalistic bureaucracy but to sustain and promote local initiative and the voluntary spirit. Finally, Nigeria is confronted with a lack of personnel both in quality and quantity. It is our hope that this Workshop will enable us to understand our problems more clearly, share our experiences with others, examine possible solutions and set in motion a process of self-evaluation in order to attain loftier heights.

COUNTRY STATEMENT - NIGERIA

B

THE NIGERIAN NATIONAL YOUTH SERVICE CORPS: ITS OBJECTIVES, SCOPE, STRUCTURE AND MECHANISM AND THE PHILOSOPHY BEHIND IT

1. Introduction

Since the attainment of national independence, Nigerians in various walks of life including University students and intellectuals have, from time to time, addressed themselves to the need to establish a scheme which would bring Nigerian youths together under a single umbrella, with the objective of instilling in them those qualities of leadership, dedication, patriotism and national consciousness without which no country or people could be truly great. It has been generally accepted that if Nigeria is to make rapid progress on all fronts internally, and if she is to make her mark on the continent of Africa, and indeed, in the community of Nations, then her youth must be fully mobilised and be prepared to offer willingly and without asking for rewards in return, their best in the service of their nation at all times. The first step towards the realisation of this lofty goal was taken when the present Federal Military Government created the National Youth Service Corps by promulgating Decree No. 24 of 22 May 1973.

2. Main Objectives of the Scheme

The main objectives of the National Youth Service Corps could be summarised thus:

- (a) To inculcate discipline in Nigerian youth by instilling in them a tradition of industry at work, and, of patriotic and loyal service to the nation in any situation they may find themselves.
- (b) To raise the moral tone of the youth by giving them the opportunity to learn about higher ideals of national achievement and social and cultural improvement.
- (c) To develop in our youth attitudes of mind, acquired through shared experience and suitable training, which will make them more amenable to mobilisation in the national interest.
- (d) To develop common ties among our youth and promote national unity by ensuring that:
 - (i) as far as possible, youth are assigned to jobs in states other than their states of origin;

- (ii) each group, assigned to work together, is as representative of the country as possible;
- (iii) the youth are exposed to the modes of living of the people in different parts of the country with a view to removing prejudices, eliminating ignorance, and confirming at first hand the many similarities among Nigerians of all ethnic groups.
- (e) To encourage members of the Corps to seek, at the end of their corps service, career employment all over the country thus promoting the free movement of labour.
- (f) To induce employers, partly through their experience with Corps members, to employ more readily qualified Nigerians irrespective of their states of origin.
- (g) To enable our youths to acquire the spirit of self-reliance.

3. Coverage of the Scheme

The scheme has a country-wide coverage and in its first year, i.e. July 1973 to June 1974, it was compulsory for all Nigerians up to the age of 30 years awarded first degrees from Nigerian Universities at the end of the 1972/73 academic session to take part. Those above 30 years could volunteer. Nigerians graduating from foreign Universities at the end of the 1974/75 academic year and subsequent academic years will come into the scheme on a compulsory basis. As the organisation for the execution of the scheme has become firmly established, the Directorate of the NYSC will have to decide whether graduates from other higher institutions of learning apart from the Universities will be brought in. Students of polytechnics and other technical colleges are clamouring to be incorporated in the scheme. After the Directorate has finalised its deliberations, appropriate recommendations will be forwarded to the Federal Military Government.

4. Duration of the Service

The service lasts for a continuous period of 12 calendar months from the date of call-up. On the successful completion of service, a Corps member is issued with a certificate of National Service and is free to go into permanent employment in any part of the country. Participation in the scheme widens their horizon and enables them to take up career employment anywhere in the Federation.

5. Exemptions and Deferments

The decree setting up the National Youth Service Corps stipulated certain categories of first degree holders who could be considered for exemption from participating in the scheme or whose services could be deferred for a year or more.

The following categories of people could be considered for exemption:

- (a) Graduates who are over 30 years of age at the time they acquire their first degrees.
- (b) Exemption from service could be considered on medical grounds. There has been only one such case so far since the inception of the scheme.
- (c) Members of the Armed Forces and the Police returning from study leave are also exempted from the scheme.

Deferments

Medical doctors, lawyers and pharmacists are issued with deferment certificates to enable them to do their one year professional apprenticeship before they are mobilised.

6. Organisational and Institutional Arrangements for Implementing the Scheme

6.1 The Directorate

At the national level, there is a policy making body for the scheme in the form of a Directorate based in Lagos. Its membership is so devised that the Universities and the public and private sectors which will be the ultimate employers of the graduates, are adequately represented. It is the responsibility of the Directorate to:

- (i) draw up detailed programmes of training and work designed to achieve the objectives of the scheme;
- (ii) ensure that the programmes drawn up are strictly followed all over the country and that they are updated from time to time in the light of experience;
- (iii) liaise with all Nigerian Universities and other Institutions of higher learning in the country to ensure a smooth execution of the scheme;
- (iv) assign corps members to jobs in the states in accordance with programmes approved by it;
- (v) effectively coordinate the work of the state committees in furtherance of the objectives of the scheme;
- (vi) assess the value of the scheme from time to time in order to keep its objectives and logistics under constant review.

6.2 The state committees

At the state level, there is a state committee based at each state capital. Its functions are delegated to it by the Directorate. Each state committee is responsible for:

- (i) compiling information on available jobs in its territory, based on results from public and private sectors;
- (ii) arranging accommodation and board, transportation and other facilities which are essential for the welfare of corps members and for the success of the scheme in the state;
- (iii) assembling reports on corps members and transmitting them to the Headquarters in Lagos;
- (iv) arranging the provision of facilities for induction courses and winding-up exercises;
- (v) deployment of corps members in the state.

6.3 Call-up

All prospective graduates are issued with call-up letters before leaving the campuses in their final year. The letters inform them of their state of deployment and call-up date, that is, the date they should register for National Service at the state capitals. Prospective corps members do not choose which state they are to serve. They collect from their Universities ₦ 50 travelling allowance. This is slightly less than half of the total travelling allowance granted to them in a year. Corps members are allocated to states on the basis of demand from each state. As far as possible, they are not deployed to their states of origin. This policy has succeeded in getting youths assigned to states they have never previously visited. According to a survey carried out in the inaugural year of the service, an average of 62.1 per cent of the corps members had never visited the state where they were then deployed. In some states the percentage was as high as 83.2 per cent and even 91.3 per cent.

7. Work Programme

The work programme in a service year is divided into four main divisions, namely:

- (i) the orientation/induction course including the state tour;
- (ii) primary assignment;
- (iii) secondary assignment: the community development work;
- (iv) the winding-up exercise.

7.1 The orientation/induction course and state tour

The first five weeks in a service year are spent by corps members on an Orientation/Induction Course which is generally rounded off in the fifth week with a tour of the particular state in which the corps members are deployed. The Orientation Course consists of lectures, seminars, discussions, drilling and other outward-bound activities.

The Orientation Course lectures are designed to introduce corps members to the national objectives and the inspiring facts of national history, the geography, economy and political administration of the country. The local language is introduced and taught with a view to easing the social contact of corps members with the local people in the state by breaking down the barriers created by the multiplicity of dialects spoken in the country.

The fifth week is devoted to conducted tours of all the administrative divisions of the state of deployment. This is to enable the corps members to familiarize themselves with the state, its people and its peculiar problems. Corps members also have ample opportunity of learning the local geography at first hand. The tour provides them a unique experience; as one of the successful ex-corps member aptly put it, "I feel it is a life time experience and never again could one come across such a unique opportunity".

During the orientation, corps members are housed, fed and transported free. The aim of the Orientation Course is to introduce corps members to and familiarise them with the ideals of the scheme.

During this period, corps members live relatively regimented lives at Orientation camps often located far away from the state capitals. They wake up at 6 a.m. and participate in fairly rigorous drills and physical exercises. This is to toughen them up physically and initiate self-discipline and adaptability in them. To fresh graduates who have not done any physical exercises for years and are unused to early rising at University, initial reaction to the drills and exercises is almost adverse. After a week or so however, protests against supposedly excessive physical exertion are superseded by enthusiastic approval. Lectures and discussions are held on a wide variety of national and local issues, including ideology, history, culture, customs, economics and government. Guest speakers are drawn from all walks of life. Man O'War activities include expeditions, rock climbing, rock scrambling and initiative tests and some elementary first aid. These are generally very exciting to corps members. In a survey carried out on the Man O'War activities during the inaugural year of the corps scheme, about 82.2 per cent of the corps members found them "very stimulating". Life in the Orientation camps compared to normal life at University campuses, is rugged and tough, and adjusting to it may not be easy. It demands a spirit of self-reliance and some orientation of thought pattern, and to inculcate in them a readiness to make sacrifices to the community and to the nation at large. On the other hand, making hundreds of graduates from different Universities, different social backgrounds and tribes live and work closely together, generates a genuine feeling of togetherness and oneness. At the beginning of the Orientation Course, a "CODE OF CONDUCT" is issued to all Corps Members as a guide to good conduct and orderly

behaviour throughout their service period. The code of conduct is a device to ensure that realisation of the objective of inculcating discipline in the youth. The Code of Conduct and bye-laws contain rules and regulations and the penalties attached thereto for any breach.

7.2 Primary assignment

After the Orientation Course, corps members are sent to work in various fields including hospitals, road construction projects, farm projects, water schemes, surveying, and mapping, social and economic surveying, food storage and eradication of pests, rehabilitation of the destitute and the disabled, teaching in schools and colleges, all government departments and statutory corporations suitable for new graduates, attachment to Development (Local) Councils, development of sports etc. In deploying them to the various fields listed above, care is taken to see that each corps member is given work relevant to his academic qualification or professional training. Therefore, doctors and pharmacists work in hospitals and health centres, especially in rural areas where their services are mostly needed; those with academic and teaching qualifications work in schools and colleges (the bulk of them are being engaged in duties connected with the proposed Universal Primary Education Scheme); engineers are assigned to Ministries of Works and Construction Firms; Political Scientists are assigned to Local Government Councils; and Agriculturists to Agricultural Development Authorities and Farm Institutes.

7.3 Secondary assignment (Community development work)

7.3.1 The purpose of the secondary assignment

Twice during the service year corps members are put on community development work. During the Orientation Course, corps members spend a period of one week on community development work outside the Orientation Camps. During the Easter vacation, they are engaged in various community projects in their states of deployment for a period of one month.

The community development project is an important aspect of their service in that it brings corps members into direct contact with the local people with whom they work side by side. It is meant to endear them to the local populace. It also helps them to appreciate the dignity of labour because they are given the opportunity to work with their hands.

In the process they come to appreciate the value of skilled workers and this would no doubt influence their attitude to such workers when they become policy-makers. The local people with whom they work also realise that acquisition of academic qualifications does not preclude them from using their hands. The notion of education giving us only white-collar jobs is thereby dispelled. The educated man thus becomes more acceptable to his less privileged counterpart.

7.3.2 A typical community development programme

There are certain criteria which govern a typical community development programme. Among these are:

- (i) All corps members irrespective of field of academic

specialisation or nature of primary assignment must participate.

- (ii) The projects must be concrete and identifiable so that ..."in future, corps members could point to the fruits of their labour and accomplishments with pride".
- (iii) Active community participation in the projects. Work must be a cooperative venture between corps members on one hand and members of the community on the other. The graduates should never work on their own.
- (iv) Requisite skilled personnel such as masons etc. must be provided by the state's ministry responsible for community development work.
- (v) Meticulous pre-planning to ensure that supplies of the necessary equipment and materials are adequate thus obviating frustrating interruptions due to shortages once the work commences.
- (vi) Firm transport and (where necessary) accommodation arrangements for corps members to minimise inconvenience and ensure that participants put in a full days job daily during the period.

7.3.3 Nature of projects

Projects include the construction of culverts, market stalls, roads, bridges, building of community halls and maternity hospitals. Projects may also include cleaning round the city.

At the end of the one-month community development, corps members return to their primary assignments and work on it till the last week of the service year when they re-assemble at the state capital for the winding-up exercises.

7.4 The winding-up-exercises

There is a machinery for evaluating the performance of corps members as a corporate body and also as individuals. Officials at the state level prepare quarterly progress reports which are forwarded to the Directorate. The Inspectorate staff both from the Directorate and the state level go from time to time to see the corps members in their places of assignment and talk with them and their employers with a view to identifying their problems and finding solutions to them. Each employer is expected to write quarterly confidential reports on each corps member.

8. Certificate of Honour

At the end of the national service year, 12 distinguished corps members, whose performances on their assignments are remarkable, are

considered for and awarded the Chairman's Certificate of Honour. To show the Nation's appreciation of the contributions to national progress being made by the youths, the Head of State at a short but impressive ceremony personally distributes the certificates to the recipients.

9. How the Scheme is Financed

Although the scheme was initiated by the Federal Government which is substantially responsible for financing it, it is a joint venture between the Federal and the State governments which play their part for the success of the scheme. For instance, in the inaugural year the Federal Government spent about ₦ 4.6 million to run the scheme. The Federal Government bears the following financial obligations to each corps member:

- (a) Allowance of ₦ 150 per month.
- (b) Local Transport allowance of ₦ 60 per annum.
- (c) Cost of transport to and from place of domicile of ₦ 75 per annum.
- (d) ₦ 1 per day to subsidize the cost of central feeding during the period of Orientation Course and the Community Development work. This amount is not paid to corps members, but it is pooled for central feeding during the periods of orientation and Community Development Project.

The State Governments make financial contributions to the scheme in varying degrees. In addition, they are expected to provide free medical facilities for corps members and assist them in renting accommodation which will enable them to live among the communities they are serving. Corps members are expected to pay for these accommodations.

It may be added also that all corps members are covered by the normal indemnity clauses for civil servants.

10. The Philosophy Behind the Scheme

The concept of a Youth Service is not an innovation on the continent of Africa, although it has long been in existence in other continents. Many countries in the Commonwealth have a Youth Service Scheme of one type or another. The aims and objectives of such Youth Services are geared towards fulfilling their national objectives, in addition to making youths better citizens. The Nigerian National Youth Service Scheme is unique in that it is truly Nigerian in concept and execution. Its philosophy is rooted in our remote and recent history. In his 12th Independence Anniversary Speech, His Excellency, General Yakubu Gowon, Commander-in-Chief of the Armed Forces of the Federal Republic of Nigeria and Head of the Federal Military Government, promised the nation the establishment of a Youth Service Scheme. The National Youth Service Corps he said, is meant "to transcend political, social, state and ethnic loyalties and to form the basis of fostering loyalty to the nation".

The purpose of our youth service scheme is primarily to imbue our youths with a spirit of selfless service to the community. The education of our youths at the moment is criticized for being elitist orientated. There is an increasing unwillingness on the part of graduates to take up appointments in rural areas. Even students sent overseas on scholarships refuse to return home, and when they do return, they do not accept work in rural areas.

Therefore one of the primary objectives of establishing the National Youth Service Corps is to restore self-reliance, to restore the physical robustness and the sense of obligation to the community all of which qualities our educational system does not encourage.

In Nigeria, we have realised from our recent past the necessity for unity to our country. We have also realised that as a nation, no ethnic group can exist in isolation. The problem of any part is a problem of the whole country. In the colonial era, it was easy to transfer a civil servant from one end of the country to another. After independence, the elite drove the nation into a political quagmire. Sectionalism became the order of the day.

The Director of the Scheme, Dr. A.A. Ali has described the NYSC Scheme as "the sheet anchor of our existence". The philosophy of the National Youth Service Scheme is summed up in its motto, which is "Service and Humility".

11. Conclusion

The Scheme, now in its second year, is no longer considered to be at the experimental stage. It is now generally accepted by Nigerians. The questions being asked are - Should such a noble scheme as this be confined only to University graduates? Would the country not benefit from an extension of the scheme to cover secondary school leavers and even primary school leavers? Is it necessary to impose the age limit - Why not make participation compulsory for all graduates? The probabilities are in the direction of widening the coverage of the scheme, modifying its modus operandi where necessary, and making a greater impact on the social, economic and political life of the country.

COUNTRY STATEMENT - SIERRA LEONE

NATIONAL SERVICE AND NATIONAL YOUTH PROGRAMMES

1. Introduction

This report attempts to examine the scope and functions of different approaches adopted for National Service, and also tries to assess our National Youth Programmes and their impact on National Development.

Section One contains a very broad introduction based on the 'Problem' of youth in Sierra Leone. This is an attempt to give delegates a clear picture of the youth situation at home, before dealing with the actual topics.

Section Two, deals with National Service - under the following three sub-sections:

- (i) Examination and comparison of the philosophy underlying the notion of National Service in Commonwealth countries with special reference to Sierra Leone.
- (ii) The utilisation of available facilities in the operation of National Service Schemes.
- (iii) Assessment of the realisation of the objectives of our National Service Schemes.

Section Three deals with National Youth Programmes, and is divided into five sub-sections:

- (i) Examination of the purpose and scope of National Youth Programmes.
- (ii) Examination of the function of National Youth Programmes particularly problems in their implementation.
- (iii) The role of National Youth Programmes in National Development.
- (iv) National Youth Programmes and Community Development.
- (v) Response of youth to National Youth Programmes.

Section Four contains the conclusion.

2. The Youth Problem in Sierra Leone

Those who are concerned with youth today, both in a professional capacity and in everyday working conditions, are often bewildered by the ways in which young people react to society and to the older generation. They are often faced with a mass of differing opinions as to the causes and possible remedies of such attitudes.

The youth 'Problem' differs, of course, in its nature between 'developed' and 'developing' countries and between countries of different political systems. But everywhere the root of the problem appears to lie in the understandable dissatisfaction of the rising generation with the established social and economic order. In developing countries, this dissatisfaction takes on particular overtones because of its close link with the problems faced by the increasing numbers of young people who are emerging from a traditional way of life but find that the modern economy has not developed sufficiently to receive them and to offer them the opportunities to use their talents creatively and satisfyingly.

As in most developing Commonwealth countries, the youth problem in Sierra Leone is characterised by an increasing migration of the rural youth to urban areas with the resulting problems of unemployment, anti-social behaviour and lack of purpose.

The causes of this situation are both economic and social. In Sierra Leone about 80 per cent of the active population is occupied in the Agricultural sector while the main resources of the country's economy have always been considered to be its mining resources. In view of this, agriculture has long remained a neglected sector, characterised by archaic methods of production and low productivity.

The farmer has come to consider himself as underprivileged and to encourage his children to acquire the education that would open the doors to better job opportunities and a brighter future. The problem is getting bigger each year, only about 40 per cent of the children enter primary school and of these not more than half complete the seven years primary cycle. The secondary school education which has grown faster than the primary level, is largely academic and is already producing an excess of unemployed fifth formers. Even in the technical field, which is not much developed yet, prospects seem to be limited. According to the labour exchange officer of the Ministry of Labour, less than half of the trainees coming out of the trade training centres can be found employment.

Industry absorbs about 4 per cent of the labour force and this figure is not rapidly increasing. Our youth problem can thus be expected to become more and more serious as a growing number of young people, both educated and uneducated, will compete for the few jobs available in the modern sector of the economy.

3. National Service

3.1 The philosophy underlying the notion of National Service

Sierra Leone has now adopted a compulsory National Service. Previously, our National Service was not compulsory and was geared towards community development in the form of self-help projects such as the construction of Hospitals, Health Centres, Schools, Feeder roads, Community Centres, Agricultural farms etc. These projects were largely undertaken by voluntary organisations such as Youth Clubs, Workcamps Associations, the Maforki Self-help projects, the Koya Revolutionary Brigade, the supervision of the Ministry of Social Welfare and some members of Parliament.

The present service is compulsory and is known as the National Defence Training Scheme. It stipulates that a school cadet force be created, and that training should, in the first instance, be done in residential camps during the long vacation of each year; that foreign students in Sierra Leone's educational institutions should be exempted from the proposed compulsory National Defence Training Scheme; that forms five and six girls should be trained in first aid treatment, nursing and caring for the wounded and children, and in community service in general; that after the initial 3-4 weeks training in the camps during the long vacation, there should be follow-up periodic training in Provincial Centres where pupils from other nearby schools could assemble and the training instructors visit them during the *first* and *third* Saturday of every month; that a committee comprising representatives from the following ministries and institutions be set up to work out the financial and other implications of the National Defence Training Scheme and the establishment of a school cadet force:

The Ministry of Defence
The Ministry of Finance
The Republic of Sierra Leone Ministry Forces
The Ministry of Education
The Ministry of Social Welfare
The University of Sierra Leone
The Police
The Teachers Training Colleges
The National Chairman of the Conference
of the Principals of Secondary Schools; that
the above committee have powers to co-opt.

Further, the committee should in addition to its terms and reference give consideration to the following:

- (i) That training, if it is to be effective and efficient, should be regular and persistent. In this connection, it was pointed out that 3 to 4 weeks training during the long vacation which comes once every school year would appear to be inadequate, and that students attempting the General Certificate of Education examinations and who are not likely to enter a subsequent academic year should be considered for a longer period of training.
- (ii) That consideration would have to be given to the age group of pupils for enlistment in the National Defence Training Scheme, and that account would have to be taken of the question of providing uniforms for those pupils while undergoing their training.

The main philosophy underlying the notion of the National Defence Training Scheme is to create an awareness for the total involvement of our young people in the implementation of our National Development Schemes.

3.2 The utilisation of available facilities in the operation of National Service Schemes

There are very few facilities provided for the operation of our National Service Schemes.

Now that the Government is in the process of establishing its development programme for the next five years, it hopes to define what will be the place and role of youth in this programme. The formulation of a national youth service policy would help clarify the role of the ministries concerned, both individually and in relation to each other by bringing into a more co-ordinated and comprehensive system a number of sectorial policies that are already adopted. And unless a national youth service policy is formed, the utilisation of the few available facilities in the operation of our National Service Schemes will face many hazards.

3.3 The assessment of the realisation of the objectives of our National Service Schemes

Our present National Service has yielded very little results due to the lack of a clearly defined national youth service policy.

However, the main objectives of the proposed national youth service policy will be focussed on a number of factors of national significance such as:

- (a) The major role youth (both male and female) must and can play as an agent of change and development in our National Service.
- (b) Priority will be given to youth and staff training to avoid the increasingly acute social and economic problems.
- (c) Considering the economic potential of Sierra Leone, priority will consequently be given to programmes designed to involve youth in rural development.
- (d) Attention will also be given to the health and welfare needs of young people and in particular, to the needs of special groups such as the handicapped and the socially maladjusted. Taking into consideration the inter-sectorial character of such national service policy, an inter-ministerial commission may be appointed by the Government to prepare and formulate it. Representatives of voluntary organisations and in particular of the long established and most active youth organisations shall be associated in its work. In order to successfully implement this policy, structures and programmes will then have to be established for both rural and urban situations.

4. National Youth Programmes in the Ministry of Social Welfare

4.1 The purpose and scope of the national youth programmes

- (i) The Ministry of Social Welfare is the Ministry responsible

for youth. Its structure includes District Officer at district level (12 districts) and Social Development Workers at chiefdom level (one for several chiefdoms). The activities of the Ministry concern two main fields:

- (a) *Social Welfare*, which includes: family case work, probation, rehabilitation and community relief services.
- (b) *Community Development*, which includes: Self-help projects (the construction of feeder roads, community centres, etc.), women's work, which includes: environmental sanitation, child care, nutrition, handicrafts, etc. and voluntary organisations (including youth organisations) which give support and relate their programmes with the other sections already named.

In the Youth Section of the Ministry, there are officers in charge of youth work, who advise youth organisations and stimulate the formation of youth groups and clubs. As a result of their action, young people have been encouraged to take part in self-help projects such as the building of schools or hospitals.

4.2 The functioning of national youth programmes and particularly problems in their implementation

There are a number of obstacles that prevent the Ministry of Social Welfare from playing the important role it could play in the development of National Youth Programmes. They are mainly the lack of adequate staff and the lack of trained personnel.

Social Development Workers in charge of youth have to carry out other duties. Most of them have a heavy case load. With the exception of a few Social Development Officers who are trained and experienced in Youth Work, most Social Development Workers have very little knowledge of this field and can, therefore, not really contribute to its expansion. As a result, while active programmes have been stimulated in some districts, in others it seems that the concept of youth work is not clear.

The lack of resources and special transport prevent officers from extending much of their activities into the rural areas.

However, as it has been said above, the present youth situation is a result of a number of social and economic factors and cannot therefore be dealt with through the action of one ministry only. It can be improved only by creating conditions that will make rural life more attractive to young people and thus reduce the rate of migration.

4.3 The role of national youth programmes in national development

In keeping with the above, a long-term policy covering at least three main areas, such as rural development, rural life and education should be applied.

- (a) *Rural Employment:* In the five-year development plan which is being prepared for the period 1974/75 - 1978/79, priority is given to the development of agriculture. The place of youth in this development should be very significant in that it is not only the agricultural sector which can offer large scale employment opportunity for young people, but that modernisation and extension of agriculture are not rapidly to take place unless the young people are involved. At the present time, migration deprives the rural areas of their most productive elements. The 18-35 age group is a wide gap in the village population. It is, therefore, desirable from both the young and the agriculture points of view that the young people be encouraged to stay. (The modernisation of agriculture will also lead to the development of agro-industry and to the creation of a variety of jobs in the rural areas). At the moment, no programme of the Ministry of Agriculture is particularly directed to this group. Most agriculture, education and training is given at secondary or higher level, that is to say to young people whose ambition is not to live and work in the rural areas and who would only consider agriculture in terms of government employment.
- (b) *Education:* The role of the National Youth Programme in national development will only become effective as a result of the type of education given to our young people.

It has often been said that education in Sierra Leone is primarily an academic type, based on the British system, with seven years of primary (Class 1-7) and five years secondary education (Form 1-V). This system being now reviewed in order to make it more relevant to Sierra Leone conditions and take fully into account: character development, the child's interest, ability and aptitudes, the manpower needs of the country and the economic resources of the state. It will also take into account the social environment of the child and the cultivation of desirable attitudes, (Elements for the formulation of the National Development Plan - Volume 3 - Development of Social Sectors - Ministry of Development and Economic Planning - Central Planning Unit). The curriculum of primary education will be orientated towards rural needs and the secondary level will be diversified in order to offer more in terms of "employable skills".

UNESCO will be assisting with the curriculum planning and the training of teachers, "not only to apply new curricula and teaching methods, but also to become community leaders for community education in general"; with a view to the role of our youth programmes in national development.

- (c) *Rural Life:* Finally, the role of our Youth Programmes in national development will prove more successful if some aspects of the rural life are improved and made attractive. In order to correct the effect of the present system of education and to make agriculture more profitable it is hoped that young people will be encouraged to remain in the

rural areas and embark on national development programmes.

4.4 National youth programmes and community development

As it has been already stated in the previous pages, very little has been achieved with the programmes of youth in community development, due to the factors previously noted.

4.4.1 Rural youth programmes

It is, however, hoped that in order to achieve better results with our national youth programmes in community development, rural youth programmes will be improved and made more relevant to our needs.

In the present situation, it seems that both the needs of the rural youth and the needs for rural development could be served by the creation of a rural youth organisation whose main characteristics and objectives would be as follows:

- (a) To provide a structure in which young people come together to run their own community development programmes.
- (b) To provide a frame for a number of educational and cultural programmes, such as civic education, agriculture and rural skill training, literacy classes, health and sanitation, home economics.
- (c) To run programmes of an economic nature (agriculture, animal husbandry, handicrafts) designed to provide young people individually and collectively with some cash income to be used for the improvement of rural life (equipment - recreation).
- (d) To associate the adults in such a way that the organisation be an element of progress and stimulation for community development for the whole village.
- (e) To lead to a massive involvement of youth in rural community development programmes.

The creation of such an organisation would give young people the feeling that something is happening in the rural areas, which open to a brighter future and of which they are part. It would also help to build among young people a rational identity by bringing them in to the same organisation, irrespective of their religious or tribal affiliation.

4.4.2 Urban youth programmes and community development

While the primary responsibility for the rural youth programmes might be with the Ministry of Agriculture, the Ministry of Social Welfare would still have an important role to play in its educational, cultural, and recreational aspects. In the urban areas however, the Ministry of Social Welfare is the only Ministry responsible for out-of-school youth programmes for community development.

The approach it has taken until now, which has been drawing on the community resources by encouraging the creation of youth clubs and groups seems the most appropriate considering the limited resources available in the Ministry. But the lack of training both within the Ministry and in the voluntary organisations is a major obstacle to the development of these groups.

While unemployment is known to be major problem facing young people in urban areas (a problem that can be solved by economic development and particularly by the massive involvement of youth in national rural community development) an improvement of the urban situation can result from an active youth programme.

The lack of facilities for youth work in most urban centres certainly calls for the establishment of youth/community centres. They are being built through self-help efforts. However, their successful use will also depend on the availability of trained youth workers. Therefore, the need to give priority to training. It is hoped that some international bodies will be asked to provide the services of a specialist in training for youth work and with fellowship for staff members to be trained as trainers. The build-up of a network of Social Development Officers able to stimulate, support, advise youth groups and to organise training programmes for their leaders would be an important first step. National Youth Programmes and community development can be made more effective by the creation of rural and urban organisations that will direct youth programmes towards community development.

4.5 The response of youth to national youth programmes

There has been very little response made by young people to National Youth Programmes due mainly to the following: At the present time, the development of programmes for young people, especially for out-of-school youth in Sierra Leone, is hampered by the lack of general policy providing guidelines for this development; by the lack of structures for youth work within the Ministry concerned or the lack of qualified staff to operate in those structures and by the lack of training opportunities for leaders of voluntary organisations. If these problems are met, there will be more response by the young people to National Youth Programmes.

5. Conclusion

This report has not covered in detail the scope and functions of our national service and national youth programmes. It has only attempted to outline the problems we are envisaging and the plans for future youth development programmes.

However, it is hoped that the workshop would kindly consider these problems and give useful guidance and help in the implementation of our National Youth Programmes.

COUNTRY STATEMENT - TANZANIA

NATIONAL YOUTH PROGRAMMES

1. Introduction

Tanganyika gained independence on 9 December 1961. A relatively young nation with determination to plan and govern its destiny was thus born. Its population was about 9 million people at that time. The population is, however, increasing steadily: in 1970 it had reached the 13 million mark and is now about 14 million, with about 95 per cent living in rural areas in "Ujamaa Villages". About 60 per cent of the population is youth between the age group of 5 to 35. The majority of our youth live in Ujamaa Villages in rural areas.

The Afro-Shirazi Party revolution on Zanzibar in January 1964 and subsequent unification of Tanganyika and Zanzibar on April 25th of the same year brought together the two States in one Republic now called Tanzania. Although Tanganyika and Zanzibar had two separate political parties as well as youth programmes, the political parties and youth organisation all direct their unified forces towards one goal: development of the Tanzania people under the same policy of socialism and self-reliance.

2. Short Historical Background

In order to have a bird's eye view of youth programmes and development in this country it is imperative to look at the pre-colonial period, through the colonial times to the present time. For circumstances under which the indigenous natives have been governed determine somewhat the youth policies and programmes today.

Before the coming of the foreigners to this part of the continent, the indigenous natives had their own civilization under their various tribal chiefdoms. Chiefs, assisted by some tribal elders, governed the daily affairs of their people in times of peace and war. One of such important affairs and heritage which has come down through difficult circumstances and which we now mean to develop and hand on to the next generation of our nation is the development of youth in social and cultural ethics under our two sister political parties.

The natives had, within their tribes, well planned and organised youth programmes and activities. Many of these organisations were great schools in which the young generation was prepared and passed through before they were admitted to manhood.

There was a set of well-known long established faculties of cultural heritage and customs which were carefully taught to the youth. This set of real-life principles included equality and justice, concern for public property, courage and dignity, respect of agriculture and labour, honesty and sincerity and, above all, respect and trust in family relations. At a certain age, the girls were taught homecraft and child care, while the boys were taught manhood crafts. Although these techniques may be labelled as crude and uncivilized in certain quarters, to us we believe that such was basic education, and important to their daily lives.

This sort of education was in most cases taught in youth organisations called "Jando" for the preparation of boys, and "Unyago" for girls.

3. Penetration of Foreign Cultures

The coming of various visitors from foreign countries and the eventual colonization of this country marked the first penetration of foreign cultures into the lives of natives. To a certain degree this affected youth up-bringing. Arab traders settled in Zanzibar and along the coastal strip from north to south of Tanganyika and some commercial towns up-country. Their cultural influences can be seen today: some Islamic youth organisations and Koran schools still exist and are playing an important role in youth development.

The missionaries came with systematic teaching of the Gospel. They lived among the natives wherever they opened a church or established a missionary post. Needless to say their teachings had and still have some influence on our youth, spiritually and socially.

The colonial rulers' desire to up-root the natives' cultures, customs, social mannerisms and languages wherever they went, and their relentless need to replace these cultural values with their own are well known facts. For reasons known to themselves these rulers aimed at creating a generation with foreign culture out of our youth. This would stop off "real Africanism" in the youth and be a "Carbon paper" in between with no human standing of their own. This was a deliberate up-bringing aimed at making such a generation second and third rate citizens and suitable for services under the colonial Administration.

But apart from this peculiar case, foreign visitors to our country have done tremendous work in youth development programmes. Organisations such as Scouting, Girl Guides, Y.W.C.A. and Y.M.C.A., the Red Cross and many others would have not found their way in Tanzania, had it not been for them.

4. Objectives of the National Youth Policy

The short historical background on youth which is explained above no doubt gives us an insight of youth development in this country. It implies that this has come down to us through oral traditions and practice. Through this we are made to realise our living past which has an unbroken continuity to the living present. Because of this the Ministry of Culture and Youth was first created in 1962, and Mwalimu J.K. Nyerere speaking on the work of this Ministry among other things, had this to say:

"So I have set up this new Ministry to help us regain our pride in our culture. I want it to seek out the best of the traditions and customs of all our tribes and make them a part of our national culture. I hope that everybody will do what he can to help the work of this new Ministry. But I do not want anybody to imagine that to revive our own culture means at the same time to reject that of any other country. A nation which refuses to learn from foreign cultures is nothing but a nation of idiots and lunatics.

Mankind could not progress at all if we all refused to learn from each other. But to learn from other cultures does not mean we should abandon our own.

The sort of learning from which we can benefit is the kind which can help us to perfect and broaden our own culture."

The present Ministry of National Culture and Youth was re-established in February 1974. The immense work of youth in this young nation is, therefore, shouldered upon this young Ministry, which is currently working on "Youth Policy" and subsequent programmes and projections. Nevertheless, we are working on the revival of the existing youth organisations and streamlining them to be consistent with our two sister political parties' policy of socialism and self-reliance.

Essentially, our main task is the shaping of a new type of man - not from another galaxy but a human being specific to contemporary Tanzania who undergoes a process of necessary improvement concomitant with the society to which he belongs. This includes:

- (i) Carrying out research programmes on past youth activities.
- (ii) Studying and working on present youth problems in relation to population and national development.
- (iii) Forming of new organisations and clubs for young people, so as to tap and unify energies and force them and direct these resources to contribute towards national development.
- (iv) To give young persons who have not had formal education, including primary school leavers, essential skills in various economic projects (polytechnic villages) with special emphasis on proper and modern land usage so as to increase agricultural production and alleviate the problem of urban drift.
- (v) To co-operate with other international youth organisations in youth programmes

5. National Youth Programmes

At present, youth programmes are mostly carried out by various youth organisations - both voluntary and Government sponsored institutions such as the National Service. The Ministry of National Culture and Youth, wherever possible, provides financial aid and expertise. It co-ordinates all youth work, gives advice where needed and organises seminars, camps, expeditions and youth tournaments. This work is normally carried out with full co-operation with other Government departments, Parastatals, Political Youth Wings, and religious institutions which have some dealings with youth.

Some Government Ministries also cater for youth activities. Some of these are the Ministry of National Education, Commerce and Industry, Agriculture, Labour and Social Welfare.

6. National Service and Youth Brigades

Tanzania has a unique and well-established National Service Programme. This is mainly concerned with major national development projects placed all over the country. These include cultural and economical programmes such as agricultural projects, small scale industries, construction of houses and roads where needed, sports, games and music. The following are some of the active youth organisations in Tanzania today:

(i) The Tanu Youth League: T.Y.L. (Tanzania Mainland)

This is a Youth department of "The Tanganyika Africa National Union" the mass political party and vanguard of our socialistic revolution which pursues the policy of self-reliance. The league was founded in 1956 in Tanga where groups of young people known as the Tanu Volunteer Corps took to the task of helping Tanu by waging the struggle against British colonialism. The TYL got its first constitution in 1958. During the independence struggle, the TYL members engaged themselves in the recruitment of Tanu members and collected party fees. Through political education of the masses on the ills of being under colonial rule, the success of TANU was accelerated. The TYL members were well organised, patriotic, hard workers, strong, courageous and self disciplined.

After the country's independence the TYL had a new hard task of guarding our independence against colonialism, capitalism and feudalism.

Up to now that is part of the duties of all the TYL members. They must also be in the forefront to educate the masses on the policies of the Parties Tanu and ASP, to defend the country at all times by all means, to help in every possible means the Liberation Movements in Africa. Since TYL is the sole political youth wing of the Party, it is its main duty and responsibility to see that cadres who will eventually be responsible for leading the nation in future are well prepared. Youth must get a good knowledge of our ruling party and its policies wherever they are - in other youth movements, in schools, industries, offices, everywhere. This is a great but very fruitful and educative task which the TYL has; and it is through this political education that many youths will understand their role towards nation building activities and will cease loitering in towns. The TYL is the only organisation which represents all Tanzanian youth politically within and outside the country. The Afro-Shiraz Youth and TANU Youth League are the Tanzanian Youths' representatives to the Pan African Youth Movement where Tanzania is an active member.

Lastly but not the least TYL members engage themselves in establishing projects for economic purposes. They run cultural and sports clubs for entertainment and recreation. They take part actively during state festivals and celebrations by organising Mass Displays, Dances from Jazz Bands, Cultural Ngomas, Choirs and Mass rallies. A From - Shiraz Youth League does similar duties in Zanzibar and Pemba.

(ii) SIDO - Small Industries Development Organisation

This is a parastatal Organisation which gets financial assistance from the government through the Ministry of Commerce and Industry. It was started in 1973.

It has plans to start and establish, and indeed it has already started some industrial estates in some regions for training young people as well as manufacturing goods for large scale industries. It is the organisation's responsibility to train young people in craftsmanship, staff development, industrial engineering foremanship, industrial management and productivity. These and many other fields covered by SIDO are all in a bid to start, establish and run efficiently small scale industries in the country in order to curb the problem of unemployment for young people and to increase production of goods which are used in the country, some exported to other countries.

(iii) The Outward Bound Trust Board of Tanzania

This Board is managed and financed by the Ministry of National Education. Its function is to sponsor courses which present challenges to young people of either sex between 16 and 25 years of age through self-discipline, self-reliance, teamwork, adventure, physical fitness and management. The individual is made to compete, strive to improve his/her own performances and match his/her development with that of others of his or her age. Instruction is also given in observation; camping techniques, rock-climbing, mountaineering rescue procedure and first aid.

These activities are normally carried out at Liotok-tok school of mountain climbing managed by the Outward Bound Company of East Africa. The Company receives financial aid from the Governments of Uganda, Kenya and Tanzania.

The motto for these Outward Bound Courses is "To serve, to strive and not to yield".

(iv) Voluntary Youth Organisations

(a) T.S.P.C.A. - Tanzania Society for the Preservation and Care of Animals

This is a nation-wide Association whose aims and objectives are to start and establish better ways of looking after, caring and preserving the country's wild game and domestic pets since this is an integral part of the country's rich natural resources.

The Association's membership is voluntary and open to every citizen. It educates people (members and non-members) on how best they can preserve and love the country's natural resources. It also organises activities for members through co-operation with the Ministries of National Resources and Tourism and Agriculture (Livestock Department) in the caring, curing of sick animals, and in the maintenance of the National Parks and wild game.

(b) Tanzania Red Cross

In Tanzania, the Society started as a branch of the British Red Cross. After attaining independence, the government passed a law (Act No. 71/1972) which made the Red Cross a national society. It is patroned by the President of the Republic of Tanzania Mwl. J.K. Nyerere and governed by an Executive Committee which may delegate powers to any other sub-committees and employed personnel.

The Tanzania National Red Cross Society during peace or in war time aims to promote health and protect human lives. In doing so, during peace the Society provides training and services in the following fields: First Aid, Home Nursing, Mother and Child Welfare Clinics, Tracing Services, Blood Donation Service, Library Services to hospitals, Sewing Groups, and Health Education.

In order to perform these duties successfully, the Society always will depend on voluntary aid, from individuals, donations in kind from other National Red Cross Societies, membership subscriptions, grants from the Government Ministries, and other fund raising programmes.

Its specific objectives are:

- To expand First Aid training and qualified First Aid Services to all villages.
- To plan and work for community preparedness to facilitate immediate relief action in cases of natural disasters and other emergencies.
- To recruit and train volunteers to provide auxiliary services in the fields of health and social welfare. There are many tasks where dedicated Red Cross Members and teams can be "extension workers" of better health. They can transfer knowledge about mother and child welfare, balanced diet, domestic hygiene, accident prevention, and campaign against epidemic diseases.
- To multiply the number of blood donors. The recruitment of blood donors is undertaken jointly by all blood banks of Tanzania Red Cross Society. To donate blood means to save life.
- To promote international friendship by constant contacts with other young people in other parts of the world.
- To encourage young people to reach self-sustainment in leadership requirements at all levels of the Society's activities. This is necessary to prepare young people into being responsible members of tomorrow's Society.

(c) The Tanzania Girl Guides and Boy Scouts Association (TGGA and TBSA)

These two Associations - sister and brother - abide by the main issues and rules of the World Girl Guides Association and World Boy Scouts Association respectively. They are national associations whose aims and objectives are to bring up and develop among girls and boys the spirit of 'UJAMAA' and good citizenship so that they are better parents of the nation when they grow up. Girls and boys are trained to reform their characters so that they are courageous, observant, obedient, self-reliant, loyal and kind to others. They are taught first aid. The TGGA conducts practical lessons in first aid, needlework, cookery, housecraft, poultry keeping and agriculture. The Association recently started a cottage industry which caters for these subjects in its bid to help and train the Standard VII leavers who fail to get places for higher education. Constructive plans are underway to build a girl's hostel for office

and school girls who have accommodation problems in the city. The TBSA has a National Training Camp where boys are taught agriculture; Boy Scouts leaders are trained there too - it has also a village polytechnic in the Singida region where youths learn a lot on village life, better ways of farming, and crafts. Girl Guides and Boy Scouts go camping in villages where they take part in the literacy campaign around and near the camp sites.

(d) Young Men's and Women's Christian Association (YMCA and YWCA)

These two Associations are brother and sister branches of the 'World Alliance' of YMCA. The aims of these two Associations are tools used to gather youths of all denominations together and help them physically, mentally and spiritually. In Tanzania these Associations are prominent because among other ordinary activities, they run sports and recreation centres scattered in many towns in the country for young men and women. Large hostels have been built in some towns in the country which serve as residential homes for young men and women workers and scholars who have accommodation problems. They have Polytechnic centres which cater as training grounds for young men and women who on completion of the courses open up their own workshops etc. and earn their living. They have also Cottage Industries, Technical Training Centres, Farm (dairy) Centres and Village Polytechnic Centres. Apart from training courses and recreation facilities, the YWCA and YMCA concentrate on the behaviour and discipline of youths - they put stress on good manners, obedience, and kindness to others. They have opened nursery schools in their Centres. And they run canteens where workers and students have meals at cheap rates.

(e) Religious denominations

There are other religious denominations such as the Roman Catholic Christian Council of Tanzania and Bakwata which have got Youth Departments which run hostels, Cottage Industries and Recreation Centres. They run or operate voluntarily on the same principles as those of the YWCA and YMCA and they are recognised by the Party and the Government.

The Departments are:

- Roman Catholic : Tanzania Episcopal Conference
- Christian Council of Tanzania Students Christian Fellowship
- Bakwata : The Muslim Youth Organisation of Tanzania

6. Problems

There are many problems in youth work both social and administrative. To mention a few the following are the main ones:

(i) Finance

To a large degree lack of sufficient money slows the desired rate of acceleration in most, if not all, youth work projects and activities. Without enough funds planned programmes cannot be carried out, and the necessary equipment cannot be purchased.

(ii) Shortage of skilled youth workers

At the moment, Tanzania is experiencing an acute shortage of skilled manpower personnel in this field. However, the Government has a programme to train more youth workers both locally and abroad. It is hoped that this will alleviate the intensity of this problem within a few years.

(iii) Urban drift and unemployment

At the early stages of independence this problem was more acute than it is at the moment. Most youth drifted into towns with high hopes of securing good jobs and leading a "decent and civilized" life. To their disappointment many failed miserably to find jobs, and started loitering in streets.

This problem has, to a certain degree, been eased through channelling of their desire, ambitions and focussing their attention and hopes on the land, especially in "Ujamaa Villages".

In addition to the government, parastatal organisations and some voluntary agencies have set up a number of small-scale industries mostly scattered in rural areas. The youth, after primary or even secondary education, are drawn into these projects and are thus taught different types of skills. On completion they form some co-operative societies and work on their own on the basis of a self-reliant spirit.

(iv) Foreign cultures influences on youth

This is a more complicated problem with regard to youth. Foreign visitors of different origins and cultures influence the way of life of the youth especially in urban areas. Generally, it is the young and adolescents who copy blindly some undesirable cultural influences such as indecent dresses and fashions, skin bleaches, behaviour and mannerisms, and drug taking. In addition, the youth copy and learn such things from foreign movie pictures, books, periodicals and magazines.

An effort has and is being made to stop infiltration of such cultures into the country.

7. Prospects

The prospects and targets of the Tanzania Youth Programme is two-fold: youth expectations and targets of national objectives. The youth in Tanzania has a clear road to better his education and skills in every line of training he selects. He had the opportunity open to him both in politics (which he is allowed to join) and the Civil Service.

The prospects for Tanzania's intensive youth programmes include:

- (a) Better living standards for all. That means eradication of ignorance, poverty, ill-health and hunger.
- (b) Having a resourceful cadre of youth for leadership in every sector of the national economy with ability,

stability and national integrity.

- (c) Achievement of unity, equality and respect among the youth and adults through socialism and self-reliance aspirations which Tanzania has chosen to follow.

8. Conclusion

In conclusion of this paper, it is felt necessary to stress here that youth work is very important in any nation - be it a developed state or in what is termed as the 'Third World'. Tanzania as an active member of the Commonwealth is forging ahead to serve for its youth in matters of social economic and political programmes. In the field of youth work Tanzania will co-operate with all friendly countries, of course with its policy of non-alignment socialism and self-reliance.

COUNTRY STATEMENT - ZAMBIA

A

NATIONAL YOUTH PROGRAMMES IN ZAMBIA

1. Introduction

Zambia derives its name from the Zambezi River which should be best known, internationally, for its famous Victoria Falls. Guided by the nation's philosophy of humanism, Zambia cherishes the notion of equality and dignity of every person irrespective of his station in life. Under the One Party Participatory Constitution which ushered Zambia into the Second Republic, and along with decentralised administration, adequate measures have been taken to ensure active individual and community participation in planning and programming for development and in other processes of decision-making from village to national level.

With a land area of 753,000 square kilometres (291,000 square miles) and a population of close to five million, Zambia is large but sparsely populated. An estimated 46 per cent of the population is under the age of 15 years; slightly more than 50 per cent of the population is aged under 25 years. The age group 15-24 years is said to be growing faster than any other grouping, at 3.6 per cent per year so that by 1976 this grouping will constitute one-fifth of Zambia's population. In 1972, three million Zambians were estimated to be living in the rural areas where most of them are relatively poor as they eke their livelihood through subsistence farming. They live in relatively substandard housing; but they have greater potential for improving their socio-economic levels of living than their urban counterparts. The majority of villagers are aged, as most able-bodied young men and women have migrated to urban centres or are in secondary schools and other institutions away from home.

As is to be expected, young persons constitute a large core of consumers of services, largely education and health. According to prevailing trends, more youths than adults are unemployed either because of lack of education and skills or because they are school leavers who are too young to compete for jobs on the open labour market. In other words, virtually all the 46 per cent of the population plus an undefined percentage of students aged 15-25 years and a large proportion of the elderly - aged 60 years and over - are unproductive. They are, in essence, dependent on a small cadre of the wage-earning labour force and self-employed persons. Such a situation must, of necessity, have crucial implications on the country's pace of development.

2. The Youth Problem in Zambia

To most people interested in youth development it seems that a general view is that youth in itself is only a problem when the means for providing for their needs in the mainstream of society are inadequate. We suggest, therefore, that all efforts should be made to understand the youth in terms of their needs, that is, their understandable desire to be needed, appreciated, valued; to be offered adequate education, health facilities,

equal employment opportunities and participation in decision-making. Against this background of legitimacy it is to be hoped that our task of integrating the youth in national development plans may be clearly understood.

From the negative point of view the 1960-70 period, perhaps more than any other decade, has been reckoned as notorious for youth upheaval, protest, and rebellion against conventional educational, political and other socio-economic institutions. Yet, positively, the same period may be lauded for youth zeal, vitality and initiative for political militancy to free colonial Africa from domination or for volunteer service to rid communities of poverty and other forms of social malaise. Youth in Zambia either through individual initiative or through political wings, primary and secondary schools, colleges and the University have offered valuable and impressive voluntary service to the nation by helping the masses in self-help projects and by participating in literacy campaigns.

2.1 Generation gap

It would appear that in trying to define the generation gap the older generation tends to over-react to well meant suggestions for change. They tend to dismiss such suggestions made by the youth as being rebellious against the old or conventional life styles. This rigidity must give way to accommodation and it is to be expected that each country will have to find its own way of bridging the gap between the young and the old. In Zambia "The Generation Gap" as a subject for earnest discussion has only lately gained momentum following Radio and Television "Youth Forum" Programmes as well as press coverage. For example, in an article - "The Generation Gap" - in the Sunday Times of 17 November 1974, the writer observes that mothers do not accept their daughters as grown-ups; that they are too shy to discuss some topic with their children but would rather delegate such responsibility to "grandmothers or someone else". The author advises mothers to let the girl "be herself". It can be inferred, from the article, that the parents do not explain their values clearly and effectively to children.

What seems to be evident in the Zambian situation is that an obscure definition of the generation gap coupled with divergent definitions of "youths" tend to lead to youth identity confusion. Of course, frames of reference in terms of behaviour and discipline may themselves be confusing, as we lack clear national chronological landmarks, like the Victorian era in Britain which was associated with parental unflinching strictness about manners and modesty, or the American era of parental permissiveness which was promoted, largely, by that nation's child specialist critics of the Victorian era.

Perhaps one appreciates and understands the subject more significantly if discussed in terms of Western culture versus the Zambian traditional culture or indeed the urban life styles as opposed to the rural perspective.

In the essence of Zambian humanism, the rural areas embody the purest expression of the mutual aid society. At the same time, the rural areas represent, at least to contemporary youth, a passive, conservative and almost static perspective. The youth, on the other hand, are dynamic, spontaneous, exuberant and energetic. You cannot have a better resource for national development! Unfortunately, from the foregoing observations, the youth, who seem to have everything to offer may at the same time be at a

crossroads; he would rather migrate to urban centres to benefit from "bright lights". From the current trend, the city seems to portray all the apparent promise, hope and happiness for the migrant and often marginal youth. He aspires to city life whether it offers him a job or not; hopelessness among men-in-the-street is after all less demeaning than that among one's own family and clan.

2.2 Youth: status and identity

Generally, the youth in Zambia advocate a freer, more permissive and carefree type of society in which they can be left alone "to do their own thing". This attitude is not conventional; it is considered by the mainstream as being an unacceptable Western import. It presents an adjustment problem for most urbanised and/or fairly educated Zambian youths, who may identify themselves with Westernised social indicators of civilisation.

Traditionally, the youth in different Zambian tribes have been accorded a subordinate status reflective of immaturity, uncreativity, irresponsibility and docility. Much of this has been defined against the youth role and role-playing framework. For example, a person may be considered a youth and ineligible to participate in adult talk, pleasures and decision-making, until he gets married. Although colourful initiation ceremonies are conducted by some tribes in Zambia to mark graduation of a child into youthhood, no similar ritual - apart from constitutional and marriage institutions - seems to exist to graduate youth into adulthood. It is possible, therefore, depending on circumstances that one person may simultaneously consider oneself a youth e.g. for purposes of tradition, and an adult for purposes of voting in an election.

2.3 The school-leaver problem

The State provides free education to all in Government or Government-aided schools. The nation aspires to achieve a ten-year compulsory educational system by 1984. According to preliminary surveys, the financial and manpower implications of this programme are formidable.

Meanwhile, the Ministry of Education is expanding primary education so as to provide sufficient lower primary streams to keep pace with population growth (estimated 3 per cent per year) and to provide sufficient new upper primary streams to achieve a national progression rate of 80 per cent from Grade IV to V by 1976.

To achieve its targets, the Government has embarked on establishing the following classes and enrolment levels:

Projected Growth in Government and Aided Classes
and Enrolment, 1972, 1976

Year	1	5	1 - 7	1	5	1 - 7
1972	3,493	2,277	19,653	135,900	88,900	745,100
1976	3,893	2,792	22,942	151,400	108,700	880,300

Owing to severe shortage of Grade V places, particularly in rural areas, this target has not yet been reached. During the 1972-73 period, for instance, 30,000 pupils out of 126,000 enrolled have to leave school at Grade IV, of whom possibly 5,000 repeated the Grade. The leaving rate at this level is as high as 40 per cent in some rural districts. It is hoped that the average progression rate in rural areas will reach 75 per cent by 1976. The Grade IV school-leaver (10 years old) is a familiar component of village life and may not constitute an unemployment or a serious adjustment problem. In urban areas, however, all children who enter Grade I are able to complete a full primary education.

The Grade VII school-leaver is, on the other hand, a novel, post-independence and increasingly disquieting phenomenon throughout the country. Last year, the number of Grade VII's had reached over 90,000; only 22.5 per cent of these were offered Form I in 1975. 54,000 of the total would not have any immediate prospect of continuing their formal schooling or entering a training course or regular paid job. By 1976, the size of this group will have reached a projected figure of 70,000 and will continue to rise.

To show the progression rate of education, I will give an example of one province of Zambia where it was estimated in 1973 that the proportion of the 7-10 age group attending school was somewhere between 80 per cent and 90 per cent. Of the children who completed Grade IV not more than 55 per cent found a place in Grade V. Only 19 per cent of those who completed Grade VII could proceed to Form I. The progression rate from Form III to Form IV was less than 50 per cent. The progression rate for the period 1974-75 is as follows: Grade IV-V - 64 per cent, Grade VII to Form I - 21.4 per cent who enrol for Form I. To illustrate this progression in terms of figures the following should be noted:

Magnitude of the school-leaver problem - 1973 figures

(i)	Grade IV Leavers (10-12 years)	-	32,000
	Numbers of those who may repeat	-	2,000
	Balance unemployed	-	30,000
(ii)	Numbers enrolled for Grade VII	-	90,000
	Numbers proceeding to Form I	-	18,000
	Numbers repeating the Grade	-	12,000
	Numbers absorbed into employment	-	15,000
	Balance unemployed	-	45,000
(iii)	Numbers enrolled for Form III	-	18,000
	Numbers proceeding to Form IV	-	9,000
	Balance	-	9,000
	Numbers getting absorbed into employment	-	4,000

Balance unemployed (some of whom go for some kind of training)	-	5,000
TOTAL UNEMPLOYED		<u>80,000</u>

It will be noted from the above table that Grade IV leavers (11-12) are too young for wage employment. But even if this category were excluded from the total of 80,000 we still are left with 50,000 youths, not including those out of school, illiterate most of whom are comparatively young, to compete for scarce paid employment against older and/or better educated persons.

2.4 Illiteracy

Although illiteracy embraces all age groups it does, however, affect a great number of youths aged between 15 years and 25 years. According to 1969 population census statistics, approximately 65.6 per cent of persons aged 15 years and over are illiterate. This represents 56.9 per cent males and 74.3 per cent females. Illiteracy hinders progress anywhere in the world and must be combatted by all available means.

2.5 Juvenile delinquency

The number of persons aged 19 years and under committing breaches of law or being in need of care has been on the increase since 1964. Increased mobility of population, especially from rural to urban areas, the rapid urbanisation in the country and the breakdown in traditional webs of social norms and values, can be held, jointly, responsible for the spurt of juvenile delinquency. Old legislation which is being amended to meet present Zambian needs, seems also to be a contributing factor to increasing crime and refractoriness among juveniles.

Drug addiction, trafficking and wanton sex crimes among Zambian youth are comparatively negligible and do not, at present, cause any alarm at all. Concern over the incidence of heavy drinking and alcoholism has been expressed publicly by the Zambian leadership on several occasions, especially on the effects of such excesses on social life and economic development. This situation affects the youth as much as it does the adult. Unfortunately because of lack of or inadequate information and research data, it is not possible to illustrate the real incidence of juvenile crime, alcoholic tendencies or that regarding drug addiction and trafficking. Perhaps this is the field where the University of Zambia may come into to assist through research in order to substantiate these generalisations. However, it is common knowledge that of late some youths have joined the ranks of professional bandits and have actually been involved in aggravated or armed robberies.

From the Social Welfare and Community Development Department's records it would appear that alcohol consumption both in the rural and urban areas is often responsible for crimes of violence. Alcohol also plays a greater role in marital disputes, including divorces which have telling effects on the upbringing and psychological well-being of the youth. Control or eradication of excessive drinking is problematic as drinking habits are divergent among Zambian tribes. On the whole it may be true to say that

drinking starts at an earlier age in urban than in rural areas. Again, there are no statistics on these items at the moment.

3. The National Youth Policy and Programmes

3.1 Background

Until after Independence in 1964, and particularly during Zambia's First National Development Plan (1966-1970), youth as a category had not occupied a significant and rational status in Government national plans. In fact, youth policy was not formulated in Zambia until 1972 under the Second National Development Plan (1972-1976).

In broad terms the present youth policy and programmes seem to derive from the status and role of the ruling United National Independence Party Youth Brigade. The Brigade played its vanguard and activist role very effectively prior to Independence and was very instrumental in the attainment of our Independence. Notwithstanding their gallant fight for freedom and Independence, the Youth Brigade members were redundant upon attainment of Independence as they had not been geared for any developmental role. To redress this situation the Government established the Zambia Youth Service which gave way to a more rational body, the Zambia National Service which is discussed fully in a separate paper prepared for this Workshop. The Brigade continues to be the vanguard, less in practice now than in the past, of the integrity of both the Party and masses of Zambia.

The now defunct Youth Council of Zambia, which was subsidized by Government, was a rational attempt at harmonising non-Government youth activities. The Council proved a failure in co-ordinating activities of youth organisations in meeting developmental needs of the nation in general and the youth in particular. Its programmes emphasized sport, recreation and character building.

3.2 Current national youth policy (1972-1976)

3.2.1 The national youth policy guidelines

Government is determined to rationalise national youth policy to ensure active participation of young people in national development. The Second National Development Plan contains Government's thinking on the matter. Some of the Government assumptions on which the present youth policy is based are: that youth programmes have hitherto been based on non-Zambian models and have, therefore, not appealed to the majority of youths; that programmes were least concerned with developmental aspects of youths to prepare them for national development and service; that educated youths look down upon agriculture which is the mainstay of rural reconstruction - and other manual tasks as menial, demeaning and suitable only for the illiterate masses.

His Excellency the President of the Republic of Zambia, Dr. K.D. Kaunda summarised these guidelines when he opened the Commonwealth Youth Ministers' Meeting in Lusaka, Zambia in January 1973. He said:

"... What was needed is a clear policy for youth affairs and the right kind of administrative apparatus for executing it. I am glad to say that we have tackled both aspects in the Second National Development Plan. In simple terms our national youth policy embraces all young people both in and out of school; it insists that the needs of youth can be satisfied only within the framework of our national development programme and it affirms that all available agencies should be mobilised in its execution. The policy itself dictates the need for a small administrative agency which nevertheless has large stature within Government. It should be the source of professional advice to all departments and agencies involved in youth matters and should disperse whatever funds are necessary to stimulate new ventures and promote research and training in youth work."

The magnitude of the task is fully realised by the Zambian Government as is the fact that the national youth policy must continue to be reviewed from time to time in order to be relevant to the needs of the youth as the President observed at the same meeting.

"The wide field of youth affairs is one such area where the pace of change and growth has, so far, outstripped our policy-making and executive capacity."

3.2.2 Government machinery to implement the youth policy

Government has provided for a Department of Youth Development to be established during the Second National Development Plan. Meanwhile, it is planned that the present Youth Division which has been established in the Ministry of Education, should form a base for the Department of Youth Development.

The Department's functions, which have been summarised above will span the whole range of Government and non-Government youth work. The Department will be thus placed within the overall machinery of Government so as to enable it to bridge various sectoral programmes and approaches relating to youth development.

The Department will service a consultative Inter-Ministerial Committee which will advise on youth policy issues and programme co-ordination. The Committee's membership will be so widely based as to include representatives from voluntary youth organisations as well as local authorities. A Youth Development Association which is in the process of formulation, will replace the defunct Zambia Youth Council. It will co-ordinate activities of non-government youth organisations. The Department of Youth Development will service the Association in planning and implementation of youth programmes.

4. National Youth Programmes

The Government recognises that the majority of unemployed and under-employed persons are young (in the bracket 12-19 years). Employment is scarce, schools cannot adequately cope with the fast growing child population, and the educational system is still, to some extent, unZambian in character

and irrelevant in content. The Government is aware also that migration of youths from rural to urban areas is on the increase and that rural areas are being robbed of able-bodied young men and women who should, in fact, form the backbone of a developmental task force in the nation's quest for diversification of the economy through rural reconstruction.

In light of these observations it should be clear that youth development is a gigantic and difficult sector to tackle. It calls for concerted efforts of the Party, Government and the community at large to achieve any meaningful success. The Government has, therefore, embarked on a variety of imaginative, experimental, yet realistic, approaches by several agencies. An objective evaluation of programmes can be understood and reappraised for rational intergrated programmes. Some of the youth programmes are:

4.1 Ministry of Education programmes

4.1.1 Community-based primary school-leaver programme

This is one of the direct functions of the newly established Youth Division. The programme emphasizes community involvement in training youths for self-employment or preparing them for civic responsibility and national service. Projects may be sponsored by any Ministry of Government, local authorities and voluntary agencies. Other features of the programme include the following:

- (a) that projects be simple, flexible, low-cost, community-based and managed and production oriented;
- (b) that projects should take into account local socio-economic needs;
- (c) that they should aim at training youths so far as possible for self-employment; they should be partially, if not wholly, self-supporting;
- (d) they should provide some extension service to trainees on completion of their courses.

The Ministry of Education makes initial modest grants to project sponsors. Increasing support is possible if the grant-aided projects have a fair measure of success.

As should be expected, any community-based/managed programme must, necessarily, need a lot of community organisation both in its preparation as well as execution. In the absence of any national executive authority in the nature of the proposed Department of Youth Development, it has not been possible to assist local authorities in planning, programming, budgeting and evaluation exercises. For similar reasons community response has been slow as is indicated by expenditure on grants: only K6,000 grant, out of annual allocation of K40,000 was made in 1972. The situation is changing as in 1974 - K33,000 grant funds were made out to a total of fifteen, mostly new, projects.

4.1.2 Project activities

Most projects, so far, have been sponsored by church organisations with local authorities trailing as second. In the Eastern Province, a UNICEF backed pilot project - "community based projects" - has mushroomed into a number of locally managed projects which have yet to be co-ordinated and evaluated. Two or three other projects exist which are managed either by a locally-based self-help co-operative society or a foreign volunteer service group preparing a local person for eventual directorship of the project.

The majority of projects are housed in simple buildings with minimum equipment. Predominant fields of activity are: carpentry, tailoring/ sewing, mechanics, domestic industries (bakeries, for example). Very few projects are in agriculture or agro-industry.

There is obviously urgent need to diversify the scope of project activity coverage with a strong bias on agriculture. It has been observed this far, that most projects lack personnel with organisational skills and that serious thought must be given to rural infrastructure especially the marketing side of things. The mere magnitude of the school-leaver problem and improved party organisation, especially with regard to participatory democracy, have whetted local communities interest in the Grade VII school-leaver programme. On the other hand, it does seem that the role of the voluntary agency in community-based programmes is received with mixed feelings. This may be so because the idea of voluntary agency itself or participation of such organisations in Government programmes is alien to Zambia, in that before Independence many such organisations existed to benefit the settler community.

4.1.3 Adult education section

This section runs, among others, continuing education classes (in evenings), correspondence courses and Adult Education Centres for school-leavers. The Ministry is exploring possibilities of using the facilities of this Section, particularly Adult Education Centres which teach commercial subjects, etc. for the community-based school-leaver training.

4.1.4 student community service programme

Under this programme, students from Form II to Form V volunteer to serve the community by working for two weeks each year, on community projects. The projects are identified by local community planning institutions (Ward Committees, District Development Committees etc.), and are approved by Provincial Development Committees. Organisation and funding are a function of the Ministry of Education.

The objectives of the programme are: (a) to link school education to problems of society; (b) to give students a chance of understanding social responsibility and of assisting them, practically, in solving problems; (c) to re-orient students towards possible job openings in rural areas in particular. Students work in camps. They are largely engaged in harvesting, road and bridge-making, brick-making for building classroom blocks. Last year more than 1000 students (boys and girls) attended work camps in all the eight provinces of Zambia.

Because of lack of adequate and appropriate personnel for the job the projects have lacked depth, continuity, as well as necessary appreciation. These efforts are unco-ordinated and unrecognised by the nation and would probably just pass as "the School's Affairs". There has been no follow-up machinery to consolidate community involvement in the projects and build a permanent bridge between the school and the community generally, or that between the students and community-based youth in particular.

The Ministry of Education is re-examining the programme, firstly in its present form to maximise the gains of the students' and community efforts, and hopefully to institute a programme of required service for all students and other youths in the community. Under the required service scheme youths (in school and out-of-school) would be oriented to participate in development projects according to manpower needs with a view to ensuring youths integration into the framework of national development efforts.

4.2 Department of Agriculture: Young Farmers Clubs (4-H Clubs)

The Ministry of Rural Development, through the Department of Agriculture, sponsors the Zambia Young Farmers Club Association. The Association, which is a voluntary agency, was established in 1959 but did not get any Government grant until 1964. It is open to persons aged 14-25 years. The Association aims at (a) the promotion and formation of Young Farmers Clubs; (b) stimulating the youths' interest in and understanding of land usage; (c) promoting better farming methods; (d) fostering communication networks, through co-operative farming, between different sections of the community.

There were a total of 1,570 Young Farmers Clubs in the country last year. Of these only 300 were "open groups", organised in villages for out of school youths; the rest are organised by or in institutions including primary and secondary school. There were 48,811 Young Farmers Club members, 40 per cent of whom were female. It is significant to observe that only a token permanent staff is available in the Ministry; most of the organising work is done by volunteers, who numbered 1,578 late last year. The Ministry's extension staff provide the needed technical supervision to the Young Farmers.

Informal training (i.e. learning by doing) is preferred to institutional instruction. Institutional training at the Ministry's Farm Training Centres is, however, available to members needing particular assistance through class sessions.

The Y.F.C. membership is definitely swelling, but for the benefit of some school-leavers and rural masses in general, more "open groups" must be established. There is an obvious need for greater community-based initiatives in this area to supplement institutional efforts which are, unfortunately, limited in coverage and depth. This is an area in which the proposed Department of Youth Development will play a significant role in organisation, planning and programming of activities.

4.3 Ministry of Labour and Social Services programmes

The Ministry offers a variety of approaches in meeting the needs of youths. A Psychological Service of the Ministry conducts educational and

occupational assessments for Form V school-leavers, mainly to help both the youths to choose appropriate careers and the employers to hire the right type of personnel.

4.3.1 Department of Labour

The Ministry, through the Department of Labour, manages labour employment exchanges through which some youths are placed in jobs. The system is indiscriminate and does not categorise youths for particular or special attention in view of their special growth and developmental needs. One hopes that a youth placement service would be a possibility in the near future.

4.3.2 Department of Social Welfare

Several approaches are available under this Department.

- (i) *Services for the handicapped:* Through the Zambia Council for the Handicapped, special rehabilitation programmes are implemented to meet the needs of the blind, paraplegic and other disabled types. A sheltered Employment Centre is managed by the Council, where the handicapped manufacture a variety of cane ware and other household items. Settlement schemes where the handicapped are organised into farm units and being prepared for self-sufficiency are being experimented. A sizeable number of the handicapped, most of whom are youths, are engaged in institutional farms where they grow vegetables, fruit and rear livestock.

Handicapped youths who leave school at Grade VII and Form III, especially, provide a vexing problem as they may not wish to tow the line of sheltered employment, settlement or institutional farming which they consider a preserve of the illiterates. Co-ordinated planning for these youths is needed; it must be thorough and should be worked out co-operatively among Government agencies.

- (ii) *Correctional services:* To contend with juvenile delinquency and to meet the needs of youths who are in need of care and reformation, the Department of Social Welfare provides probation services and correctional training in institutions. The Juvenile Act, which is being amended to accord with the needs of present day Zambia, provides for the custody and protection of juvenile delinquents.

The department runs one approved school which accommodates both juvenile offenders and refractory children. The institution is backed up by a supervisory service provided by the department's social workers when the juveniles are released on licence to return to their homes.

More hardened and/or older juvenile offenders are admitted to a reformatory which is run by the Ministry of Home Affairs. When released on licence, these juveniles or juvenile adults are also supervised by the department's social workers for a specified period. This out of institution supervisory service in Zambia is necessary because as in other countries, the delinquent youth faces problems of being stigmatised and ostracised by the community, sometimes even by his own family. The Department of Social Welfare tries to break this barrier by educating communities and families into the realisation that the delinquent youth is as much a part of society as anybody else and that he needs community assistance to get reformed and rehabilitated back into society.

Happily more community involvement in both reformatory schemes in institutions and rehabilitative or adaptive schemes in the community are being planned by the Department. Means will have to be devised through which licences can be involved in community based Youth Training Programmes as well as National Youth Service.

A Probation of Offenders Act, also administered by the Department caters for juveniles on probation by Courts for a period not exceeding three years to be supervised by probation officers. This non-institutional form of treatment provides for family and community participation and involvement in the correction and rehabilitation process while at the same time cutting down on the costs entailed in institutional care. Probation officers supervise over 400 probationers in this way every year (469 in 1972 and 415 in 1973) while an additional 200 licencees are supervised (215 in 1972 and 181 in 1973).

4.3.3 Department of Community Development programmes

This department operates integrative self-help programmes and adult literacy schemes. They help both youths and adults, together as communities, raise productivity, participate actively in planning at village, ward, district and provincial levels through appropriate development or productivity committees. In particular, self-help schemes have resulted in construction of schools, irrigational water ditches, teachers' houses, feeder roads, fish ponds, rural health centres, improved brick houses, community halls, etc. The community development workers help achieve these by utilising local communities' resources as well as inter-disciplinary team expertise.

For purposes of the literacy programme a person is defined as adult from the age of 15 years. One part of the programme emphasizes learning of reading, arithmetic and writing. The other aspect emphasizes functional skills and focuses on job technology in order to improve performance through education and training.

5. Training Programme for Youth Personnel

No specific government facilities exist for the training of youth personnel. A combination of approaches by the Mindolo Ecumenical Centre, Local Authorities, Outward Bound Association of Zambia, Ministry of Rural

Development and Defence Division could form a sound base for a national training programme for youth workers.

6. Mindolo Ecumenical Centre

This is part of the Mindolo Ecumenical Foundation which was founded in 1958 as Africa's lay training centre. In its early years, it played a catalytic role in youth leadership but is now carrying out a number of activities in five programmes. One of the Foundation's five programmes is the Youth Leadership Programme which comprises two facets: the Youth Leadership course and the Youth Camps. The former is a seven months' course which admits youth workers from various Government and non-Government agencies, aged between 19 and 35 years. The Youth Camp Sector runs youth clubs, work projects, short courses, weekend retreats, holiday and work camps.

The major purpose of the Youth Leadership course is to produce "specialists" in youth work in order to assist the churches and the emerging nations in development programmes. Some of the areas in which the graduates work are:

- (a) urban community development;
- (b) rural community development;
- (c) church or centre-based youth work;
- (d) school-based youth work;
- (e) work with handicapped youth.

7. Conclusion

In the light of the foregoing, it is clear that Zambia attaches great importance to youth development. It is further noted that there are a number of government agencies and private organisations which currently run youth programmes, some of which overlap. However, since the number of youths who need to be assisted is very large, it is felt that this overlap is a healthy sign as it is a national concern for the well being of the youth.

Within the spirit of participation, it is felt that the youth should accept that self fulfilment in life cannot only come about by seeking paid employment. To enhance this view, there is need for a change of attitude in which a white collar job is regarded as being synonymous with education and status in life. Land should be regarded as the best resource at the disposal of the youth for gainful employment. In this regard, all the youth has to consider as his basic tools are discipline, self-reliance and hard work.

On national youth policy, the Government is aware that the present youth policy, like most other policies in the present Development Plan, requires constant review in order to maintain relevance in our quest to provide for youth.

COUNTRY STATEMENT - ZAMBIA

B

THE ZAMBIA NATIONAL SERVICE

The Zambia National Service has a dual role of security and production. It trains citizens both male and female between the ages of 18 and 35 years militarily and in basic skills aimed at production on a self-reliance basis in order to bring in cash returns. In so doing, we encourage self-employment as a means of self-fulfilment in life.

The National Service was established in 1971. It is a uniformed and disciplined force with its own Act and Regulations under the Office of the President, Defence Division. There are no educational limitations as to the type of recruits who may enlist into the Service. The recruits may enlist into the Service on a voluntary basis. The Act provides for all Form V school leavers, those at colleges and training institutions and the University of Zambia to undergo National Service Training on an obligatory basis. The normal period of service is two years. However, the latter category of servicemen and women are required to train with the Service for the first three months and go back to school, but are required to come back for a further one month before the completion of the 2-year period. The servicemen and women are fed, clothed, accommodated and looked after, and they also receive an allowance of K6 per month.

The Service is divided into five branches, that is administration, military training, education, development, and finance. The Government Policy is to establish Provincial Camps in each Province and a District Camp in each of the 53 Districts of the Republic.

At the outset it should be noted that the idea of instituting an organisation primarily concerned with youth development did not begin as late as the foregoing background on the National Service would seem to indicate. On the contrary, the subject of youth development has been with us even before the achievement of independence. Of course, avenues of participation were very limited before independence. However, the subject of youth development found expression in the youth wing of our political party, the United National Independence Party, which still has a youth portfolio in the Central Committee. After the attainment of independence, the Government decided to establish a youth service to train the youth in skills which would assist them in earning a living through participation in community-based projects with an emphasis on self-reliance. Immediately, this pre-supposes an awareness on the part of Government that paid employment would no longer match the numbers of youths on the labour market.

The Youth Service tried to grapple with the problem of imparting skills such as carpentry, brick-laying and domestic science and the resettlement of such trained youths on farms, which was aimed at selling the idea of co-operatives. There were, however, problems of leadership, discipline and effective supervisory machinery. As a result, the resettlements were one by one abandoned and the youth went back to towns swarming labour exchanges in search of wage-earning employment. The Youth Service programme had failed.

The migration of the rural population into urban areas continued unabated. Meanwhile, the Government's aim of having as many youths as possible complete primary education was beginning to bear fruit. This meant that paid employment for jobs seekers, especially primary school leavers would become increasingly difficult to get. Consequently, upon careful study of the causes of failure of the Zambia Youth Service Programme, the Government decided to introduce a new organisation which had a broader scope of participation than the forerunner. The new programme had to include the needs for both the youths and adults.

The National Service was thus established to replace the Youth Service with a clear mandate that the new body provide:

- (a) Leadership
- (b) Skills training
- (c) Supervision of resettlement programmes

From past experience, it was obvious that in order to achieve anything at all, the servicemen and women had first to undergo military training in order to underline the importance of discipline. Since leadership within the context of the nation's philosophy of humanism means self-discipline, loyalty and hard work, the inductees of the Service are taught to show this leadership by example. For three to four months, the recruits do nothing but military training and leadership development. This seems to be a vital requirement which previous programmes had omitted. As is to be expected, a programme of this nature calls for co-operative effort which in turn enhances national unity.

On completion of this initial course recruits are sent on a two-year course to train in any one of the following skills: agriculture, bricklaying, carpentry, plumbing, home economics and leather work.

Until recently the completion of such a course or the passing of a trade test was in itself the end of the service's obligation to the trainees. The onus was on the trainees to find either paid employment, to form producer co-operatives or go it alone on the basis of self-reliance. In cases of bricklayers, carpenters and plumbers, paid-employment was often available as employers of such labour were eager to take on such disciplined artisans. However, agriculture trainees did not meet with much success as their trade requires them to go back to rural areas to till the land. In the absence of supervision, little could be achieved. The implementation of rural reconstruction policy could, therefore, not even reach the take off stage.

Since the Party and Government are aware that a lot can be done in the field of agriculture - and indeed there is no land problem - it has been decided to implement, with renewed vigour, the rural reconstruction programme. The Service has thus been charged with the duty of intensifying the training of nationals for the Rural Construction Programme and henceforth all graduates of the Service will have to be resettled and supervised. This programme is intended to absorb as many of the school leavers as possible annually on productive work which, if properly managed, it is hoped will provide better cash returns than may be possible under paid employment.

As is to be expected in a developing nation, the central problem is that of shortage of manpower and financial resources. However, in liaison with other agencies like the Ministries of Rural Development and Education, extension workers and instructors will continue to be trained for this national programme of rural reconstruction.

In conclusion, it should be noted that:

- (a) The service has been very successful in arousing an awareness of the importance of discipline, loyalty and hard work in the nation.
- (b) The Service has been very successful in training nationals in self-reliance and community-based programmes.
- (c) The Service has been successful in agriculture; and
- (d) Last but not least, the Service has successfully become a vehicle for fostering national unity through co-operative effort and comradeship.

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