REVISITING THE CHALLENGE OF YOUTH EMPLOYMENT IN THE CARIBBEAN

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Executive Summary

This 1999 Study: "Revisiting the Challenge of Youth Employment: case studies of Barbados, Jamaica and Trinidad and Tobago" updates an earlier study which was conducted in 1996(Pantin, 1996). The earlier study was entitled: "The Challenge of Youth Employment in the Caribbean: The Role of Youth Employment Training Programmes." Both studies were commissioned by the ILO Regional Office in Port of Spain. The 1999 Study was guided by five (5) specific Terms of Reference:

1. Define the concept of youth and the state of youth employment in the context of the Caribbean;

2. Identify the trends and likely future patterns in the size, characteristics and significance of youth employment, unemployment and underemployment in the Caribbean;

3. Identify and discuss some of the underlying causes of youth unemployment/underemployment and the consequences for youth and society. The study will take into account labour market conditions as well as social and economic factors;

4. Examine and evaluate a sampling of remedial measures identified in the earlier study of youth employment carried out in 1996 and recent measures adopted, particularly in Jamaica, Barbados, Trinidad and Tobago, to alleviate employment problems;

5. Make policy and programming recommendations regarding actions to be taken to promote employment (wage and self-employment) with particular reference to the needs of youth in the sub-region. This section should take into account and analyze recommendations from the earlier studies and position papers on youth employment. In this regards the impact in the Caribbean of the following strategies on youth employment and assess the effective types of schemes which have the greatest potential for youth employment in this region:

   ➢ Training and capital based assistance for new-employment and enterprise creation;
   ➢ Training or apprenticeship and capital based assistance for employment in existing enterprises;
   ➢ Active labour market policies including placement and subsidized employment schemes;
   ➢ Direct job generation through public employment and infrastructure investment;
   ➢ Or combination of schemes.
In addition to the above TORs, the study was undergirded by three (3) objectives which related to the earlier (1996) study. These three (3) objectives were to:

1. Update the status of youth employment policy and training institutions relative to the status quo in 1996;

2. Elicit responses from the relevant policy making institutions to the proposals made in the 1996 report;

3. Reflect on the issues raised then, in 1996, including a further review of the literature on the question of youth employment.

As in the case of the 1996 Study, this Report is divided into two Volumes. Volume 1 provides a summary of the three country case studies- Trinidad and Tobago, Jamaica and Barbados- in the context of addressing the five(5) Terms of Reference outlined above. Volume 2 provides a more detailed appraisal of the three country cases.

**TOR 1**

*Define the concept of youth (and the state of youth employment) in the context of the Caribbean.*

In this study the definition of youth used is the standard UN definition - the population age cohort of age 15-24. However, recognition is also given to the 25-29 age cohort since the concept of youth is recognised to be both a demographic and a cultural construct (many young people in the Caribbean, for example, remain in their parents' homes until they establish families of their own and sometimes, even after they have their own families.)

**TOR 2**

*Identify the trends and likely future patterns in the size, characteristics and significance of youth employment, unemployment and underemployment in the Caribbean.*

The data for 1996 revealed that the share of youth (15-24 years) in the labour force of Trinidad and Tobago, Jamaica and Barbados stood at 26%, 22% and 22%, respectively. If one were to expand the age group to include the 25-29 age cohort in the countries under review, then the share of youth in the labour force would be 39%, 36% and 35% for Jamaica, T&T and Barbados, respectively. By 1998, the share of the 15-24 age group in the Trinidad and Tobago labour force had increased marginally to 23% but
remained constant at 36% for the 15-29 age group. For Jamaica, 1997 data showed the share of the 14-24 age group declining marginally to 24%.

What is more significant is the share of youth as a percentage of the unemployed labour force in the three countries. In the case of Jamaica, for example, youth shouldered the major burden of unemployment with 57% of the unemployed between 15-24 years old and 84% between 15-29. The comparable figures for Trinidad and Tobago and Barbados were 39% and 37% for the 15-24 age group, respectively. When the 15-29 group is included, the data show that 54% of the 1996 unemployed labour force in Trinidad and Tobago fell within this age group. In the case of Barbados, the share was 52%. Table V.1.2 also provides more recent data for Trinidad and Tobago, Jamaica and Barbados. By 1998, the 15-24 age group in Trinidad and Tobago had experienced an increase in the burden of unemployment from the 39% of 1996 to 42%. However, the 25-29 age group had experienced an improvement in that unemployment the burden of unemployment fell here to 11% from 15%. In the case of Jamaica, the 14-24 age group experienced a declining share of unemployment by 1997 (52%) from the 57% of 1996. This same age cohort also recorded a slight increase in Barbados from 37% to 38%.

**TOR 3**

*Identify and discuss some of the underlying causes of youth unemployment, underemployment and the consequences for youth and society. The study will take into account labour market conditions as well as social and economic factors.*

Four consequences of youth unemployment were identified:

2. The impact of the youth's unemployment on his/her family.
3. Impact of youth's unemployment on the geographic community in which the youth lives.
4. Impact of youth unemployment on the national community.

As O'Higgins(1997:16) has pointed out: "*Unemployment early in a person's 'working life' may impair his/her productive potential*. The result of such an experience, particularly if sustained for a considerable time, is a loss of self-esteem and self-worth. This pain is borne by the family of the affected youth. Invariably, there also is a high correlation between economically vulnerable groups and significant unemployment. As a result, those least able to bear it find themselves burdened with the material and other responsibilities of unemployed youth. The communities within which such unemployed youth also bear some of the burden as, ultimately, does the rest of the society in two senses. First, the loss of the productive potential of the unemployed. Second, the material burden of transfers whether for health, education, security, etc. Unfortunately, the society only tends to recognise that there is a problem when the cumulative impact of sustained unemployment, particularly in low income
communities expresses itself in social deviance. To corroborate this conclusion, data are presented on youth participation in crime in Trinidad and Tobago and Jamaica.

**TOR 4**

*Examine and evaluate a sampling of remedial measures identified in the earlier study of youth employment carried out in 1996 and recent measures adopted, particularly in Jamaica, Barbados, Trinidad and Tobago, to alleviate employment problems.*

In response to TOR 4, this study revisited two (2) key questions posed in the earlier study of 1996, that is,

1. Are YETPs supplying an adequate supply of training relative to the demand for such training? and
2. Is the training provided by YETPs appropriate to the demands of the markets for employment and self-employment?

The summary response to the first question remains the same as in 1996 - the demand for YETPs still exceeds the supply. In fact, there has been some reduction in the net supply of YETP places in Trinidad and Tobago and no real increase in the supply of training places in Barbados and Jamaica.

In order to answer the second question, Tracer Studies are required to elicit information on the post-graduation employment and income experience of YETP graduates compared to a comparative group of non-participants, as well as on the views of graduates on the employment and income impact of their training. A survey of employers also would be necessary to ascertain their own perceptions of the relative skill and aptitude levels of YETP graduates relative to other employees of similar age. Unfortunately, little has changed since the earlier 1996 study in terms of the relative absence of Tracer Studies. However, there appears to be a greater sensitivity to market demand. In Trinidad and Tobago, for example, a National Energy Skills Centre, has been created since 1996 to meet the demands of the energy sector. A National Training Agency also has been formed to regulate the YETPs in T&T and has begun with an informal survey of market demand.

However, as a result of the limited efforts at Tracer Studies and market demand studies, the conclusion drawn in this 1999 study remains similar to that given in 1996 - it is not clear whether or not the training being provided by the YETPs is appropriate to the demands of the markets for employment and self-employment.

**TOR 5**

*Make policy and programming recommendations regarding actions to be taken to promote employment (wage and self-employment) with particular reference to the needs of youth in the sub-region. This section should take into account and analyze*
recommendations from the earlier studies and position papers on youth employment.

Five (5) main recommendations are advanced:

1. Review macroeconomic strategies/policies with explicit reference to their implications for the demand for labour.

   This first proposal flows from the near consensus in the literature that youth employment cannot be divorced from the overall macro-economy and its demand for labour. As the ECONOMIST magazine is quoted as noting, "...placing people in work... appears to reflect economic conditions, and not to overcome them." (1996:21)

2. Review the fiscal system in terms of its distribution of expenditure and revenue collection.

   Again, the review of the literature reveals that the quality of YETP graduates cannot be divorced from the quality of the pre-YETP education system. Yet, the empirical data reveal a stagnant or declining share of public expenditure on the education system (and even on TECH-VOC education, in the case of Trinidad and Tobago, at least). The reason for this decline in public expenditure is, inter alia, declining fiscal revenue. The question that arises is whether present generations are not borrowing from future generations by under-investment in the necessary level of educational preparation from nursery school to secondary level and thereby reducing the effectiveness of YETPs as well as overall tertiary education.

3. Consolidate and implement recommendations made in other youth studies, including inter alia, Knight (1992), Anderson (1997) and Pantin (1996).

   There have been many earlier proposals made for improving youth employment training. This third proposal suggests implementation as the key problem.

4. Introduce on a pilot basis, a formal apprenticeship system for youth in at least three (3) CARICOM countries.

   The literature on YETPs is ambivalent as to the benefits in general of YETPs, but particularly, in terms of training which is not directly linked to the world of work, whether business or government. Moreover, there is virtual consensus that the most successful YETPs appear to be the apprenticeship system of Germany. As a result, the proposal here is for the introduction of a formal apprenticeship system, in a pilot basis, in three CARICOM countries. By mixing countries, and sectors, the pilot programme could provide the basis for drawing firmer conclusions on the feasibility of a full-scale apprenticeship system for Youth Employment Training in the region.
5. Introduce a special programme for ‘youth at risk’ and for the ‘in-between’ (12+ - 15) generation.

The evidence is clear that most YETPs in the world tend to ignore, or be insensitive, to the peculiar problems of youth at risk. Moreover, there is the related problem of that proportion of the 12+ - 15 age cohort who fail to gain entry into secondary school and/or to actually attend on a regular basis. No educational alternatives are available to them since YETPs tend to cater for the 16+ age cohort. In the time period before arriving at the pre-required age, some fall into the type of behaviour which quickly transfer them into the category of 'youth at risk'. In the case of T&T, for example, 61% of older boys in youth homes in 1997 were there for robbery; 10% for drug possession and 7% for possession of arms and ammunition. Three percent were convicted of "murder, attempted murder or manslaughter." In the case of younger boys in homes, 31% were convicted for robbery while 32% were categorised as institutionalised for being "beyond control" and 24% for running away from home. A final 2% were convicted of murder, attempted murder or manslaughter. In the case of young girls in homes in Trinidad and Tobago, 61% were "beyond control" and 21% ran away from home.

In the case of Jamaica, 28% of the 17-20 age group had been convicted of murder or manslaughter in 1998 as opposed to 14% of those convicted in the 21-25 age group. Another 4% of the 17-20 were convicted of "felonious wounding" together with 12% of those in the 21-25 age group. Another 11% of the 17-20 age cohort were convicted for firearms possession; 18% were institutionalised for larceny (including vehicles) and another 8% for burglary or robbery. For the following age group (21-25), 25% were convicted for larceny; another 9% for burglary or robbery and 4% for firearms possession.
INTRODUCTION

This study was commissioned by the Caribbean Office of the International Labour Office (ILO) and was conducted between July and September, 1999.

The Terms of Reference were as follows:

- Define the concept of youth and the state of youth employment in the context of the Caribbean;
- Identify the trends and likely future patterns in the size, characteristics and significance of youth employment, unemployment and underemployment in the Caribbean;
- Identify and discuss some of the underlying causes of youth unemployment/underemployment and the consequences for youth and society. The study will take into account labour market conditions as well as social and economic factors;
- Examine and evaluate a sampling of remedial measures identified in the earlier study of youth employment carried out in 1996 and recent measures adopted, particularly in Jamaica, Barbados, Trinidad and Tobago, to alleviate employment problems;
- Make policy and programming recommendations regarding actions to be taken to promote employment (wage and self-employment) with particular reference to the needs of youth in the sub-region. This section should take into account and analyze recommendations from the earlier studies and position papers on youth employment. In this regards the impact in the Caribbean of the following strategies on youth employment and assess the effective types of schemes which have the greatest potential for youth employment in this region:
  - Training and capital based assistance for new-employment and enterprise creation;
  - Training or apprenticeship and capital based assistance for employment in existing enterprises;
  - Active labour market policies including placement and subsidised employment schemes;
  - Direct job generation through public employment and infrastructure investment;
  - Or combination of schemes.

I wish to acknowledge the research support provided by Ms. Marlene Atts in terms of the full report (as well as the Trinidad and Tobago case study); Mr. Rex McKenzie (Jamaica case study) and Mrs. Yvette Brown (Barbados case study)
APPROACH TO THE STUDY

As the title of the study indicates, this report represents a revisit to a 1996 study conducted by the author on “The Challenge of Youth Employment in the Caribbean: The role of Youth Employment Training Programmes.” (Pantin, 1996). Three objectives were set for this new study. First, this study sought to update the status of youth employment policy and training institutions relative to the status quo in 1996. Second, the study sought to elicit responses from the relevant policy making institutions to the proposals made in the 1996 report. Third, the study sought to reflect on the issues raised then, in 1996, including a further review of the literature on the question of youth employment. Fieldwork was conducted in Trinidad and Tobago, Barbados and Jamaica. The Study is divided, as the 1996 Report, into two volumes. Volume 1 provides salient details relevant to each of the Terms of Reference. Volume 2 provides an updated version of the earlier volume 2 of 1996 in terms of more detailed case studies of Trinidad and Tobago, Barbados and Jamaica.

SECTION 1: CONCEPT OF YOUTH AND TRENDS IN YOUTH LABOUR MARKET

TERMS OF REFERENCE 1:

Define the concept of youth (and the state of youth employment\textsuperscript{2}) in the context of the Caribbean

The concept of youth used in this study is the standard United Nations definition of youth as comprising the population age cohort of age 15-24. However, the study also suggests, as in 1996, that some recognition also needs to be given to the 25-29-age cohort. The main reason for taking note of this latter age cohort is that ‘youth’ is both a demographic and a cultural construct. In the latter sense, many young people, certainly in the Caribbean, remain in their parents’ homes until they establish families of their own, and sometimes even after such developments. O’Higgins (1997) also notes that:

“\textit{In practice, the operational definition of youth varies widely from country to country depending on cultural, institutional and political factors...In Britain, for example, ‘Youth Employment Policy’ generally refers to policies targeted at the 16-18 year old age group whilst in Italy the term is used to describe policies for people aged between 14-29 in Northern Italy and 14-32 in the South.... Within the category of youth, it is also important to make a further distinction between teenagers and young adults, since the problems faced by these two groups are quite distinct.}” (O’Higgins, 1997:4)

In addition, this revisited study also now suggests, on reflection, that some cognizance also needs to be given to that proportion of the 12+ - 15 age cohort who either do not obtain places in secondary school or who, in practice, rarely attend such schools, for any number of reasons, some of which will be explored

\textsuperscript{2} The component placed in parentheses will be included under TOR 2
later in this study. In some ways, this ‘in-between’ group experiences many of
the emotional responses of the 16-24 age group in terms of facing the reality
of having to earn a living and the frustrations in satisfying this need.
The second component of this first TOR (“Define... the state of youth employment..)
will now be dealt with below in TOR 2.

TERMS OF REFERENCE 2:

(Define ...the state of youth employment and) Identify the trends (and likely future
patterns) in the size, characteristics and significance of youth employment,
unemployment and underemployment in the Caribbean.

As a precursor to addressing the question of the role of youth in the labour
force, it is helpful to locate the youth age cohort within the total population of the
Caribbean. Table V1.1 provides some partial data reflective of a peaking, as
noted in the 1996 Report, of the youth population. Or, put otherwise, the Caribbean
is beginning to exhibit the earlier signs of the ‘ageing’ of its population. The
15-24 youth age cohort was, for example, 18% of the 1990 population of Trinidad
and Tobago and Barbados. By next year, 2000, that share is projected to grow
by 1% in the case of T&T to 19% but to decline to 15% in the case of Barbados. As a result the 15-29 age group will remain at 27% of the 1990 and
2000 population of T&T but will then fall to 22% by 2015 and 21% by 2025.

The comparable share of the 15-29 age cohort in Barbados will drop from 27% in
1990, to 23% by 2000. In the case of Jamaica, the 15-29 age group is projected
to decline from 31% of the 1992 population to 28% in 2000 and 24% by 2020.

YOUTH IN THE LABOUR FORCE

As Part (A) of Table V1.2 reveals the 15-24 age group made up between 22-30%
of the 1996 labour force in the sample of seven Caribbean countries. At the
lower end are T&T and Barbados where the youth cohort comprises 22% of the
labour force. In the middle are Jamaica and St. Lucia where youth contribute 26%
of the labour force. Finally, at the high end are Guyana, St. Vincent and Belize
with 30% and 29%, respectively of the labour force coming from the 15-24 youth
age group.

The country grouping changes somewhat when we take into account the 25-29 age
group as reflected in the final row of Table V1.2. Here we see T&T and Barbados
remain at the lower end with 36% of the 1996 labour force between the ages of 15-
29; to which we can add Jamaica with 39%. Occupying the middle are Belize
and Guyana where the 15-29 age group makes up 43% and 45%, respectively of

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3 This component of TOR is placed in parenthesis since, on reflection, it was felt superior to link
its elaboration to the third TOR. Hence, “the likely future patterns” of youth unemployment is not
discussed under this TOR but the following TOR 3

4 For further details on youth in the labour force for these seven selected, and other Caribbean
countries, see Appendix Table 1
the Labour Force. At the high end now are St. Vincent and St. Lucia with 48% and 55%, respectively of their labour force coming from the 15-29 age cohort. By 1998, the share of the 15-24 age group in the Trinidad and Tobago labour force had increased marginally to 23% while remaining constant at 36% for the 25-29 cohort. In Jamaica, the 14-24 age group experienced also declined marginally by 1997 to 24%. In Barbados, the decline has been more marked by 1997 with the share of the 15-24 and 24-29 cohorts falling to 18% and 31% respectively.

**YOUTH UNEMPLOYMENT**

As the second component (Part B) of Table V1.2 clearly establishes, unemployment in the Caribbean is a predominantly youth phenomenon. In a similar manner, as noted above in terms of the labour force, the selected Caribbean countries in this table fit within three groups in terms of their relative burdens of unemployment for the most recent commonly available years for all of these seven (7) selected countries.

At the low end are T&T and Barbados with 39% and 37%, respectively of their unemployed falling within the 15-24 age group. When we look at the 15-29 age group, the proportional burden of unemployment rises to 54% and 52%, respectively.

In the middle are Belize, St. Lucia and St. Vincent with 53%, 54% and 57%, respectively of their unemployed labour force falling within the 15-24 age group, and 65%, 77% and 74%, respectively, in the 15-29 age groups.

At the high end are Jamaica and Guyana with 57% and 67, respectively of their unemployed labour force in the 15-24 age group and 84% and 81%, respectively in the 15-29 age group. More recent data for Trinidad and Tobago for 1998 reveal an increase in youth underemployment from 15-20% for the 15-29 age group but a decline from 24-22% for the 20-24 group and from 15-11% for the 25-29 age cohort. In the case of Jamaica, there was an improvement for all age groups (14-29) by 1997. Barbados showed a somewhat similar trend to Trinidad and Tobago with an increase in the burden of unemployment by the 20-24 age cohort from 13% to 16%, a decline in the following 20-24 age cohort from 24% to 22% and a one percent increase from 15-16% for the 25-29 age group.

**UNDEREMPLOYMENT**

There are no explicit data series on underemployment. However, casual empiricism and economic reasoning, suggests that the youth age cohort - particularly if the 25-29 age group is included - is likely to share an even greater burden of underemployment in Caribbean societies than that of overall unemployment.

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5 Appendix Table 2 also provides further details on youth unemployment for the selected, as well as other Caribbean countries
SECTION 2:

TERMS OF REFERENCE 3: CONSEQUENCES OF YOUTH UNEMPLOYMENT AND SOME OF THE MAIN CAUSES

Identify and discuss some of the underlying causes of youth unemployment/underemployment and the consequences for youth and society, taking into account labour market conditions as well as social and economic factors (and on this basis speculate on the likely future patterns of youth employment/unemployment and underemployment in the Caribbean).6

This Study will begin with the consequences, for reasons that should become clear on reading, and then moves on to the causes.

CONSEQUENCES

O’Higgins (1997) notes that there has been a general view in the past that the consequences of higher unemployment rates faced by young people were likely to be less devastating that for adults, particularly older adults. The argument in support of this traditional view rests largely on the expected shorter duration of youth versus adult unemployment. However, O’Higgins also makes the point that even if the duration argument is correct - and he reproduces empirical evidence from the OECD countries which is ambiguous on this score - a strong case can still be made for paying attention to the plight of unemployed young people. This conclusion is supported and related to four main consequences of youth unemployment and underemployment identified in this current Study:

(i) For the unemployed/underemployed youth themselves, there is the frustration and, in many instances, material deprivation which flows from the inability of both earning income but also finding outlets for their energy and creativity. The impact is a loss of self-esteem and self-worth, which, particularly in the context of prolonged unemployment, can have a lasting and deleterious impact on the persons affected. O’Higgins points out, for example, that:

“Unemployment early in a person's 'working' life may permanently impair his or her productive potential and therefore employment opportunities. The corollary to this is that patterns of behaviour established at an early stage will tend to persist later in life. Thus, whilst high aggregate levels of youth unemployment may be a (relatively) temporary phenomenon...the consequences for the specific individuals facing sustained period of unemployment are decidedly not. They may suffer permanent damage to their employment and income prospects as a result of a period of unemployment early in their ‘working’ lifes.” (O’Higgins, 1997:16)

6 The TOR component in parenthesis is that originally included in TOR 2 and now grouped with TOR 3 as noted earlier in footnote 2
(ii). For the families of such affected youth there also is the burden of both shared frustration and the need to stretch what, in most instances, are limited material resources. In the context of virtually non-existent social welfare nets for the unemployed youth, their families and immediate geographic communities in which they live, are required to pick up the slack.

(iii). The communities in which unemployed/underemployed youth live, therefore, share the burden if only as the immediate geographic space in which idle youth will spend much of their time.

(iv). The society as a whole, as an extension of the immediate geographic communities in which such youth reside also experience a double negative from such youth unemployment/underemployment. On the one hand, idle labour deprives the society and economy of the benefits of augmented economic activity and output which would be realised from their productive employment. On the other hand, the society ends up picking up the bill for some of the social alienation which tends to coincide with youth unemployment and/or of any other social services (e.g. health services) on which such youth may draw. The most obvious, though not necessarily the most important manifestation of this societal burden is in terms of social deviance, particularly among ‘youth at risk. As noted in the 1996 predecessor to this Report:

“The typical characteristics of such youth at risk are that they are predominantly male, 15-19/21; come from dysfunctional family and community backgrounds; have some secondary education (incomplete) or little formal education; and ascribe to sub-cultures marked by substance abuse and criminal activity.” (Pantin, 1996. Vol. 1:8).

O’Higgins also notes that:

“Youth unemployment is also particularly associated with drug abuse and crime. Both forms of behaviour which tend to be persistent and which have high social as well as individual costs.” (O’Higgins, 1997:16)

Table V.1.3 provides some 1997 data from Trinidad and Tobago, for example, on offences committed by the inmates of three homes for youth. Robbery dominates the offences committed by male inmates of these homes representing 31% of the offences in the home for young boys and 61% in that for older (and 38% overall). Table V.1.4 shows that the parental background of the inmates is dominated by a single mother (32%) or Guardian (29%). Although the data do not reveal the gender of the guardian one can assume that this category also is dominated by females. In summary, the data for T&T of Tables V.1.3 and V.1.4 reveal that young males dominate the inmates of youth homes (75%) and that they come from single parent homes. Casual evidence would suggest that these single parent homes are headed predominantly by females. However, this should not be surprising since

7 It is assumed that the 29% category of ‘Guardians’ is made up mainly of females.
historically, in the Caribbean, it is the mother who has taken responsibility for rearing of the children—certainly in terms of commonly occupied physical space. What may, in fact, be more revealing is that 10% of these inmates come from homes with only a father, in a context where such homes are likely to represent perhaps less than 5% of the single parent homes. In other words, the real problem is likely to be single parenting, in itself, and not the gender, per se, of this single parent/guardian.

Earlier data from Barbados are reflective of similar trends in terms of youth and crime. A 1993 Commission on Youth in Barbados found on the basis of 1990 data that:

“...they (the youth) were far more likely than any other age group to die from these causes (homicide and purposefully inflicted injuries)...Taken together both the mortality and the morbidity data show youth to be particularly vulnerable to accidents, injuries and violence.” (Braithwaite, 1993:45).

Moreover, this Commission found that young people made up nearly two-thirds of those found guilty of crimes in 1990 and those found guilty were four times as likely to be male than female and this sex differential has increased every year since 1960:

“Crimes of violence among young people is definitely above the national average and is definitely on the increase.” (Braithwaite, 1993:76/7).

The evidence from Jamaica points to a similar role of youth in a society where the level of violence is above that of Trinidad and Tobago, Barbados and the rest of the Eastern Caribbean. Table J.3 in volume 2 provides further details.

There tends to be a focus predominantly on the fourth consequence. This is unfortunate since it is based on the view that only if the first three consequences manifest themselves in the fourth—particularly socially deviant behaviour—that a problem exists. The ironic result is that the limited efforts at prevention—that is addressing the first three set of consequences—leads to an exacerbation of the fourth consequence, thereby further straining the available resources for dealing with all four consequences.

It would be unrealistic to assume that creation of full employment for young people would eliminate social deviancy. However, the close correlation between poverty, unemployment/underemployment and social deviance can only lead the rational thinker to the conclusion that conditions in the labour market and in income distribution do play a substantial role in crime. To address all of the four above delineated consequences of youth employment leads one to the inexorable conclusion that one needs to understand the determinants of employment/unemployment/underemployment.
CAUSAL FACTORS IN YOUTH UNEMPLOYMENT/UNDEREMPLOYMENT

It takes two to tango, and two sides to make up a labour force. The factors which explain youth unemployment and underemployment, therefore, lie both on the demand side and the supply side of the overall market for labour.

THE DEMAND FOR LABOUR

The demand side is the independent variable. If economic activity demands labour then this will be provided, even if with lags in terms of skills and training. Trinidad and Tobago and Barbados, for example, reflect a lower level of youth employment relative to say Guyana and Jamaica. This is generally consistent with the relative macro-economic performance of these two sets of Caribbean economies.

In turn, there tends to be a close correlation between poverty and unemployment—both of adults and youth. In so far as the economy reproduces poverty, there will continue to be a concentration of unemployment/underemployment among the members of poor communities. When the factor of poverty and, relatedly, of single parenting is taken into account, what now passes for youth unemployment also will be framed within the context of macro-economic policy, particularly with regards to poverty alleviation.

However, O’Higgins also makes the observation that the more relevant question is not whether aggregate demand influences youth unemployment, since it obviously does, but why are young people more negatively affected than adults. His answer is that it is cheaper to dismiss young workers since firms would not have significant investments made in their training and that retrenchment tends not to lead employment policy but follow\(^8\). As a result, young potential employees are likely to face stubborn labour markets in a context of macro-economic decline or stagnancy. In other words, young people share a greater burden of non-clearing labour markets since they suffer from several limits in terms of labour market access. The first is experience. Employers in most instances prefer to employ someone who already has job experience— in fact someone who is currently employed elsewhere— rather than serve as the pioneer job market for new entrants. Youth, therefore, face this barrier to job entry together with the related one of not having established, in the vast majority of instances, any network of contacts, or effective techniques of job search including preparing job applications and presentation for interviews. In addition, new entrants do not benefit from the sociology of the workplace where it is generally easier to retain a job than to get one’s foot, as it were, into the job door, as inter-personal relations reinforce original placement.

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\(^8\) See 1992 study by Pantin on structural adjustment and public sector retrenchment in the Caribbean for further discussion and references on the economics of retrenchment and hence employment
THE SUPPLY OF LABOUR

The share of the youth age cohort in the overall labour force also is an explanatory variable which can override or distort economic growth trends. This is reflected in the case of St. Lucia (with 55% of the labour force between 15-29) and St. Vincent where the comparable share was 48%.

The literature also has identified the level of wages as a factor influencing the demand for youth labour. O’Higgins notes that in the OECD case, studies of the relationship between young wages and employment has been ambiguous. In the case of Britain, O’Higgins states that:

“… whilst all the studies considering the issue found that aggregate demand played an important role in determining the level of youth unemployment, the findings on the effects of the relative wages were more mixed, with some studies finding a role for relative wages and others not…Blanchflower & Freeman (1996) have noted that the almost universal fall in the relative wages of young workers observable in OECD countries during the 1990s, despite being accompanied by a sharp reduction in the relative size of the youth cohort, did not lead to any increase in youth employment rates which also fell over the period…Blanchflower (1996), in his analysis of international Social Survey Programme (SSP) data, notes a weak relationship ($R^2= .15$) between youth/adult relative wages and the corresponding youth/adult unemployment rates for thirteen industrialised countries.” (O’Higgins, 1997:10)

In a related sense, the share of youth in unemployment/underemployment also may be considered to be distorted by the methods of collecting labour force statistics. It is debatable, for example, whether much of the 15-17 or 18 age group in the Caribbean really have acquired the complex of attitudinal training, psychological preparation for the workplace, and/ or skills and training which would qualify them for productive employment. There may be some value in reclassifying those not in school between the ages of 12+ - 17/18 as outside of the labour force, or as apprentices. If such a correction were made, by say excluding the 15-19 age group from the first row of the labour force statistics of Table V.1.2 , then the labour force would decline by 5% in Barbados, between 7-8% in the case of T&T and Jamaica; 10-12% in the cases of St. Lucia and St. Vincent, and 13-14 % in Guyana and Belize.

There even may be some sense in classifying the 20-24 age group as trainee employees. As Table V.1.2 shows, the 15-24 age group make up a little over 50% of the unemployed labour force in Belize, St. Lucia, Jamaica and St. Vincent, 67% in the case of Guyana, and 38% and 42%, respectively in the case of Barbados and Trinidad and Tobago.

What now expresses itself statistically as a problem of unemployment/underemployment, would be seen from such a statistical reorganisation as a crisis of the youth education and training system (YETS) which, of course, is the concern of this Study and its fourth and fifth Terms of Reference.
SECTION 3: EVALUATION OF CHANGES IN YOUTH EMPLOYMENT TRAINING PROGRAMMES IN THE CARIBBEAN POST-1996

TOR 4: Examine and evaluate a sampling of remedial measures identified in the earlier study of youth employment carried out in 1996 and recent measures adopted, particularly in Jamaica, Barbados and Trinidad and Tobago, to alleviate employment problems.

The complex of requirements for employment—skills, attitudes, etc. is the predominant dependent variable, in the labour market equation, given labour market demand. The question is whether Youth employment training programmes (YETPS) in the Caribbean adequately address these complex of requirements? The 1996 Study identified two main criteria for evaluating Caribbean YETPS in relation to this central question:

1. “Are YETPS providing an adequate supply of training opportunities relative to the demand for such training by young people?  
2. Is the training provided by YETPS (even if inadequate in supply terms) appropriate for the types of training demanded by the actual markets for employment and self employment?” (Pantin, 1996, Vol. 1:18)

QUESTION 1

The answer to Question 1 in the 1996 Study (Pantin, 1996) was that the supply of Youth employment training programmes was inadequate relative to supply. It was pointed out that in the case of Jamaica, for example, between 55,000-85,000 young people were estimated, in 1995, to be potentially available for training but with only some 20,000 persons enrolled in such programmes.

In the case of T&T, some 15,000 were enrolled in 1995 and that figure is estimated to have declined by 1999 with the closure of one(1) youth camp, of another youth training programme (Civilian Conservation Corp), and the reduction in the number of trainees in the Youth Employment Training Programme (YETTP). In the case of Barbados, similarly, there appears to have been little increase in the supply of training places since 1995.

Moreover, again as the 1996 Report noted it is helpful to disaggregate the youth cohort into categories of family background relative to income, educational attainment and even race. In particular, the 1996 Report noted that:

“Casual evidence suggests that YETPS are hardly reaching ‘youth at risk’, particularly in ‘under-class’ communities.” (Pantin, 1996, V.1:19).

This 1999 update finds no evidence that anything has changed in this respect. In fact, certainly in the case of T&T, the situation may have worsened with the
closure of the Civilian Conservation Corps’ programme which tended to target such youth at risk and which had 4,000 enrollees in 1996.9

QUESTION 2:
IS ACTUAL YETP CURRICULA CONTENT MEETING MARKET DEMAND?

The 1996 Report identified four(4) proxy indicators which could assist in answering this question10:

1. *The post-graduation employment experience of YETP graduates;*
2. *Post-graduate income earning experience of YETP graduates;*
3. *Views of the graduates themselves in the impact of their YETP experience on the employment and income opportunities. (To which we may now add their occupational and social coping skills);*
4. *Views of employers on the relative skill and aptitude levels of YETP graduates relative to other employees of similar age. (Pantin, 1996)*

(1)& (2) Post-graduation employment and income earning experience

The 1996 Report noted that the answer to these questions depended on Tracer Studies but that:

“As unfortunately,…very few of the YETPS in the Caribbean, or other external agencies, have conducted such Tracer Studies. Moreover, even where such studies exist there appears to be little consistency of approach even in repeat studies within the same institution.” (Pantin, 1996, V.1:20)

The 1996 Report did review the partial evidence available from Tracer studies and which indicated some positive impact of YETPs in terms of employment and earnings. A 1992 HEART/NTA Tracer Study found, for example, that its graduates were more likely to be employed relative to drop-outs and non-participants in the ratio of 69%: 37%: 43%, respectively. In Trinidad and Tobago, a 1993 YTEPP Tracer study found that its graduates had experienced a 177% improvement in their employment status as opposed to a 25% improvement for a control group of non-participants. The evidence on differential income experience of YETP experience in the Caribbean was based, as noted in the 1996 Report, predominantly on the qualitative ‘feeling’ of graduates in terms of Jamaica’s HEART/NTA and the YTEPP of Trinidad and Tobago.

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9 As Vol.11 of this 1999 Report notes the YETTP has been charged with taking over the functions of the CCC and will maintain a similar type programme but for a much reduced number of youth participants
10 However, this section of the 1996 report also began by suggesting that it may be unfair to the YETPS (and also unrealistic) to ignore the role of the pre-YETP educational system which feed their input supply. This 1999 Report will return to this issue in the final TOR
Very little has changed since the 1996 Report in terms of the general unavailability of proper tracer studies, including YETP performance relative to a control group of non-participants of similar age and background on employment, income and attitudinal attributes. Table V.1.5 does suggest, that there is some weak evidence which supports the conclusion, certainly in T&T, that ‘training’ does help. The table shows that secondary school graduates with no subjects passed (at ‘O’level/CXC) but with training were more employed than their comparative cohort without ‘training’. Similarly those with 5 or more subjects passed (at ‘O’Levels/CXC) and training also represented a larger share of those employed relative to those only with 5 or more passes\textsuperscript{11}

At the point of preparation of this 1999 Report, a Tracer Study is reported to be underway on SERVOL by one of its funding agencies (Van Leer Foundation). A national youth survey planned for Barbados is anticipated to have a Tracer study-type component.

3. VIEWS OF GRADUATES OF YETPS

The 1996 Study reported general satisfaction of graduates although based only on the 1992 HEART/NTA Tracer study\textsuperscript{12} and focus group meetings conducted, as part of the 1996 Study, with trainees or graduates of HEART/NTA in Jamaica, SERVOL and the YTEPP programmes in T&T and Vocational Training Board of Barbados. The 1996 Report noted that:

\textit{“the majority of the participants felt that the training improved their attitude to life and work as well as their employment and self employment prospects.”} (Pantin, 1996,V.1:21)

However, according to the preliminary findings of national focus group meetings conducted in T&T for a National Task Force on Youth appointed in 1998, there appears to be some dissatisfaction among the graduates as to the depth of training provided by YTEPP, SERVOL and the now closed CCC\textsuperscript{13}.

\textsuperscript{11} These data need to be treated cautiously since we both are not quite clear as to what is meant by ‘training’ and also the relative absolute size of the groups we are comparing.

\textsuperscript{12} In which 73\% of the graduates picked up in the 1992 Tracer Study were reported as expressing satisfaction with their training

\textsuperscript{13} See Vol.11 for some further details on this National Youth Task Force in T&T
4. VIEWS OF EMPLOYEES

As in the case of 1996, no real information was available on the views of employers. In so far as the graduates of these YETPS appear to have a superior job search experience than their ‘competitors’, as suggested in the partial evidence noted above, one can infer that employers do have a positive view of their programmes. The focus group meetings of the 1999 National Youth Task Force in Trinidad and Tobago, however, is reported to have found that at least some participants surveyed indicated that employers do not accept the certificates of the YTEPP.
SECTION 4: CONCLUSIONS AND RECOMMENDATIONS

TERMS OF REFERENCE 5:

Make policy and programming recommendations regarding actions to be taken to promote employment (wage and self-employment) with particular reference to the needs of youth in the sub-region, taking into account recommendations from earlier studies and position papers on youth employment.

The actions that need to be taken to promote employment, particularly youth employment in the Caribbean need to flow from the diagnosis of the factors which determine employment. As a result, the recommendations which follow will begin with the demand side before addressing that of the supply of trained workers. Moreover, the recommendations on supply training begin, not with Youth employment training programmes but, with the overall education system.

THE DEMAND SIDE

As noted above, the demand side of the labour market is the independent variable. A 1996 evaluation by a British parliamentary committee of the impact of training and enterprise council noted that its performance:

“...in placing people in work …appears to reflect economic conditions, and not to overcome them.”

This issue of the ECONOMIST also points in relation to Germany that its ‘dual-education’ system:

“...is not a solution to unemployment, something particularly apparent now that German unemployment has hit a post war high of over 4 million. Almost half of Germany’s unemployed are graduates of work-based apprenticeship” (ibid)

In terms of the Caribbean, the 1993 Barbados Youth Commission noted, on this score, as reported in the 1996 Report, that:

“...the failure of the economy to produce sufficient jobs especially in preferred areas.” (Braithwaite, 1993:26)

Knight also concluded in a 1992 study of youth employment training programmes in Jamaica that the economy was not dynamic enough to clear the labour market and hence resolve the unemployment problem. Anderson, in a 1997 ILO study on Jamaica, also drew similar conclusions. In fact, Anderson suggests, based on the evidence of a growing ratio in youth to adult employment, as captured in Table V.1.6, that the Jamaican economy has been structurally adjusted into one which

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14 as cited in the Economist, 1996:21)
appears increasingly unable to create a dynamic job market. This author therefore finds little evidence, in 1999, to contradict the conclusion drawn in the earlier 1996 Report that:

“
No one debates the fact that the process of ‘structural adjustment’ has negative costs. The expectation is that benefits will begin to be seen in the near future. Some will dispute this hopeful prognosis….the empirical evidence does not exist, at present, to support the optimistic expectations. This may be understandable in that the positive trends may be subterranean at the moment. Nevertheless, while the proverbial grass in growing, the youth of the Caribbean is facing increasing difficulties in accessing institutions of education and job training as well as the job market. In other words, the demand-side of the labour market continues to experience difficulty in assuaging the supply-side.”

(Pantin, 1996., V.1:11)

RECOMMENDATION 1

The first action necessary, and recommended, therefore, is for a review of macro-economic strategies and policies in terms of their implications for the demand for labour.

THE SUPPLY SIDE

In terms of the supply side, this 1999 Report wishes to reiterate and elaborate on the initial caveat made in the 1996 Study on the problem of “…whether YETPS can be divorced from the larger question of the adequacy of the overall system of ‘education’ available for the youth age cohort. The evidence suggests that YETPS are increasingly a second opportunity for secondary, and sometimes, primary school students who fail to either finish this schooling or certainly to acquire adequate skills and attitudes for the job market (in this earlier period of education.”

(Pantin, 1996, V.1: 19)

Knight also noted in her 1992 study of youth employment in Jamaica that:

“…In the long term then the real need may be for improvement in the calibre of our secondary school graduates… the majority leave school having acquired little or no certification.” (Knight, 1992:31).

The 1996 Report also suggested, based on focus group meetings, that there was substantial criticism, and even bitterness, among YETP participants on their secondary school experience.
Focus group meetings conducted as part of the current (1991) National Youth Task Force in T&T also report complaints of:

- Lack of properly trained teachers;
- Need for slow-learner programmes (especially for dyslexia);
- The wrong subjects were being taught in schools and that there was need for more foreign languages, English and maths;
- Relatedly, there was too much emphasis on academic education and not enough emphasis on vocational training;
- Remedial and literacy classes were needed.

It is important to remember that Youth Employment Training programmes tend to average 6 months. It may unrealistic to expect such YETPS to compensate for as much as 10-12 years of prior educational access of its trainees at primary and secondary level. Unfortunately, the empirical evidence suggests, despite much rhetoric to the contrary, that the actual expenditure on education -certainly of the Governments- has been on decline in real terms. Table V.1.7, tracks fiscal expenditure, in Trinidad and Tobago, on Education. The table shows that the share of Education in the Development Programmes of the T&T Government fell from 15% in 1989 to single digits by 1993, falling to as low as 3.5% in 1994 and since hovering at around 6% to 1998. Since capital expenditure is discontinuous, the trend in development programme allocation to education is not a sufficient basis for concern. However, the final column of Table V.1.7 reveals an even more precipitous plummeting of recurrent expenditure on education as a share of total recurrent expenditure from 19% in 1989 to 7% by 1998. The data for Jamaica reveal a similar pattern of decline. It also is useful to add expenditure on health since nutrition does play a role in learning. As the Jamaican case study, of Vol. 11, further reveals a clear pattern has been established between adequacy of nutrition and learning abilities and performance. It is difficult not to conclude that this major decline in fiscal expenditure on education and health, has not had a negative impact on the quality of education provided in the 10-12 year period of pre-YETP training and hence on the quality of the YETP entrants.

RECOMMENDATION 2:

There is need for a review of the fiscal system in terms of both its distribution of expenditure and on revenue collection.

The question that arises is whether there is mal-distribution of the fiscal pie, or whether the pie has shrunk too much and therefore is now unable to provide an adequate share for the infrastructure which undergirds sustainable human development in terms of education and health? A corollary is whether the State in its efforts to accommodate to the demands for attracting investment in the so-called globalising environment is not, in effect, borrowing from future generations, who will have to pick up the tab from an under-educated/trained, or under-nourished population?
There also has been a fiscal impact on specific training on technical and vocational education. Table V.1.8, also tracks the share of Trinidad and Tobago’s fiscal expenditure on education which has gone to technical and vocational education. In fact, the table reveals an increase from 1% to an average of 3% with the 10% 1995 being unusual\(^\text{15}\). However, Table V.1.9 shows that the actual number of students enrolled in TechVoc Education in Trinidad and Tobago grew from 4282 in 1988/89 to 4936 in 1990/91 but has since continued to decline and was in fact lower in 1996/97 at 4221, than in 1988/89. No ready explanation was found for this sharp decline and it may be a result of a change in the method of recording TechVoc educational opportunities.

Although the discussion above may provide some comfort for those involved in YETP provision, there is still need for a review of the specific recommendations made in the 1996 Report. The experience since 1996 is mixed. There is evidence of some positive trends in terms of the determination of training programmes, monitoring of graduate performance and on the job training. However, there also have been some negative trends in terms of the quantum of training provided and political involvement in the YETP process. These trends will now be detailed in reference to the 1996 report.

The 1996 Report identified eight(8) characteristics which seem to be common to YETPS in the Caribbean:

1. Dominance of the public sector in the provision of YETPS;
2. Tension between the provision of employment training and political/social amelioration;
3. A tendency for the management of the public sector dominant YETPS and sometimes their staffing and course content to be subject to the vagaries of the political process;
4. A dependence on informal surveys for determining the types of youth employment training to be provided;
5. Limited attempts to conduct Tracer Studies and other supplementary forms of evaluation of the quality of YETPS;
6. A general convention wisdom in recent times that the focus should be on business, and in particular, micro-entrepreneurial training;
7. A general, though not complete downplaying of the significance of attitudinal change;
8. An emphasis, though changing, on formal completion of training rather than a notion of continuous training.

\(^{15}\) No ready explanation was found for this unusual 10% share going to TVET in 1995
There has been little change in terms of these eight(8) characteristics. There is still a dominance of public sector institutions and for YETPS to be more directly impacted upon by political change as opposed to counterpart educational institutions at primary, secondary and tertiary levels. The 1996 Report noted for example that the 1991 change of ruling regime in T&T led to a reported closure of the Youth Training and Employment Partnership Programme for six months. The 1996 Report also indicated that with another change of Government in 1995, YTEPP encountered another sea-change with 22 managers being told by Sept. 1996 that when their contracts came to an end, they would have to reapply for their positions which also now were no longer to be approved by the top management or Board but would have to be sent to Cabinet for their final approval. By September 1999, only five of these 22 managers remain in the employ of YTEPP. It is very unusual for a Cabinet to decide on what are reported to be part time management positions.

Since there has been no change of regime in Jamaica no similar change has occurred but the 1996 Report did note that HEART/NTA, which is the overwhelmingly dominant YTEP institution in Jamaica,

“…was the creation of a new political regime which was simultaneously closing down many of the existing YETPS.” (Pantin, 1996, V.1: 15)

The related tension between the provision of employment training and political/social amelioration continues. In the closure of the Civilian Conservation Corp(CCC) in Trinidad and Tobago, and incorporation of a scaled down version within YTEPP, is another indication of an increasingly clear distinction between youth training and social amelioration. However, what both of the trends (in Jamaica and T&T) also signify is a reduction in the extent to which the problems of ‘youth at risk’ are being addressed. The other five characteristics noted in 1996 can best be reviewed in relation to the four key constraints which the 1996 Report also then identified as impacting on the functioning of YETPS in the Caribbean together with the proposals which were then advanced to relax, if not eliminate the components of these four complex of constraints (now reproduced as Table V.1.10):

1. Overall social conditions facing Caribbean youth;
2. Pre-Training YETP parameters;
3. YETP-specific constraints;

The four components of (1)- the overall social conditions facing Caribbean youth have not changed. There also has been no evident attempt to implement any of the proposals made, in the 1996 Report, in relation to them. In other words, stereotyping

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16 Vol.11 provides further details in support of this claim in an update on the status of YETPS in 1999 relative to 1996 in T&T, Jamaica and Barbados
17 The 1996 Report did not mention that two companion institutions to the YTEPP set up by the prior Government(YES and AIM) were closed down by 1992
18 The 1996 Report erroneously reported that these managers had been asked to resign
of youth on the basis of age, race and place of residence continues without any programme of education targeted at employers/managers, as proposed in 1996, to sensitize them to the impact of stereotyping. No similar education programme appears to have been developed in relation to complaints of police harassment by youth although police youth clubs, and community police functions, have grown over the period, certainly in T&T. The third social condition identified in the 1996 Report was dysfunctional family backgrounds and the proposal was for YETPS in the region to be sensitive to these issues and to make this reality an integral component of their programme. The YETPS do contain some attitude training. However, there appears to be some casual evidence that at least some YETPS are addressing the issue by excluding ‘youth at risk.”

The fourth social condition identified was that ‘Life does not begin at 16’ and hence the proposal was for an arms-length institution (e.g. UWI’s School of Education) to develop a system for assessing the quality of education at every level and to propose improvements including a flexible educational ‘highway’ which facilitated re-entry at varying points. In the case of Jamaica, there are an estimated 5,000 itinerant youth at risk within this age group. Interviews with HEART NTA revealed a reluctance to consider lowering the minimum age requirements other than from its SKILLS 2000 and other community based projects.

**PRE-TRAINING YETP POLICY PARAMETERS**

The second main social constraint identified was pre-training YETP parameters. The first of these parameters identified was an inadequate basis for evaluation of existing programmes flowing from the dearth of Tracer studies. The related proposal was for development of a common methodology for comparative analysis of YETPS. There has been some evidence, since 1996, of new Tracer Studies. YTEPP in T&T has conducted its own Tracer Study. At the time of preparation of this Report, Oct. 1999) SERVOL also is reported to be under review in terms of a Tracer Study funded by the Van Leer Foundation. Barbados has recently (1999) initiated a National Youth Survey which will include evaluation of the relative impact of YETPS. A National Youth Task Force also is in the final stages of its report preparation in Trinidad and Tobago although it is not clear that it has undertaken explicit evaluation of YETPS.

To address ‘political factors’ it was proposed that there either be formal ‘privatization’ of YETPS, or passing control to NGOs or to link financing via a payroll-type tax together with greater representation of communities on management boards.

There has been no real change in ownership or management control of YETPS in the Caribbean, other than an even greater political role from the introduction of political appointees to line management functions and an increasing power by at least one Cabinet, (Trinidad and Tobago), to vett managerial appointments.

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19 An executive party member of the ruling (1999) UNC party in Trinidad and Tobago is, for example, simultaneously the CEO of the recently created National Training Agency (NTA).
Two other pre-YETP constraints identified were the informal nature for determining training and the increasing focus on business training. As noted in 1996, there was need for formalisation of the process for projecting demand for skills including ‘foresight’ about coming economic trends and hence skill needs.

There appears to be some progress here. The YETPP in T&T, has undertaken labour market studies. T&T also has established a National Training Agency which has sought to identify market demand, albeit in the initial stage on the basis of a questionnaire to its Board members given set, pre-determined criteria. HEART/NTA also has deepened the market demand sensing nodes which already existed in 1996.

However, there continues to be an emphasis on business training, much of it with seemingly little sensitivity to the realities either of micro-entrepreneurship or the fact that most of the YETP youth are likely to fit the profile of employees, rather than entrepreneur. The 1998/99 National Youth Task Force in T&T reportedly is of the view that youth must be prepared for a 21st century reality of ‘contract employment’. This forthcoming reality may be questioned by some in terms of its necessity or unavoidability. However, even in so far as accepted, the issues raised for training have less to do with entrepreneurship and more managing of income flows (particularly savings) across contract employment. The proposal made in 1996 was for YETPS to balance their training including provision of multi-skill training to facilitate adjustment, of graduates, to changing sectoral market conditions. A call also was made for more research on the empirical evidence on the dynamic of micro-entrepreneurship activity in the Caribbean.

YETP-SPECIFIC CONSTRAINTS

Four components were identified under this third constraint. Two related to the attitudinal mindset of intakes into YETPS and a second related one was the stigma which was sometimes attached to at least some YETPS. The former(attitude mindset) was recommended, in the 1996 Report, to be addressed by making issues of attitude, personal confidence, etc. a central part of youth education. This conclusion has been reinforced by the findings of a recent UWI study. As the Barbados case study of Volume 11 notes, recent research conducted by UWI’s ISER on the labour situation in that island found almost universal agreement among trade unions, employers, labour officers and trainers that attitudinal matters remain a critical deficiency in youth training.

On the evidence, nothing has changed on this score since 1996. With the exception of SERVOL, whose initial 3-month period of training is that of an

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20 An earlier study by this author suggests that micro-entrepreneurs pass through five(5) stages and that the requirements for survival (and hence for training to encourage same) shift, at least in emphasis, across these stages.(Pantin, forthcoming)
adolescent development programme, other YETPS in the region spend little more than one week on these issues. There also does not appear to be any marketing strategies, as also proposed, to highlight the benefits of participating in YETPS, and hence to counteract any stigma attached to such institutions.

Two other linked components identified within the overall third YETP-specific constraints were lack of equipment and of training places during a one-shift operation. The solutions proposed were sharing of equipment and introduction of evening shifts in secondary schools. There appears to be some positive movement here. In Trinidad and Tobago, the recently established National Energy Skills Training Centre has incorporated apprentice-training facilities of the sugar producing Caroni Ltd.; the Petrotrin oil company and the electricity company. It also shares training facilities and equipment with the Metal Industries Company (MIC) and also utilises secondary schools for some of its training.

The final component identified in the 1996 Report under the overall rubric of this third constraint was the relative importance of ‘on the job’ training. There has been mixed changes on this case in the region. The Barbados Youth Service, for example, now places significant emphasis on a work experience initiative whereby young people are provided with guidance in respect of career choices and preparation for the world of work as well as a six-week job attachment within the public or private sector. In the case of Trinidad and Tobago the ‘on the job’ (OJT) programme, run by the National Training Board in T&T, has now been closed. On reflection, the issue of OJT is now considered, in 1999, to be even more significant than in 1996. One reason flows from a review of the literature on the metropolitan experience with YETPS.

4. POST-YETP PARTICIPATION/GRADUATION EXPERIENCE

Two of the components listed under this fourth constraint in the 1996 Report related to frustration of graduates in terms either of their difficulties in finding employment (self-employment) and/or in terms of, at least the perception, if not reality, of being exploited, when employed. The recommendation made in the 1996 Report to address the first component was for post-graduation support systems. There is no evidence that any YETP in the region has introduced such a system. The recommendation to address the second component was for the borrowing of the National Apprenticeship Programme of the Barbados Vocational Training Board in which training runs for three (3) years and the apprentices earn not less than 45%, 55% and 65% of a workman’s wage in each of these three years, respectively. Again, no other Caribbean country has introduced any such programme since 1996.

The third component identified under post-YETP participation/graduation was that of dropouts who may wish to complete their training. The proposal here was to modularise training to facilitate re-entry. In 1996 HEART/NTA already was on that

This review will be detailed at the conclusion of this section.
track and apparently has deepened this process. The YETPP in T&T is reported to be considered modularisation. The National Energy Skills Centre, established in 1998 in Trinidad and Tobago, also has indicated its intention to modularise its offerings. The final component identified under the umbrella of this fourth and final constraint was in terms of assistance in credit management and overall business management. The recommendation was for training in personal finance management and in the credit negotiating process. There is no evidence of movement on this score since 1996.

SUMMARY REVIEW OF THE LITERATURE ON THE OECD EXPERIENCE WITH YOUTH EMPLOYMENT TRAINING PROGRAMMES

The vast majority of the literature on youth employment training programmes comes out of the OECD countries. This is not surprising in that the burgeoning of formal youth employment training programmes can be traced to the OECD countries at the end of the 1970s and early 1980s. This is not to suggest that there were not earlier YETPs in the OECD countries but that these tended to take the form predominantly of apprenticeship schemes, particularly in Europe. In addition, Germany has long operated a "dual educational system" linking firms and educational institutions.

The growth in formal YETPS in the OECD from the end of the 1970s can be explained by two main factors. First, the end of the post world war II economic boom by the mid-1970s and the related increase in unemployment, borne disproportionately by the least competitive workers- namely the unskilled and predominantly young worker. Second, a shift in the ideological philosophy of leading OECD Governments away from social welfare to "market-driven" solutions. This shift lead to a slowing of economic and employment growth in the "transitional" period and justified a role for YETPS. The latter, moreover, served the more directly political function of reducing the unemployed as a share of the labour force.

Several OECD country examples illustrate this trend. In 1976, under its Economic Recovery Act, Belgium required employers, for example, to replace any worker over 62 opting for early "pre-pension" retirement by an unemployed person under 30 (Melvyn, 1977). In 1977 the US Congress passed the Youth Employment and demonstration Projects Act (YEDA) with a US$ 500 million budget (Briggs, 1987). In 1980, Sweden initiated a "Youth Opportunities" programme for 16-17 year old young people. This was followed in 1984 by a "Youth Teams" project for 18-19 year old youth. Such youth programmes are estimated to have absorbed 20% of the allocation of the Swedish Government to labour market policy (Jonzon and Wise, 1989). Marsden and Ryan report that in the 1980s British public policy was marked by the neglect of apprenticeships in favour of youth training schemes (Marsden and Ryan, 1990).

As a result of this shift and increase in OECD expenditure on YETPS, quite elaborate and expensive programmes now exist. The ECONOMIST

22 The ECONOMIST April 6, 1996: 19-21

33
In the USA, the Department of Labour runs US$ 5 billion-worth of "elaborate training schemes directed at the disadvantaged."

Youth Training: "... Britain's flagship programme for 16 and 17 year olds, enrolls about 200,000 youngsters a year."

Australia will invest about US$ 7.8 billion over four years in job training under the rubric of the "Working Nation."

The research on these YETPS in the OECD is far from reassuring and some of the main findings of evaluatory studies of YETPS in the OECD countries are now summarised immediately below:

- Females appear to make greater use of the opportunities for training. A 1989 evaluation of Swedish policy indicated that female participants were 60% of the total when these programmes were started and their share has increased subsequently;
- There appears to be some correlation between working (part-time) before 16 and longer term employment prospects of youth. Michael and Tuma report in a 1984 review of the US experience that part-time employment at age 14-15 seems to increase the psychological and attitudinal attributes which improve later employment prospects. (Michael and Tuma, 1984). There may be something of an under-estimation of the impact of race in the US context although the authors note that white males employed part-time during each of their four years in high school would have acquired 1.57 years of job experience. In comparison, a black male with the same background would only have 0.85 years of work experience.
- Freeman and Wise also found that in the US case, when persons who worked during high school entered the labour force they tended to be employed for many more weeks per year, and at higher wages than their peers who did not work in high school. (Freeman and Wise, 1982)
- One apparent persistent limitation of YETPS is their failure to reach the most vulnerable group of "youth at risk" which in many ways is the political basis on which such programmes are justified in the first instance. Elmore notes in the case of the USA, for example, that few incentives - whether financial, bureaucratic or political- exist for institutions to ensure the success of individual young people, particularly "high risk youth." (Elmore,1987)
- Even where YETPS reach such "youth at risk" there appears, (certainly from the US evidence), to be little longer-term benefits. Briggs reports in an evaluation of YEDA which was set up to cater to such youth in the USA ("who the educational system had failed") that:

"... no reliable evidence was found to support a view that temporary employment affected long-term post-program employment or earning patterns". (Briggs, 1987)

- Even in terms of youth "not at risk" the gains from YETPS in the OECD have been questioned in the literature. The ECONOMIST magazine cites a study by Robinson
on the British experience, for example, which concluded that after discounting for "deadweight" effects\(^{23}\) and "substitution" effects\(^{24}\):

"...hardly any benefit remains from Britain's training schemes." (ECONOMIST, 1996: 20)

- It is not that there were not some YETPS that worked but to identify same, one had to distinguish between two main sets of dual characteristics. First, whether the YETPS were run by the public or private sector. Second, whether the training was "on the job" or in formal institutions. The empirical evidence suggests that the best results came from "on the job" training programmes run by the private sector, either by itself or in conjunction with Central and Local Governments. Winter reports that in the case of Denmark there was a significant difference in the post "on the job" employment of those placed in the public and private sectors, in favour of the latter. However, overall the effects are not impressive. About 50% of those placed in "on the job" training return to the ranks of the unemployed at the end of the training with a greater percentage coming from those placed in public institutions.

- In the US case, Freeman and Wise found that vocational training in high school is virtually un-correlated to subsequent employment and wage levels. However, academic performance appears to be positively correlated with both the number of weeks per year that young people were employed and the income they received after fully entering the labour force. (Freeman and Wise, 1982).

- The ultimate labour market experience of young people is linked to a number of other factors than YETPS and these cannot be ignored. Hunuskek in an article in the Journal of Economic Literature on "The Economics of Schooling" notes that:

> "Achievement of a given student at a particular point in time is a function of the cumulative impacts of family, peers or other students and schools and teachers. The inputs interact with each other and with the innate ability or learning potential of the student." (Hunuskek, 1986)

Briggs in a review of evaluatory studies on the YEDA in the USA also makes the point that:

"...no institution impinges more significantly on youth than does the education system." (Briggs, 1987)

The ECONOMIST magazine sums up a review of a number of studies which have sought to evaluate YETPS in the OECD, in the following manner:

"Nobody seems to be saying that government-supported training is often a waste of money—nobody, that is, except the researchers who have examined the existing schemes." (The ECONOMIST, 1996).

The ECONOMIST then goes on to summarise the findings of these recent studies. What the ECONOMIST terms the "training-friendly OECD" concluded in a 1994 study that there is:

\(^{23}\) i.e. YETPS helping those who would have found jobs in any case.

\(^{24}\) where those participating in YETPS find jobs at the expense of other workers.
"...remarkably meagre support for the hypothesis that such programmes are effective."

The author of a study of the USA's "Job Training Partnership Act", the largest training programme, directed at the disadvantaged, concluded that for those under 21:

"...training had no effect at all, and may even have caused young men to lose earnings. (However)... those who went to 'proprietary' training schools (i.e. schools run for profit and linked to particular businesses) did better."

A 1994 evaluation of Britain's "Youth Training" programme, with 200,000 annual intakes, estimates that close to 50% dropped out. Unemployment rates of graduates of this programme at 27% were higher than for the age group as a whole.

A February, 1996 evaluation by a British Parliamentary Committee found that other training programmes run by private companies, on contract from the Government did not fair much better. These Training and Enterprise Councils which were then projected to cost US$ 2.4 billion in 1996 but the Committee found that only 27% of adults involved in these courses were employed with even the best courses recording a success rate of less than 50%.

Of five Australian training programmes studied between 1989-1992, only one indicated at least 50% of its participants were either employed or studying three months after completion of their training programmes.

A 1995 study commissioned by the Swedish parliament to study that country's labour market programmes including job-search assistance, training and relief work, and conducted by three economists, found that while retraining may raise slightly the probability of gaining employment, this is done at a much higher cost and to less effect, than simply job search advice.

* Germany's "dual education" system is described as "certainly better than most."

Some elaboration is justified to describe this system and the evaluation provided:

"Under this system (Germany's dual-education) most German 16-year-olds sign an apprenticeship contract with a local firm to work part time, for below entry-level wages, in return for training at the firm. The rest of the time they go to a vocational school (e.g. one for insurance, another for chemist) run by the local government. When the apprentice-pupils finish, most get- or used to get- jobs either with their employers, or at least in their field. There are a lot of good things in the German model, but this is not a government training scheme in the ordinary sense. Rather, it is a company apprenticeship scheme, inextricably tied to the education system. Apprenticeships take place in a workplace, not at a training

25 a study of 22 pre-1977 training programmes for the poor concluded that the results were positive for the earnings of women but mixed or even negative for adult men and young people
centre. Part of the cost is borne by the apprentices in the form of reduced wages and foregone opportunities. The largest chunk comes from businesses. The teachers who train the apprentices at work are paid by the firms themselves; examinations ...are set up by local Chambers of Commerce." (The ECONOMIST, 1996:20)

However, this very same issue of the Economist, after noting the superior nature of the German "dual-education" system, points out that:

- "The system is not a solution to unemployment, something particularly apparent now that German unemployment has hit a post-war high of over 4 million (11.1%). Almost half of Germany's unemployed are graduates of work-based apprenticeships; the problem is that once they have to be paid adult wages, many are too expensive to keep on. In this sense, one of the main benefits of the "dual education system" is nothing to do with skills: it merely provides cheap labour- but only for a short time." (ECONOMIST, 1996: 20)

It is interesting to note in the light of the German experience that the Economist also reports that Britain is now re-shifting emphasis to workplace apprentices to increase the number from the current 20,000 per annum.

- Other than full-blown apprentice systems of the German "dual-education system" the evidence seems to suggest that the closer trainees locate themselves to the actual job environment, the greater their longer-term employment and income prospects. The ECONOMIST reports, for example, that Australians involved in "Skill Share" who were referred directly to employers were more likely to obtain and retain a job as opposed to other participants in the same scheme.

- "In California, San Jose's Centre for Employment Training drew up individual plans for its participants, and then connected them to local employers with jobs to offer. Three years later, graduates were earning more than similar workers. Unemployed Canadians did well under a scheme to help employers fill jobs that required scarce skills." (ECONOMIST, 1996:21)

- It may be more important to "catch" young people before "teenagehood", particularly in the case of youth at risk:

- "There is a good case for providing education in basic literacy and numeracy for adults who need it. But do not expect too much. Many of those who have spent ten or more years in full-time education without learning to read or add up may be beyond help of this sort...the skills that matter are more elementary than those taught in training schemes. If so, the priority should be to improve basic education and so reduce the number of hard-to-employ later in life. In a report released in January, Industry in Britain, a British employers' group, said that what they really needed was not more skills training, but people able to address an envelope." (ECONOMIST, 1996:21)
Ultimately, employment conditions are dependent on macro-economic and technological factors which determine the overall demand for labour. The Economist cites the February, 1996 evaluation by a British parliamentary committee of the impact of Training and Enterprise councils as noting that their performance "...in placing people in work and gaining qualifications appears to reflect economic conditions, and not to overcome them."

The latter conclusion is supported, in a sense, by the finding of a 1990 study of youth employment in four EEC countries by Marsden and Ryan that a 1% cut in the relative pay of youth led to an associated 2-3% increase in youth employment (Marsden and Ryan, 1990).

These reviews of the OECD experience with YETPS focus on the post-graduation employment and income earning experience. They ignore, or certainly underplay, the extent to which YETPS may play an important societal role of giving young people a sense of hope in those critical years where its absence can exacerbate anti-social behaviour. The ECONOMIST magazine article widely cited above, for example, only mentions, in passing, in relation to the evaluation of the Jobs Corps programme in the USA that:

"But much of the measurable benefit is due the fact that Jobs Corps youths commit fewer crimes that their peers." (The ECONOMIST, 1991:19, my emphasis

Differences between the Caribbean and OECD context, in terms of the nature of firms and their technological dynamism, and of the society itself, would suggest caution in terms of assuming that YETPS in this region are likely to experience the same fate as their metropolitan counterparts. On the other hand, the evaluatory studies gives one pause. It suggests that one element of any follow-up work would be to study the metropolitan and other non-Caribbean experience more closely to discern factors distinguishing success from failure. Moreover, given the evidence that on the job training and apprenticeship systems like that of Germany appear to be more successful, the following recommendations are advanced.

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26 "But" is underlined to indicate the devaluing of this particular positive benefit from the Job Corps Programme.
RECOMMENDATION 3: INTRODUCE AN APPRENTICESHIP SYSTEM ON A PILOT BASIS IN AT LEAST THREE CARICOM COUNTRIES

The idea here would be to establish a properly designed pilot apprenticeship system in three CARICOM countries and say four sectors: tourism, agro-industry, information processing and the para-medical field. The design should include an inbuilt system for monitoring and review, including tracer studies.

This pilot should permit of the fine-tuning of a system for youth employment 'on the job' training which would begin at between 16-18 and continue until the early to mid-20’s of the age cohort. Progressively, over this time period, the participants will earn augmented income, subject to their performance in linked training programmes.

RECOMMENDATION 4: A SPECIAL PROGRAMME FOR YOUTH AT RISK AND THE ‘IN-BETWEEN’ GENERATION

Both of these groups tend to fall between the cracks of the existing YETPS and the one (the ‘in-betweens’-12+ to 15) tend to feed the other-youth at risk. There is need here to review what programmes exist including those run in the homes for young delinquents. Generally, the literature suggests ‘mainstreaming’ of such youth rather than reinforcing the sense of alienation. Possibly, both strategies need to be attempted simultaneously, again in 3 CARICOM countries, on a pilot basis.

RECOMMENDATION 5: IMPLEMENT THE EARLIER RECOMMENDATIONS MADE IN THE 1996 REPORT AND IN OTHER SIMILAR STUDIES

It does not make sense reinventing the wheel. The 1996 Study undertaken by this author and others by Anderson (1997), Knight (1992),etc. need to be collated and implementation initiated.
THE CASE OF BARBADOS

YOUTH EMPLOYMENT PROGRAMMES IN BARBADOS: AN UPDATE

The following information is intended to provide an update on some aspects of the Youth Employment Programmes that were highlighted in the 1996 ILO study.

1. THE DIVISION OF YOUTH

The Barbados Division of Youth continues to operate two main YETPS- the Barbados Youth Service and the Youth Entrepreneurship Scheme (YES)

1(A): THE BARBADOS YOUTH SERVICE (BYS)

The Barbados Youth Service continues to be a programme which helps young people to develop skills and appropriate attitudes, and obtain the exposure necessary for penetrating the labour market.

The BYS has expanded its capacity in both quantitative and qualitative terms and to date has a targeted annual intake of 375- three tranches of 125.

The programme now places significant emphasis on:

- A work experience initiative whereby young people are provided with guidance in respect of career choices and preparation for the world of work as well as six week job attachment within the public or private sector respectively so as to provide practical experience for the trainees. The experience has been that a number of these young persons are able to hold onto the jobs on the basis on their performance during the attachment.

There has been no change in the organizational structure of the two programmes discussed above.

There are still no Tracer Studies conducted in regards to these programmes. There is however a National Youth Survey just started where the intention is to interview the entire youth population of Barbados between 15 and 29. Part of this survey involves an evaluation exercise which will allow for the measurement of the relative worth or impact of participating in these programmes.
SUGGESTIONS FROM THE DIRECTOR OF YOUTH AFFAIRS:

Based on research carried out with ISER this year on the labour situation in Barbados with reference to young people, a great deal more attention needs to be paid to attitudinal matters in the preparation of young people for employment. There is almost universal agreement from trade unions, employers, labour officers, and trainers that this remains a critical deficiency among young people even though they may be trained in the relevant skills areas.

THE BARBADOS VOCATIONAL TRAINING BOARD

Since 1996 the Barbados Vocational Training Board has made some changes to its programme offerings. The following programmes have been introduced:

- Evening programmes: these programmes are intended as personal development courses. However several persons have used them to acquire additional skills to supplement their income or to generate employment. For example the Building drawing, Tiling, Ceramics, Small Engine Repair Drapery and Lingerie
programmes have seen successes with persons generating incomes from their skills. Over 1000 persons have completed these programmes.

- Computer Training has been introduced as a Skills Training Programme. Self employed persons as well as persons seeking office type occupations have enrolled in this programme. Word Processing, Spreadsheet applications, Database training are offered.
- A special Construction Programme has been added. This was particularly designed and introduced in an effort to cater to the needs of employers in the construction sector. The programmes offered are appended. The board has had a 98% placement of graduates. (see attached information)

The BVTB is adopting more live projects, especially in the construction industry where houses and other buildings are being constructed. This is a departure from the knock down strategy which was previously used. Live construction projects have been set up.

The BVTB is currently conducting a tracer study of graduates of the Skills Training Programme for the year 1996-1997. Respondents are returning the mailed questionnaire. The final report is expected to be available by March 31, 2000.

THE NATIONAL EMPLOYMENT BUREAU

The National Employment Bureau’s Job Club and Youth Guidance and Placement programme has undergone some changes since 1996. The programme is now known as the Group Information Sessions programme.

In this new approach, information and assistance that was given under the Job Club and the Youth Guidance and Placement arrangements are still given but to select groups. For example those persons seeking employment in the construction industry will form a Group.

The numbers of group information sessions are fewer than the number of Job Clubs held in any given period. Job Club sessions were as many as 6 sessions a week. The Group Information Sessions are no more than three a week. These sessions may or may not be for the same group.

Females are represented on these programmes in greater numbers than males.

The Employment Bureau has been attempting to create greater linkage with community groups and social organizations in an effort to take the group Information session into the Community. To this end, they have successfully collaborated and completed a programme with the Pinelands Creative Workshop where over 30 young persons participated. A similar programme is currently being planned with the probation department. No Tracer study has been conducted.
THE SAMUEL JACKMEN PRESCOD POLYTECHNIC

The SJPP remains one of the main programmes for developing the skills and attitudes of the Youth population for labour force activity. Since 1996 the programmes conducted by this institution have expanded in course offerings as it seeks to meet the needs of the various industries. The major changes taking place at the SJPP have been at the organizational level as the institution seeks to position itself as a progressive and efficient operation in the provision of Technical and Vocational Education in the Caribbean. The institution to this end has been moving towards a strategic management approach through the development a specific vision and mission, and strategic objectives. The information below gives some idea of the developments in the SJPP over the past three years (1996-1999) and suggest a decline in full-time enrollment together with an expansion of part-time enrollment.

STUDENT ENROLLMENT – 1996-99

FULL-TIME PROGRAMME:

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<td>322</td>
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<td>284</td>
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<td>3RD YEAR</td>
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PART-TIME/EVENING PROGRAMME:

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DAY RELEASE:

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FULL-TIME PROGRAMME

1996 - 364
1997 - 361
1998 - 424
APPENDIX B.1. TRAINING PROGRAMMES OF THE BARBADOS TRAINING BOARD

EVENING PROGRAMMES

Building Drawing
Dress Making (Beginners)
Interior Decorating
Plumbing – Advanced
Tiling and Decorative Finishes
Upholstery – Beginners
Basketry
Drapery
Flower arranging – Beginners
Tailoring
Small Appliance Repair
Horticulture – Care of Plants
Dress Making – Intermediate
Lingerie – Beginners
Cake Icing
Masonry
Plumbing – Beginners
Small Business Management
Small Engine Repair
Upholstery – Advanced
Ceramics
Cake and Pastry Making
Dress Making – Advanced
Soft Furnishings

CONSTRUCTION PROGRAMME

Brick Walling
Carpenters’ Formwork
Cupboard construction
Landscaping
Masonry
Painting/Finishing
Roof Construction
Skid Steerloading (Bodcat/Backhoe Operation)
Steelbending and Fixing
Stone Masonry
Tiling
THE TRINIDAD AND TOBAGO CASE

The most significant changes since the 1996 Report have taken place in Trinidad and Tobago. At one level, as Table TT.1 illustrates, there has been the closure of at least two institutions providing youth employment training. On the other hand there has been the initiation of another youth employment training programme as well as efforts to revisit youth policy and TVET and secondary education. This review of the changes made in Trinidad and Tobago since 1996 will utilise the same format for the 1996 Report, also carried over in Vol.1 of this 1999 Study, of identifying four main dimensions of Youth Employment Training:

1. Overall Social Conditions Facing Caribbean Youth
2. Pre-training YETP parameters
3. YETP-specific issues
4. Post-YETP graduation experience

1. OVERALL SOCIAL CONDITIONS FACING CARIBBEAN YOUTH

The National Youth Policy Task Force (NYPTF) was established in July 1998 with three (3) objectives:

1. To review and assess the existing provisions for Youth Development in Trinidad and Tobago;
2. To formulate and draft a National Youth Policy which would reflect consultations with the key stakeholders and target groups as well as with local and international individuals and organisations; and
3. To provide an implementation Plan with mechanisms for monitoring and conducting evaluation exercises over a 3-year period.

In fulfillment of objective (3) above, the NYPTF was required to prepare an implementation plan which incorporated the following components:

- Background and purpose/rationale.
- Definition of youth and a youth profile.
- Historical and contemporary issues impinging on young men and women.
- A background to the development of youth services in Trinidad and Tobago.
- Reference to the relevant policies and documents.
- Principles and values underlying the National Youth Policy.
- Goals and vision statement.
- Policy objectives.
- Rights, responsibilities and obligations of young men and women.
- Key strategy areas.
- Priority target groups; and
- Implementation mechanisms.

In addition to the above, the NYPTF, in executing its mandate, was required to recognise the Ministry with responsibility for Youth affairs as the agency responsible for, inter alia,
Youth policy, programme implementation, co-ordination and delivery of Government initiatives and services;

Supporting the existing services, initiating new services to meet identified needs and fostering an environment for the growth of institutions and associations relevant to youth development;

Providing a comprehensive and participatory youth service that reaches out to all young people;

Networking and collaborating with other governmental and non-governmental agencies involved in providing youth services.

In carrying out its objectives, the NYPTF looked specifically at what training and development were available for youth in the country. Apart from available documentation on training and development, the NYPTF also held meetings with the youth of various communities and distributed questionnaires, to learn from the youth what additional training programmes were in existence in their respective communities. The NYPTF also took the opportunities presented at these focus group sessions to learn from the youth what were some of the issues related to training and development which they, the youth, felt should be given priority in the development of a National Youth Policy.

The stakeholders with whom the NYPTF liaised included youth in:

a) Communities and/or villages throughout Trinidad and Tobago;
b) Orphanages;
c) Homes for the physically challenged, the blind or the mentally challenged;
d) Homes for deviant youth (both male and female); and
e) Homes for unwed mothers.

The NYPTF has concluded that three (3) main issues surfaced as requiring special attention in the development of the National Youth Policy:

1. Education and Training.
2. Unemployment; and
3. Family Life.

With respect to Education and Training, there was consensus among the youth cohort interviewed that there appeared to be no holistic approach to the planning of education, that is, training and development, for youth. As a result of this perceived ad hoc and fragmented approach to youth training and development, the education received by youth, they felt, did not sufficiently prepare them for the work environment. In other words, the education which youth received was not reflective of industry’s requirements so that many youth found themselves “unemployable” after completing years of education. The suggestion was, therefore, that youth training and development should be restructured to reflect relevant training – training which would prepare youth for the world of work.
Other sub-issues related to education and training which emerged from the discussions with youth included:

- Lack of properly trained teachers;
- Need for more self development programmes;
- Need for slow-learner programmes (especially for dyslexic);
- Wrong subjects being taught in schools –need for more foreign languages, English and Math;
- Too much emphasis on academic, not enough emphasis on vocational training;
- Lack of technical, vocational and information technology – particularly in rural areas;
- YTEPP, SERVOL, CCC Training insufficient – employers do not accept YTEPP certificates;
- Need for programmes to deal with delinquent youth in schools;
- Remedial and literacy classes needed;
- Mentoring system required;
- Skills development necessary in each district;
- Young females who have become pregnant should be given a second chance to be educated;
- Provide training for persons who have been unsuccessful at the common entrance – school dropouts.

Another issue related to Education and Training was Unemployment. On this score, and as a direct consequence of inappropriate and insufficient, training and development, youth drew attention to the fact that they often found themselves unemployed as employers would require education and training which they, the youth did not have. To alleviate problems of unemployment, some youth revealed that they tried to become self employed only to discover that either (a) they did not have the necessary entrepreneurial skills; or (b) the financing which they needed to start their own businesses was not readily available (due in part to the fact that they did not have the collateral which lending agencies require to make loans available).

Other specific sub-issues related to Unemployment which emerged from discussions with youth included:

- Youth unskilled for job market – the possess O’ and A’ Levels but no skills;
- Underemployment – youth with 5 O’Levels employed as store clerks and fast food attendants;
- Need to provide more on-the-job training for youth. On-the-job training should be re-introduced by Government;
- Call on employers to change their policies with respect to experience required for jobs;
- Persons 15 years and over should be permitted to work for pay;
- Create lucrative job opportunities for persons with less than 4 O’ Levels;
- Need to increase and/or create opportunities for persons with disabilities.
A third issue which the NYPTF concluded that loomed large for youth was the question of Family Life. This third issue was deemed important by youth in shaping their perspective on education, training and employment. Many of the youth interviewed felt that family life and related issues needed to be addressed in the development of a National Youth Policy.

Other issues related to family life which emerged from discussions with youth included:

- The fact that some parents are not good role models;
- The Criminal tendencies of some parents;
- Training programmes required for parents;
- Issue of single parents;
- Pressure on older children to care for younger siblings.

In concluding, the youth made several suggestions as to what elements should be represented in the National Youth policy. These elements involved:

- Youth peer counselling centres;
- Enhanced social infrastructure for disadvantaged/underprivileged youth;
- Creation of a National Youth Board;
- Youth Officers assigned to each community;
- Programmes for youth out of school.

Additionally, the vision for youth should include a long term national plan to “see the young people of T&T become something”\(^*\).

**POLICY OF THE MINISTRY OF YOUTH**

The National Youth Task Force was required, as noted above, to take cognisance of the policy of the Ministry of Youth and Sport with respect to the training of youth. This training of youth takes place at either the Ministry’s Youth Centres or at the Youth Development Apprenticeship Centres (YDACs) which are located throughout Trinidad and Tobago.

**Youth Development Apprenticeship Centres**

With respect to the YDACs, there are currently three (3) such centres in operation throughout the country. These centres are located in:

1. El Dorado (for females)
2. Praesto Presto; and
3. Chatham
A fourth YDAC, which was located in Chaguaramas (in the south west of the island), was closed earlier this year (1999) owing to its dilapidated conditions and the fact that its refurbishment would have required significant financing.

Training at the two (prior to 1999) YDACs focuses on five (5) main traditional skill areas:
1. Construction (including carpentry, masonry and other construction-related skills).
2. Agriculture.
3. Welding.
4. Auto Mechanics; and
5. Domestic Appliance Repairs

At the female YDAC, that is, at the El Dorado Youth Development Centre, training is provided in the following areas:
1. Food Technology.
2. Beauty Culture.
5. Craft; and

It was reported that the Ministry of Youth and Sport is currently in the process of reviewing its offerings at the YDACs. This process of review is being undertaken in collaboration with the National Training Agency (NTA) with the objectives of:

a) Equipping the trainees with skills more relevant to industry; and
b) Ensuring the [academic] validity of the programmes offered at the YDACs.

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27 Taken from the questionnaires completed by youth.
28 The NTA also is a new institution which will be reviewed below
Youth Centres

The Youth Centre (YC) approach to training is the Ministry’s attempt at decentralising the training process and bringing skills-development to the youth in the community. In other words, it is community-based training. There are five (5) YCs already operational throughout Trinidad with an additional two (2), in St. James and Basilon Street, which are not yet operational. The five (5) centres which are functional are located in:

1. Malick.
2. Woodbrook.
3. Laventille.
4. California; and
5. Los Bajos.

At present, training at these YCs is focussed primarily on Information Technology and Sport & Recreation. The Ministry reports that there are plans to expand the training available at these Centres in the future.

2. PRE-TRAINING YETP PARAMETERS

There have been two significant developments since the 1996 Report in terms of this second factor: the creation of a National Training Agency and the bringing together of several existing TECH-VOC institutions under one institutional umbrella.

THE NTA

The National Training Agency was incorporated in 1998 and is reported to have become operational in 1999 with a mandate to address TechVoc education including accreditation. NTA has been incorporated and its initial Board has included representatives of YETPs in the country including Servol. The NTA has sought to determine priorities for training by requesting its Board members to rank priorities based on criteria which it set out. On this basis, Energy and Hospitality training was prioritised but with Construction and Entertainment industry training also identified.

The NTA will not be itself involved in training but will serve as a regulator of training. The NTA also is considering a shift from training institutions to industry-based training.

The NTA also is working on a MOU with HEART Trust/NTA of Jamaica and the Barbados TVET Council with regards to a regional programme of TECHVOC sector development.
In January 1999, the T&T Cabinet decree established what COSTAATT. This has come after several years of planning for a National Community College. The implementation team for COSTAATT is working towards a Sept.2000 formal launch of this college which will bring together seven existing public institutions providing predominantly TECHVOC education:

- The Eastern Caribbean Institute of Agriculture and Forestry(ECIAF);
- John Donaldson Technical Institute(JSDTI)
- Joint Services Staff College(JSSC)
- Metal Industries Company(MIC)
- Government Vocational Centre(GVC)
- San Fernando Technical Institute(SFTI)
- The NIHERST Colleges:
  - College of Nursing
  - College of Health Sciences
  - Business Management Division
  - School of Languages
  - General Education Division.

3. YETP-SPECIFIC

The most significant development since 1996 under this head has been the formation of the National Energy Skills Centre which was incorporated in July, 1997 with its shareholders including companies operating in the energy industry. A trust fund was initiated on its establishment and its income yield finances around 50% of its expenditure with the balance generated from NESC run courses. The training provided is industry driven. Training priorities have been derived from surveys of industries planned or under construction re their skill demands. The LNG plant, for example, required skilled employees over its 26 month construction period. The NESC now has a bank of skill demands for all construction projects planned or underway in the energy sector for the coming 3-31/2 years.

The NESC has been working closely with the Ministry of Trade and Labour and has a vision of T&T competing on the international construction market. As a result the NESC is planning to monitor the international market. In one instance, a visit has been made to Aruba to discuss utilisation of T&T workers on an upgrade of that island’s refinery.

Since 1996, the Chaguaramas Youth Training Centre has been closed, as noted above. Also closed in 1998 was the Apprenticeship programme of the National Training Board as well as the programme of the Civilian Conservation Corp. However, as noted in Volume 1, the YETPP has been mandated to take over the activities of the CCC, albeit on a more modest basis. YETPP also has been marked by a reduction in the number of training centres, courses and hence participants.
CASE STUDY OF JAMAICA

BACKGROUND
The poorest fifth of the Jamaican population only has access to 5% of national consumption expenditure and the poorest 40% of the population account for 18% of consumption. The wealthiest quintile controls half of the nation’s wealth. Nowhere is this more apparent than in the school system. Jamaica’s school system operates on the basis of school-based management and community participation within a centralised financing framework. The last 25 years of structural adjustment programmes with their contractive conditionalities and the concomitant reductions of public expenditures have left the school system in material and pedagogic disrepair. The primary schools have borne the brunt of adjustment suffering significant declines in the allocation of material resources. A transfer of costs to parents (and the specific communities in which the school is located) has mirrored reductions in public expenditure allocated to education. In relation to the school system, this results in high absenteeism, gross underachievement and as Evans et al put it, "depressingly low levels of literacy and numeracy at the end of six years of schooling."

HEALTH AND EDUCATION
UWI’s, Tropical Metabolism Unit has empirically established a connection between poverty, health and nutrition, attendance and performance at the primary school level. Clarke in 1990 found that she could accurately place 87% of pupils into succeeding or failing groups without recourse to notions of ability, quality of instruction, the level of teacher training or any of the other factors which we may have mistakenly assumed to be determinants of the whole process. (Clarke, 1990). Powell et al. found that almost 15% of the sampled pupils to be suffering from anaemia, 38% were infected with trichuris and 17½% with ascaris type infections. According to this study, 10% of sampled pupils arrived at school without anything to eat. The study went on to establish that such variables as household possessions, possession of texts, exercise books, pens and pencils, quality of uniform coupled with health and nutritional variables like, height for age, anaemia, ascaris and trichuris infections and breakfast history all made contributions to variance in school achievement.

INSTITUTIONAL ARRANGEMENTS
The 1980 Education Act establishes the Ministry of Education, Youth and Culture (MOEYC) as the pre-eminent provider and financier for education in Jamaica. Up to the age of 11 education is free and is provided for the most part through the public education system. In 1996-97 from the early childhood level to the tertiary level, there were 881,600 enrolled in the system with upwards of 25,000 teachers’ island-wide. Jamaica’s education system is made up along conventional lines with the conventional structure, pre-school, primary, secondary and tertiary education and technical/vocational training.
DEMOGRAPHICS

There has been a slower rate of growth of the school age population in the 1990s. The numbers indicate that the 1970s effort at reducing the birth rate may at last be bearing fruit. The prognosis is for a decline of the 6 to 11 age group by 2004. This projected decline perhaps presents an opportunity to raise standards at the primarily level, which presumably will have the knock on effect of raising standards at the secondary level. Alternately, the expected rise in the numbers of age group 12-16 in the first decade of the 21st Century and those over 17 in 2010’s demands that we act now, to secure the future of a society which is increasingly "at risk", because groups of youth within it are "at risk"

REFORM OF SECONDARY EDUCATION (ROSE)

In 1997, the MOEYC stated its intention to extend the Reform of Secondary Education (ROSE) curriculum for Grades 7 to 9 from the then 121 Project schools to all high schools by September 1999. The objective was to improve the quality of junior secondary education and to offer senior level instruction (Grades 10 and 11) to all those who have completed Grade 9 by 2002. If this objective is to be realised, 5000 teachers will have to be trained, textbooks will have to be provided and libraries and labs in over 100 schools will have to be upgraded. In addition, approximately 13,000 students who attended Grade 9 but did not have access to Grade 10 will have to be accommodated for two years. The MOEYC has budgeted a figure J$6.4B for this exercise. This J$6.4B is an understated figure which does not include provision for the construction of labs and libraries, which would be essential for instruction at the upper secondary level. Neither does it provide for the upgrade of the teacher’s salary, or the recurrent expenditure of his/her salaries. It appears that increased public expenditure in education is unavoidable.

The ROSE policy initiative, by itself will not be enough to obtain desired results in the area of augmentation of the cognitive and productive capacity of students. There has to be concomitant action aimed at raising standards for low achievers, especially those low achievers in schools located in "at risk" communities. The significant public benefit of a society with less crime and anti social behaviour can only be attained if the principal beneficiaries of the contemplated policy shift are youth (particularly males) from lower socio-economic groups who are at the margin in terms of access and achievement.

YOUTH IN THE LABOUR FORCE IN JAMAICA

The total labour force of Jamaica stood at 1.12M in April 1999 out of a total population of 2.5M people. Of this number 266,900, (23.75%) were between the ages of 14-24. Table J.1 provides further details on a gender basis. Males make up a greater share of the labour force on average, between the ages of 14-24. However, the pattern becomes much less pronounced by the 25-34 age range where female participants roughly equal male. Table J.2 (Unemployed Labour Force by Age Group) shows the youth cohort looms larger in terms of unemployment. An estimated 89,600 from this group of persons out of a total of 176,800 (from all age cohorts) or just over 50 % of Jamaica’s unemployed
labour force are youth between the ages of 14-24. As a result youth unemployment rates are substantially above the national average. Jamaica’s unemployment rate stood at 15.8% in April 1999. The average for the age cohort under consideration was more than two times this number at 33.5%. Table J.2 also reveals that the share of females in total unemployment of youth to be consistently higher than that of males.

Historically Jamaica has experienced unemployment rates, which are alarmingly high. In April 1972 the unemployment rate stood at 23.2%, 30.9% in 1979, and 27.9% in 1980. One major difference between Jamaica and other countries with respect to how jobless data is classified is the fact that Jamaica includes those who have not sought work in more than a year its unemployed category. In Jamaican parlance these are classified "non-seekers" in an effort to distinguish them from "seekers" who have sought employment in the reference period. This is the group in the US and other metropolitan countries, which would be classified "discouraged workers.

Knight in 1989, bases her view that the Jamaica economy is not dynamic enough to generate any expansion of job opportunities for the population on the Keynesian proposition that unemployment is to be treated as a deficiency in aggregate demand. Unemployment generally, and youth unemployment particularly are viewed as being the outcome of the normal cyclical fluctuations of the business cycle. Even if youth unemployment were higher than adult unemployment, it would generally follow the same cycle as that of adult unemployment. Keynesian policy analysis and prescriptions result. An offshoot of this approach is the "school leaver hypothesis" which suggests that the post graduation experience of the school leaver shows that he/she has little autonomy in effecting entry into the labour force. These youth have limited skills and they are therefore last in the pecking order. It follows that these groups of youth are the last hired and first fired. They will be hired in an expansion phase and fired in the contraction phase of the business cycle. The cyclical fluctuations of the business cycle have a disproportionate impact on youth employment/unemployment. It follows, "when national output declines, unemployment among youth should increase faster than among adults, while increases in the gross domestic product of a nation should result in youth unemployment declining at a faster rate, than among adults"

Miller in 1995 disaggregates the category "youth" into subsets and reviews the experience of these subsets since 1972. She found that unemployment rates’ (since 1983) for Jamaican youth in the 14-19 age group did not respond to expansions of aggregate demand in the manner implied by the Keynesians. In particular the experience of the 14-19 year old age group and that of the 20-24 age group shows that in the recovery years (circa 1983) unemployment fell faster for the 20-24 age group than for the teenage youth group. The control group used by Miller was the 25-34 age range.

Anderson in 1997 provides data supporting the findings of Miller. Anderson’s research shows that there was a steady relationship between the ratio of unemployed teenagers to adults (those over 35 years of age) before 1985. That ratio was 4:1 unemployed teenagers to adults. After 1985, it moved to 13:1 in 1990 and in 1998 (October) stood at 25:1. The pattern holds good for the 20-25 age group. As a result of the differentials and the behaviour of the relevant variables, Anderson advances the proposition that the Jamaican economy has entered a new phase. Clearly under this scenario, youth employment is not
going to be the beneficiary of any trickle down which may or may not exist. The economy has entered a new phase and the formulations of the Keynesians do not apply.

Yet another approach to understanding the Jamaican market for labour is the "structuralist approach" Here, it is the social and economic factors which contribute to youth unemployment. Social and economic factors also affect the demand for youth labour without affecting the demand for adult labour. Further structural shifts change both occupational and sectoral requirements. Technology has altered the output-employment equation to the extent that significant increases in productivity and hence output are derived from the increasing application of technology to the work process.

YOUTH MOST "AT RISK" IN TERMS OF LABOUR MARKET ACCESS

As a result of the frame of reference spelt out in the preceding section we can come to some general conclusions (in terms of the problems faced by youth) about the access to the labour market, youth training and employment. The obvious conclusion is that there is a differential impact with the greatest severity in terms of problems of access experienced by what has been termed "youth at risk." Youth at risk are typically male, 14/15-19/21 and come from dysfunctional backgrounds (family and community). Youth at risk typically have some secondary education (incomplete; or little formal education) and aspire to be members of sub-cultures distinguished by drug abuse and criminal activity.

YOUTH CRIME AND VIOLENCE

Table J.3 (Type of Offence for which Offenders were Admitted by Age Group) shows that young people, predominantly under the age of 21 are responsible for a disproportionate share of the crime and violence, including murder, visited upon Jamaican society. In the July and August of 1999, the incidence of crimes involving personal violence (including murder) exploded across Jamaica with sixty odd people being murdered within a matter of days. The country has the highest murder rate in the Caribbean and one of the highest in the world. What is striking about the Jamaican data is the decline in crimes against property and the marked increase in the crimes against persons (personal violence). This is quite unlike the situation in Barbados, Guyana, Trinidad and other parts of the Caribbean. The pattern in Jamaica, established in the early 1970s is a significant deviation to the more traditional tendency for property crimes to outnumber crimes against the person. The data shows that the youth age group is responsible for three-quarters of all violent crime perpetrated in Jamaica over the last decade. Males in this age range are the prime offenders and at one and the same time the main victims. Which are the particular dynamics that influence, the size, composition and orientation of this group?

The size of this group has been expanding and hit its highest point (716,920) in 1995 (in 1985, it was 706,000) of which 49.8% (357,700) were male. In 1998, this group was composed 709,900 individuals of which 49.3% were male. While the birth rate continues to decline reflecting a decline in the overall numbers of the 0-14 age range, the full effect
is expressed by an expansion in the aggregate size of the 15-29 age range. The sheer size of this age group in Jamaican society explains (in part) the high rate of violent crime. Most of the countries which have experienced this "bulge" have also experienced correspondingly high rates of crime. The data would imply that Jamaica is presently experiencing the worst effects of this demographic factor. Additionally we would anticipate that the 15-29 age range will remain large but will decline steadily over the next few decades. Robotham suggests that:

"Over the medium term therefore crime rates in Jamaica should follow that of other countries and significantly decline as the at-risk group declines both absolutely and relatively as a percentage of the total population.” (Robotham:,199)

URBANIZATION

The weight of the youth age group can be best appreciated if we link it to increased urbanization. Jamaica is divided into 14 separate parishes and all parish capitals are experiencing urbanization. This would imply a reproduction of inner-city conditions across the country. So at one and the same time Jamaica has experienced an explosion in the 15-29 age range and an explosion in urbanization across the island. The high risk/at risk group is therefore being 'sardinised' in poor urban settlements.

The development of Jamaica’s newest conurbation (Portmore), for example has spawned a new community which did not exist 10-15 years ago. As such there are few traditions, or norms or community values which would serve to bind the community. It is a clean slate and as such ripe for the adoption of practices which characterise the inner city. The end result is that the old "wars" of the inner city are being exported to this new melting pot as the inhabitants of Kingston relocate.

EDUCATION AND EMPLOYMENT IN THE 15-29 AGE GROUP

The empirical evidence suggests that there is a close correlation between tendencies to violent crime and high levels of chronic (long-term) unemployment coupled with incomplete high school education. An important aspect of the subject matter, is the duration of unemployment. In 1998, 31.2% of the unemployed in the age range had been unemployed for less than six months. 24.3% for between 6-11 months and 44.5% (54,719 people) were chronically unemployed. Of this chronically unemployed group 63.2% had never worked. Within this group 67.7% were found to have completed a minimum of four years of high school education. 73.7% of all unemployed youth (15-29) had no educational certification.

Two serious implications arise. First, the chronically unemployed are the largest group in the unemployed youth category. Second, the dominant group in the chronically unemployed has received significant secondary education but no certification. In general, it is instructive to observe that 18.5% of unemployed youth have one or more CXC/GCE. This may go some way to explaining why so many youth ascribe so little importance to the value of education. In that education raises the expectations of the recipient we can
conclude that this "educated" group have had their expectations raised by the experience. In summary therefore, we have a coincidence of chronically unemployed youth, acute poverty, and significant secondary education. Surely a dangerous social cocktail for any society.

According to Anderson’s 1998 analysis of labour force data, of those youth with some high school education, 69.8% left school without obtaining any certification whatsoever. Again according to Anderson, only 13.4% of unemployed youth (15-29) received any form of vocational training. Of the total number of 15,331 youth, 34.3% had received no certification.

**Models for YETP in Jamaica & Other Labour Market Factors**

Over the years two basic types of youth training model have emerged:

The sectoral type model

The community-based type model

**The Sectoral Type Youth Training programmes** are the outcome of manpower demand appraisal in specific sectors. Academic qualifications (Grade 9) form the basis for selection. These programmes connect training to the work place. With this type there is little emphasis on the socio-psychological dimensions of youth development. The main concern centres on the inculcation of proper work attitudes. Trainee support (usually in a stipend and transportation subsidy) is usually provided. A central co-ordinating entity is normally responsible for managing and monitoring the programme.

**Community-Based Type Youth Training**, on the other hand, normally emerge from an NGO initiative or from some public sector initiative around community development, youth training or poverty alleviation. Entry requirements are normally flexible and the programme does not provide advanced level of technical training. Remedial and/or continuing education is usually central to the programme. Training programmes are normally non-residential. Attitudinal adjustment is emphasised with short-term skill training being directed towards income-generation.

**The Impact of Youth Training on Youth Unemployment**

Training programmes are designed to facilitate the absorption of Jamaican youth into the market for labour. The success of the programmes can be determined by examining the post training employment experience of the graduate trainee. The data presented in Table J.4 show that youth with training enjoy lower unemployment rates. For young women particularly, vocational training has a strong positive impact on employment prospects.

Anderson observes; "one of the major difficulties which face youth in the school to work transition can be traced to the independence of the educational system from labour market needs. This has been the stimulus for the introduction of work experience programmes in schools and the strengthening of technical education." (Anderson, 1997)
The Duration of Unemployment in the Youth Age Group

Unemployment, which extends beyond one year, is termed "chronic" unemployment. The nature of the unemployment in Jamaica is a long-term problem. That is to say, it is not a transitory problem. In October 1998, 26.7% of the labour force had not worked in over a year. When the group who had never worked is taken together with those who had not worked in over a year the figure becomes 63%. In other words 63% of the total labour force had not worked in a year or had never worked.

There are also associations between gender age and place of residence and duration of unemployment. The data suggest that women are subject to substantially higher rates of unemployment than men as well as to a longer period of unemployment. The youth group is subject to the longest periods of unemployment.

Youth Employment Training Programmes in Jamaica

The Abilities Foundation

The Lister Mair Gilby School for the Deaf, School of Hope, Salvation Army School for the Blind, and others registered with Jamaica Council for the Handicapped provide the trainees for a training centre run by the Abilities Foundation. It is a training centre for handicapped school leavers. The Centre offers full-time courses in Information Technology, Horticulture, Woodwork and Garment Construction. Math and English, as well as Life Skills form components of other courses. Training runs for approximately 2 years and it includes an on the job component which lasts for 1 month. The on-the-job component usually takes place in the first year. The Centre relies on a formal and informal network of supporters for this placement programme. In 1996, if the trainees performed well they were usually accepted for full time employment after graduation or could have left the centre immediately to start work. As a result of the failure of the economy to generate employment opportunities in the 1996-1999 period, this is a far less frequent occurrence.

Trainees pay a fee of $2000.00 per year. They also receive an allowance of $250.00 a week from HEART/NTA. This is mainly used for transport, as accommodation is not provided. In addition, the Centre sometimes provides trainees with money for lunch - usually $30/day, per student. Most students live with their families or guardians. Most are from low-income families. In addition to providing an allowance for trainees, HEART/NTA also pays the salaries for three teachers, and supplies training material. This amounts to a little over a million dollars for the school year.

The Centre has an enrolment of 58 trainees. 20 students graduated in July 1997 and seven of these graduates had jobs at the time of writing (Oct 1999). As in 1996 there are more females than males. There are 20 students in second year (11 females and 9 males) and 20 students started in September, 1999. The Ministry of Labour and Social Security is the main source of public sector employment for the graduates.

Management at the Abilities Foundation raise concerns which are integral to this Study. Chief among these was the concern that trainees were being prepared for positions in a
market where demand has been depressed since 1996. In recent rounds of on the job placements no trainees could be placed in the apparel sector. That sector is a fraction of the size that it was in 1996. The job opportunities in the sector have disappeared along with the occupants of the Kingston Free Zone, which in 1996 housed a flourishing garment and apparel sector. Yet the Centre continues to train for jobs in this sector which no longer exist.

Management further acknowledged a general lack of empiricism with regard to evaluating training content and needs in relation to a changing environment. There was also the absence of a formal system for tracking the performance of graduates and no attempt to profile successful graduates.

**Jamaica Chamber of Commerce Inner City Training Programme**

The Inner City Development Committee of the Jamaica Chamber of Commerce was formed in 1990. The objective was to assist the people of the inner city communities to achieve empowerment through:

"... Education.. to assist people in the inner city to become financially self-sufficient; to break down political barriers; and to develop a more positive culture for the young people of the inner city."

The Committee delivers three programmes with six or seven entrepreneurial courses, courses in Business Proposals, Family Life, Conflict Resolution, Budget Preparation, Human and Interpersonal Relationships. SESP and the Work Force Development Consortium fund the activities of the Committee.

In collaboration with the Institute of Management and Production (IMP lecturers run the sessions) the JCC operates its Leadership Training Programme. Nearly four hundred young people have so far participated. The training programme runs for one month and covers areas such as project identification and proposal writing; project management; human and interpersonal relations; budgeting and budgeting control; leadership and community leadership.

Intake is limited to 40 persons per programme and of this number an average of about ten (10) drop out, leaving an average of about thirty (30) "finishers". Originally, the JCC attempted to run programmes during the entire year but this has now been reduced to three programmes, each of one month’s duration.

Selection is determined by a the results of Maths, English and Reading tests and an interview with priority given to youth involved in their communities via church, youth clubs, citizens' associations, etc. The JCC seeks to enhance the development of positive leadership qualities in those youth (male and female) who are leaders or potential leaders in their communities and youth clubs. The average age of admittance is 20 and there are traditionally more females than there are male trainees.

This JCC programme remains connected with the Social Development Council (SDC), which will be detailed later in this Jamaica case study. All youth clubs are registered with
SDC and it is through the SDC that information on the programme is made available to the youth club membership.

The JCC also provides some post-training support in terms of loan financing of micro-enterprises. The process of loan financing is that the Secretary of the JCC’s Inner City Development Programme and Peace Corps volunteers invites members of the community with a business idea or product to present a business proposal to them. Proposals are reviewed and the short listed applicants are then interviewed. The successful applicants are trained, some of the inputs are provided and loans are granted at commercial rates. Selection is made on the following basis:

- the degree of involvement of the applicants in their communities;
- their position in the community;
- the viability of the project; and
- the benefits of the project to the community

The economic meltdown of the last three years and the general unfriendliness of the business environment have resulted in a significant accumulation of non-performing loans. As a result, more and more stringent business related conditions have to be met.

The JCC conducts industry needs surveys in which sectors are surveyed as to the needs of the industry and it is the results of such needs analysis which informs the content, duration and other aspects of courses and programmes. There is no formal system for tracking graduates and so their employment experience cannot be recorded. Neither is there any attempt to profile the successful graduate.

Ministry of Local Government Youth & Culture – National Youth Service (NYS)

The GOJ reintroduced the National Youth Service in July 1995. Following the general election of December 1997 the NYS was passed from the MOE to the Ministry of Local Government. The original National Youth Service (NYS) programme ran from 1974-1983. This was a compulsory programme for conscripted graduates of secondary school who had to give 1-2 years of national service. It was closed in 1983, amidst concerns, which centred on its costs versus the real value of the programme. The more recent version of the National Service is conducted on a voluntary basis. NYS sees itself as a "bridge" organisation, bridging the divide between school and work. As such it’s main objective is to inculcate the development of positive attitudes and values. The programme now caters not only to secondary school graduates but all youth between the ages of 17-24, targeting the sub-set of this age group who are neither in educational institutions or are employed. In 1996 some 85,000 young people fell into this category and were considered most "at risk" in terms of being vulnerable to anti-social behaviour. In 1999, the rough estimate is nearer 100,000.

In the 1996/97 fiscal year, the NYS was provided with a budget of $J496 million (US$12.4 million) and charged with the responsibility of reaching 4,000 youth. In the 1998-1999 fiscal year the budget is now Js96M (US$2.4M) with a target of reaching
2000 trainees. According to informed sources at the NYS the organisation has tried to counter this significant decline in funding by the achievement of cost efficiencies. The intake is still based on a quota system by population density in each parish. NYS places Jamaica in some sort of a transition environment in which the demand for labour is (and will continue) on the decline. NYS therefore sets out to create a person "who can make his/her own employment".

The NYS provides a six to nine- (6-9) month training programme in four areas:

- Education services;
- Community service;
- Uniform services (police and army); and
- Information Technology.

The first month takes place in residential Orientation Centres. Here the initial training involves personal empowerment via addressing issues such as socialisation, conflict resolution/prevention; personal development; food and nutrition; discipline, and the provision of information on the Jamaican constitution and social agencies. This original one-month programme is operated in conjunction with the Jamaican Defence Force. The second dimension of orientation focuses on preparing trainees in the particular area of his/her concentration. After this initial orientation, participants in the NYS are placed in public agencies for 6 months of on the job training. During this six-month period, the participants return for workshops one day per month, which address the issue of relationships between themselves and employers and their plans after the end of the programme. At the end of this training, participants are presented with certificates of participation. The trainees are provided with a stipend during their period of on the job training. In previous years trainees themselves were not particularly happy to be placed in the public sector entities. The work, which they are required to do, was seen as routine and boring and limited in skill content. An, internal evaluation indicates that where there is good management in the public sector agencies in which trainees are placed, the young people benefit. Otherwise, where there is lack of efficiency, the trainees fall into bad habits. Also in previous years there were complaints by trainees that they were being exploited in terms of doing the same work as other regular workers but for significantly lower pay. Management sources with the NYS agree with this view but claim that it was a view confined to the private sector and have since discontinued the practice of placing trainees with private sector firms.

It is estimated that 20% of the trainees in the private sector have been offered full-time employment and the end of the training period. Estimates also indicate that 70% of the trainees have decided to continue with other forms of training. Informed sources point to approximately 10% of trainee intake, which they say were not ready for the training experience and consequently are not able to take themselves on to the next step.

**The Special Training and Empowerment Programme (STEP)**

The Social Development Commission (SDC) assisted by the Jamaica Defence Force (JDF) in partnership with the community colleges and HEART/NTA introduced the
Special Training and Empowerment Programme (STEP) in November 1995. It was viewed as a component part of the GOJs Poverty Eradication Programme. STEP was designed to empower "at risk" young people to access training for employment or self-employment so as to integrate them into the labour force. The Special Training and Empowerment Programme is aimed at youth in the age group 17-24 years who were neither employed or enrolled in a training institution. The main goal was and still is to enhance the ability of this group to gain access to training opportunities to integrate them into a productive work force. Specific goals include:

* Inculcation in young people, by a process of socialisation, the attitude and motivation, which will help them, become functional and well adjusted citizens;

  - Achievement of social cohesion and integration;
  - Reduction in the incidence of criminal and domestic violence;
  - Forging of partnership with the Ministry of Education, Youth and Culture in an initiative to reform post-secondary education with a view to improving the quality and productivity of the labour force.

STEP lists its specific objectives as follows:

- To assist displaced youth in acquiring marketable skills for employment;
- To provide relevant vocational and entrepreneurial training for participants engaged in Social Development Commission’s income generating projects;
- To ensure certification for all participants in all vocational training programmes provided by the Social Development Commission;
- To develop non-traditional training programmes to meet existing needs;
- To provide a holistic approach to development through essential life coping skills and remedial education where necessary.

At its establishment, STEP operated at one camp location - Camp Cape Clear in St. Mary. Participants spent 6 weeks in residence at the camp. Just like HEART Trust NTA, STEP found at a comparable stage in its development that the number of participants which could be oriented at a residential facility (Camp Cape Clear) was on a per capita basis quite uneconomic. Further, the numerical "reach" of the residential facility was confined to say some 500 youth while the size of the unattached target market was upwards of some 150,000 youth. As a result of these inadequacies STEP established in September 1996, a non-residential (Day Step) programme. The original proposal was to establish Day STEP Centres in the high demand and high-density urban areas of Kingston; Spanish Town; Montego Bay; May Pen, and Sav-la-Mar. Each Centre was planned to accommodate 120 participants for six weeks. The first three of these centres became operational in September 1996. By this means STEP was able to expand the programme at a much lower cost. STEP now has centres in six of Jamaica’s fourteen parishes with a trainee population of 431.

There are two distinct parts to STEP’S training operations:
- Vocational Training;
- Community Enterprise Development Training.

**VOCATIONAL TRAINING (CURRICULUM).**

The centres offer 6-9 month skill training programme to the young people. STEP defines young people as being in the 18-35 age range and so the training programmes are offered to those in the 18-35 age range. This is a shift in the entity’s definition of youth and as such implies that programmes should have a greater numerical reach than the original mandate. In Sept 1998, the most popular skills offered were Hospitality (food and beverages, housekeeping etc) and Garment Construction. Courses offered include Language and Communication; Calculations and Computations; General and Technical Studies; Life Coping Skills and Entrepreneurial Skills. These skills are intended to equip trainees with the competencies required for employment. They are also certifiable by NCTVET. NCTVET offers two classifications, modular and non-modular. Non modular certification is available to all institutions offering STEP.

**COMMUNITY ENTERPRISE DEVELOPMENT TRAINING (CURRICULUM)**

For the reconfigured STEP the focus is: "on a demand driven programme tied to opportunities in the job market and for entrepreneurial activities. As a result Community Enterprise Development Training commonly called (Project Training) has been incorporated in STEP." Courses offered include Remedial Mathematics; Remedial English; Life Coping Skills and Entrepreneurial Skills.

**Ministry of Local Government Youth & Culture - The Social Development Commission (SDC)**

The SDC was formed as "Jamaica Welfare" in 1937. In 1949, the Jamaica Social Welfare Commission was established. It was, and is a statutory body, which currently operates under the aegis of the Office of the Prime Minister. In its early years the British used the programme as the model for rural community development in the West Indies. Eventually in 1958, this Jamaica Social Welfare Commission became known as the Social Development Committee (SDC). In 1995, the SDC was reconfigured to become the lead agency in the implementation of social policy and the coordinating body for social services delivery by state and voluntary sector. As a result of the 1995 reconfiguration the focus of the SDC is now firmly on poverty alleviation strategies with the ultimate objective being poverty eradication. Essentially the SDC is charged with the responsibility of driving the process, which would provide the social basis for the development and expansion of the economy. The operations of the SDC are divided into three distinct parts:

1. **Organisation of communities**

   In carrying out this function the SDC seeks to stimulate investment and provides family life education and basic socialisation. In addition, the Commission
organises Youth Clubs, Sporting Associations, Neighbourhood Watch groups, Citizens Associations etc.

2. Monitoring of Social Services

Under this heading, the SDC’S main objective is to reduce the number of persons living below the poverty line in fifteen targeted communities.

3. Recruiting, Registering & Training of "unattached" Youth

The chosen vehicles in pursuit of this objective are STEP, NYS, Special Projects-Urban Day-Care, Integrated Community Development Programme (ICDP), Strategies to Rehabilitate the Inner-cities Through Viable Enterprises (STRIVE), Projects for the Resuscitation of the Creative Arts, and Mined – Out Bauxite Project.

HEART Trust/NTA

HEART Trust was conceived, in 1982, as a means of tackling the high youth unemployment levels of the period. It was also conceived as a mechanism for supplying a trained and skilled labour force to industry. Central to the conception was the role of HEART Trust as a system co-ordinator and source of financing for programmes. While HEART Trust in the 1982-1989 period was almost entirely successful in operating the School Leavers Programme, it was not as successful in fulfilling its function as system co-ordinator. In this period there was significant emphasis on the quantitative dimensions of training delivery.

In the post 1989 period HEART was reorganised into a National Training Agency. The policy implications and the practical ramifications of the training agency concept were framed by the Caricom Regional Strategy for Technical and Vocational Education and Training. This frame of reference was further articulated in joint policy studies with USAID under the Basic Skills Training Project. This period began with a change of government and a two year (until 1991) reappraisal of HEART’s role as system co-ordinator. The view emerged that this function was compromised by HEART’s dual role as system "operator" Other deficiencies were identified. First, curriculum development did not involve industry. Second, there was no formal arrangement in place to involve industry in programme planning. Lastly, there was a generalised lack of technical expertise as two thirds of the staff trained to provide technical services had left the system by 1988-89.

There are currently five divisions within the organisation:

- The Planning and Project Development Division;
- The Vocational Training Programmes Division, including all vocational training operations;
- The Technical Services and Programme Development Division including the TVET Resource Centre, the Vocational Training Development Institute, and Professional Guidance Information Services;
• The HEART Trust Fund (finance, accounting, compliance and remittance and personnel and administration).

The TVET system includes the following parts:

• HEART Trust NTA as co-ordinator and financier;

• The network of training institutions and providers including Academies, VTCs, community based training, TVET in secondary schools, UTECH, and private proprietary training institutions;

• Training programmes located in firms, and

• NCTVET as the standards setting, accreditation organisation.

The Trust and NCTVET are in a sense early forerunners of envisaged organisational changes. The two have been working in cross-functional teams for the last two years. This approach is largely responsible for the successful modularisation of Heart NTAs training offerings. In addition, the Technical Committee of the Agency is emerging as a strong vehicle of appraisal and review for the many technical issues that encompass the Agency’s activities.

During the current plan period Heart Trust NTA will regionalise training delivery. Existing arrangements with regard to training delivery are best described as product line organisational arrangements. One unit operates the Academies – one product line. One unit operates the VTCs – another product line. One unit operates the Apprenticeship programme – yet another product line. One unit for school leavers – with a product line, of course, and one more for special programmes – with its product line. The Agency’s organisational arrangements have spontaneously evolved in response to a series of "acquisitions" resulting from administrative transfers.

In the Agency’s own words: "We want to blend institutional and on the job training and have entry level trainees enter employment either as new apprentices or as advanced apprentices having completed a Level 1 course. They will be trained in a co-operative fashion with the understanding that they will acquire their training through part-time attachments to a training institution offering Level 1, Level 2 and Level 3 training. This will require closer management of trainees at a more local level so as to co-ordinate the training with employment. There will be contracts with employers to administer and the need to ensure that institutional arrangements are in place to complement the training being provided in the firm. So staff roles will have to change to effect this blending of the modalities into a flexible whole with permeable components".

The National Training Agency (NTA)

The NTA was conceived as a co-ordinating body that would facilitate the free flow of information among numerous ministries and other bodies who were involved in training. This co-ordinating function would facilitate decision-making. The Agency includes representatives from the MOE, training institutions, industry, public and private sectors, trade unions and the community. The NTA’s main function is the co-ordination and management of TVET. The NTA co-ordinates and manages the following activities:
- Identification of training needs;
- Establishing and monitoring training standards and monitoring the delivery of training;
- Testing and certification;
- Harmonisation activities in education and training systems at both formal and non formal levels;
- Monitoring manpower and demand and supply;
- Monitoring and gathering occupational information;
- Evaluating the training system in terms of efficiency and effectiveness;
- Publishing;
- Monitoring and advising on curricula activities;
- Advising on the use of available resources;
- Co-ordination and executing promotional and motivational programmes;
- Monitoring teacher/instructor training;
- Orienting training programmes in keeping with the Labour Market Information System.

The National Council for Technical and Vocational Education and Training (NCTVET)

In the three years between the last two HEART Trust NTA Corporate Plans, The NCTVET has grown even more quickly than had been anticipated. Its main concern is certification and accreditation. HEART Trust NTA finances the operation of NCTVET. The scope and scale of the work confronting NCTVET is indicated by the following notable points:

- 120 institutions are in need of accreditation;
- Approximately 30,000 people pursue occupational certification through institutional training;
- 37 institutions are presently pursuing the requirements for accreditation;
- 8,300 people have been awarded formal occupational accreditation.

NCTVET is staffed with a small team of technical specialists and employs the regular services of contracted specialists who undertake competence assessments of trainees. Recently, the Council has undergone a shift in orientation and is now emphasising the certification of highly skilled individuals rather than focussing on entry level trainees. NCTVETs approach to the certification of already employed workers is very different from the testing approach of the institutions.
The fact is that increasingly occupational standards are becoming global in character as opposed to local/national. Occupational standards in hospitality, automotive services, information technology, apparel manufacturing, electronics and industrial maintenance are now of a global nature. The intention is that the training system will integrate its programmes into widely recognised international certifications so that trainees can obtain the benefits of international accreditation while at the same time obtaining NCTVET certification.

It’s worth while to note that at present SKILLS 2000 trainees cannot be certified within the NCTVET frame of reference. Further, on the job trainees often receive training within narrow range skill areas, which are not certifiable under existing NCTVET arrangements. Lastly, and this is a point made by Pantin in his 1996 study of HEART, many trainees prematurely terminate their training so as to take advantage of any opportunities which exist in the job market. These trainees obtain no recognition from the formal system of vocational training. According to the 1996-2002 Plan, NCTVET is challenged in the areas of how to certify the formal on the job trainee and groups of existing workers.

The Training and Employment Referral Centre (TERC)

This is a regional central unit designed to recruit and admit trainees. It also has responsibility for the identification of job placement opportunities on an island-wide basis. Its job placement functions have been expanded and this aspect of its activities represents the commitment of earlier Plans and the concerns of earlier empirical research. As the unit responsible for admissions TERC has to ensure that trainees have sufficient interest, aptitude and requisite academic qualifications to successfully complete a programme of training.

According to Knight:

"Thus there is urgent need for a proper data storage and retrieval system whereby assessment may be made of the programme from the point of view or its human resource development and employment effects."

Elsewhere Knight observes: "HEART does not have an established system for tracing graduates and this impacts on the monitoring of the their employment record."

The Planning & Project Development Division (PPDD)

The PPDD is the unit responsible for providing empirical data (parish, gender, age, school background, training preferences, financial needs etc) which would augment and strengthen the planning process. PPDD is responsible for collecting and disseminating data for tracer studies. The PPDD seems to have been designed in answer to concerns raised by firstly by Knight in 1992 and then by Pantin in 1996. These concerns centred on a lack of empiricism, which was present to a greater, or lesser extent in most Caribbean Youth Employment Training Programmes (YETP). The PPDD is recognition of this problem and an attempt to address the issue. This unit is responsible for comprehensive planning of the TVET system and corporate planning for HEART NTA. PPDD undertakes sectoral training studies and collates labour market data, which is used to develop projects and programmes in a scientific manner. Another important function of
PPDD is the monitoring of programme performance. The unit employs sophisticated statistical techniques in monitoring programme performance.

This is a key unit for HEART Trust NTA and as with other new units. It is perhaps too early to evaluate its contribution. For the moment, we can conclude that the establishment of this unit is a significant departure, which directly addresses issues raised by previous studies.

The Professional Guidance Information System (PROGIS)

The 1998-2002 Corporate Plan identifies vocational/career guidance and counselling as key elements in the management of effective human resource development. It also recognises that career guidance and counselling ought to begin at the junior school level. PROGIS is another relatively new HEART NTA initiative. It provides technical support to the career guidance and counselling professionals across the TVET system. Its objective is to ensure that TERC and the institutions are rationally organised and that all efforts are made by the various entities to obtain data around academic achievement, abilities, aptitudes, interests and any other characteristics that trainees bring to the training process. These characteristics can influence whether or not trainees successfully complete their training. Heart NTA is interested in successful completion of training programmes and therefore is interested in obtaining as much information on any or all of the variables which determine eventual training outcomes. PROGIS is taking a more active role in the admissions screening process.

Instructor Quality

The Instructor Quality Service Programme was established in 1995. Through this programme the Agency tries to promote quality delivery of instructional materials by its instructors. Instructors are subject to annual evaluation by peers and managers. There is a quarterly evaluation by which trainees communicate their perceptions on organisation, presentation and commitment.

Entrepreneurial Skills Development (ESD) Programmes

In 1997 a new ESD orientation was introduced to the agency. The German partners GTZ are primarily responsible for this departure. Competency Based Formation of Enterprises (CEFE) is a German developed programme which emphasises the interactive learning approach.

The Vocational Training Development Institute (VTDI)

VTDI is set to merge with The University Of Technology’s Technical Education Department. Presently, both programmes train individuals for the TVET system. It makes sense to combine the two. VTDI is also set to integrate the new initiatives in ESD and career development into its programmes. Training programmes in Occupational Assessment and Testing will be implemented through VTDI.

Challenges

HEART Trust NTA training institutions are challenged on two related fronts. Firstly, the training delivery institutions face a major challenge in trying to create a comprehensive
system that would enhance the trainees’ ability to make the transition from "school" to work. Labour market data indicates that the demand for skilled labour is not being met. These institutions need to raise their capacity to generate enough output to satisfy the demand coming from the employers. Second, the need to inculcate notions of employability/work ethic along with an appreciation of the need for a continuous/lifelong commitment to learning in trainees.

Third, the problem of the 'under-age' group. The School Leavers Programme was the first to be developed by HEART. This programme was designed to tackle the training deficiencies of unemployed youth in the early to middle 1980s that happened to be between the ages of 17 - 24. As the Academies emerged and developed the policy was retained. In 1996, Community-Based programmes were given authority to enrol trainees 16 years of age and older. HEART Trust's own Planning Division has demonstrated that there are no legal impediments to enrolling 15 year olds. Essentially the admission age is 17 years except for the Community Based initiatives.

Knight (1992) and then Pantin (1996) presented empirical evidence to suggest that there was a significant proportion of "youth at risk" who simply just slipped through the cracks without hope or chance of accessing any training because of their age and socio-economic grouping.

Presently, there are approximately 5000 who are itinerant youth at risk, who are too young to seek training and who pose a threat and a challenge to the society at large and help to make Jamaica a "society at risk"

Interviews with HEART NTA staffers revealed a reluctance to consider a lowering of the minimum age requirement. The general problem was acknowledged but it is felt that this falls outside the scope of HEART's operations. We are left to conclude that a lowering of the minimum age is unlikely to occur during the present plan period in spite of a demonstrable need and despite an organisation that has generally responded to the needs of a changing environment. The first and foremost criteria for becoming a HEART Trust NTA trainee should be the need for vocational training among out of school youth. There is a pretty strong case to be made for a lowering of the minimum age requirement to 15. The 15 and 16 year olds should make up one of HEARTs STGs as they generally lack access to upper secondary education.

Fourth, training the already employed. The focus of HEART has always been on the unemployed. The introduction of the modular mode of delivery has reconfigured the map so to speak and it means that many more employed persons are making use of a much more flexible approach to the delivery of vocational training. Commenting in 1996 Pantin wrote:

"The decision of HEART/NTA to shift to modular training appears to be well founded. The market for training needs to be sensitive to the fact that many potential trainees need to marry immediate demands for income with efforts to improve their skill base and hence the income generating prospects. Moreover, as in the case of micro-enterprise training, certain skill needs may only become important after some time in the work place"
Modularisation has resulted in many more employed persons seeking training opportunities in order to secure certification. Also there has been a noticeable increase in the number of employed people seeking training opportunities. In effect the employed worker is coming to HEART in order to re-tool. These new developments have placed the issue of employed/unemployed centre stage. It is clear, that the current environment along with modular delivery of training programmes has resulted in new sources of demand across the labour force.

Fifth, the special case of other disadvantaged groups. Various studies (Knight 1992, Pantin 1996, and Anderson 1997) have pointed to groups within the society who experience limited access to vocational training opportunities. These studies all proposed a positive discrimination in favour of these groups in order to level the playing field.

"Special Target Groups are groups who are at a disadvantage in the labour market through no fault of their individual members. The idea is that special provisions need to be made for these groups in order to assist them to overcome the disadvantage facing them". No doubt influenced by these studies and in line with their own internal analysis HEART Trust NTA in 1997 with help from GTZ of Germany established Special Target Groups (STGs).

**Comprehensive Plan for Technical & Vocational Education & Training (CP-TVET) in Jamaica**

Table J.1 Level of Training & Enrolment

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<tr>
<th></th>
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<tbody>
<tr>
<td>Level 1</td>
<td>58% of enrolment</td>
<td>40% of enrolment</td>
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<tr>
<td>Level 2</td>
<td>10%</td>
<td>30%</td>
</tr>
<tr>
<td>Level 3</td>
<td>3%</td>
<td>10%</td>
</tr>
<tr>
<td>Level 4</td>
<td>&lt;1%</td>
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</tr>
<tr>
<td>Non-Certificate</td>
<td>15%</td>
<td>8%</td>
</tr>
<tr>
<td>Remedial</td>
<td>14%</td>
<td>7%</td>
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</table>

*Source: Draft Comprehensive Plan for Technical and Vocational & Training-1999*

The CP-TVET (1999) is the first of it’s kind for HEART Trust NTA. It is a product of a joint effort between HEART and GTZ Germany. It is aimed at improving the planning parameters for vocational training.
Table J.2
HEART Trust/NTA 1998-1999. Enrollment by Sector

<table>
<thead>
<tr>
<th>Sector</th>
<th>Enrolment</th>
</tr>
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<tbody>
<tr>
<td>Handicraft</td>
<td>1%</td>
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<tr>
<td>Health OJT</td>
<td>1%</td>
</tr>
<tr>
<td>Education</td>
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<tr>
<td>Other Misc.</td>
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</tr>
<tr>
<td>Agriculture</td>
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<tr>
<td>Industrial Maintenance</td>
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<tr>
<td>Information Technology</td>
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<tr>
<td>Automotive Skills</td>
<td>6%</td>
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<tr>
<td>Remedial &amp; Pre-Vocational</td>
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<tr>
<td>Hospitality and Tourism</td>
<td>12%</td>
</tr>
<tr>
<td>Commercial Skills</td>
<td>16%</td>
</tr>
<tr>
<td>Construction Skills</td>
<td>17%</td>
</tr>
<tr>
<td>Apparel &amp; Sewn Products</td>
<td>23%</td>
</tr>
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</table>

Apparel & Sewn Products, Construction Skills and Hospitality and Tourism account for 68% total of enrolment.
Table J.3 Labour Force Participation Rate by Age Group

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<tr>
<td>14-19</td>
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<td>25.70</td>
<td>25.40</td>
<td>26.20</td>
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<tr>
<td>45-54</td>
<td>71.00</td>
<td>74.90</td>
<td>72.60</td>
<td>70.70</td>
<td>72.40</td>
<td>75.90</td>
<td>74.50</td>
<td>75.50</td>
</tr>
<tr>
<td>55-64</td>
<td>52.00</td>
<td>46.00</td>
<td>49.30</td>
<td>50.10</td>
<td>49.10</td>
<td>52.50</td>
<td>51.50</td>
<td>53.50</td>
</tr>
<tr>
<td>65 &amp; over</td>
<td>16.80</td>
<td>16.30</td>
<td>16.00</td>
<td>16.90</td>
<td>18.40</td>
<td>19.40</td>
<td>18.50</td>
<td>18.40</td>
</tr>
</tbody>
</table>

Table J.4 Type of Offence for Which Offenders were Admitted by Age Group, 1998

<table>
<thead>
<tr>
<th>Offence</th>
<th>under 17</th>
<th>17-20</th>
<th>21-25</th>
<th>26-30</th>
<th>31-35</th>
<th>36-40</th>
<th>41-45</th>
<th>over 45</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Murder</td>
<td>0</td>
<td>17</td>
<td>5</td>
<td>17</td>
<td>6</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>46</td>
</tr>
<tr>
<td>Manslaughter</td>
<td>11</td>
<td>9</td>
<td>16</td>
<td>4</td>
<td>4</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>45</td>
</tr>
<tr>
<td>Felonious Wounding</td>
<td>0</td>
<td>28</td>
<td>73</td>
<td>101</td>
<td>69</td>
<td>31</td>
<td>9</td>
<td>4</td>
<td>314</td>
</tr>
<tr>
<td>Sex Offences</td>
<td>0</td>
<td>11</td>
<td>24</td>
<td>32</td>
<td>9</td>
<td>11</td>
<td>3</td>
<td>0</td>
<td>90</td>
</tr>
<tr>
<td>Burglary</td>
<td>0</td>
<td>13</td>
<td>30</td>
<td>23</td>
<td>20</td>
<td>9</td>
<td>6</td>
<td>2</td>
<td>103</td>
</tr>
<tr>
<td>Robbery</td>
<td>0</td>
<td>39</td>
<td>26</td>
<td>23</td>
<td>24</td>
<td>6</td>
<td>0</td>
<td>0</td>
<td>118</td>
</tr>
<tr>
<td>Breach of Firearms Act</td>
<td>0</td>
<td>72</td>
<td>24</td>
<td>26</td>
<td>19</td>
<td>5</td>
<td>4</td>
<td>0</td>
<td>150</td>
</tr>
<tr>
<td>Shooting with intent</td>
<td>0</td>
<td>3</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>Larceny (including vehicles)</td>
<td>0</td>
<td>121</td>
<td>148</td>
<td>69</td>
<td>38</td>
<td>13</td>
<td>7</td>
<td>3</td>
<td>399</td>
</tr>
<tr>
<td>Arson</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Forgery, Embezzlement</td>
<td>0</td>
<td>23</td>
<td>12</td>
<td>20</td>
<td>15</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>71</td>
</tr>
<tr>
<td>Unlawful Possession</td>
<td>0</td>
<td>8</td>
<td>7</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>18</td>
</tr>
<tr>
<td><strong>Breach of:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dangerous Drugs Law</td>
<td>0</td>
<td>176</td>
<td>161</td>
<td>126</td>
<td>48</td>
<td>21</td>
<td>7</td>
<td>4</td>
<td>543</td>
</tr>
<tr>
<td>Other offences</td>
<td>0</td>
<td>152</td>
<td>71</td>
<td>85</td>
<td>32</td>
<td>13</td>
<td>8</td>
<td>5</td>
<td>366</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>0</td>
<td>674</td>
<td>592</td>
<td>541</td>
<td>284</td>
<td>115</td>
<td>46</td>
<td>19</td>
<td>2271</td>
</tr>
</tbody>
</table>

Source: Department of Correctional Services
Table J.5 Unemployment Rates by Training Level, Gender and Age

<table>
<thead>
<tr>
<th></th>
<th>WITH TRAINING</th>
<th>WITHOUT TRAINING</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Lab. Force</td>
<td>% Unemployed</td>
</tr>
<tr>
<td>Males</td>
<td>100,500</td>
<td>6.50%</td>
</tr>
<tr>
<td>Females</td>
<td>99,600</td>
<td>9.50%</td>
</tr>
<tr>
<td>Males under 25 years</td>
<td>23,300</td>
<td>13.7</td>
</tr>
<tr>
<td>Males 25 and over</td>
<td>77,200</td>
<td>4.3</td>
</tr>
<tr>
<td>Females under 25 yrs</td>
<td>22,100</td>
<td>14.9</td>
</tr>
<tr>
<td>Females 25 and over</td>
<td>77,400</td>
<td>8</td>
</tr>
</tbody>
</table>

Source: Anderson, (1997)

Table J.6 Unemployment and Labour Underutilisation Rates by Age & Gender, 1995

<table>
<thead>
<tr>
<th></th>
<th>Lab. Force</th>
<th>Unemployed</th>
<th>Invol. PT</th>
<th>% Unemp.</th>
<th>% Underutilised</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Males</td>
<td>617,300</td>
<td>66,100</td>
<td>12,000</td>
<td>10.7</td>
<td>12.7</td>
</tr>
<tr>
<td>All Females</td>
<td>532,500</td>
<td>119,200</td>
<td>17,800</td>
<td>22.4</td>
<td></td>
</tr>
<tr>
<td>Males 15-19</td>
<td>54,500</td>
<td>18,300</td>
<td>1,500</td>
<td>33.6</td>
<td>36.3</td>
</tr>
<tr>
<td>Males 20-24</td>
<td>111,500</td>
<td>23,200</td>
<td>2,900</td>
<td>20.8</td>
<td>23.4</td>
</tr>
<tr>
<td>Males 25-34</td>
<td>174,500</td>
<td>12,200</td>
<td>3,000</td>
<td>7</td>
<td>8.7</td>
</tr>
<tr>
<td>Males 35 plus</td>
<td>276,000</td>
<td>12,400</td>
<td>4,600</td>
<td>4.5</td>
<td>6.1</td>
</tr>
<tr>
<td>Females 15-19</td>
<td>38,400</td>
<td>23,500</td>
<td>600</td>
<td>62.8</td>
<td>62.8</td>
</tr>
<tr>
<td>Females 20-24</td>
<td>102,400</td>
<td>38,300</td>
<td>2,000</td>
<td>37.4</td>
<td>39.4</td>
</tr>
<tr>
<td>Females 25-34</td>
<td>171,100</td>
<td>34,000</td>
<td>5,800</td>
<td>19.9</td>
<td>23.3</td>
</tr>
<tr>
<td>Females 35 plus</td>
<td>220,600</td>
<td>23,400</td>
<td>9,400</td>
<td>10.6</td>
<td>14.9</td>
</tr>
</tbody>
</table>

Anderson (1997)
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