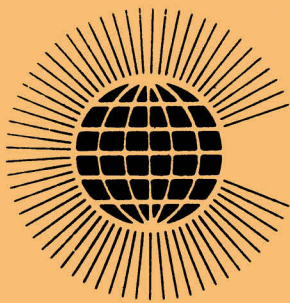


Commonwealth Youth Programme

Partners in Policy

**Thoughts on national youth
policies by participants at the
Fourth Diploma Course,
CYP Asia-Pacific Centre**



Commonwealth Secretariat

COMMONWEALTH YOUTH PROGRAMME

PARTNERS IN POLICY

A paper prepared by participants of the Fourth Diploma Course in Youth and Development at the Asia-Pacific Centre and presented at a CYP pan-Commonwealth Conference on National Youth Policy, Chandigarh, 9-13 March 1979

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This paper was prepared by the participants of the fourth diploma course in Youth and Development at the CYP Asia-Pacific Centre in India for presentation and discussion at a Commonwealth Meeting on Government Policy on Youth Affairs, held in Chandigarh, 9-13 March 1979. The meeting was attended by 50 representatives of 26 Commonwealth countries, including Ministers and senior officials. "Partners in Policy," one of five major presentations, made a considerable impact on the Meeting and influenced significantly the formulation of the ten Principles of Youth Policy which form the core of the report recently published by the CYP entitled "Government Policy on Youth Affairs".

"Partners in Policy" is published now as a CYP document because of its intrinsic merit and because it is a good example of the quality of work produced by participants in the diploma courses of the 3 regional centres.

November 1979.

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FOREWORD

This document is the product of an international group of youth workers who in their everyday work interact at the grassroots level with young people. In no way are we insulated from the reality of youth in society. What we are insulated from is the opportunity to contribute directly to the policy-making areas of government that relate to youth.

We see a definite need for contact workers to be able to feedback information that affects young people to those making the decisions. It is equally necessary for youth workers to have the opportunity to communicate with policy-makers and understand government views and priorities in relation to youth.

Unless there is an open channel that encourages this two-way communication the efforts of Governments at the policy-making level and youth workers at the policy delivery level can be at cross-purposes.

The timing of the pan-Commonwealth Conference has presented us, as participants in the Fourth Diploma Course in Youth and Development, with a unique learning opportunity. Not only does it allow us to understand the processes involved in policy-making within the Commonwealth on such a critical issue as youth policy but it has promoted us to take an initiative in compiling our consensus views on what we feel a National Youth Policy is all about.

The concept of linking the theoretical component of the course work with the practical application of the conference was a logical connection.

The full significance and impact of the exercise was only fully realised when Mr. Peter Brooks, Director of the Commonwealth Youth Programme, allocated time to us to present the document to the Conference.

This document then is our attempt to give the policy-makers present at this Conference our perspective based on our experience in the field. All participants contributed to the plenary sessions, working parties, and written comments on early drafts. Tying these together was the task of a drafting group consisting of: Julius Ankomah (Ghana), Mark Broadbent (New Zealand), Bill Hoyles (United Kingdom), Farook Khodoruth (Mauritius), Greg Sheldon (Australia) and the Senior Tutor, Chris O'Connell.

We welcome the Pan-Commonwealth Conference and expect that Governments will take positive steps to put into effect the resolutions from this Conference, among which we hope would be recommendations for instigating a National Youth Policy.

THE NEED FOR A NATIONAL YOUTH POLICY

A policy is an intentional course of action. Governments use policies in allocating resources to competing demands within society. In the absence of political will by governments there will be no National Youth Policy. In our view, there are compelling reasons why Commonwealth countries should adopt National Youth Policies.

- The present day situation of youth requires it.
- National development objectives requires it.
- The needs and aspirations of youth cannot legitimately be ignored.

Table I shows the age distribution and demographic significance of youth in some randomly selected Commonwealth countries. The pattern in Asian countries is very much the same.

T A B L E I

Age distribution and demographic significance
of youth*

Country	Year	0-14	15-29	30-59
Nigeria	1963	41.3	31.8	21.7
Kenya	1969	48.3	25.1	21.2
Seychelles	1960	38.8	23.1	29.1
Zambia	1969	45.8	23.8	25.9
Ghana	1970	46.8	24.5	23.3
Mauritius	1976	56.9	30.9	10.3

* Source: UN Year Book April 1975

Bi-annual digest of statistics - Mauritius June 1977

In more than 30 Commonwealth countries, young people under the age of 30 constitute more than 50% of the population. To ignore half the population by doing without a National Youth Policy is to fail to grasp the significance of the contribution of youth in a rapidly changing society.

Because of their numerical superiority, young people necessarily play an important role in nation-building. They constitute in excess of 60% of the economically active population of the Commonwealth.

Governments should view youth as a valuable asset in the national development process; some governments, such as Malaysia which has a National Youth Policy, have specifically recognized this. Even if national development is viewed in a narrow economic sense of harnessing human and material resources to increase the production of the nation's goods and services, youth is a source of comparatively mobile manpower and a dynamic force for change.

Through a National Youth Policy governments can effectively link young people into the national development process. Arnold Smith, speaking in 1974 as Commonwealth Secretary-General, had this to say about youth :

"We must realize that in fact a lot have not dropped out, they have been pushed out or worse still they have never been able to get in ..."

Given scope, youth will be more innovative, idealistic and creative than the older generation. In many developing countries, manpower is the most important and precious resource. Its judicious and planned use can determine the pace and character of development.

It is realistic and in governments' own interests to develop National Youth Policies which are integrated with National Development Policies. Given the numerical superiority of youth in either or both the workforce and population, a government which accepts high levels of non-productiveness among youth has to that extent impaired its own development efforts nationally and internationally. A National Youth Policy which develops the talents and potentials of youth in a conscious manner is vital to the national interest.

Table 2 shows some of the common denominators present in the developing Commonwealth countries:

- Where more than 60% of the economically active group are concentrated in the rural sector.
- Where the density per kilometre is not a problem and plenty of resources are available.
- But the GNP per capita and the literacy rate remain low.

Many of the Commonwealth countries represented here share some of the following :

- Mass poverty, which is chronic and not due to some temporary misfortune.
- Obsolete modes of production and social organization which means that poverty is not the result of poor natural, human or economic resources.
- An occupational structure where at least 50-55% of the gainfully employed population are engaged in agriculture, forestry and fishing.

The sad reality is that poverty with its disastrous consequences is not due to lack of resources but results from inappropriate and restrictive modes of development, social organization, and the prevailing pattern of international trading and financial arrangements which discriminate against developing countries.

In an Appendix, we have discussed the importance of bringing about a New International Economic Order (NIEO) and the constraints to development of present arrangements.

As Herr Elbrard Ebbler, Economic Minister for the German Democratic Republic, said in 1970, development work involving young people for nation-building is a political task. It is up to governments to ensure that young people understand the reasons for the backward condition of their environment. They should be made aware of the political, social, cultural and economic consequences of participation in nationally structured schemes.

Through a National Youth Policy, young people should be able to see the effectiveness of their talents and abilities within their countries. They should also be able to appreciate their contribution in an international context. Unless government brings about a situation where it gives full recognition to youth, and youth see themselves as an integral part of society, there is likely to be an opting out by youth.

The option for governments is not "to do something for the youth" but rather "to work with the young". Young people will continue to express their bitterness and frustration if governments continue to ignore the role they can play and avoid initiating policy decisions to counteract this wastage of manpower. We hope that governments recognize this before they also have to deal with youth apathy.

Indeed, precisely because democratic governments are accountable to their citizens, we believe governments can no longer ignore the needs and aspirations of half their populations. We recognize that young people's needs are as

T A B L E 2

Country	Population density per km	Population (million)	% urbanisation	% Labour in Agriculture	GNP US\$	Literacy %	Resources
Uganda	44	10,462	10	86	150	20	Manganese, Fish, Copper
Bangladesh	520	75,500	10	75	70	22	Fish, Natural Gas, Coal, Peat
Sri Lanka	199	13,033	23	49	110	76	50% Forest, Graphite, Gem Stones
Western Samoa	52	148	NA	NA	150	NA	Fish
Ghana	38	9,097	33	55	300	25	10% Forest, Fish, Gold, Diamonds, Manganese
Kenya	21	12,067	11	80	170	20-25	Wood, Fish
Sierra Leone	37	2,627	14	73	190	10	Fish, Diamonds, Iron ore, Bauxite

Source: UNESCO Statistical Year Book 1973
 Economic Growth Trend, Near East and South Asia, Aid 74
 World Bank Atlas 1974

diverse as those of the older generation; governments need to be aware of this diversity. They should develop suitable means for listening to what young people have to say.

Aspirations and needs voiced by young people are of two dimensions: *

The aspirations of youth themselves encompass such notions as independence, search for identity and conviction, equality of status with others, responsibility, social justice and liberty.

Youth aspirations for national development include equal opportunity for all, recognition as integral members of the society, participation in planning, relevant education, and equitable distribution of wealth.

In Commonwealth countries, government authorities and non-government agencies are engaged in youth work. The saddening feature is that they are, in most cases, operating in a "no policy" vacuum. A National Youth Policy would ensure first that they articulate to government what young people are saying, and secondly that there is no wastage, duplication or overlapping leading to squandering of precious material and human resources.

The existence of a National Youth Policy makes it easier to co-ordinate the resources and funds invested in young people at all levels and by various Ministries and voluntary organizations.

A policy is not a straight-jacket and as youth workers we would expect that a National Youth Policy would take into account the following variables :

- regional diversity within each country
- the diversity of the youth population
- the necessary level of autonomy for youth workers who are interacting with young people

We cannot stress enough the importance of a National Youth Policy incorporating sufficient avenues for feedback and suggestions from youth workers and young people themselves. A comprehensive National Youth Policy should give scope for self-expression by young people in line with national goals.

We hope that the reasons advanced and the pressing nature of the problems of our societies and economies will help convince governments of the wisdom of having a National Youth Policy.

* Source: adopted from: Report of the Regional Training Workshop for Youth Workers and Leaders in National Volunteer Service Programmes, ESCAP, 1974, V. 10

The message is clear. It stresses for governments to come up with a coherent National Youth Policy. Recognition should be given to the fact taht the time is ripe, indeed it has long been overdue for the formulation of National Youth Policies.

SCOPE OF A NATIONAL YOUTH POLICY

Youth Participation in Decision Making

The scope of a National Youth Policy should make provision for :

- Youth to participate effectively in all major decision-making processes of all levels of government in respect to social, economic, political, cultural and religious matters.
- Government to recognize the importance of contributions by youth to National Development and invite and consult with youth representation in the planning, implementation, operation and evaluation of policies and programmes.
- Youth representation in the forums of government, if necessary introducing legislation in National and State Parliaments.
- Formation of federations of youth organizations at various levels, such as National and District Youth Councils.
- Training programmes and facilities for young leaders.

All too often youth have been seen solely as a source of primary energy in the attainment of national development objectives. Plans and programmes devised by the older generation are in danger of lagging behind the experiences and expectations of the youth. Whereas youth are a valuable commodity and a willing participant in the furtherance of nation-building, we feel governments should take into account the wisdom and justice of continuing to ignore "youth say" in devising national policy. We submit that governments should design the necessary machinery to allow youth to have an equitable role on the input side of nationhood to complement their energy and activity on the output side.

We also note that youth involvement in decision making has been raised repeatedly by meetings of youth leaders around the world and was particularly emphasised by youth leaders of 31 Commonwealth countries in the Commonwealth Youth Declaration which came out of their meeting in Ocho Rios, Jamaica in 1977. Ghana is one country we would identify that has made provision in its constitution to allow youth say in government. As a result of this pan-Commonwealth

Conference we hope that other member governments may at least move in this direction.

We have considered practical steps governments could take to make provision for young people's participation in all major decisions affecting youth. Participation is a much-abused concept. It has both a content and a process dimension. Delegates to this pan-Commonwealth Conference are probably aware of the 8-point participation ladder developed by Sherry Arnstein.

LADDER OF PARTICIPATION

8 7 6	Citizen Control Delegated Power Partnership	Degree of Citizen Power
5 4 3	Placation Consultation Informing	Degree of Tokenism
2 1	Therapy Manipulation	Non-Participation

When we are talking about participation, we are focussing on the upper rungs of the ladder.

Participation has to take concrete form at all levels of planning and administration. At the lowest level, youth can participate through village youth groups and village councils. For example, in Papua New Guinea, village youth clubs may prepare project proposals and forward them to the village local government. In India, such proposals may be forwarded to the district level, to the Nehru Yuvak Kendra. In both cases it is commendable that village level youth groups may frame project proposals, but in the absence of a National Youth Policy there is no emphasis given to these proposals. In Malaysia, which has a National Youth Policy, youth have a guaranteed position on the village council, so that at least there is a youth to advocate youth club proposals when the time comes to debate priorities.

Source: Sherry R. Arnstein: "A Ladder of Citizen Participation in the USA", from the Journal of the Town Planning Institute, April 1971, Col. 57, No. 4.

We attach importance to the development of village youth clubs because in traditional societies young people as individuals are not recognized as leaders or decision-makers. But through collective activity in organized clubs the potential of youth can be seen and due recognition accorded to them. The formation of regional-district associations of village level clubs would not only reinforce the capacity for young people to participate at this level, but would also stimulate the "diffusion" effect of positive project proposals emanating from particularly effective youth clubs.

At the district-regional level it is not customary to find provision for the direct involvement of young people in decision-making. They are usually represented in proxy by a government officer, district youth officer, education officer, or social worker. These professionals have a dual responsibility - primarily to the government agency which employs them, secondarily to the young people and youth groups with whom they work.

In countries which have National Youth Councils it may be possible to provide for youth participation through District/Regional Youth Councils securing representation on Development Corporations' programme review bodies, and by building up links with the District Office of appropriate government departments. For example, Bangladesh and Malaysia have District Youth Councils. While only youth groups registered with the Government may belong to these Councils, they provide nonetheless a mechanism, however imperfect, for youth participation at this level.

There are some interesting models for youth participation at the national level. In Cyprus, the Pan-Cyprian Youth Association (PCYA) has a hierarchical structure of local rural clubs, sub-district and district committees, and a National Committee. Not only does the PCYA have access to Ministers, it also has access to the President. This reflects the political significance and sophistication of the PCYA. The PCYA can draw attention to programme deficiencies at, say, district level. The appropriate Minister will visit that district and examine the situation with the district committee of PCYA. Moreover, the PCYA can propose new programmes to the government. The case of Cyprus highlights the importance of developing sound National Youth Councils, a point made in the Ocho Rios Declaration.

At the other end of the spectrum is the Advisory Board. India has a National Youth Advisory Board, and Australia seems to be considering whether it should have one. Members of Advisory Boards are appointed by the appropriate Minister to give advice either to him directly, or through his Department Head. Terms of appointment are usually fixed to a certain number of years. The scope of these bodies' functions may or may not extend to the sphere of policy. With Advisory Boards it is necessary to examine closely the basis of selection of the personnel when examining their effectiveness in terms of participation. This applies to the question of the accounta-

bility of the members: are they representing organisations to whom they are allowed to report back, or are they selected as knowledgeable expert individuals? The accountability question is closely linked to the value of Advisory Boards as participatory mechanisms.

In Malaysia there is a model which we would commend to the attention of this pan-Commonwealth Conference. Once again it depends on the existence of a National Youth Council. The Malaysian Government in 1971 established the National Youth Consultative Council (NYCC), comprising:*

- all members of the Supreme Council of the Malaysian Youth Council who are currently representing its affiliated organisations;
- six office bearers from the Executive Committee of the Malaysian Youth Council consisting of the President, three Vice-Presidents, the Secretary and the Treasurer; and
- ten appointed by the Minister of Culture, Youth and Sports, consisting of people he thinks can contribute to the Council. These include civil servants. Importantly, the agency concerned with the national planning is represented.

The Minister of Culture, Youth and Sports is the Chairman. The Deputy Minister or the Parliamentary Secretary, Ministry of Culture, Youth and Sports is the replacement Chairman if the Minister is not available. The Council is required to meet three to four times a year.

The functions of the NYCC are:

to deliberate on the problems of youths and act as adviser to the Minister on the formulation and review of youth programmes;

to act as a consultative and advisory body for all National Youth Organizations in Malaysia;

to co-ordinate programmes and activities of youth organizations in Malaysia;

To channel youth enthusiasm and energy for national development; and

to work towards instilling loyalty to the nation and creating a sense of national identity among the youths.

* Source: The information on the NYCC has been obtained from the publication "constitution of the National Youth Consultative Council".

When the Council was first formed it had a smaller membership. At the time it was also recognized that only 11% of Malaysian youth actually belonged to youth organizations. The Ministry therefore set a target to increase membership of youth organizations to 25% over a five year period, by generating more interest in the youth movement, improved youth programmes and planned expansion of youth clubs.

This NYCC was specifically founded by the Ministry of Culture, Youth and Sports with the aim of encouraging the growth of a strong, dynamic and responsible youth leadership. This seems to us to be a preferable forum for dialogue between youth and government than an Advisory Board, in terms of youth participation in decision-making.

As we said earlier, participation has a process dimension. A number of countries have experimented in this area and we would like to offer some comments.

In Western Samoa, the new Ministry of Youth Affairs has twice now conducted annual 'seminars' or consultation forums with youth groups. These seminar-forums are convened by the Ministry. The agenda covers not only review of programmes, but also the broader issues of youth's needs and aspirations. This annual "stocktaking" is highly commendable in itself, but from the point of view of youth participation there are other desirable features. Resolutions from these seminars are referred for action to the Ministry for Youth Affairs; it acts on those falling within its competence and refers others to appropriate Ministries. Our information is that the Ministry lobbies for these proposals with other Ministries. Since Ministries in Western Samoa have "youth" components in their overall budgets, this whole process of consultation-referral-lobbying is a meaningful form of participation at national level.

The United Kingdom attempted a type of national consultation process, called 'Towards 2000'. It brought together hundreds of people involved in youth work, as well as politicians and community leaders. Although concerned to articulate futures for youth, the process has been seriously questioned not only on cost-effectiveness grounds, but also on the representativeness of the participants. By its nature, it would appear to have attracted the more articulate young people who feel at home in the large conference-workshop atmosphere.

In one Australian State, Victoria, an effort has been made to develop the necessary infrastructure which would eliminate this sort of criticism, criticism which comprises the legitimacy of the consultation process. The Youth Council of Victoria (YCV), in conjunction with the State Department of Youth, Sport and Recreation has sponsored a multi-level, State-wide consultation process over a number of years under the label, 'Youth 2000 Series'. The most recent of these annual consultations dealt with youth participation in local government. The YCV has set out to identify and weld together a comprehensive network of youth leaders, youth groups,

individuals and community organizations at local, regional, and State levels who can be harnessed around a public consultation process on issues of policy. Details of this approach are given in an Appendix to this paper. (Appendix 2)

Governments interested in developing the process dimension of participation should be aware of the considerable investment required in identifying and building a network infrastructure which will make consultation meaningful. The Victorian example is an indication of what can be achieved at the sub-national level - the State and district-regional level. We note that once again it requires the involvement of an autonomous Youth Council. The auspice of Youth Councils in linking youth and governments successfully towards common goals will hopefully have become obvious, and the stimulation of these Councils should find a place in a National Youth Policy.

EMPLOYMENT

The scope of a National Youth Policy should make specific provision in regard to youth and employment and in particular confront the situation of unemployment, the single most common problem faced by the Commonwealth countries today.

The scope of the National Youth Policy should make provision for :

- adequate and fulfilling employment to all sections of the youth populations;
- preventing exploitation of youth in the workforce;
- the immediate implementation of temporary and ongoing assistance to out of work youth; and
- re-training and on-the-job training to keep pace with technological change.

The overwhelming percentage of unemployed citizens of the Commonwealth are young people and this problem is shared by both industrialised and developing countries. In the OECD group young people under 25 now constitute 40% of those who are unemployed, and unemployment is growing. This growth factor is amply illustrated by the British situation, where unemployment rose in each of the five years from 1972 to 1977. Between those years youth unemployment rose three times as fast as total unemployment. In Australia young people under 21 form 12% of the labour force but 40% of those unemployed; in Canada young people 15-24 form 30% of the labour force but 50% of the unemployed; whilst in New Zealand young men 15-24 form 53% of all the male unemployed, and young women form 73% of all female unemployed.

The problem is significantly worse in developing countries. Thus in Sri Lanka young people 15-29 form 75% of the total unemployed, whilst in the Caribbean region average unemployment varies between 8% to 30% of the population of working age, but youth unemployment is as high as 55% of those between the ages of 15 and 23.

Of course one must draw a distinction between the problems of youth unemployment in these Commonwealth countries like Britain where over 90% of the employed population are in wage and salary employment, and the developing Commonwealth countries where the wage and salary sector embraces a third of the working population or less. Youth unemployment has become a problem in the advanced countries partly because of the general growth of unemployment, but more specifically because unemployment is much more concentrated among youth than it used to be due to the great growth in internal labour markets and in the institutionalised entrenchment of job security in employment organizations which has taken place over the last twenty years. In that sense the advanced countries have acquired patterns similar to the developing countries, though still in a form so much less acute as to make the problem of an entirely different order. This larger problem is such that the ILO estimated that the continent of Africa, for instance, will have to create 150 million new jobs by the year 2000 to reach anything near full economic capacity.*

In considering the magnitude of this problem, it is clear that long-term planning is needed to create more jobs. This planning must be integrated with short-term measures to alleviate the existing detrimental effects of unemployment. In firstly easing the unemployment situation it is suggested that the policy should include:

- regular unconditional assistance through either cash payments or alternative schemes to provide an adequate life while unemployed;
- medical and hospital coverage while unemployed;
- innovative programmes and alternatives to employment that counteract the social and psychological effects of unemployment, through education in living skills training that will equip the individual to cope better with being unemployed;

Source: A background paper prepared by the Commonwealth Secretariat for the 24th Commonwealth Parliamentary Conference, January 1978, entitled "The Right to Work: Social Effects of Unemployment and Unrest Among Youth" and unpublished responses from various individuals and organizations to an internal Youth Division paper "Draft Interim Report on Youth Unemployment".

- vocational and business skills training which increases the employability and hence productivity of young people through initiatives in work co-operatives, community-based self-help schemes, self-employment and entrepreneurship schemes; and
- increasing rural employment opportunities and incentives in an attempt to avoid the worsening and more difficult urban unemployment problems.

In proposing the measures above, we recognize that some countries have already implemented special schemes to assist young unemployed. In New Zealand attempts have been made to forestall unemployment among young people and to enhance their social and job-seeking skills, through courses held in technical institutes and community colleges. These courses comprise:

pre-employment courses not exceeding six weeks in length aimed at improving social and job-seeking skills and intended for young people with lower educational attainment;

short-term skills training courses, of one to three weeks aimed at training for a particular occupation or skill required in the local area;

general skills training courses, not exceeding 20 weeks in length which include some social and job-finding skills, but are more directed to training in basic skills over a whole industry.

In the United Kingdom a number of special measures have been introduced. The most recent, and most ambitious programme yet in terms of proposed clientele and financial input from government is the Youth Opportunities Programme - the main elements of which are:

assessment of Employment Induction Course (lasting about two weeks) to improve young people's employability by helping them to assess the type of work they would like to do, and are best suited for, and to improve their social skills;

short industrial courses to introduce young people to, and develop the skills they need for employment at operator or semi-skilled level;

work experience on employed premises (normally lasting about six months) to provide first hand experience of different types of work on employer's premises whilst providing on-going opportunities for guidance and further training;

training workshops to provide training and work experience for a group of young people working together to produce goods or provide services under supervision; and

community service to provide a young person with an opportunity to try a number of different kinds of work, to exercise responsibility, and to acquire a range of basic skills - not least those to do with relating to people and communicating with them.

In proposing any special measures it is acknowledged that finance may be seen as a major constraint by many countries. There are a wide variety of views as to the efficiency of such schemes which are often regarded as being particularly costly. Yet although the real opportunity costs of youth training and employment schemes are indeed rather high, their social benefits, mainly derived from the training provided, should not be underestimated. Thus the ILO have clearly stated that it would be a mistake to underestimate the strictly economic return, especially on the training side, since the length of the period over which the benefits are normally spread guarantees social profitability.

Furthermore, one must compare the cost of unemployment programmes with the costs of youth unemployment. In considering unemployment one must consider the implicit loss of potential GNP through the failure to utilise youth as a resource, and the disastrous long-term psychological and thereby economic and social effects of prolonged and intense youth unemployment which leads to the feeling that unemployment is an acceptable life style.

Therefore, while working towards the goal of adequate and fulfilling employment to all sections of the youth population there is a need to confront the reality that full employment will not be achieved overnight. Some action must be taken, and taken quickly, to ease the unemployment situation and the personal circumstances of the young unemployed.

EDUCATION

The ability of a society to provide more adequate and better education for its members can be regarded as one of the objectives of economic development. But as well as being an end of development, it should also be seen as a significant instrument in achieving it.

The view that any education must promote social justice and economic development is, of course, a naive one. Education can work as a further dis-equalising social factor and serve to weaken development impulses rather than strengthen them.

If education is to act as an instrument of development policy, and we maintain it definitely should, governments need to initiate new policies towards realigning the education system in this context as a stage and strategy of national development.

The scope of a National Youth Policy should include under Education, provision for:

- Free and meaningful education within easy access for all young people.
- The cost for all levels of education to be borne by the State not the individual or the family.
- Out-of-school non-formal education for young people who do not participate in the formal education system or whose learning requirements are not met by the formal education system.
- Special educational facilities for the physically handicapped, mentally retarded, emotionally disturbed and hospitalised young people.
- Vocational guidance and job placement services linked to the educational system via Departments of Employment and Manpower Planning.
- For youth to contribute towards evaluations of the current education system so that their views may be taken into consideration in modifying educational policies by providing youth representation on school or academic boards; and
- Civic education as a means of broadening the range of learning to include the opportunity for young people to learn aspects of inter-personal cultural, social and national functioning.

The education system in developed countries almost universally prescribes fierce competition, scheduling, testing and grading. The current education system relies on uniformity and conformity which absolutely impedes individuality being allowed, let alone encouraged. There is little attention paid to individual pace or choice; to the discovery of identity or devotion to intellectual goals and a disregard of personal and social development. Students in effect learn how to "make it" in the system and as a result education becomes a means of social manipulation.

Over recent years people like Bruner, Illich, Reimer, Goodman and Friers have analysed the school system in an incisive, radical and cogent manner.

The basic factors brought out are that schools are too expensive to serve as a universal system of education; that schools perpetuate inequality through social role pre-selection; that schools inoculate against learning by forcing irrelevant curricula upon students; and that a schooled society is blind to its own errors.

As Everett Reimer points out in the book "School is Dead" to get these facts recognized is difficult since the people where the impact needs to be felt are those in power - the decision-makers - and they have a vested interest in the current schooling system; they are products of it, in fact the most schooled in society. In the early 1970's recognition may have been the goal, the first stage in any thrust at reforming the education system. Today, however, we would argue recognition to an extent has in fact occurred. The problem now is achieving these reforms.

In his book "The Relevance of Education" J.S. Bruner makes the point that there should be a much stronger emphasis on extending the solely academic base that schools currently provide to include education revolving around issues particularly concentrating on "subjects" or "disciplines" that have a plainly visible growing edge. We see no reason why the life sciences and the human sciences; human and behavioural biology; politics; economics; sociology and psychology should be the exclusive domain of tertiary institutions.

It must be realised that education affects all aspects of social functioning and is in turn affected by them. Governments need to look beyond education in order to reform it and they must look beyond unemployment to solve unemployment. To take employment for example, there is an inextricable link between the job market and the education system. A principal function of the education system is to prepare young people for employment. The problem of unemployment starts before young people leave school, it starts in school.

We are baffled that most governments, in their frequently unsuccessful efforts pitched at solving unemployment, do not change the education system and it remains untouched - an assembly line for unemployment. Those countries that adopt policies to combat unemployment through reforms in education should harness national economic policy and national social policy into a single effort. Initiatives taken in the social sector - in education or in community service - without linkage to national economic development do not really confront the problem in a comprehensive manner.

The First Five Year Plan (1973-78) in Bangladesh; Fiji's Seventh Development Plan (1976-78); the Five Year Plan for Economic and Social Development (1975-80) for Gambia and similarly Ghana; the Kenya Development Plan for Malta (1973-80) all emphasise that education must be linked into national development objectives. Common to all is the precept that education has to become relevant and related to employment and manpower requirements.

The result however have so far not been fully realised and the problem would seem to lie in the process of transition between the old school and the new school. With such significant social restructuring the task is not easy and although it is clearly stated in government policy this is a declaration of intent not a plan of action. A policy only goes part of the way, but its significance lies in the fact that governments are accountable to their policies which in turn serve as a measure of their performance.

The problems of education present a universality world wide . Both developing and developed countries are looking to new approaches in education for different reasons, the common factor being the current education system.

The position in developing countries takes on a completely new light. Since their independence, developing countries have surprisingly tended to reinforce the Western approach to education rather than react away from it. All too frequently the values which young people absorb at school lead them to regard work in the rural sector as a sign of failure. This is not at all surprising considering the socialising impact education has and the overwhelming urban ties present in imported Western systems.

Such attitudes are cultivated not only by the educational system but also by the general development strategy, which in turn is determined by products of that education. Development strategy too often has equated development with industrialisation, and over-stressed the urban sector at the expense of the rural areas in which the majority of the people happen to live. There is an urgent need in most developing countries to adopt an education system which is a useful introduction rather than a perpetual deterrent to rural life.

The argument put forward to make reforms within the current education system really imply an agreement that that type of system is sound. When we look at current education it is a singularly "formal" methodology. There is no desire on our part, nor is there the likelihood that formal education will be abandoned. But we see the urgent need for the establishment of a complementary system of education largely outside the role of formal education. Such a system needs to be a sharp break, from the traditional modes of teaching. Such a system is non-formal education which is emerging as a true alternative in education. It now needs to be fully utilized and supported in order to fill the large gap in existing education. The initiative of the Commonwealth Secretariat in holding an international Conference on Non-Formal Education in India in February 1979, and the hosting of that Conference by the Government of India, indicate that the Commonwealth is in the forefront of this endeavour.

It is evident that developing countries have appreciated the value and feasibility of non-formal education and have begun to act with much more urgency than developed countries in restructuring their education systems.

The task faced by any government in conscientiously tackling the massive shortcomings in education does not need to be emphasized. What we do want to stress is the importance education can play in the overall makeup of nation building and the damage it is doing by remaining unchanged.

NON-FORMAL EDUCATION

Non-formal education is an organized and planned educational activity operating outside the structure and routine of the formal school-oriented system of education. It is a process of understanding the individual's own need, the environmental situation, the societal goals, and their mutual inter-relationships.

In the context of a National Youth Policy the fundamental aim is to help the young people to develop their learning needs, which are related to health, nutrition, family planning, functional literacy and numeracy, skills for improving family life such as building up good personal character traits and positive attitudes, increasing agricultural productivity, developing skills for gaining full or part-time employment to supplement the family income, co-operating with local government and voluntary organizations in development programmes and activities.

The clientele for non-formal education are illiterate youth, out-of-school youth, school drop-outs and young women.

The need for non-formal education for youths in Commonwealth countries has been realised after the non-productive consequences of the formal education system became apparent. We have chosen six countries to demonstrate the need for the inclusion of a non-formal education component in a National Youth Policy.*

- In Singapore nearly all children of school-going age are in primary schools. Every year about 60,000 primary six pupils sit for the primary school leaving examination and the failure rate is more than 30 percent. Of the 40,000 students who sit for the secondary level GCE 'O' level, 40 percent fail.
- Before the introduction of Universal Primary Education (UPE) in Nigeria, 50 percent of primary school age children were in schools.

* Source: The information contained in the following three paragraphs has been taken from country papers presented to the Commonwealth Conference on Non-Formal Education for Development, New Delhi, 1979.

With the advent of UPE the percentage rose to approximately 65 percent. At present, about 38 percent of children completing primary education go to secondary level. When the first intake of UPE children complete their primary schooling in 1982 it is expected that not more than 40 percent of the total of over 3 million school leavers will be able to go on to any other kind of formal education.

- In Papua New Guinea, the majority of the population does not have access to formal schooling. According to the 1976 estimates by the Manpower Planning Unit of the National Planning Office, 59 percent of the school age population are totally outside the formal system.
- In 1978 a policy document on education reform published by the Ministry of Education, Zambia, stated that the majority of the adult population of the country cannot read or write. Tens of thousands of young people will add to this number unless dramatic measures are taken, because they have not been able to get a school place or because they have left school too soon to retain their skills of literacy.*
- In Sri Lanka, 1,981,000 young people between the ages 5-19, and 1,175,500 in the age group 20-24 are outside the school system. Of these, only 364,300 are employed. The out-of-school youths are a heterogeneous group from the point of view of educational attainment; non-formal education programmes have to be tailored to cater to their different levels.
- Non-formal education holds great potential for youth in Bangladesh. In a recent study it has been found that about 42 percent of primary school age children do not attend school; about 83 percent of the secondary school age group are out of school; about 93.5 percent of the college age group do not attend college; about 97.1 percent are deprived of higher education; and of the adults 98.5 percent are left out of adult education programmes. The magnitude of the task of non-formal education may easily be compared from these figures. Since it will never be possible or desirable to get these

Source: "Policy Document on Educational Reform", Ministry of Education, Zambia 1978 and "Supplementary Paper to Committee on Non-Formal Education for Young Illiterate Adult"

deprived groups back into the fold of the formal education system, it is left to the non-formal education system to provide for them.*

The scope of the non-formal education component of a National Youth Policy should include :

Functional education and numeracy for the illiterate and semi-literate, which must be sufficient:

- for reading with comprehension a national newspaper or magazine, useful agricultural, health and/or other how-to-do it bulletins of instructional skills;
 - for writing a legible letter to a government office requesting information;
- and
- for handling important common computations, such as measurement of land and house, calculation of agricultural inputs, costs and revenues, interest charges on credit, and rental rates on land.

A basic understanding of one's environment as those pertain to the ecology to raising crops and animals, to nutrition, to food storage and preparation.

Functional knowledge and skills for raising a family and operating a household including essential elements of protecting family health, and intelligent budgeting and marketing.

Functional knowledge and skills for civic participation, including some knowledge of national and local history and ideology, and understanding of one's society, awareness of government structures and functions, the principles, aims and functioning of co-operatives.

We commend two Indian projects which are taking up the challenge of non-formal education:

* Source: Daily Bangladesh Observer "Non-Formal Education in Bangladesh" March 1979

The National Adult Education Programme (NAEP): India launched this programme in October 1978, intended to cover about 100 million illiterate people (15-35 years old) in a period of approximately five years. In the NAPE, adult education has been looked upon as a method of human resource development including literacy, functional development and creation of awareness among the poor concerning their rights and responsibilities.

The Academy of Development Science (formerly the Graduate Volunteer Scheme): This programme encourages and promotes educated youth to play an active part in non-formal education by applying their knowledge and skills in rural areas, especially with non-student youth. These volunteers commit themselves to living and working in a rural area for a period of two years.

SOCIAL CHANGE

Youth are a major force for social change. Because youth constitute half the population, they have a definite and significant role to play in the process of social transformation. Youth are more open to change when confronted by outmoded traditions and institutions and are less susceptible to prejudices and vested interests. Youth are more open-minded and responsible to bold ideas and suggestions; they are more critical and forth-right in their approach.

Bringing about attitudinal changes and building up an awareness process should become important components of any youth work programmes. Youth work should prepare the youth to be instruments of change.

In many Commonwealth countries there is too great a gap between the objectives and policies as pursued by existing political, social and economic systems and those which youth can accept. It is not being advocated that the views of those systems there must be sufficient room for the free expression of opinion, activity and self-organization of young people. Otherwise it might lead to the existence of a static society in which youth was failing to play its vital dynamic role as a stimulator and agent of change.

The National Youth Policy therefore should :

Create accessible structures for youth, through which youth can effectively mobilize public opinion to bring the developmental needs of their fellow citizens to the attention of the authorities. The structure should include new ways of utilizing modern media of communication - periodic Youth Forums on radio and television, youth columns in national dailies, and publication of youth magazines.

Encourage youth to educate the community through folk plays, work camps and public forums on issues of local and international concern.

Facilitate the greater interchange of young people from developed and developing areas of the world as a step in breaking down racial barriers and fostering greater understanding.

We endorse the declaration made by the first meeting of Young Commonwealth Leaders at Ocho Rios in 1977 which stated the social change role of youth in struggling against racism, class divisions, bigotry, urban deprivation and rural impoverishment.

We commend the Government of India for its policy of mandating Nehru Yuvak Kendras to struggle for the elimination of social evils such as illiteracy, caste, divisions, dowry, discrimination against women and extortion by money lenders.

It is not necessarily the case that the social change role of young people conflicts with Government Policy.

INFORMATION AND DATA BASE

In most of the Commonwealth countries, there is not sufficient knowledge on the current situation of youth. This results in authorities formulating policies on youth concentrating on superficial issues, thus directing attention from or obscuring the real aspirations and needs of youth. There is, therefore, the need for sufficient research study and scientific knowledge about youth values, attitudes, reactions, perspectives and judgements. Such studies have to be initiated to provide adequate insight into these aspects of youth, with a view to formulating appropriate programmes to meet the needs and aspirations of youth.

The scope of the National Youth Policy should make provision for the development of a comprehensive information and data base for the planning and evaluation of programmes relevant to young people and broad national objectives.

It is necessary to continuously assess and make known the vital contribution of youth to the economic, social, political and cultural development of the society. There is, therefore, a pressing need to establish a Youth Information and Research Unit within the national department having primary functional responsibility for youth to perform these tasks. Through the District and other sub-national offices of this department, it would be possible to inform the community at large of young people's contribution and also to inform youth of what opportunities the government is providing.

Just as the lack of sufficient knowledge on the situation of youth may lead governments to formulate policies on youth concentrating on superficial issues, so the lack of

proper programme evaluation and assessment perpetuates this same effect. There should be created opportunities for youth and government to evaluate and assess the programmes designed to develop and harness youth potential.

LEISURE, RECREATION AND SPORTS

Leisure is an element of life in most societies and young people should be enabled to make use of their leisure time in an enjoyable and satisfying way. Throughout the Commonwealth many programmes have been designed with a wholly recreational emphasis; such programmes can, of course, play an important part not only in providing for positive use of leisure time but also in fostering wider interests and influencing attitudes.

In rural areas programmes of this kind can be of special value, since one of the reasons why young people abandon country life for towns and cities is the lack of social amenities in the villages. Some provision can be made at low cost in the form of a meeting place and basic recreational and sporting facilities. In addition to its intrinsic value, this type of programme can help to make contact with the mass of the rural population who are often unaffected by development-oriented activities. It should be recognised that minor and purely social programmes can become growth points for subsequent activities with inbuilt elements of vocational training or cash-earning potential.

Recreational programmes serve a useful purpose, in the overall planning of youth programmes; the need therefore must be born in mind for a balance to be established between those of a purely recreational nature and those aimed, for example, at training the youth in various skills, with a view to either personal development or more appropriate employment.

Hence, the scope of the National Youth Policy should make provision for:

Educating the youth and their leaders of influence such as parents, teachers and employers, on the philosophy and fundamentals of recreation and sport. A correct concept and the desirable, supportive attitudes towards young people's leisure time activities should be developed.

Assessing youth's leisure needs and recreational interests at both national and community levels, and formulating comprehensive programmes and plans that make the best possible use of available physical, social, financial and human resources in meeting the existing and future needs of youth. Attention should be given to indigenous, low cost sports and folk arts.

Providing appropriate structures for promoting, planning, developing, implementing, co-ordinating

and advising on recreational and sport activities for youth organised by different agencies at all levels with special consideration to rural youth, working youth and the socially disadvantaged youth.

Training of professionals and leaders in the field of recreation and sport with good understanding of modern recreation philosophy and programme areas concerning youth.

Enabling the youth to contribute their ideas, suggestions and potentialities in planning, leading, participating and evaluating their recreational and sport activities.

RURAL-URBAN MIGRATION

The enormous exodus of rural youth to urban areas has been recognised as one of the chief reasons for heavy urban unemployment. In Asian cities the rate of urbanisation (urban population growth) has been on average two to three times that of the average population growth.

Among the causes for rural-urban migration are:

- the search for and expectations of better employment opportunities;
 - high pay differentials between the rural and urban sectors;
 - the search for better education;
- and
- the attractions of urban amenities for entertainment and recreation.

"A survey on migratory movements of youth in the ECAFE Region revealed that migration occurred most frequently among youth adults, predominantly among unmarried males. Mobility seemed to be particularly high within the youth age groups. Those who moved to the cities were mostly unskilled youth".*

* Source: A. Callaway and K. Bettenhausen, "Approaches to Employment Problems in Africa and Asia".

Another trend has become clear - once youth have left the countryside for higher education in towns they rarely return there, but look for work in the towns after completion of their studies. This trend is likely to increase the imbalances in the urban-rural labour market.

We see this tendency as highly undesirable. A better balanced growth between urban and rural areas is long overdue. Rural development is a priority area for national development. We believe a committed programme by governments in rural regeneration would play a major role in halting the rural-urban drift in many of our countries.

The scope of the National Youth Policy should focus on:

- providing more productive employment opportunities and incentives in rural areas;
 - enhancing the quality of rural life to reverse the present migration to towns;
 - reducing the traditional dependence of rural areas on a few primary products;
- and
- increasing agricultural efficiency for all farmers. Development must not result in prosperous farmers growing richer while peasants grow poorer.

Rural development programmes should consider these approaches:

- the creation of small-scale industry in rural areas, particularly based on local skills and resources;
- the development of a host of labour-based non-agricultural activities;
- the development of new growth centres outside capital cities. These could be encouraged by tax incentives, tax relief and other financial encouragements given to industries to move out of congested areas;
- the creation of public works programmes, e.g. the construction of roads;
- the up-grading of agricultural techniques through advisory services which permeate throughout the country, particularly active at the village level;
- the general up-grading of living conditions, including electrification, water supply, health, housing, schools;

- the provision of more entertainment and recreational facilities;
- decentralization of commerce and industry and importantly also decentralization of government departments;
- and
- a greater emphasis on the development of non-formal education in rural areas in an attempt to reverse the urban bias in formal education systems.

POLICY AND PROGRAMME INTEGRATION

The scope of a National Youth Policy should ensure that there are adequate administrative arrangements to integrate the youth policy with other national policies; and to integrate the delivery of youth services across the separate government departments and the non-government organizations implementing programmes affecting youth.

These arrangements should apply at the Ministerial and bureaucratic levels. Arrangements should also be made at the scale at which programmes are implemented - local and district-regional.

In any democratic society, there should be a proper working relationship between voluntary organizations and government agencies based on mutual respect and understanding. A National Youth Policy can be effectively formulated and translated into action only if all the voluntary organizations realize the importance of co-operation and co-ordination.

Administrative structures reflect the constitutional and political realities of each country. Consequently, the tiers in the administrative hierarchy, and the precise nature of the relationship between government and voluntary agencies, will vary between member countries of the Commonwealth. Our comments are made from the perspective we hold as youth workers, most of whom operate at sub-national level, often at the district-regional level. Our concern is to ensure that national policy intentions actually get carried out on the ground. Youth involvement in national development has to be on a mass scale. The youth contribution will be weakened if the programme implementation results in only a selective outreach to young people.

In the Asia-Pacific region it is unusual to find a Ministry solely for Youth Affairs. This means that "youth" are attached to traditional Welfare or Education Ministries; or are associated with sports, recreational and cultural functions; or employment, as in the case of Australia, or Home Affairs as in Papua New Guinea. The danger is that expenditure on youth is seen as residual, something to be attended to once matters of prime importance have been dealt with.

We would prefer to see a budget-framing arrangement which allocated money between the various sectors of departments responsible for youth affairs on the basis of "budget bids" from the grass roots, expressed through district-regional level forward programmes submitted by youth officers at that level. These annual forward programmes would be prepared in consultation with youth groups functioning in the districts-regions, and to that extent, and because of the level at which they are compiled, they stand a greater chance of being based on the needs and aspirations of young people. Clearly, these forward programmes would have to be framed in the context of the National Youth Policy.

In a number of Commonwealth countries considerable attention has been given to expanding local level youth groups. And in Ghana, for example, the sort of annual forward programme we have described is submitted to the regional level for onward transmission to the national level. This process allows the central department to form a clear view of the extent and direction of demand from youth.

Once the overall allocation to "youth affairs" has been decided centrally, in our view it should be allocated to regions on a "block" basis. That is, each region or district would receive so much money to spend, but not earmarked as to how much should be spent on particular programme components of the National Youth Policy. The practice of giving "tied" budgetary grants is not favoured.

Instead, we propose a decentralization of decision-making on programme expenditure within national guidelines. In our view, policy creation is a national level function; programme development may be shared between the national and regional levels; but programme implementation can conveniently be left to the regional-district level. Accordingly, the central department for youth affairs may issue guidelines on the proper expenditure of funds allocated to regions-districts, and those guidelines should be consistent with the National Youth Policy. But the subdivision of the block of funds to programmes and specific projects should be left to the regional-district office to decide.

Guidelines are necessary for two reasons:

- to prevent a concentration of expenditure on one or a restricted number of aspects of policy, to the detriment of other aspects

and

- to prevent misuse of public funds

Within the context of those guidelines, flexibility to respond to regional variations, and the capacity to respond to the people would be greatly enhanced.

If regional forward programming is to form the basis of budgetary planning in the context of a National Youth Policy, an adequate information and data base at regional and national levels is essential. National level data systems need to be structured in such a way that they can be accessed from the regional offices of the department responsible for youth affairs.

But in addition, whatever information and data is held in the youth field should be integrated into the nation's overall planning information system, against national and regional levels. We note that in India, for example, there is a District Statistical Officer whose function is to collect and collate monthly returns on programme expenditure from all State level agencies in the district. His information file is accessible to the district youth officer. Potentially, this arrangement should facilitate the forward programming work of the district youth officer, allowing him to integrate his proposals for national development within the broader effort taking place in the district.

In the State of Victoria, in Australia, a computerised data file on human services provided in the State has been compiled. Among other things, it can provide a print-out of the programmes of government and non-government organizations involved in youth work by objective, by category of programme, by type of client, and by scale of service delivery - State, region, locality. This data base has been compiled as a joint effort between the national government departments operating in the State; State Government agencies; local government; and the non-government sector. While the Victorian Services' Identification System may be the ideal resource for a regional-district level planner, it nevertheless represents the sort of information tool which we have in mind in a regional information system.

If this paper stresses the role of the region-district in policy and programme integration, this reflects the growing awareness by governments of the importance and value of this level in translating national development objectives into reality. Malaysia's arrangements seem to us to be especially commendable in this regard.

In each district there is an Operations Room which contains details of programme expenditure by government agencies, as well as details of plans and progress in implementation. This data is kept up-to-date by the District Officer's Department. The District Youth Officer has access to the information stored in the Operations Room to help him with his work.

But in addition to this the Malaysian Government has set about establishing structures to promote the integration of development efforts by government agencies. To co-ordinate the government sector itself, it has established District Development Co-ordinating Committee (DDCC) comprising heads of departments at district level. Then it has established a District Action Committee (DAC) to review the performance

of development programmes. The DAC includes in its membership the DDCC; State Member of Parliament and the national level Member of Parliament from the district; and, as observers, representatives from lower levels of administration, "PENGHULU MUKIM".

The DAC meets monthly and attendance by officials is compulsory. Minutes are taken. The Chairman of all DAC within a State meet on a State basis, and the Chairman of these State-wide forums meet in a national level forum.

The District Action Committee model provides for information-sharing, problem-solving, participation by lower levels, and programme monitoring. It links the administrative and political elements together at the regional-district level. A District Youth Officer, in his capacity as a proxy representative of youth, can raise in the DAC problems and views of youth in his district; depending on the merits of the issue and his personal efficacy, matters may be satisfactorily resolved. We commend this model to the attention of the pan-Commonwealth Conference, and to it we would add our earlier comments relating to practical measures for participation by youth.

EVOLVING A NATIONAL YOUTH POLICY

A National Youth Policy can be formulated only if the National Government wishes to develop such a policy. Although this policy should incorporate the efforts and activities of the non-government sector as well as the government sector, it requires the political commitment of the National Government if it is ever to see the light of day.

National governments committed to introducing a national youth policy have a number of options open to them by which a policy can be formulated. What is interesting is the convergence around a broad consultation approach, even by military governments.

When the ruling Military Junta in Ghana decided to streamline the activities of youth in the country, it appointed a committee of experts and distinguished personalities knowledgeable in youth work from the public. The committee sat for six months touring regional and district capitals to receive submissions from the Youth organisations and the general public. Running concurrently with the work of the committee were discussions in the national daily newspapers, television and radio. The committee submitted its report to the Military Junta which passed a decree establishing the National Youth Council, based on the committee's submissions.

Establishment of an all-party parliamentary sub-committee is on the other end of the continuum from policy formulation by decree. This sort of approach clearly roots the policy formulating process in the parliamentary arena, and to the extent the parties can agree, the ultimate policy is made that much more secure because of bipartisan support. Moreover, a policy hammered out in such a forum is likely to come to grips with political realities, and is less likely to be subjected to criticism on this basis. However, Governments are required through this process to relinquish some of their power, and leave their own achievements open to scrutiny and comment.

It is the specialist working group which will be explored more fully in this paper since it is felt to be the approach most likely to be adopted by the majority of Commonwealth countries. It is also the approach we recommend and we suggest the following procedures.

Having decided to develop a National Youth Policy, government should establish a representative working group whose terms of reference should require it to produce a draft report on the scope of a national youth policy with suggestions for programmes through which the policy might be implemented. The terms of reference should also clearly spell out the government's proposed process for formulating policy so that there is no doubt as to where and when consultation starts and finishes.

The working group should be composed of both government and non-government personnel. On the government side it should include representatives of relevant government departments at national level; if the country's administration is decentralised, state and provincial/local government levels should be represented, in order to include all levels in the formulation stage, since all levels will be involved in the tasks of policy implementation. Representatives of non-government youth organisations and of professional organisations involved with young people - educationalists, social workers, youth workers, youth-work trainers, and technical experts in the field of vocation and employment - should also be represented.

In arriving at the composition of the working group the government should balance considerations of effective operation with the credibility of the report which the working group is required to produce. The task is not made any easier by an awakening consciousness of the needs of women, ethnic and religious minorities, and the disabled. To assist the working group maximum use should be made of co-optation for advice on specific issues.

The working group should be required to invite opinions and suggestions at all stages of its considerations, not only through extensive use of the mass media to contact the public but also through direct approaches to significant and appropriate interest groups including youth organisations.

A deadline should be set for the completion of a draft report, comprising the views of the working party in the light of any opinions received from the public during this planning stage.

This draft report should then be published by the government and circulated to all known national and state level youth organisations, to all government departments, and to libraries, schools, colleges and universities. Copies of the report should be available to all interested organisations and individuals, and reports of its publication, availability, and the desire for public comment by a given deadline should be carried in all mass media. Opinion poll surveys, forums, and other research devices should be used in an attempt to acquire the views of non-organised youth.

The Government should consider making ancillary staff and finance available to those individuals and organisations who may wish to comment upon the draft report but are hampered by financial and other resource constraints. We stress the importance of government investing resources of staff and money in this consultation process. Too often, for example, the Government seeks the views of youth organisations who, because of their on-going programme commitments, do not have an opportunity to express their views adequately. It is also particularly important that the government invest resources in the less developed regions of the country, and seek out the views of young people whose voices tend not to be heard in the clamour of the organised, clubbed youth groups.

Information received as a result of the consultation process should be analysed by the working group - and incorporated wherever the working group finds it appropriate.

A final report with recommendations to the Government should then be prepared, and published for a final, briefer period of public comment, again by a specified deadline. The report could be viewed as a White Paper, to which changes, if needed, could be incorporated. The amended final report and recommendations would be submitted to the Government for consideration and incorporation in its formal decision-making process.

The measures we have outlined should be capable of completion within a twelve month period. If necessary, a country could call on other countries or international agencies for advice and assistance. We acknowledge the role of the Commonwealth Secretariat in the Seychelles in February 1978 for example and we would encourage the Commonwealth Youth Programme to strengthen its policy advisory role. We are aware, too, that the Government of Sri Lanka, for example, studied a range of other countries' youth services, and made use of a respected international consultant before deciding on the structure of its national youth service. The consultation process we have recommended, combined with a representative, expert working group or panel, appears to us to meet the criteria of efficiency, credibility, comprehensiveness and sensitivity to diversity that should characterise the process of formulating a national youth policy.

ROLE OF COMMONWEALTH YOUTH PROGRAMME

There is a vital role to be played by the Commonwealth Youth Programme. The stated objectives of the Commonwealth Youth Programme (CYP) are well known as are the various activities at present undertaken under its auspices. We acknowledge the contribution made through these efforts, but suggest certain shifts in the emphasis in line with the call repeated by Commonwealth Youth Affairs Council (CYAC) in both 1976 and 1978, for flexibility to meet the particular needs of individual participating countries, and a variety of activities to meet as many needs as possible. In particular we recommend the following:

1. An increasing emphasis on fellowships. These give relevant personnel first-hand experience of policy initiatives in other countries, and the programmes formulated for policy implementation. They also enable individuals to investigate projects designed to solve or alleviate particular problems e.g. youth unemployment. Such initiatives are efficient in terms of expenditure set against knowledge gained. They allow for both host country and sponsoring country to benefit from the interchange of ideas and information. They are also flexible and easily adapted to meet specific needs of individuals and governments.
2. An increasing emphasis on short term national training courses to meet the growing demand by many countries for large numbers of trained youth workers. This demand is likely to escalate if a national youth policy is to be formulated along the lines that we are recommending. We feel that this can be best achieved through two approaches - choice to be dependent on the requirements of the country involved.
3. Short term courses at the regional centres.

Responding to the needs of individual countries, these would concentrate on specified issues. For example an international group of regional participants might concentrate on a single problem (e.g. unemployment). Alternatively a single national group might study a variety of related problems (e.g. programmes for implementing a National Youth Policy). By locating these short courses in regional centres, the existing resources and information stored in these centres could be retained and utilised. Opportunities for field-work in a new environment and culture are also presented.

- b. Development of small mobile training teams to conduct short term training courses in those countries requesting them. Such an approach does not, of course, give the same breadth of field experience but it does combine a higher training output with a considerably reduced financial input.
- c. An expression of faith in international youth exchanges within Commonwealth countries. We welcome the proposal for a meeting of existing exchange agencies as recommended at the CYAC meeting in Ottawa (April 1978). Furthermore we support the involvement of the CYP in such exchanges and particularly confirm the proposed emphasis on involvement of youth in technological problem solving. We further recommend that a link-up be established between past participants of CYP youth worker training courses, and young international exchange participants, in order to initiate meaningful dialogue on youth affairs, facilitate updating of international knowledge and identify directions of current change.
- d. A clear statement of support for meetings of young leaders. We are impressed by the Ochos Rios Declaration and recommend strongly that such gatherings should be repeated at Commonwealth level, and inaugurated at regional levels.

The emphasis in all of these recommendations is on flexibility of design and implementation to meet the individual needs of Commonwealth member governments.

The current view is that a meaningful national development must be seen in the context of the existing unequal exchanges implied in the system of economic relations between the central and the peripheral, between the developing and developed countries. We are now in the 7th year of the second development decade (DD2). But it is still too unrealistic to suppose that under the present system, the international agencies can influence or bring about more equal distribution of the fruits of development. Indeed one is led to believe that the under-development of the developing countries is perpetuated to promote the further development of the centre countries. Celso Furtado and Gunter Frank's theories about under-development of the Third World countries, perpetuating the old systems, still seem to hold true. Nearly 10 years have elapsed since the UN General Assembly adopted a resolution to establish a new economic order based on a fairer distribution of global resources. The North-South dialogues have not yielded worthwhile results. Developing countries have come out of these frustrating exercises with a growing realisation that we live in a world which is less moved by humanity and compassion and more by a show of strength.

The future of the developing countries seems to be very bleak indeed. An increase in production and the generation of a surplus, using all means to boost up production at the cost of sacrifices to the nations, would not bring any significant changes in the nations' economic growth unless there exist favourable terms of trade between the centre and the periphery.

The following three examples would serve as illustrations :*

- Between 1960 and 1970, Malaysia's rubber exports increased by 74 percent in volume but foreign exchange earnings fell by 14 percent. Rubber constituted $\frac{1}{2}$ of Malaysia's exports.
- Between 1960 and 1970, tea exports by Sri Lanka increased by 23% in volume but revenue fell by 19%. Half of Sri Lanka's exports were tea.
- Between 1960 and 1970, when two-thirds of Ghana's exports were cocoa, exports increased by 19% in volume but foreign exchange earnings fell by 21%.

Source: Development is for People, Action for world Development, Victoria, 1972.

Two major concerns have been expressed by the developing countries in the context of the New International Economic Order. One is that the export earnings under the present terms of trade are so heavily biased against them that these countries are finding it very difficult to invest in, and finance their development plans. A surplus production would not mean much because the price fixing mechanisms are beyond control of the developing nations.

The second concern is that, without these export earnings the repercussion on the country's economy would be disastrous. Job creation prospects, a concern involving mainly the young labour force, are seriously affected. This brings in its wake the government's obligation to meet the basic needs of the unemployed labour force in particular and the population in general.

Resources transfer can bring positive solutions to the constant fight against poverty and in many cases, starvation.

Developing countries have been leaning heavily on foreign aid, injecting massive loans into their economy. In the process, they are perpetuating their economic dependence. The amount of repayment on loans and the interests, in many cases, have been more than half of aid received.

In proposing a new international order relating to trade the developing countries are :

- aiming at their desire to improve their terms of trade through demands for better trading arrangements for their primary products particularly in pricing and access to markets.
- maintenance of their purchasing power through indexation of their export products to the cost of imports from industrialised countries.
- achieve national development goals within their own countries. The channels of negotiations have been through the UN specialised agencies, and other world's major trade and economic blocks.

Almost all the developing countries are producers of primary commodities.

Table 3 illustrates the dependency of the Western World on the Third World for raw material (1970).

TABLE 3

Petrol	-	55%
Iron	-	35%
Chrome-Manganese	-	85%
-antimony		
Cobalt	-	85%
Tin	-	82%
Bauxite	-	64%

These commodities are essential to the industrialized countries. The developing countries are dependent on the other hand for the supply of machinery, equipment and manufactured goods. Thus these two groups of countries are dependent on each other for their respective development. Unfortunately, the trend has always been that the new emerging nations are paid less for their produce, while they are overtaxed by the industrialized countries for their imported goods. This state of affairs is seriously viewed by heads of Governments and is a matter of grave concern for both parties.

A New International Economic Order must be put in force to replace the current one. Meaningful development for poor countries can only be had at this price. Many debates and international forums have dealt with temporary measures in proposing solutions. However the UNCTAD integrated programme for commodities is favourable to the developing countries and ought to be supported. The United Nations General Assembly should ensure that the programme be implemented - the sooner the better. The United Nations should not only look into questions of war and peace but be equally concerned with the question of world economy which can also result in chaos and conflict.

This has also been a major concern of the Commonwealth. The 1975 meeting in Kingston of the Commonwealth Heads of Government points to the efforts of the Commonwealth Block to arrive at practical measures in closing the gap between the rich and poor countries.

The agreement of the Conference on International Economic Cooperation (CIEC) to establish a common fund to be used for the integrated programmes for commodities is a positive and welcome sign.

That a New International Economic Order needs to be established is beyond doubt. Review of the strategy for development for the second decade has shown that the objectives of achieving even its basic aims have failed. There are strong doubts about the relevance of the present order in that it has not been able to offer effective solutions to the problems concerning:

Source: P. Jalee "The Pillage of the Third World-Maspero 73.

- (a) Trade
- (b) Commodities
- (c) Transfer of technology
- (d) Industrialization
- (e) Transfer of resources
- (f) Food and agriculture
- (g) Economic and technical co-operation
between developing countries (ECDI and TCDC)
- (h) Special measures for most seriously
affected countries
- (i) Sea bed and marine resources
- (j) International monetary issues

Discussions have been going on between the parties for too long to augur a more sympathetic concern for meaningful long term and short term solutions. In fact the disparities are widening between the centre and the periphery.

The United Nations should have a greater role to play in this matter. So much has been said, spoken and written on political intent and purpose. Literature and papers are full of terms like "Economic Co-operation and Inter-dependence" for the benefit of both the developed and the developing countries. The time is ripe for identifying long-term and short-term policies with respect to the NIEO.

It is necessary to set the processes going, to provide the machinery for better international co-operation and co-ordination of national economic policies. The repercussions of the major recession through which the world has gone are still being felt within the international economic system. There is an inhibition towards rapid economic recovery and the achievement of sustained economic growth, which is so necessary for the economic well being of the whole world in general and the developing countries in particular.

Similarly the United Nations, the Lomé and subsequent Conventions, the ACP, the ASEAN, Group 99, the IBRD, the UNIDO and other specialized institutions should be asked to gear themselves and adopt more innovative measures to restructure the International Economic System. So many international forums and conferences have produced limited results.

The declaration adopted by the 117 developing countries in Arusha, Tanzania on 17 February 1979 at the conclusion of the two week meeting to do the ground work for the forthcoming fifth session of UNCTAD in Manila underlines the hard-hearted attitude of the rich nations towards the bridging of the gap between affluence and poverty. Representatives of the periphery lament "we express deep disappointment and grave concern that negotiations undertaken since UNCTAD IV in Nairobi have hardly yielded any results so far".

Leaders and governments of the South have talked about unity for economic survival. The Buenos Aires meeting of the Group 77 some time ago was a crystalization of this intent.

It was an agreement to start a "South-South dialogue" and the leaders using their numerical superiority would force the UN to provide servicing facilities for the new movement. Ultimately a "Third World Secretariat" would be established with each member country contributing at least \$1 million to the fund.

Within the present context, if the slide towards increasing economic disparity is not checked, the North-South frictions are bound to escalate into a bitter confrontation between the centre and the periphery.

There is a growing realization that a restructuring of the present systems to make them more responsive and sensitive to developing countries is urgently required.

The Commonwealth has a role to play in this task. National Youth Policies can educate young people about the realities of development and mobilise youth energies around resources for a New International Economic Order.

Appended is a selected chronology of the evolution of the NIEO to recent times.

CHRONOLOGY OF THE DEVELOPMENT OF THE NIEO

1948		Oil price US\$ 2.17/barrel
1955	Asia-African Conference, Bandung	25 newly-independent states first declared the international solidarity of non-aligned nations.
1960		Oil price reduced to US\$ 1.80/barrel to increase exports to fuel industrial growth of the developing countries.
1961	Non-Aligned Nations Conference, Cairo	
1964	Non-Aligned Nations Conference, Belgrade	Mainly anti-colonial stance and demand for national political sovereignty.
1964	UNCTAD I Geneva	23 March - 3 June
1968	UNCTAD II New Delhi	1 February - 19 March
1970	Non-Aligned Nations	75 nations and 14 National Liberation Organizations declared the 'Lusaka Manifesto' - stress on economic development and 'collective self-reliance to demand major economic reform'.
1971	United Nations Conference on Trade and Development (UNCTAD), Lima	'Group 77' 114 developing countries.
1972	UNCTAD III Santiago	13 April - 21 March
1973	OPEC oil embargo (October)	<ol style="list-style-type: none"> 1) Oil production cut to reduce total available supply. 2) Imposed through OPEC, an embargo on oil export to countries considered unfriendly. 3) Orchestrate OPEC decision to quadruple oil prices. This single action represents the most effective manifestation of the collective bargaining power of the developing countries - 'leverage'.

1974	UN Sixth Special Session, New York	<p>First comprehensive statement of NIEO.</p> <p>General Assembly 'consensus' on the Principle of the 'Declaration on Establishment of a NIEO' to correct inequalities and redress existing injustices and ensure steadily accelerating economic development peace and justice for present and future generations and that 'the present declaration shall be one of the most important bases of economic relations between people and all nations'.</p>
1974	UN General Assembly	Endorse 'Charter of Economic Rights and Duties of States' (ex USA, Britain, West Germany, Belgium, Luxembourg and Denmark).
1975	Conference of Developing Countries on Raw Materials, Dakar	110 developing countries drew detailed action program emphasizing 'collective self-reliance' to advance NIEO. Spelled out Trade and Finance demands.
1975	Lome Convention	Trade agreement between 52 LDC's and the EEC.
1975	Conference of Sovereigns and Heads of States of OPEC, Algiers	"... re-affirm OPEC's solidarity with developing countries in the struggle to overcome underdevelopment and express deep appreciation for the strong support given to OPEC".
1975	Manila Declaration	Group 77 spell out the details of the 17 economic reforms for NIEO.
1975	Conference of International Economic Co-operation, Paris G8 v G19	"It became absolutely clear that the oil producing countries were not going to make any agreement with the West unless the West was included at the same time concession to the other underdeveloped countries". (ABC (1977) 245).
1976	UNCTAD IV, Nairobi	153 nations agreed a number of steps to be taken for NIEO. Agreement in principle for the necessity of Common Fund and commodity negotiations.

1977	UNCTAD Negotiations I	
1977	UNCTAD Negotiations II	Suspended without any specific date for resumption of negotiations.
1977	Non-Aligned Conference, Colombo	
1974- 1976	Restructuring of the International Studies Third World Forum UN Conference on the Environment, Employment, Science and Technology, Food, Security, the Sea, Habitat-Human Settlements, etc.	

"YOUTH 2000 SERIES"

"Youth 2000...Local Government"

The purpose of the "Youth 2000...Local Government" project is to encourage people to participate in local government and to be involved in decisions which affect, or will affect, them.

This requires the Project Team to generate the involvement of youth and decision-makers at local level, and secondly to collect information for policy formulation at state level.

The project design rests on a number of assumptions:- That most people respond best if the project being presented has immediate relevance and potential for action; that most people want conveniently ordered data which can be quickly absorbed into their current thinking; that some people at the local, regional and state levels desire an opportunity to explore each other's experiences, and to develop relationships in a non decision-making environment; that the project must stimulate local action, and involve policy-makers in data collection, technique design, and offer new channels for communication by people at all three levels.

The "Youth 2000...Local Government" project is being organised by the Youth Council of Victoria, Australia and has been designed to provide an exciting range of consultative opportunities in local government areas across the state.

The project also reflects the following values accepted by the Youth Council of Victoria. These range from a belief that diversity of beliefs and opinions is a desirable and productive feature in society; that the development of diverse voluntary community groups is important within this context, and that there is inter-relationship and dependence between voluntary community groups, voluntary agencies and government bodies in society; to the belief that consultation between varied community groups and youth action, within a broad community context is desirable and mutually rewarding.

Other values reflected in the project design include a belief that people have something to say about issues affecting them; and that data on social process and function can be collected and analysed; and this data can influence policy formulation and practice.

The project is being funded by the Department of Youth, Sport and Recreation, as a means of creating greater awareness amongst people, particularly young people, of the potential of local government in Victoria.

It is intended that information concerning the project, and information gathered from it will be channelled throughout the networks of all youth organisations represented on the Youth Council of Victoria, the State Government Departments of Social Welfare, Youth Sport and Recreation, Local Government and Education and through the Municipal Association of Victoria and the Institute of Municipal Administrators.

It is anticipated that some of the issues which may be raised during the project's consultative process could include youth unemployment, accommodation, road trauma, recreational opportunities and transport. The major criteria for selection is that the issue be relevant to the local area.

The overriding purpose of the project is to provide Victorians, particularly young Victorians, with an opportunity to become involved in a state-wide consultative process, designed to promote the involvement of more Victorians in the State's various decision-making processes. This could be stated another way. The purpose of the "Youth 2000... Local Government" project is:

To involve young people between 16 and 25 years of age in projects of their own design which confront and attempt to deal with a particular social issue at the local government level.

Development of meaningful consultation between young people and decision makers at the local, regional and state levels; and

An analysis of Local Government in Victoria via both a youth action, and a community consultation model, with a view to highlighting possible changes to the workings of local government in Victoria.

Put simply, the "Youth 2000...Local Government" project will set in motion a programme of community involvement supported by personalised contact, literature distribution, briefing sessions and locally convened weekend meetings. The process will be structured sufficiently to ensure consistency of value positions, whilst remaining flexible enough to allow for localised implementation consistent with local customs.

The Project will involve bringing together diverse groups of approximately 30 young people at the local government level to confront a particular issue affecting them in their local area. This will be called a Youth Action Search. It is envisaged that after six to eight weeks the group will be ready to discuss their actions with local councils and

community decision-makers, although ideally these people should be kept informed of the group's progress from the outset. A Local Government Area Seminar will then be held where young people and local decision-makers will be asked to start considering the implications of youth action for Local Government.

Following the final Local Government Area Seminar in a region, a Regional Seminar will then be held. This will provide an opportunity to summarise and synthesise the youth action across the region, to highlight trends, and to discuss the implications of these trends and individual action for local government.

Following the final Regional Seminar, a State Seminar will be held. The prime purpose will be to articulate key features of youth action to State-level decision makers. This will include summaries of youth action projects and research findings. The implications for local government will be highlighted, and some general policy statements will be formulated for consideration by the relevant authorities.

Running in parallel with "Youth 2000...Local Government" through its local, regional and State phases will be the research programme conducted by the Institute of Applied Economic & Social Research. This will aim at establishing the attitude to, and knowledge of, local government of all participants in the project, both young people and the community-decision makers.

The project aims at increasing the community's knowledge of local government, how it works, and what can be expected of it. Hopefully through this the interest and the involvement of the community may be increased.

Development of the "Youth 2000 Series"

Because substantial percentages of government funds are now being directed into youth areas (or areas where youth are the primary recipients) the Department of Youth, Sport and Recreation and the Youth Council of Victoria have been trying over the last four years to develop consultation between decision-makers and the youth population to determine their needs, interests and concerns.

Research has shown that young people wish to be involved and to be responsible for shaping and developing their own communities. They have also indicated a need and a wish for support and assistance from adult youth workers who are interested and prepared to work in partnership with them.

Because a large proportion of young people (at least 50%) are not involved or reached by traditional organisations and structured programmes a new way of contacting and consulting with youth had to be developed.

This has been attempted through four projects called "Youth 2004", "Youth 2006" and now "Youth 2007...Local Government". They form the "Youth 2000" series. The "Youth 2000" series has been designed to fulfill this need and to help foster participatory democracy at the local level and to provide the citizens of the 21st century with the opportunity to have a say in the type of society in which they will be living.

The "Youth 2004" Conference was organised by the Department of Youth, Sport and Recreation with the assistance of the Youth Council of Victoria and was the first of its kind in Australia. It was in essence a week long parliament of youth, and was held at Melbourne University in February 1974. "Youth 2000" brought together approximately 300 participants between 16 and 20 years of age, from local government areas in Victoria, 35 group catalysts plus administrative staff.

The aims of this gathering were to develop a sense of community amongst young people from diverse backgrounds, where representatives could express their concerns about life in 1974 and in the future, while searching for solutions to their frustrations, and to make recommendations for action to the Premier and the Government of Victoria.

In terms of its original objectives, which were to provide the participants with an opportunity to talk about the future and to suggest policy changes, the conference proved highly successful. But as a means of involving young people in their communities and in decision making processes the conference proved unsuccessful for a number of reasons. The model used should have been participatory rather than representative democracy. The conference relied too heavily on expert opinion for information. The end result was that participants were told what to think rather than what they thought.

To make sure that the same mistakes were not made again, it was agreed to hold a small planning conference in May 1975 of approximately fifty young people. This was called "Youth 2005".

Simply stated, the aims of "Youth 2005" were to develop a theme and a list of issues which participants thought were of most importance to young people in Victoria; to plan a major state wide community consultation and involvement programme for the following year, 1975/76, culminating in a state conference in May 1976. At the same time it was hoped to provide the participants with a beneficial and stimulating experience.

The dominant theme which emerged was "Survival and Fulfilment" and the issue which the participants thought were of the most importance to them were: Community Interaction, Minority Groups, Education, Pursuit of Happiness, Adapting to the Future, Law Reform, Recreation and Social Standards and Pressures. This formed the basis of "Youth 2006"

The aims of "Youth 2006" were:

To use local consultation with youth as a means of involving them with their communities and of enabling them to provide accurate feedback to policy and decision makers.

To further the idea of consultation with, and community participation by young people, with a view to extending the process eventually to every municipal area in Victoria, so involving the total community.

To discuss and evaluate the theme and issues arising out of "Youth 2005" and to put forward feasible recommendations for future government policy.

"Youth 2006" was comprised of eight live-in weekend workshops spread across rural and metropolitan Victoria.

Commencing in September 1975, the consultations ran through to April 1976 and were attended by young people between the ages of 17 and 22.

During the eight consultations five main issues were selected for discussion. They were Community Interaction, Education, Recreation, Pursuit of Happiness and Social Standards and Pressures.

"Youth 2006" showed that if young people are given some basic communication and decision-making skills, they are capable of entering into meaningful discussion with community decision makers.

"Youth 2006" also showed that volunteers could be used to initiate and run a state wide involvement process and that state wide involvement processes can make significant contributions to organisations at a local level, particularly in the area of an information exchange.

(Source: Youth 2007: Local Government, Youth Council of Victoria (1976))

EMPLOYMENT: A QUESTION OF DEVELOPMENT

Youth unemployment cannot be considered in isolation, but must be tackled within the overall context of economic and social development. Unemployment is increasingly emerging as the most striking symptom of inadequate development in most countries of the Third World.

What has been the development strategy of developing countries over the past few decades?

Except for a handful of exceptional cases like Denmark and New Zealand, the division between the Rich World and the Poor World is broadly one between industrialised countries and primary producers. It is not surprising therefore that in early development plans great emphasis was put on the need for rapid industrialisation. A number of specific arguments were put forward to support the case for substantially over-stressing the manufacturing sector of a developing country.

It was seen, firstly, as already mentioned, as the key to the employment problem; with traditional agriculture already overmanned, where else could jobs be found for the increases in the workforce brought about by the population explosion?

Secondly, industrialisation was the road to higher productivity; with its greater scope for technological innovation and its susceptibility to economies of large-scale production, manufacturing looked a far more promising bet than agricultural improvements.

Thirdly, industrialisation could be an instrument for transforming traditional attitudes which had previously impeded development contact with new techniques and radically different working and social environments would widen horizons and foster the development-orientated drives which had been lacking in the past.

And finally, there were strong external reasons for stressing the importance of industrial development: the need to reduce dependence on the export of a few primary products for which long-term prospects were gloomily uncertain, and the importance of creating domestic substitutes for manufactured imports in the face of balance of payments difficulties.

The share of new investment going to the manufacturing sector in underdeveloped countries was therefore commonly in excess of that channelled into agriculture. Manufacturing output has consequently grown rapidly.

The arguments in favour of industrialisation are strong ones; and no doubt one of the key elements in long-run development is that developing countries do diversify their economies by encouraging manufacturing industry. However,

it is open to question, firstly, whether underdeveloped countries have over-concentrated on industrialisation to the neglect of other basic development requirements; and secondly, whether industrialisation so far has taken the most suitable form.

What is the purpose of development? All too often it has been seen in strictly economic terms, that is, the increase in GNP - the gross national product, the sum total of goods and services. The assumption behind this being, an increase in GNP would mean improvement for all. What has been the result of this so-called "development" - especially the heavy emphasis on rapid industrialisation?

There has certainly been impressive growth rate in GNP in many countries but only a small percentage of the population is reaping the benefits. Why is this so? First, the pattern of economic development pursued by the overwhelming majority of developing countries has led to a concentration of growth and the fruits of growth in the urban based, high technology high labour productivity steel and glass sector. This has resulted in a respectable over-all rate of economic growth, but relatively few employment opportunities because growth was achieved largely through increases in labour productivity in the relatively small modern sector. Therefore, on the demand side, fewer employment opportunities were created than anticipated.

Second, the demographic explosion in many developing countries has resulted in large masses of people presenting themselves on the labour markets in search of productive employment. Therefore, on the supply side, many more people came to the fore than anticipated. The pattern of development pursued concentrated the fruits of development too much on a small minority in the modern sector, which did not filter down to the large masses of the population in the urban informal and rural traditional sectors. And it is young people who are the most affected in the erroneous process of development and modernisation.

The capital intensive approach to industrialisation is often emulative - creating a veneer of modernity on the economy which apes the symptoms of Western affluence without bringing about the structural transformation of attitudes and institutions which is really needed to foster radical and sustained change. Its effect has been to create a dualism - a great gulf between the small, privileged modern sector and the masses which continue in their traditional poverty. But the rural sector is not wholly untouched by the modernism of the urban industrial concentrations. Traditional craft industries are destroyed through technologically superior competition from the modern sector - adding to the growing pool of unemployment which the new industries are unable to absorb.

Large-scale concentration of industries and development of metropolitan cities have had their disastrous consequences.

But the opposite strategy, industrialising on the basis of maximum labour - intensity, is also doomed to failure. The most labour-intensive techniques are the primitive ones, those which have led to the present low productivity of labour. They are those which are essentially work-sharing rather than work-creating, those which have failed in the past to generate surplus which could ultimately lead to faster development, those in which there is no new learning process taking place.

The answer, according to many economists and planners lies in the application of an alternative technology which consists of an adoption of modern methods to the special conditions of the developing world. Various terms have been used to describe the required technology: Schumacher coined the phrase "intermediate technology, Marsden "progressive technology". A common term among economists is "labour-intensive" technology. Dickson has prompted the idea of an "alternative technology". Another popular term is "appropriate technology".

What is the nature of this alternative technology? It is technology which is most suitably adapted to the conditions of a given situation. It is compatible with the human, financial and material resources which surround its application.

In rural agricultural areas of developing countries, appropriate technologies are likely to have some common characteristics. They will usually be: labour intensive simple; small scale; and low cost.

The potential benefits of this sort of technology are considerable. It offers an immediate prospect of coming to grips with the overwhelming problem of worklessness. It involves types of capital equipment of which a substantial proportion might be produced indigenously rather than being imported from abroad. It is technology which makes possible a dispersed location of industry - to serve as a basis for rural renaissance rather than the present wasteful and squalid urban concentrations of industry. And it is an approach which will create positive demonstration effects through which the possibility and potentialities of change can be readily seen, so that development can become a genuinely participatory process with substantial "spread" (diffusion) effects.

In attempting to bring about a new approach to technology and development, there will be opposition. Some people will be resentful of any suggestion that developing countries should be "fobbed off" with techniques "inferior" to those used in the West. To them, "progress" is measured by industrial symbols of modernity. A shift to a more appropriate technology might also threaten industrialised countries. It is certainly in their interest to promote the use of capital intensive technologies; for it is precisely this sort of equipment that under-developed countries are least likely to produce for themselves, and which rich countries are geared to provide. Aid and private investment have therefore also played a part

in leading on to developing countries techniques inappropriate to their situation.

As we have seen, overemphasis on an inappropriate form of industrialisation has had disastrous consequences. So much of what is commonly termed development - generally measured by increases in national income - is really nothing of the sort, affecting as it does only small groups of people concentrated in a handful of urban areas. If development is to include a general widening of horizons, and if its benefits are to be widely dispensed, then substantial resources must be directed into the rural sector.

What is needed is not merely an agricultural revolution but comprehensive rural development. This means, first of all, accepting that the rural sector is the major source of future employment opportunities. It means enhancing the quality of rural life to reverse the present migration to the towns. It is in the countryside that jobs must be created; and it is the countryside which must be revitalised to counter the spurious attractions of the urban slums.

To choose between urban industrialisation and rural agriculture is false. For one thing, the industrial and agricultural sectors are deeply interdependent, with the success of each depending on the prosperity of the other. The concept of rural development takes this interdependence a stage further - for it involves shifting the locus of industry out of the squalid and socially expensive urban complexes and into the countryside itself. It aims at reducing the traditional dependence of the rural areas on a few primary products by diversifying production into a best of labour-biased non-agricultural activities.

A recent report (1977) by ESCAP (Economic and Social Commission for Asia and the Pacific) entitled "The International Economic Crises and Developing Asia and the Pacific", stressed the importance of rural development.

"Throughout the region there has been widespread commitment to the eradication of poverty, including unemployment. There is now general agreement that such objectives can be achieved in a reasonable time context only by the deliberate exercise of governmental power, by focussing more attention on rural areas where the magnitude of poverty is greatest, by adopting more labour - intensive as distinct from capital - intensive techniques of production and by involving the target groups themselves not only in gainful employment but also in the decision making implementation of the development with which they are involved."

Education should be an integral part of a development strategy. Education systems have too frequently been planned for developed industrial countries with over emphasis on academic learning and little content of relevance to the largely rural environment. Thus education planning and implementation

have been geared to a style of education traditional in the developed world with little questioning of its significance for the special conditions in developing countries. This system has contributed to the employment problems and has not oriented itself to the manpower needs of those countries.

If the promotion of economic development, social justice, and employment opportunities are its aims, then the type of education needed is radically different from the present one. The chapter on education further expands the type of education needed.

No country develops in isolation. The international framework in which development has taken place, that of extreme economic inequalities, has tended to increase rather than to reduce the difficulties of the development task.

All developing countries plan for development. How far they do so, what form it takes, varies widely. It is our hope as youth workers of the Commonwealth that a more balanced approach to development will be pursued. Development - not just in terms of GNP but in bringing about basic changes in the underlying social fabric of attitudes and institutions so that the aspirations and needs of youth can be more fully realised.

PARTICIPANTS BIO-DATA

AUSTRALIA

Name : GREG SHELDON
Occupation : Youth Worker
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Residential Address: 23 Alma Street, Clontarf,
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Work Description : My area of specialization has been in residential settings particularly with young offenders and emotionally disturbed adolescents. I am involved in living skills education and personality development, recreation activities specially with camping programmes.

BANGLADESH

Name : Ms ROWSHAN ARA
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Dacca University
Agency: : Dacca University Rangers Unit
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Work Description : To assist the provost of the Hall in running hall administration. To organize sports, social, cultural and literary activities of the young girl students of Ruqayyah Hall. To encourage them in Girl Guiding and supervise the recreational and social service activities of the Rangers of Dacca University Rangers Unit.

Name : Ms AYESHA AKHTAR

Occupation : Assistant Youth Employment Officer

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Work Description : 1. To impart vocational guidance to the school leavers.

2. Employment counselling to the job seekers.

3. Prepare and distribute career literature to schools

4. Register the young persons who have been given vocational guidance for employment.

5. Canvass employers for vacancies suited to the young persons and receive such vacancies.

6. Send the young persons who have left school to suitable employers.

7. Follow up the progress of the young persons placed.

Name : MD MAFIZ UDDIN

Occupation : District Social Welfare Officer

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Work Description : I am responsible for administration, supervision and co-ordination of the activities of different sections functioning within the district and keep liaison with the District Administration and other nation-building Departments.

Name : Ms MAVIS SULTANA

Occupation : Deputy Assistant Director (Administration)

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Work Description : As a Deputy Assistant Director my main function is to do the administration work and supervise the women's programme and youth's programme. I also work as Co-ordinator with the above programme. I am interested to do work with youth. For this reason I am already attached with two voluntary organizations. The name of the organizations are Association for Correctional Services and Work Camp Association.

CYPRUS

Name : ANTONIOS MELAS

Occupation : Officer attached to Counselling and Guidance Services Students Section in Ministry of Education.

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Work Description : Assisting the Head of the Department in carrying out registration, statistics and award of scholarships for students abroad. Also involved in counselling, guidance and information assistance for students who are interested in studying abroad, and advise them in the choice of the right subjects.

FIJI

Name : Ms TEMALESI TADU

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(Director Nausori Youth Centre)

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Work Description : Running a vocational training centre for
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activities for the youth group.
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GHANA

Name : JULIUS ANKOMAH

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fronts:-

Trainer - Organising Training Programmes
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Administrator - Co-ordinating resources
of various Ministries for the use by
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Organiser - Organising Youth Associations
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HONGKONG

Name : QUENTIN, KING SANG FONG

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Work Description : My work in the Boys' and Girls' Clubs Association of Hongkong is as a programme secretary (operation). The Association provides multi-dimensional programmes for the children and youth aged 6-18 for their total development. I had to take up both the programme planning, supervisory and administrative work.

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Residential Address: 1629 Peony House
So Uk Estate, Kowloon

Work Description : 1. To provide opportunities and guidance for the establishment of meaningful relationships between youth and family, youth and the community and among youth themselves.

2. To provide opportunities and guidance for the full realization of young people's potential interests, abilities, leadership and voluntary service spirit.

INDIA

Name : O P KUMAR

Occupation : Youth Co-ordinator

Agency : Nehru Yuvak Kendra
(Nehru Youth Centre)
Ministry of Education and Social Welfare
Government of India
Pratapgarh, U P, 230001

Residential Address: Nehru Yuvak Kendra, Hadi Hall
Pratapgarh, U P, 230001

Work Description : Organising, promoting and supporting Youth Clubs/Organisations in the District. Planning District-wide activities for youth. Co-ordinating with government and non-government agencies concerned with development and youth programmes. Training of youth leaders. Setting up information and guidance centre for youth. Executive Officer

Name : M R SHARMA

Occupation : Youth Co-ordinator

Agency : Nehru Yuvak Kendra
Bilaspur (Simla Hills)
Himachal Pradesh, 174001

Residential Address: Nehru Yuvak Kendra
Bilaspur
Himachal Pradesh, 174001

Work Description : To organise youth training camps,
leadership training, vocational training,
adult education and social service
activities in the District for the non-
student youth of 15-35 years of age
group.

To co-ordinate the different youth
programmes being run by different
departments in the District for the
development and welfare of youth.

Name : N SARAT CHANDRA SINGH

Occupation : Social Worker

Agency : Citizen Volunteers Training Centre
Imphal, Manipur, 795001

Residential Address: Moirangkhom
Imphal, Manipur

Work Description : Leadership training, organising vocational
training programmes for youths. Impart-
ing functional literacy to the illiterate
youths and organising youth involvement
camps, seminars and conferences. Helping
the youths in development and self-
sufficiency in economic and job
opportunities and guiding them to be
good citizens of the State.

Name : ZOLIANA ROYTE

Occupation : Youth Welfare Officer

Agency : Youth Welfare Activities
Education and Social Welfare Department
Mizoram: Aizawl
Pin: 796001

Residential Address: 4 Khatla Line
Education and Social Welfare Department
Pin: 796001 Aizawl: Mizoram

Work Description: : I was appointed to look after the activities of games and sports both in schools and voluntary clubs in Mizoram as a district officer. Since I am the only one in my State, my area of work is in the whole State comprising of three districts. I am to concentrate more on schools as regards organisation of sports from Primary to High school levels. Organisation of coaching in different games and sports items, selection and training of school going youth for the State team to represent Mizoram in the National Schools Games.

Name : SIRAJODDIN SHAIKH

Occupation : Professional Social Worker

Agency : Antar Bharati and Rashtar Sevadal
Sane Gurujee, Smarak, Singhagad Road
Parvati, Pune, 411030
Maharashtra

Residential Address: C/o S. Latif, Municipal Colony No 1,
Room 2 Siddharth Nagar, Near Laltaki
Ahmednagar 414001 (Maharashtra)

Work Description : 1. Sanchalak Director - One community centre

2. Trainer - Imparting training to the rural youth and specially organising training programmes for scheduled caste and adiyasi youth. At the all India level, organising children's carnivals, organising rural and urban youth for National Integration programmes.

Name: : Ms MAHASHVETA J VAIDYA

Occupation : Youth Co-ordinator

Agency : Nehru Yuvak Kendra
P No 1629
Junagadh Gujarat State

Residential Address: Nehru Yuvak Kendra
Junagadh Gujarat State
Ram Nivas E/3

Work Description : Involved in Rural Development Programmes and Social Welfare and Health activities especially in rural areas. Interested in youth welfare and youth development activities.

MALAYSIA

Name : OMAR BIN MANSOR

Occupation : Culture, Youth and Sports Officer

Agency : Ministry of Culture, Youth and Sports
Wisma Kramat
Jalan Gurney
Kuala Lumpur

Residential Address: Culture, Youth and Sports Department
Kedah, AlorSetar
Kedah

Work Description : To organise young entrepreneur courses and to find opportunities for the youth in business project. Also to advise, guide and facilitate qualified youths who are involved in business during the preparation stage and while they are running the business.

Name : KAMAL ABDULLAH OTHMAN

Occupation : Culture, Youth and Sports Officer

Agency : Ministry of Culture, Youth and Sports
Kota Bharu
Kelantan

Residential Address: 1315 Jalan Sultanah Zainab
Kota Bharu
Kelantan

Work Description : To co-ordinate youth clubs at District level and implement youth programmes which have been designed. Also to advise, guide and facilitate the youth in all aspects especially in self employment.

Name : HENRY G LANGGIE

Occupation : Divisional Culture, Youth & Sports Officer

Agency : Ministry of Culture, Youth & Sports
Jalan Gurney
Kuala Lumpur

Residential Address: 91 Government Quarters
Resak Road
Simanggang
Sarawak

Work Description : In-charge of the Department of Culture, Youth & Sports - Divisional level, Sarawak. Responsible for the programme planning, budgeting and implementation of activities under this portfolio.

Name : RAJA RUSLAN BIN RAJA SAMAH

Occupation : Culture, Youth and Sports Officer

Agency : Ministry of Culture, Youth and Sports
Wisma Keramat
Gurney Road
Kuala Lumpur

Residential Address: Culture, Youth and Sports Department Perak
741 Sturrock Road
Ipoh

Work Description : To advise, guide and facilitate qualified youths who are involved in business during the preparation stage and while they are running the business. To organise young entrepreneur courses and to find opportunities for the youth-in-business project.

Name : SARJIT SINGH SEKHON

Occupation : Culture, Youth & Sports Officer
(Training Division)

Agency : Ministry of Culture, Youth & Sports
Jalan Gurney
Kuala Lumpur

Residential Address: Jabatan Kebudayaan Belia Dan Sukan
6th Floor, Wisma Persekutuan
Kuala Trengganu

Work Description : In-charge of the Training Department at the State Headquarters and responsible to plan and implement all training programmes for youth in the State. Courses are run for various categories of youth and according to their needs, status and backgrounds. Training programmes are organised on different levels -National, State and District.

MAURITIUS

Name : A FAROOK KHOODORUTH

Occupation : District Youth Officer

Agency : Ministry of Youth & Sports
Foondun Building
Rose Hill

Residential Address: 21/23 D, Leopold Bour Street
St Francois Xavier
Port Louis

Work Description : Advisor to youth federations, executive secretary and implementing officer. Initiate self-help and community development activities at regional level. Help organisation and implementation of activities at National and District level. Working towards a concerted and co-ordinated action plan for youth at present and last year, have been initiating actions at Ministry's level for a National Youth Policy

NEW ZEALAND

Name : MARK W BROADBENT

Occupation : Full-time Youth Worker (in 1978)

Agency : Inter School Christian Fellowship (ISCF)
P.O. Box 760
Wellington

Residential Address: 19A Witako Street
Lower Hutt
Wellington

Work Description : Resource personnel for high school groups eg. programme ideas. Involvement in counselling, organising camping programmes, working with 'disabled' youth. Also interest in youth affairs on National level - involvement in the National Youth Council.

PAPUA NEW GUINEA:

Name : JOSEPH STEVE EGILIO

Occupation : Youth Work Officer

Agency : Ministry of Social Development
North Solomons Government
P.O. Box 120
Arawa, North Solomons Province

Residential Address: Asitavi Parish
P.O. Wakunai
C/o KIETA
North Solomons

Work Description : I have been involved in the field of youth for only the last two years, mainly on a voluntary basis. Within this period, I have tried to mobilise the youth in the local vicinity, into an organised group. The result has been encouraging. Our newly formed Association which encompasses almost all of our village clubs looks promising. Prior to my coming to Chandigarh, the North Solomons Provincial Government offered me a position in the Ministry of Social Development, where I hope to work on my return.

Name : MELI ONGA MUNANGKE TINING

Occupation : Community Development Officer

Agency : Office of Home Affairs
P.O. Box 1287
Boroko

Residential Address: Atamun Kanok
P.O. Box 7154
Boroko

Work Description : My interest in youth work is with out-of-school youth and school leavers. At National Level I am interested in working with the youth projects and training of youth leaders at the club levels and organisations involved with youth. I also help in planning and implementation of the Nationally planned projects for youth work.

SIERRA LEONE:

Name : EDWARD KOROMA

Occupation : Social Development Worker

Agency : Ministry of Social Welfare
Fort Street
Freetown, Rep.

Residential Address: 22 Edward Street
Freetown, Rep.

Work Description : I organise, supervise and visit various youth clubs registered with the Ministry. I also deal with case work by settling matrimonial disputes that come to my attention. At District level I involve youth in community development work and provide recreational facilities for them.

SINGAPORE

Name : Ms PEGGY CHAN SIEW YING

Occupation : Supervisor, Typing Pool
Ministry of Education

Agency : Singapore Girl Guides Association
Guide House
420 Clemenceau Avenue

Residential Address: 750G, Commonwealth Drive
Block 94

Work Description : Guide Captain, in charge of a Guide Company catering to school children between the ages of 11-17 years. Camp Advisor, in charge of the Camping Section-administration and organising training camps for Adult Leaders.

Name : Ms JENNIFER LIM-YEO POH CHOO

Occupation : Regional Officer
(Community and Youth Worker)

Agency : People's Association
Kallang

Residential Address: 85 Neram Road
Seletar Hill Estate

Work Description : 1. Co-ordinate, organise and supervise activities at the constituency and regional level.

2. Promotion of community participation in community development and welfare projects/services.

Name : KASMAS HARIFF

Occupation : Organising Secretary
Community and Youth Worker

Agency : People's Association
Kallang

Residential Address: 322M, Block 28
Lorong 6, Toa Payoh

Work Description : Employed as an Organising Secretary with the People's Association and as a community and Youth Worker engaged in planning, organising and supervising activities for both young and old people and promoting youth participation in community and welfare services.

SRI LANKA

Name : Ms K. M. G. KARUNA DIAS

Occupation : Project Officer

Agency : National Youth Service Council
5 De Fonseka Road
Colombo 5

Residential Address: Gamagewatta, Majwwana
Keradewala, Hikkaduwa

Work Description : I am working as a project officer in the vocational training programme, self-employment organisations and as the officer in-charge at the Vocational Training Centre.

Name : Ms JAYALATHA NISSANKA

Occupation : Project Officer

Agency : National Youth Service Council
5 De Fonseka Road
Colombo 5

Residential Address: Kossinna
Ganemulla

Work Description : 1. Organise youth service projects
2. Look after administrative and functional work

Name : R. WIJEDASA

Occupation : District Youth Officer

Agency : National Youth Service Council
5 De Fonseka Road
Colombo 5

Residential Address: "Shanti"
Unawatuna
Galle

Work Description : I organise national youth service projects at District level. I also give instructions to youth on activities relating to culture, sports, agriculture and inculcate national consciousness by giving them civic training. I am in addition an officer in-charge of my district and also an administrator.

Name : H.G. G. JAYAWEERA

Occupation : Project Officer

Agency : National Youth Service Council
5 De Fonseka Road
Colombo 5

Residential Address: 6 Sirikulam Estate
Mallawapitiya
Kurunegala

Work Description : I am a Project Officer at the grass-root level involved in implementing the youth programmes which are launched by my organisation. These programmes are aimed at national development and to satisfy the needs and aspirations of the youth.

UNITED KINGDOM

Name : BILL HOYLES

Occupation : Senior Detached Youth Worker

Agency : Lancashire Education Committee
(District 10 - Blackburn)
County Hall, Preston

Residential Address: Youth Office
Education Department
Town Hall
Blackburn

Work Description : Special responsibility for minority groups - in particular identifying and meeting the needs of Asian young people. Interested also in developing facilities for integrating physically handicapped and able bodies young people through appropriate social provision.

WESTERN SAMOA

Name : Ms KERENA I ESERA

Occupation : Youth Worker
Boys Brigage Officer

Agency : Congregational Christian Church (CCC)
Institute of Cultural Affairs (ICA)
Ministry of Youth, Sports & Cultural Affairs (MYSCA)

Residential Address: Box 1436
Apia

Work Description : Voluntary Youth Worker - Planning and implementation of programmes for youth. Committee member on Sports and Recreation Council (CCC). Establishment of human development projects (ICA). Coordination of Youth Organisation.

Name : MALOFOU REOPOAMO SAVAIINAEA

Occupation : Youth Worker

Agency : Methodist Youth Department
P.O. Box 221
Apia

Work Description : The nature of work I have been involved in is to help in implementing programmes which were mainly defined on religious basis. To help organise training programmes for youth leaders in different spheres - seminars and conference are common features of this work. Organising camps for youth fellowship gatherings. Also responsible for preparation of literature for use in youth and church activities. To co-ordinate the National Youth Programmes of the Ministry of Youth Sports and Cultural Affairs.

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