

16799

UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL



Distr.
GENERAL

E/CN.14/421
E/CN.14/SW/16/Rev.1
24 July 1968

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA
Ninth session
Addis Ababa, 3-14 February 1969

REPORT OF MEETING ON
YOUTH EMPLOYMENT AND NATIONAL DEVELOPMENT IN AFRICA

(Niamey, Niger, 21-30 May 1968)

M68-1142

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INTRODUCTION

With increasing concern African nations are turning to the critical problem of youth employment - of young men and women, in both rural and urban areas. Governments (as well as voluntary organizations and public-spirited individuals) have come to recognize that, in large measure, success in achieving sustained and meaningful long-term development depends on the national ability:

- (1) to promote welfare measures that will maintain or improve the physical and mental well-being of youth before and after their joining the national work force;
- (2) to provide the facilities for their necessary basic education and skill training;
- (3) to create an economic environment in which productive and rewarding work opportunities are available for youth.

2. Depending on resources, as well as particular characteristics of the social and economic scene, each country has developed its own pattern for dealing with these needs. But the basic problem is the same for all the countries: of providing welfare, skill training, and employment for youth within the context of other economic and social priorities in development.

3. The reasoning behind this determination to help youth is clear enough. Apart from understandable humanitarian motives, these young people are considered as having perhaps 30 to 40 years of working life in front of them. Given the opportunities, they are the ones whose contributions will help to modernize the society and the economy. Given direction, their energies and ideas will be vital to the process of nation-building.

4. There is, also, the other side to the picture. Poor health and lack of physical stamina at the time of entry to the national work force can result in low performances, in personal distress of many kinds, and can retard self-improvement on the job. Similarly, lack of skill training of the most suitable kind may lead to waste of reservoirs of latent talent that could be put to good account in work processes throughout the economy. Furthermore, where there exist large and increasing numbers of hopeful yet idle, youth - a condition that applies in varying extent to every African country at the present time - the negative implications can be far-reaching. Such unemployment among youth (or their dissatisfaction with whatever modest tasks they may find to perform), especially when continued over a lengthy period, is destructive to the lives of these young people themselves, brings grief to their parents and relatives, and ultimately considerable loss of productive power to the nation.

5. Welfare programmes for youth are, of course, part of the total welfare outlays of the nation.^{1/} When the local environment is improved by such measures as eradicating malaria and smallpox, extending modern medical facilities, improving nutrition, providing a clear water supply and encouraging better sanitation, then parents can give their children a healthier start in life. There are also specific programmes undertaken by governments, voluntary organizations, and local leaders for youth : (1) providing recreation and a sense of belonging (youth associations of all kinds in both rural and urban areas); (2) giving supplementary occupational learning (for young men - farmers' or fishermen's clubs, for young women - sewing or homemaking clubs); (3) supporting special groups (centres for the blind and those handicapped in other ways); and (4) giving corrective or remedial training (homes for juvenile delinquents). No African

^{1/} For an analysis of youth and general welfare, see: Family, Child and Youth Welfare Services in Africa (Social Development Section of the Economic Commission for Africa), Social Welfare Services in Africa, No.5, December 1966, UN Sales No. 67.II.K.17.

country - for that matter, no nation anywhere - is in a position to do all it would wish to in the field of welfare for its youth. Difficult choices have to be made in establishing priorities.

6. Confronted by rising numbers of school-age children and by advances in science and technology requiring long-term investment in new and higher-level skills, those responsible for educational planning also have before them complex decisions. Above all, ideals of a larger, more diversified, improved system of general and technical education have to be matched continuously with competing claims for the use of present and future resources. It is practical in this context to make a distinction between formal and non-formal education. Formal education includes the levels from primary to university based on regular, full-time classroom instruction. Non-formal education includes all kinds of on-the-job training, community-improvement education, and so on. Outside the orbit of government-supported education are the in-training programmes offered by some of the larger commercial firms and industrial enterprises; also the apprenticeship training given in crafts, small industries, transport, and markets. Any policies for skill-training of youth must therefore consider not only formal education but these many complementary types as well.

7. Neither measures for welfare needs nor provision of skill-training, however, can have meaning unless there exists an economy of opportunity for youth to find beginning jobs that are productive and remunerative. Such openings derive in large part from the pace and patterns of economic development. Generally, the higher the rate of growth that is achieved, the greater the number of employment opportunities that are revealed. There are, nevertheless, crucial decisions about encouraging higher labour intensity where this proves economically and technically feasible. Whatever balances are chosen between rural and urban development also affect the types of work available for youth.

Rising numbers and the future

8. In present-day Africa, most national economic and social plans are designed on at least a three-to five-year basis with horizons that stretch for a much greater period and thus allow the **short-term** plan to be viewed within longer time dimensions. In the **same** way, the focus on the needs of youth has to be extended in time. What are the expected numbers of young persons who will be reaching the age for joining the national work force at particular stages in the future: five years, ten years, twenty years from now?

9. By world standards today, countries in Africa have high annual net increases in their populations : typically between 2 and 3 per cent. For example, recent estimates show between 2 and $2\frac{1}{2}$ per cent for Algeria, Ghana, Kenya, Malawi, Mali, Nigeria, Tanzania, Tunisia; and between $2\frac{1}{2}$ and 3 per cent for Guinea, Ivory Coast, Morocco, Somalia, Sudan, Uganda, United Arab Republic, Zambia. Whatever credence may be placed on the accuracy of the individual percentages, the indications are clear enough. Where an annual increase of $2\frac{1}{2}$ per cent is maintained, the population will double every 28 years; and the number of entrants to the labour force will double. With an annual increase of 3 per cent the time interval is shortened to 23 years.

10. Accounting for these high rates of population increase is the wider dissemination of health education and medical services. Public awareness of basic hygiene and nutrition has improved. Also, the spread of markets and better transportation explain the lowered incidence of deaths through famine in some parts of Africa. Thus, more people live and for longer periods.

11. Within the present context, what are the implications of these rates of increase in populations? (1) There are high proportions of children to total populations. Frequently between 40 and 50 per cent are below the age of 15 with consequent dependence on adult workers for provision of their needs for food, clothing, health, education, and so on. (2) The rate of advancement in the economies has consistently to exceed the annual net increase in population in order that peoples' expectations for improvements in their living standards begin to be met. (3) Because of the increasing numbers of young entrants to the labour force each year, the problem of making the economic and social arrangements that would reveal suitable beginning employment opportunities for youth becomes more formidable.

Diversity in environments

12. Just as the needs for youth employment have to be seen in the longer time dimension, they must also be projected against the diversity of home backgrounds. For any one African country there is not one environment, but many. Different groups of people vary in their traditions, their ways of living, their initiatives and their responses. Different natural resources mean contrasts in degrees of wealth and poverty: some areas have cash crops, plentiful land, or mineral wealth; while others have only subsistence farming or perhaps a grave shortage of fertile land.

13. In recent years, economic and social change in Africa has taken place at unprecedented intensity, yet one of the characteristics of this rapid change is its uneven spread and uneven depth. In certain rural areas, families live now in almost the same manner as their fore-fathers have done for many generations. At the opposite extreme, some families in cities live as they might in any modern metropolitan centre anywhere in the world. Certain areas

have vigorous local crafts and small industries; others have attracted a concentration of large industries; while still other areas have no signs of any industrial beginnings. Some places have had modern schooling for three or four generations; others have no schools yet. Thus, there are not only marked differences between individual societies within nations, but also many variations in the extent of modernization.

14. Because of these disparities in background, multiple approaches are necessary to the problem of youth employment, requiring close knowledge of local cultural and material conditions. What are the characteristic forms of social organization and of immediate and extended family relationships? How widespread have been the effects of such modern forces as the widening market, the school, introduction of new cash crops, and the beginnings of industrialization? What are the salient features of economic organization : communal, co-operative, private or family enterprise? What group associations, whether traditional or modern in origin, care for aspects of welfare for young people? How do young people develop skills in these varied local conditions? What are the usual lines of absorption of youth into the adult working scene? What is the role of young women in the evolving society? What contributions do local leaders (either traditional elders or particularly successful individuals) make in helping to meet the needs of young people? What has government and voluntary help so far accomplished?

15. There are, of course, several general elements which all African nations have in common : the relatively low average level of economic and social development; rapidly rising populations; the accelerated pace of urbanization in recent years (many cities are growing in numbers at 6 or even 8 per cent a year); the influence of mass media, especially of radio; and heightened expectations, particularly among youth, about improvement in living conditions.

16. Faced with these present-day realities of the needs of youth, each African nation is asking key questions : How can performances in the economy be stepped up so that the nation can provide more adequately for the welfare, skill formation, and employment of the younger generation? How does such assistance to young people in turn contribute to hasten the desired improvements in the economy and in the society as a whole?

The Regional Meeting on Youth Employment

17. In response to the concern of the Economic Commission for Africa as expressed in its resolutions for advisory services on the training and employment of youth, and the mobilization of youth for national development [resolutions 88(V) of the Fifth Session, 118(VI) and 119(VI) of the Sixth Session, and 170(VIII) of the Eighth Session] the Secretariat sponsored jointly with the United Nations Division of Social Development, the International Labour Office, the Food and Agriculture Organization, the World Health Organization, the International Children's Emergency Fund, and the Government of Niger a meeting on Youth Employment and National Development. This meeting took place in Niamey, Niger Republic from Tuesday, 21 May to Thursday, 30 May 1968. A list of participants is given in Annex I.

18. The problems of unemployment and talent erosion among the youth of Africa have been a concern of the Economic Commission for Africa and the other United Nations agencies for some years. In planning this Meeting, therefore, it was necessary to obtain the cooperation and participation of all agencies concerned which was readily forthcoming and which has enabled the programming of the first of such projects envisaged under inter-agency sponsorship for

the youth of Africa. Presented to this meeting for consideration were a series of papers prepared by the participants themselves and by the United Nations agencies.^{2/} A special consultant, Dr. Archibald Callaway, was recruited to prepare a working document^{3/} which, in addition to the ECA monograph on "Family, Child and Youth Welfare", were the ~~basds~~ ^{bases} for much of the discussion.

19. The following substantive subjects on the agenda were **adopted** for discussion:

- a) Extent and characteristics of employment problem of African youth.
- b) Education and training of youth for the needs of national, social and economic development.
- c) Economic programmes
- d) Social programmes.
- e) Special youth schemes.
- f) Youth employment planning.

Organization of the meeting

20. The formal opening session of the Meeting took place at the Audio Visual Centre, Niamey (where all the meetings were held) and was addressed by Hon. Boukary Sabo, Minister for Information and Youth of the Niger Republic, and Mr. Baba Kasse, Director of the ECA Sub-regional Office in Niamey for the Executive Secretary.

^{2/} See Annex IV for list of documents.

^{3/} E/CN.14/SW/12.

The texts of these speeches are given in Annex V and VI.

Mr. Djibrilla Hima (Niger) was elected Chairman of the Meeting and Mr. A. B. O. Cole (Nigeria) as Vice-Chairman. Proceedings of the Meeting were all held in plenary sessions. Dr. Archibald Callaway, Rapporteur for the Meeting, introduced the various topics which were then discussed in their turn.

21. The report which follows is drawn from findings, conclusions and recommendations of the discussions at the Meeting, the country statements presented, and statements from all delegates and observers and was adopted by the Meeting.

CHAPTER I

EXTENT AND CHARACTERISTICS OF THE EMPLOYMENT PROBLEM OF AFRICAN YOUTH

Identification

22. The design of policy measures to meet the employment problem of African youth depends upon a correct identification of the problem. Obvious differences exist among and within countries in Africa not only in the ways in which the employment needs of young people are revealed but also in the intensity of these needs. Even so, there do exist certain common elements:

- (a) The focus of concern is the age group 14 to 25;
- (b) Involving boys and girls, young men and young women, in both rural and urban areas;
- (c) Including all youth - those who have received, or who are currently receiving, formal classroom education, on the one hand, and those who have not attended such schools.

23. The basic task is that of providing for the welfare, the basic education and training in skills, and the employment needs of youth - within the context of other economic and social priorities in development.

24. In accomplishing this purpose the central role in planning and executing programmes for youth is held by central and local governments but, in all countries, a distinctive contribution is being made by voluntary organizations and by public-spirited individuals.

25. Consideration of the needs of youth should take into account the manner in which the three components - the provision for welfare, for basic education and skill training, and of jobs - are linked. Thus, on the side of welfare, the eradication of endemic diseases, the fact of belonging to a ~~social~~ group, the fostering of sporting activities, can markedly affect the mental alertness and the physical stamina of young persons, their feeling of belonging, their sense of purpose. Not only the attitudes and aspirations of young people towards occupations are affected, but also their later performances on the job.

26. In similar manner, basic education and specific training in skills in some measure determine not only the suitability of youth for certain types of work but also the personal characteristics that they bring to their tasks. Yet, ~~measures~~ for meeting welfare needs and for providing basic education and training in skills, can only have true meaning if they are supplemented by measures aimed at increasing the opportunities for young people to find beginning jobs that are productive and rewarding.

Information

27. Planning for the employment needs of youth requires certain basic information. Lack of suitable data must never, of course, be used as an excuse for inaction. Even so, national economic and social planning, - involving the use of scarce public and private resources of finance and organization - does demand some numerical and qualitative data. Simple perception of the needs of youth can be helpful : accumulation and analysis of essential data, sensitively done, can be more helpful still.

28. It is true that from a national viewpoint such data concerning the needs of youth are often of wider statistical collections and appraisals. An example of this is the assembly of data with reference to employment needs in the overall economy; and, related to this, the designation, for a series of years, of the requirements of formal and non-formal education and specific training in skills.

29. Overall data of this kind (from the census, manpower and education surveys, and the like) has often to be supplemented by specific functional enquiries : for example, on the incidence and spread of debilitating diseases, the employment needs of particular groups of youth in specified localities, the occupational aspirations of school leavers, and so on.

30. The view was expressed in the meeting that for some purposes youth themselves can be used in the process of obtaining quick basic understanding on the employment and associated needs of young people.

31. Trade unions and voluntary organizations - whose purposes embrace duties related to the welfare, education and skill formation, and practical programmes for raising jobs for African boys and girls - can also contribute in this exercise of fact collection and interpretation.

32. Employment services, especially if located throughout the country, have a particular advantage in this. Not only do they have immediate personal contact with job-seeking teenagers and older youth, but their everyday records of contacts with potential employers can help in evaluating the gaps between jobs available and the qualifications of applicants. Knowledge of this kind can be vital for national and local policies and programmes.

33. In seeking knowledge of the employment needs of young people, a choice often has to be made among the use of full surveys, sample surveys and spot-check enquiries in particular problem areas : in villages and cities.

34. The view was expressed that it had been discovered that some techniques for field enquiries of this kind that had been used in non-African countries had to be drastically modified by adapting them to the particular African conditions of family life, of available local resources, of characteristic patterns of employment absorption of youth into the adult work force. Such adaptation of known procedures of fact collection, and the fashioning of new approaches, have special bearing in attempts to understand the functioning of family and work relationships in the rural areas.

35. In African conditions - of severe limitations in the availability of skilled personnel in public and private services and whose energies can be harnessed in obtaining the required knowledge of the needs of youth employment - judicious selection should be made of what information is required and of the relative orders of priority in getting it. A guiding principle : relate data collection to action programmes.

36. A distinction should be made, in this connection, between the "modern" and the "traditional" sectors of an African economy. The "modern" sector includes establishments of high productivity, high incomes, good on-the-job training facilities, and good statistics. The "traditional" sector, on the other hand, includes establishments of lower productivity, lower incomes (often only partly monetised), less good on-the-job training opportunities, and less good or no available statistical knowledge.

Definition

37. The terms "employment", "unemployment" and "underemployment" in relation to African youth were often subject to misinterpretation: at worst, more a hindrance than a help to clear thinking. Accepted international definitions need to take into account African cultural, social and economic conditions.

38. What is "employment"? Frequently a young person may be said to be employed when in receipt of a steady wage, protected by enforcement of factory and other laws. Clearly, such "jobs" are proportionately few in most African countries and are likely to remain so for several decades ahead. A boy may work with a master tailor in his home village in the busy work period before festivals, and then assist on the family farm in the peak periods of planting and harvesting: he has dual occupations, both are productive, but his rewards may be mostly in kind rather than in money terms.

39. Again, the terms "underemployment" and "unemployment" are often not clear when applied to practical situations. Thus some areas in African countries have a very short productive farming year of five months (for cotton and groundnuts, for example). This may mean that young persons assisting on family farms spend the remaining half of the year visiting relatives in the town or city and become "job-seekers" or "applicants". Clearly, the reality of this situation - and the importance of perceiving it correctly - are a great deal more vital for policy thought and action than concern over what fits within a generalized definition.

Incidence of Open Unemployment

40. Open unemployment among the youth is largely, but not exclusively, due to the fact that the educational programmes being pursued are not adapted to a modern economy. Unemployment among school leavers represents a serious problem in all African countries, especially noticeable in towns and cities. Explanation of the dilemma of these young job-seekers consists in the hopes and aspirations of these young people (and of relatives and parents on their behalf) relative to the hard facts of the development process: few jobs with steady incomes, of the kind hoped and searched for, are available compared with the numbers of hopeful school leavers.

41. Policy approaches towards the solution of this problem would therefore have to concentrate on both aspects of the problem - adjusting the aspirations through vocational guidance (inside and outside the school system) and by other methods of relaying information on job possibilities, on the one hand; and also on adjustments in economic policies that will reveal more job possibilities - in village, town and city. In particular, occupations in rural areas need to be assigned a higher value and national policies need to widen opportunities for greater money incomes in rural enterprises.

Rural-urban Migration Among Youth

42. Numerical information on youthful but jobless applicants in towns and cities is less significant than insight into their composition. Thus among the jobless school leavers in urban areas (many of whom have "trekked" in from villages to stay with relatives) are a few destined for further education (by correspondence course; in local, perhaps unofficial, educational establishments to learn copy-typing), some who will ultimately find apprentice attachments with masters (artisans, craftsmen, small industrialists, transporters, traders in markets). Some of the girls who want jobs may find opportunities as learners with business women; perhaps with seamstresses. Some will find their way back to their family homes in

distant villages.

43. When this has been said, however, it is clear that the numbers of those who remain without jobs and who have no possibility of further education, represent a large and restless element in most urban areas. Some among these who remain in the cities without jobs are often found to come from homes in villages where the land is infertile (the crops are poor, the family large, and local employment opportunities few in number): in such circumstances, their labour contribution in their home areas would be inconsequential from a national viewpoint.

44. Reasons for migration from rural areas are both economic and social, in varying proportions, but the paramount underlying reason is economic: the search is to find a beginning work opportunity, and training on the job, that would be a logical outcome of years of study in local schools.

45. Forced repatriation of such young people from the cities back to their family homes in villages would be a futile way of attempting to cope with this employment problem. Rather, the effort should be to provide the right kind of economic and social policies with their attendant incentives.

Special Employment Problem of Girls

46. Young girls often have a particular employment problem. Few girls have attended primary (and fewer still post-primary) school; and equally few opportunities are open to them. Though the situation differs according to local culture and family arrangements, girls are frequently given little encouragement on leaving school to adapt their newly-won approaches to local conditions. Few productive jobs are open^{to} them - apart, for example, from work with mothers on family farms at the peak seasons of the farm year or helping on market days.

47. Policy-makers, at both central and local levels, should emphasize needed changes in local "social attitudes" towards the education, the training, and the jobs that girls can qualify for. People should be encouraged to recognize educated girls not only for the marriage market but for the employment market as well.

Particular Cases

48. In every African community there are some boys and girls who are physically or mentally handicapped. Some communities, due to the incidence of particular local diseases or for other reasons, have more disadvantaged young people in this category than others. To be sure, to some extent traditional systems of care for such young people do exist. Governments in modern Africa will want to establish the details of the numbers involved and to do something about setting up special programmes to provide for their education and training and the finding of suitable jobs within their capacities. This is a field of work in which voluntary agencies, in many countries, excel.

Seeing the Youth Employment Problem as a whole

49. With the individual parts of the youth employment problem so defined and assessed - in its component element of welfare, education and training, and job provision - the problem needs to be viewed within the national perspective.

50. In meeting the needs of youth, resources at the disposal of central and local governments, of voluntary organizations and of others within the private sector, are severely limited. Choices have to be made. The options are many. Foremost among the priorities is that of following policies that create sufficient job openings for young people, and that provide the variety of jobs consistent with overall national economic objectives. Closely allied to this is the decision on the structure of the system of formal classroom

education and of training on and off the job, that can be provided; and the distribution of these facilities within urban and rural areas. These should be examined together with the welfare needs of youth.

51. Case studies of youth employment in particular countries can be of considerable significance both in national policy-making and in enabling other countries to learn from a wider experience.

CHAPTER II

EDUCATION AND TRAINING OF YOUTH FOR THE NEEDS OF NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT

Primary Education

52. On the subject of quantity, the question of how much primary education there should be is apropos. The ideal of every African nation is that all school-age children should attend schools. In the meantime, however, there are serious constraints on achieving this target : of finance, of teacher supply. For all African countries taken together the proportion of school-age children at school is about 30 per cent. With the current rate of increase in populations, to maintain (and to increase) present proportions in school represents considerable investment.
53. Apart from other considerations (primary education has multiple purposes, both economic and social, in the short and long run) primary school facilities should always be sufficient to provide at least a wide enough base for selection for admission to secondary schooling.
54. Quality. What adjustments should take place within existing primary school curricula in order to make the education given consistent with local economic and social realities? A variety of viewpoints was expressed. One common element emerged, however - that primary education should not alienate youth from work in rural areas. At the same time, primary education should include a "knowledge for living" as well as be geared to jobs likely to be available in the economy; should inculcate a sense of the "nation's purpose"; should reflect the "cultural heritage".

The implication of these views is that the curricula should be sensitive to local economic and social conditions, to the possibilities of their improvement, but should not be narrowly vocational.

55. Thus, mathematics should use local market examples; history and geography should involve national and African material as well as that of other continents. The school garden, school farm and handicrafts should be given more practical meaning and be the background for innovation locally. Since most African schools can claim to have such practical subjects, the real question is that of upgrading what currently exists.

Opportunities for those who do not attend Primary Schools

56. What can be done to provide education for those boys and girls (at present, the majority) who do not have the opportunity of receiving classroom education? It is true, of course, that all young persons are subject to various educative influences : in the home, in the market, at Church, in the Mosque. Occasionally there exists a particular traditional formal education such as koranic schooling. Educative influences of these kinds exist among social groups in every village, town and city. The transistor radio may convey programmes in local languages. In addition, there is on-the-job training while working on family farms or in non-farm enterprises.

57. The meeting felt, however, that one large - and relatively unexplored - frontier of education consists in how best (and at what cost) to bring education for citizenship, and education and training as a basis for increasing productivity at the workplace, to boys and girls who do not go to primary school. It felt that governments and voluntary organizations should devote more money and energy to the general education, and employment-oriented training, of unschooled youth.

58. Such an exploration of methods - and related practical action - should be pursued. Success in this might well reduce the gap in aspirations, in practical outlook, between youth who do and youth who do not attend primary schools.

59. Local civic service groups and national youth organizations (also rural and urban animation and community development centres) are possibilities for assisting in this task. Others are clubs of young farmers : associations of girls in a village who have some practical work aims in common. Examples of these already exist in Africa and information on the obstacles and successes needs to be further exchanged.

60. Vocational and pre-vocational training are essential means of providing opportunities to out-of-school youth as well as those who have not had the benefit of primary education. A number of countries in Africa have worked out on a pragmatic and experimental basis prevocational training schemes intended to bridge the gap for early school-leavers with the objective of developing rational work attitudes and simple skills needed locally; to infuse technical knowledge and understanding slightly above the existing level in any given area; and to teach young people to use and to produce slightly more sophisticated tools than those in current use. These programmes can usefully be expanded and made available to those who have not been to school.

61. Many governments have set up national youth services or related schemes which are intended chiefly to give young people concerned a further chance of education and training; to instil into them good work habits and attitudes as well as respect for work itself, to enable them to build up their countries and local communities, and to generate through such development work new opportunities for employment and settlement.

62. In whatever action to be taken, much is to be gained by follow-up evaluation of the impact of these kinds of non-formal education designed to improve the outlook and performances of young men and women who have no opportunity for attending primary schools.

Transition from School to Work

63. The familiar situation in Africa is that of an oversupply of literate youth (jobless and, whatever their potentialities, unskilled relative to jobs available) and shortage of skills in particular occupations.

64. Continuous assessments are needed of the meshing of the output of the formal educational system, at all levels, with the needs of the economy in both rural and urban areas.

65. In order to encourage thought on the relationship between formal education (and training) to the economy's needs the following example was put forward by one contributor:

- (a) For primary school drop-outs : civic or "practical guidance" centres involving the teaching of civics and vocational training, with the objective of creating semi-skilled workers.
- (b) For full primary school graduates : apprentice training, rural and urban "animation centres" to create fully-skilled workers.

Note : the above follow-up courses would be allied to membership to young farmers' clubs, associations of girls with economic occupations in common (poultry-keeping; work as seamstresses' apprentices).

- (c) For commercial and technical school drop-outs : short crash courses with programmes in their specialities.
- (d) For secondary school drop-outs : short courses to train middle-level skills.
- (e) For full secondary graduates : entrance to higher technical colleges, universities; and obtaining jobs.

66. Although the above approach may have limited chances of adoption in most countries in Africa - on grounds of finance, on grounds that on-the-job training with local employers or on the family farm is cheaper, and, in any case, preferred - it provides a standard for comparison of practical action programmes.

67. Once the youth have begun work - on the family farm, as apprentices to local artisans and small industrialists in rural and urban areas, as wage-paid staff members in more "modern" enterprises - their training continues. Such on-the-job training (by doing) can be enhanced by educative influences implicit in government extension services : directed towards upgrading performances of adult employers. Such upgrading of abilities of adult farmers and non-farmers, in this way, has the effect of stepping-up the skills of youth. This process should be considered when drafting governmental programmes of aid to economic enterprises in the private sector of the economy.

68. Special policy attention should also be given to mature and qualified youth in their efforts to establish themselves as "modern" farmers through technical assistance by visitation or short courses carried out by the appropriate technical services.

69. Training of youth (on the job and in special courses) given by modern establishments in the private sector provides a valuable supplement to efforts by governments and should be encouraged. This requires that suitable incentives are given to provide employers to provide training schemes.

70. One delegate posed the following question : are the young "animateurs" (like young farm extension workers) of sufficient maturity to effectively demonstrate to adult farmers and to young rural family-farm workers, improved farming techniques? The answer given was that, in those West African countries which followed this system of training young farmers, candidates were recruited between the ages of 18 and 21. This means that, after the time spent in training as "animateurs" the settlers (boys or girls) are usually over 20 years of age.

71. A further question : in some localities the terms of trade had moved markedly against the farmers (a greater quantity of groundnuts to purchase same quality bicycle locally) - what can be done, under these circumstances, to match the employment needs of youth to local opportunity? The answer provided was to the effect that the circumstances should be explored and, in any case, opportunities should be opened up that have the best comparative productive opportunity (including industrial processing of agricultural products), locally and nationally.

Particular Employment Problems of Girls

72. The experience of one large international voluntary organization, the World Y.W.C.A., was related. For those girls with no formal education and who follow traditional occupations, the Association had programmes (in farming, in sewing, in food preparation, in handicrafts) to help girls discover their skills. One finding was that girls from ages 13 to 18 were "particularly good with their hands in practical work on these courses". For girls who have attended formal schools, including drop-outs, the organization provides programmes that encourage the girls to improve their skills in home management, child care, and dressmaking.

73. One practical aspect of this : more and more professionally-qualified African women are undertaking steady wage-paid jobs and want nurses and house help. Often such workers cannot be obtained; girls are not attracted by the money when the job means living in and thus being subjected to certain restrictions. Again, there is often a lack of job description for these kinds of work. Although this example is one among many that illustrate difficulties met by young girl workers, it is an indication of everyday reality in matching girl applicants to possible jobs.

Employment Services, including Vocational Guidance

74. An analysis of the role of employment centres emphasized their central importance in guiding both boys and girls towards job opportunities : the more so if these centres are liberally spaced throughout the economy.

75. Vocational guidance is not given due attention by some governments as witnessed by the fact that adequate funds are not put aside for this purpose. This appears to be a mistake. Aptitude testing is much more precise an approach than was formerly the case and should now win the attention of governments.

Education for Social Commitment

76. Pupils at all levels and types of educational and training institutions need to have their interests continuously brought into conjunction with the society's aims and difficulties. Towards this purpose, work camps during vacations for secondary school pupils, as well as vacation field work allied to government departments, can be beneficial.

Role of Voluntary Organizations

77. Governments should encourage further coordination of the programmes of voluntary associations engaged in the task of educating and training of the youth (where they exist) with central and local government development plans. There would appear to be a strong case for public assistance, within the limits of available resources, through grants-in-aid or help by providing equipment; especially where such voluntary associations endeavour to fit their programmes to the nation's needs. Such voluntary associations often have a vital role in orienting the attitudes of boys and girls, and of their teachers too, towards the nation's employment needs.

CHAPTER III

REVIEW OF ECONOMIC PROGRAMMES THAT HAVE BEEN TRIED, AND OF OBSTACLES ENCOUNTERED, IN ATTEMPTS TO MEET THESE EMPLOYMENT NEEDS : THE DISCOVERY OF OTHER PROGRAMMES THAT COULD BE HELPTU

Structure of African Economies

78. The number of wage-paid jobs open to youth that require education and training facilities, should be assessed within the context of general development of the economy.

79. In large part the disequilibrium between the supply of regular, wage-paid jobs and the demand for them by young job seekers arises from the structure of the economy; in particular, because of the relatively few modern establishments. Yet the objective of all the countries of the region is the raising of the standard of living of all the people; an objective that can never be realised if large numbers of youth who want work, and are capable of developing their skills on the job, cannot find work opportunities.

80. Urgent efforts should be made to press for a higher rate of economic growth, on the one hand, and on the other, labour-intensive programmes whenever this is technically and economically feasible especially in farm and industrial production and public works.

81. Again, further efforts should be made within modern establishments to (a) quicken the pace of Africanization especially through in-training programmes, (b) introduce special training programmes to raise the semi-skilled workers to middle grades, and so (c) raise more employment opportunities for youthful beginners within the lower strata of occupations.

82. In finding employment openings for young persons the fullest advantage should be taken of public employment services which should be placed strategically throughout the country.

83. A further measure is to encourage decentralization in the siting of industries (especially of agricultural processing industries) where this is economically justifiable : over time, such a policy could have some effect in deterring young people from excessive migration to the cities.

84. Again, regional and sectoral planning of resource use within the economy is essential for identifying development projects to better advantage, and for assessing the youth job content. The possible involvement of the youth in regional development projects deserves consideration.

Help to smaller economic Units

85. Since most gainfully-employed people in any African economy are engaged in small-scale units, and because this is the principal channel for labour absorption of young Africans into the adult work force, the greatest concentration should be given to helping these family units - farm and non-farm alike. (including small-scale workshops, marketing, transport). When labour-intensive methods are retained the resultant increases in productivity will normally require more or less commensurate increases in labour needs.

86. The normal way of making young farmers is by a general agricultural policy that makes farming (whether for products that are exported or for home-consumption) more rewarding. If farming is made profitable the young people will be more inclined to follow usual procedures and become established after some years of working under family supervision. There are, however, many opportunities for specific policies for helping young, willing, school leavers more directly to adopt improved farming practices both through encouragement by visitation to family farms or by special settlement programmes. A number of countries have successful experiments that others might wish to know more about and in detail.

87. Many young persons obtain apprenticeships with indigenous masters in crafts and small industries. Extension services that provide technical assistance towards upgrading these small enterprises could have several effects : (a) import substitution and the consequent saving of foreign exchange, (b) encouraging the emergence of wage-paid employees, (c) the absorption of more young apprentices to learn on the job.

Rural Transformation

88. The absence of basic amenities in villages and rural towns is a central reason why many school leavers reject traditional occupations and live for prolonged periods as job seekers in the larger towns and cities.

89. Successful approaches towards rural transformation are likely to involve an integrated approach : of rural animation, provision of cooperative facilities and credit, health services, for example.

90. Wherever possible, traditional community spirit and practices so familiar a feature of rural life in Africa, should be encouraged - in the creation of market stalls, feeder roads. Such encouragement can be provided by supplementing local efforts by government finance through grants-in-aid and by assistance to local communities in planning their projects.

91. A suggestion was made that certain amenities can well be concentrated at central points in the rural areas; especially, for example, libraries and recreational facilities.

Voluntary Initiatives

92. Voluntary organizations (of local and international origin) have a special role in assisting certain kinds of economic programmes, particularly those involving younger boys and girls at the point of beginning their life work.

93. The work of voluntary organizations which has economic meaning for youth may be classified in different ways.

- (a) Identifying problems and opportunities (examples are the work of the Christian Councils in some countries; seminars of international, non-governmental, youth organizations.
- (b) Full-scale action (an example is the starting of school leavers' farms in villages by voluntary organizations; also the Association of Radio Clubs, begun by voluntary effort).
- (c) Encouraging youth leadership of youth economic activities.
- (d) Help by international voluntary services in developing small businesses, credit unions, and cooperatives.

Greater success by voluntary organizations would be helped by better co-operation with African governments.

Publicity and Economic Performances by Youth

94. Young people should be encouraged to put forward their own ideas in their own journals and news-sheets. Economic initiatives taken by some youth will be learned about by others. But apart from this, the fact of being able to exchange ideas in this way does much to develop constructive approaches to economic opportunity. In this connection, attention was drawn to the experience of UNESCO in the field of audio-visual aids.

95. In some countries, school attendance and literacy are high. In other countries, school attendance is low and literacy level is also low. Quite clearly, the impact of the printed word will thus be more effective among the youth of some countries than others. In these circumstances the radio, using local languages, has a special role in keeping up communications between farmers and government on farming topics and on other questions of national and local interest. In the same way, youth can be influenced in their attitudes towards work in particular occupations, especially in rural areas.

CHAPTER IV

EXAMINATION OF THE VARIETY AND RELATIVE IMPORTANCE OF SOCIAL PROGRAMMES FOR YOUTH CURRENTLY OPERATING : THE SEARCH FOR NEW APPROACHES

Relevance of Social Programmes to Youth Employment

96. The view was expressed that the relation of social programmes to youth employment was, at best, unclear : that their effect was mainly to "reduce social tension". Contrary to this view was the following analysis:

- (a) Both social and economic programmes are vital to development - including the needs of youth employment - and that they are inter-dependent. What matters a great deal is the setting of priorities in expenditures of a social and economic character.
- (b) By way of example, it was explained that social programmes have the following effects:
 - i. They can enhance the employability of boys and girls. For example : improved health strengthens the will and ability to do sustained, productive work.
 - ii. They give social cohesion and a sense of purpose to youthful workers. For example : the functioning and payoff of social groupings like youth festival groups in the village, groups of young people associated with the Church, the Mosque, and clubs like those for young farmers.

Within this context attention was drawn to the importance of International Standards such as those relating to minimum wage and the weekly rest. These and similar standards are welfare measures designed also with a view to stepping up performances by increased productivity and they apply also to young workers.

97. Boys and girls derive much incentive from, and their attitudes to work are shaped by, cultural and social activities. This is self-evident. In any case the truth of the statement was easily enough demonstrated in any village or town or city in Africa.

98. Some social groupings go a long way towards changing traditional customs and towards bringing them into conformity with the basic requirements of social and economic progress. One delegate provided an analysis of the changes that are occurring within traditional communities. In doing so he explained the conflict between the older and younger generations in his local cultural setting : the gap between the older-style paternalistic management and the newer objectives of youth.

99. Much can be done by harnessing the spirit of co-operation in traditional societies towards locally-generated, collective social programmes. Youth may often find a central role in initiating these local programmes.

100. Some social programmes can be made more realistic by introducing an economic angle to them. For example, girl guides in rural areas can be taught the care of poultry and how to make money through other and similar local enterprises. When the group has an economic aspect to its activities, this means that the more social aspects of the programme - of hygiene, dance - will have more meaning and derive greater satisfaction for group members.

Co-ordination at the National Level

101. The wide variety of social programmes in any country should be viewed as an integrated whole, embracing both public and private initiatives. When this is done, and when these programmes are evaluated, further efforts - that could have meaning for the approach of boys and girls towards work and their development of elementary skills - could be innovated. Which areas, or age groups, are less affected by these programmes would become obvious.

102. One delegate expressed the view that governments do not make enough use of local and international voluntary welfare organizations in the planning and execution of social projects involving youth. In this regard voluntary organizations need to explain, document and generally make available their aims and experiences for a wider understanding. An example was provided of one country that does rely heavily on voluntary welfare associations to implement many national social programmes : in education, in health and in sports. The results were uniformly beneficial to the government which was thus able to concentrate its field organization on other, equally urgent, public programmes.

103. The trend in African countries is towards categorizing and formalizing social programmes (of health, education, recreation) in an integrated national pattern. This is overdue. Much requires yet to be done. Only in this way can national and local priorities in social expenditures be established in harmony with other claimants on scarce public and private resources. The more this coordinated pattern emerges, the more valid - and the better directed - will be the efforts of international aid to national social programmes including those indirectly and directly affecting the youth - their education, skill training, attitudes towards job-getting, and performances on the job.

Youth as Participants in Social Programmes

104. To encourage an understanding by the youth of the immensity of the task of bringing better health, nutrition, education, to the people, they could often be given a part in the field administration of social work programmes. For example, young educated boys and girls can assist health workers in administering smallpox eradication programmes. Also, vocation work by secondary and university students can be directed towards social work such as helping in educative programmes for handicapped people.

105. An example was given of the Scout Movement - a pioneer in the social field in Africa - and its beneficial effects on the outlook of boys. Central to its creed is the "going back to nature to learn" - an antidote to the formalized estrangement from local conditions often implicit in school life.

106. Further examples may be seen in experiments in fishing during out-of-school hours, as well as in working during school holidays to gain money for purchase of school books; dramatics around the camp fire, and use of badges as awards for ability in social clubs. These and many more examples illustrate the social aspects that can markedly affect the entire life and work attitudes and performances of boys and girls in Africa.

107. How many adults (a delegate asked) had developed an occupation interest of life-duration which grew out of such youthful side-interests? Social groupings of this kind had greater value when initiated as a result of ideas held by youth themselves, and when administered by youth themselves as well.

Particular Situations

108. Two specially urgent problems of an international nature in modern Africa arise from the following:

- (a) Migrant workers (target workers who traditionally cross national boundaries to work in industrial and agricultural and mining projects). The divided homes that result from this migration of adult males can be most unsettling to normal child development. Special attention to the youth employment problems that arise in these circumstances is overdue.
- (b) Refugees. Here again, the youth in these camps suffer from lack of job opportunities and need assistance to develop a healthy outlook towards education and skill training; and they need help through practical procedures of setting up programmes.

109. Newly-urbanized youth. Particular attention should be focussed also on the education, skill training, and job openings for boys and girls in "shanty towns" that are growing up as appendages to some cities in Africa. Are we witnessing (a delegate asked) the beginning of the emergence of widespread urban poverty? What special meaning is there here for youth employment programmes - of welfare, training in skills, and job provision? Can special hostels for young workers help this situation?

110. Physically - and mentally - handicapped youth. Approaches towards meeting the needs of these boys and girls would begin by studying traditional attitudes and practical help given by their own communities. This done, social programmes would be pursued either in extenuation or substitution for these traditional procedures.

111. Much experimentation has taken place already in helping disadvantaged children : the detailed knowledge of these experiments should be made known widely among other African countries. What should government and voluntary agencies do to advance this work? More special industrial and handicraft workshops are possibly needed.

112. Youth in Nomadic Tribes. Provision of schooling and of specialized training in skills for the children of itinerant cattle herdsman's families, is especially difficult (and costly). The few experiments - for example, an experiment among the Taureg peoples of Niger which includes a specialized type of "rural animation" - needs to be more widely known.

113. Family Planning Education. Divergent views were expressed by delegates on the necessity for, and the means of carrying through, methods for educating married couples (parents) on family planning. One delegate thought that in view of the rapid rise in population (populations of African countries could double in a generation if present rates of annual net population increases are maintained) education in birth control was indispensable. Another delegate disagreed on the grounds that Africa is under-populated relative to available resources. The emphasis was misplaced. Better to relate birth control education to the health needs of women. Still another contributor held the view that "economic conditions will, in the long run, dictate the size of family"; and in any case birth control education did not have chance of success unless carried through with sensitivity to local traditional attitudes towards child-bearing.

114. There was general agreement that people everywhere are entitled to know how to regulate births by means other than abstinence and induced abortion. They should also know the benefits to the health and well-being of the mother, her children and indeed the whole family of having children by choice and not by chance. Family planning includes assistance to couples who want to have children, and this could be of much value in areas where sterility is a problem. The most satisfactory and generally acceptable

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approach for Africa would appear to be that family planning should be made an integral part of maternal child and family care and welfare programmes.

CHAPTER V

SPECIAL YOUTH TRAINING AND WORK SCHEMES

115. In recent years a wide variety of special schemes designed to provide training and work for the youth has come into being. These include civic services, pioneer corps, national youth service schemes. The meeting felt that strenuous efforts should be made to gear these special schemes more to the particular circumstances of each individual country. They should be viewed within the scope of plans for the country's economic and social development.

116. More specifically, these youth service schemes should be brought into relationship with the over-all educational and training policies of the nation, with over-all employment policies, and with particular youth policies as well. Only in this way can they be appraised in terms of their contribution to the economic and social advancement of the nation.

117. Training in these schemes should be related to employment needs in the economy. Selection of recruits with many characteristics in common (age, educational attainment) was preferable to recruiting youth who differ widely in their backgrounds and experiences.

118. Employment services, vocational guidance, and aptitude testing facilities, all had an important role in the process of settling the former-trainees of these schemes into productive employment once their period of service had been completed. Workers' and employers' organizations should also be alerted to the employment needs of these youths on their finishing their service.

119. The meeting emphasized that the relation between these special youth training and work schemes and the over-all youth policy for the nation was not as effective as it should be. Furthermore, better coordination between voluntary youth associations (where these exist) and these special youth training and work schemes, was desirable.

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Difficulties in Practice

120. Foremost among the problems encountered by these schemes was the dearth of properly-qualified administrative and technical staff (cadres) to organize and carry through the programmes of training and work. Also there is the ever-present problem of not having enough finance. Given these problems, some credit (several delegates thought) might be given to those countries which had undertaken these schemes as one among several ways of meeting the training deficiencies and the unemployment problem among their youth.

121. The problem involved in finding suitable work for these youth to do which is consistent with national and local development policies, is not easy. Particular care needs to be exercised also in making sure that construction work done by these special schemes does not become merely a substitute for local people's own community efforts or that it simply replaces existing workers by these youth. Encouraging signs are that most countries which have these special youth schemes are willing to discuss their mistakes and to seek new approaches to match the difficulties encountered. This is a field in which outside technical help could be of value.

122. At present very few of the national youth services accept girls and young women; and those that do allow for girls, accept only a small percentage. These services have had difficulty in developing programmes which could prepare girls and young women for new employment opportunities and could help them take an active part in the life of the community. Greater equality of access to the youth services would be desirable; and the range of types of vocational training should be broadened.

Youth Services, Social Legislation, and International Standards

123. Reference was made to the existence of protective laws and regulations which favoured youth vis-a-vis adult workers. There are also some policies, however, that have the reverse effect. Minimum standards of social protection were needed for application to young people within these special training and work schemes - such as those relating to hours of work, minimum training content of programmes, weekly rest and annual leave, medical examination.

124. A specially lively debate arose over the relevance of the ILO Forced Labour Convention to the special youth schemes. Some delegates voiced the opinion that some element of compulsion might be essential in certain circumstances. Several examples were given where this had been found necessary.

125. Other delegates thought that forced labour must be interpreted within the scope of the basic principles and standards to which all African nations had subscribed. Forced labour is a degradation of human dignity and should not be resorted to in order to force young people to make their fullest contribution to national economic development.

126. It was further pointed out that special youth employment and training programmes which did not have elements of coercion achieved greater initiative and self-discipline among their members. This often proved itself in the end because the young people were better prepared for their vocations.

International Action

127. The meeting noted that the ILO had made several studies on these special youth schemes in Africa and elsewhere. The objective of these studies has been to assess the experiences of these schemes and to evaluate the relevance of the Forced Labour Conventions.

This issue will be considered at the international labour conferences of 1969 and 1970 when it is expected that a new instrument will be passed which will establish guidelines for these special youth training and work schemes.

128. In the meantime, and because the needs are urgent, UNICEF, the specialized agencies of the United Nations, and other international organizations, are carrying out technical co-operation projects by assisting countries in Africa to cope with the many practical problems of these special youth schemes and with the training of cadres required by the schemes.

CHAPTER VI

YOUTH EMPLOYMENT PLANNING

129. Discussion of the meeting provided an exchange of views and experiences and culminated in a number of proposals relating to youth employment planning : on its major principles, its present status, and on measures that should be taken to overcome particular problems at both the national and international levels.

Major Principles

130. The meeting emphasized once again the scope of the youth employment problem in Africa, the urgent necessity for action to remedy this situation. What is needed, members thought, is systematic and coherent youth employment policies. Such policies must constitute an integral part of, and make a maximum contribution to, over-all economic and social development. At the same time, they should contribute within the scheme of over-all national human resources development. There is growing recognition among African countries for clearly-defined and for energetically-pursued employment and training programmes. Youth employment planning should be conceived and carried through within this context.

131. Youth employment planning should not operate only at the national level but also be articulated at the sectoral, regional and local levels as well. Moreover, youth employment planning should be a two-way process : policies and programmes designed and implemented should feed back experiences for modifying future action, for discovery of new approaches in policies and programmes. In this two-way process, in particular by providing experiences from the field for the central planning office, voluntary youth organizations

should play a constructive part in informing and supporting the various authorities who hold the responsibility for financing and planning. Delegates felt that these basic principles had general applicability. In practice, however, the content and the specific organization of youth employment policies and programmes would certainly differ among the various African countries.

Present Status and Particular Problems

132. Many countries are only at the threshold of elaborating and implementing active employment policies in the systematic and realistic manner illustrated in the ILO Employment Convention and Recommendations. There are several reasons for this : the inadequacy of information and statistical data on the existing employment situation, particularly in the rural areas, that could form a basis of employment planning; also, the absence of effective co-ordination and collaboration among the various government ministries and other (voluntary) organizations and agencies concerned. In some cases, those concerned with general planning have their time taken up with questions of financial problems. There is a notable absence of what might be termed the "employment-oriented" approach to economic and social development.

133. The suggestion was made that employers' and workers' organizations - in particular, voluntary youth associations - were not playing as active a role as could be expected in view of their strategic position in society.

Remedial Measures at the National Level

134. Obviously, measures must be introduced to overcome the obstacles to effective youth employment planning that are mentioned above. Labour administration needs improvement, particularly of employment services and vocational guidance, and of aptitude-testing facilities. In fact, getting an active employment policy for youth under way means that these and similar elements in the over-all organization should be improved.

135. Because of the small proportion of wage-earners in African countries and of the largely-untapped employment possibilities within rural areas, employment services should accept wider responsibilities than is customary. In particular, they should be adequately equipped to undertake manpower and employment surveys. These surveys should try to discern the exact nature and scope of these manpower/employment problems by sectors, regions and by categories of the employable population.

136. Information gathered in this way is basic in the process of setting up targets for employment and training needs for youth, for evaluating more accurately the progress made in absorbing youth into the adult work force, and for understanding the obstacles encountered. In this inter-dependent process of data gathering, of implementation of programmes, and of evaluation of results, the success of attending to the employment needs of African youth will be greatly improved on present practices. In this process, useful advice and direct collaboration can be provided by youth associations - even indeed from a special committee on youth employment, as exists in one African country.

137. Certain underlying principles should be laid down for vocational guidance and aptitude testing. Unless these principles are clarified the best contribution is not likely to be made in youth guidance. The aim is to relate the most suitable young person for the job available; to counsel young people on what jobs are available and what training facilities they can apply for. Vocational guidance centres can also evaluate weaknesses in existing educational and training programmes. More than in the past, the work of such centres should concentrate in rural areas.

138. Adequately-staffed vocational guidance and aptitude testing centres should be accompanied by information and counselling with parents to enable them also to assist in guiding their children towards realistic occupational goals.

Action at the International Level

139. The meeting emphasized the need for international, and also for bilateral, technical and financial assistance. Members also recognized the increasing inter-agency activities in the field of youth employment promotion and training. Such joint inter-agency action had received encouragement recently from the United Nations' Development Programme/Special Fund which recognises the urgency of youth employment problems of Africa. As witness to this interest, the Fund has shown its willingness to lend financial support to integrated projects dealing with youth employment problems especially in rural areas. All international agencies will have their special roles in such integrated efforts.

140. Mention was made of the ILO African Advisory Committee and its recommendations for the setting up of a "jobs and skills programme" for Africa. This programme, it is proposed, will follow the main lines of similar programmes of human resource development in Latin America and in Asia. The procedure will be to provide a fairly large team of specially-qualified people in various disciplines.

141. The first phase of this programme of work will be to list the existing employment features, then set broad targets for the number and types of jobs to be created and for the necessary ancillary training. Following this, governments will be assisted in designing and carrying out programmes to attain these employment targets. Such a widely-designed project will contain youth employment planning in a prominent place.

142. The UNESCO representative emphasised that youth employment planning should be seen within the context of an overall youth policy in which education, also leisure, culture and other elements of out-of-school education, should be integrated in response to the aspirations of young people and to lay down the conditions for their active participation in national development. In this framework, a multi-sectoral and multi-purpose approach should be welcomed.

143. The UNICEF representative referred to the activities of UNICEF in the field of human resources planning in Africa with its emphasis on the needs of children and youth.

CHAPTER VII

R E C O M M E N D A T I O N S

The Regional Meeting on Youth Employment and National Development held in Niamey, Niger from 21 - 30 May 1968, in the light of observations and conclusions reached in the preceding chapters of this Report, recommend as follows:

Extent and Characteristics

1. That more intensive efforts be made to correctly identify the quantity and quality aspects of the employment needs (of welfare, of education and skill training, of jobs) of boys and girls, young men and young women, in both rural and urban areas in Africa.
2. The focus of such efforts should be the youth; nevertheless, particular attention should be given to identifying the composition, and background characteristics, of young job-seekers who have attended schools (school leavers). It is only by carefully refining and identifying the problems of this group can suitable policies be created that can have the effect of encouraging greater realism among these youth, of providing whatever further training is consistent with national and local employment openings, and of widening the range of jobs available to them.
3. In accomplishing this task of identifying the employment needs of youth, use should be made of full or sample surveys, of employment exchanges, of workers' and employers' associations, of voluntary organizations, and of associations of youth.

4. That in deciding priorities in the search for knowledge of the welfare, education and training, and job requirements of young people, one guiding principle is to gear these enquiries to likely action programmes.

5. That this search for understanding should give particular attention to the employment needs of young girls, especially those who have attended schools; also to youth who are handicapped mentally and physically.

Education and Training

6. That countries should press ahead, as resources permit, with the provision of facilities for primary education, and that the youth employment problem (among school leavers) is not in itself sufficient reason to withhold plans for the expansion for primary education in rural and urban areas.

7. That the structures of the primary school curricula in Africa should be consistent with modern social and economic requirements. Significant adjustments, however, should be made in the style of what is being taught in order to encourage learning of, and sympathy with, the nation's cultural heritage and present-day policy objectives. Also, material taught in classrooms should, wherever possible, use everyday African examples, and give proportionate weight to history and geography relevant to African conditions and aspirations. Although the curriculum should not be narrowly vocational, where school gardens and school farms and handicraft teaching do exist, these should emphasise not only current practices but also innovation of techniques.

8. That every effort be made to bring modern educative influences to boys and girls who do not have the opportunity to attend formal classroom schooling (in fact, the majority of young people in most countries). In achieving this purpose, use should be made of mass media, such as the radio, with vernacular language

presentations. Fuller use should also be made of familiar social and vocational groupings; and the topics taught should include both civics and training in vocations.

9. That countries should endeavour to provide short courses for primary school dropouts as well as courses for primary school graduate in order to make their already-achieved literacy functional to the needs of economic development so that their employability could be enhanced.

10. Where youth have begun work - within farm and non-farm enterprises - their on-the-job training should be enhanced through normal extension services of government either by direct contact with the young persons themselves or through up-grading the skills of their adult employers.

11. That with respect to the wide variety of jobs for which very little formal training is required, job descriptions should be more accurate and protection should be provided to those young persons who undertake such work; as an example, domestic duties undertaken by paid youthful employees.

12. That employment services should be liberally distributed throughout the economy, not only in urban areas but also in smaller townships in rural areas as well.

13. That vocational guidance needs greater support by governments and should be provided with up-to-date aptitude-testing equipment and knowledge of related techniques. Also, that youth organizations should take a greater role in disseminating information both about vocations and opportunities in the labour market.

14. That pupils at all levels and types of the formal education system need to have their interests focussed on "social commitment". For this purpose, work camps and vacation field work allied to government departments (central and local) and businesses, should be arranged for secondary school and university students. Much can be gained if the experiences of individual countries are made known to others.

Economic Programmes

15. That governments should step-up training of lower-status employees, quicken the pace of Africanization at all levels, and so open up more jobs for qualified youth.
16. That decentralization in the siting of industries (especially those processing agricultural products) be encouraged by suitable incentives in order to prevent over-concentration of industries in and around cities, and the consequent over-crowding of urban areas due to the excessive migration of young people towards hoped-for industrial jobs.
17. Because employment absorption of youth is, and will continue to be, much greater within the small economic units of the economy (farms, small industries and other small-scale enterprises in rural and urban areas), youth employment needs should be considered as a central element in the creation of policies for agricultural extension, for aid to industries, and the fostering of other labour-intensive enterprises.
18. That there should be a massive concentration of public policy on improving the economic possibilities of rural areas. It is only if this is done can there be any hope for finding suitable jobs for the rapidly rising numbers of boys and girls.
19. That young people be encouraged to publicize the workings of their Associations, especially where these associations are related to common vocational interests.

Social Programmes

20. That when allocating priorities in the use of public and private funds for cultural and social programmes, consideration should be given to the effect that these expenditures will have on (a) moulding the attitudes of young people towards vocation in rural and urban areas; (b) their personal initiatives in job-getting; (c) their performances on the job once they have started work.

21. That social programmes of both governments and voluntary associations be viewed as complementary; and that these programmes be assessed in terms of their adequacy in meeting needs of welfare, of skill acquisition, and of shaping young peoples' attitudes and aspirations in respect of work.

22. That more use be made of voluntary welfare associations (of both local and international origin) in planning and executing social programmes that benefit youth.

23. That youth themselves, especially educated boys and girls, should be given the opportunity of assisting in the implementation of social programmes by helping in field work, but also by helping to run their own programmes; and that special attention be given to the following types of youth: (a) the children of migrant workers who move from one African country to another; (b) the children of refugees; (c) newly-urbanized youth in "shanty-town accommodations"; (d) the physically and mentally handicapped youth; (e) the children of nomadic herdsmen.

Special Youth Training and Work Schemes

24. That every effort be made to bring these special schemes within the scope of economic and social development planning, especially in their welfare, education, training, and work programme aspects.

25. In Training Schemes, recruits should have more or less similar characteristics : of education, of age, of pre-vocational and other experience.

26. That the training and work of these schemes should be related to employment possibilities open to trainees on their leaving the schemes. In this context it is recommended also that employers' and workers' organizations be consulted on the suitability of the training and work programmes.

27. That closer relationships should exist between voluntary youth associations (where these exist) and these special youth schemes.

28. That there is need for governments, private and public agencies, and voluntary associations to make a conscious effort to provide inexperienced school leavers with opportunities to enter employment at some stage in order to gain experience.

Youth Employment Planning

29. In view of the diverse components that make up a nation's practical approach to meeting the employment needs of youth - and because of the urgency of the youth employment problem itself - each country should make a comprehensive reckoning of what is currently being done (through governments - central and local, and by voluntary associations), and maintain continuous assessment of the results being achieved.

30. From this should emerge a youth employment plan - so that instead of particular programmes being devised with limited perspectives such programmes should be seen as component parts of a multi-dimensional approach to the employment needs of the younger generation.

31. Such an appraisal should then be brought into association with the wider human resources development planning of the nation, along with efforts to improve health and to provide for other social requirements. Priorities in the use of scarce public and private finances and organizational talent should then be established. International aid for particular projects would then be designed in clearer perspective.

International Assistance

32. That the Economic Commission for Africa should strengthen its advisory services to governments in the youth field and should continue to conduct studies (making available to governments the results of these studies) on practical means and techniques for utilizing youth in development and other beneficial programmes and on the reduction of the unemployment problem in the region.

33. That UNICEF should increase its contribution to national planning with regard to problems concerning children and youth (without prejudicing the continuity and, if possible, the increasing of its assistance to the programmes designed to improve the position of children and young people, provide for their protection and welfare and effectively prepare for their active participation in the life and development of the country), in particular :

- by continuing and extending to any State which requires it the financing of studies relating to:
 - (i) the position of children and youth;
 - (ii) the preparation of projects for improving their position within the framework of national development activities;
 - (iii) in a general way, the planning and development of human resources.
- by continuing and expanding its activities for the training of planners concerned with human resources, particularly planners specializing in problems concerning children and youth (financing of courses and awarding of fellowships to IDEP, etc.);

- by organizing or supporting seminars, courses and meetings devoted to the study of problems concerning planning on behalf of children and young people, and by preparing and circulating publications relating to these problems;
- and by providing the States, in conjunction with the specialized agencies, with material facilities and technical advice for
 - (i) promoting a more accurate knowledge of the priority needs of children and youth;
 - (ii) permitting a periodic and complete examination of developments characteristic of the national position of children and youth.

34. That the United Nations, the specialized agencies and UNICEF should contribute, as resources permit, towards the opening and running, as soon and as efficiently as possible, of the Regional Documentation and Information Centre on Youth in Africa. This Centre would enable the exchange of experiences among countries, and the present Meeting welcomes the proposal.

ANNEX I

A G E N D A

1. Opening Session : Addresses
2. Election of Chairman and Vice-Chairman
3. Adoption of agenda and daily work programme
4. Statements by delegates on aspects of youth work in their countries
5. Extent and characteristics of employment problem of African Youth
6. Education and training of Youth for the needs of national, social and economic development
7. Economic programmes
8. Social programmes
9. Special Youth schemes
10. Youth employment planning
11. Consideration of report and recommendations of conference

DAILY PROGRAMME OF WORK

Tuesday, 21 May 1968

8.00 a.m.

Registration of participants

9.00 a.m. - 10.00 a.m.

Formal opening session

Official opening

- Statement by the Minister of Information and Youth
- Statement on behalf of the Executive Secretary of ECA
- Response by two participants

Wednesday, 22 May 1968

8.00 a.m.

Registration of late arrivals

9.00 a.m.

Election of officers

Adoption of agenda and daily work programme

9.15 a.m. - 9.45 a.m.

Statements by representatives of international organizations.

10.00 a.m. - 1 p.m.

Agenda item 4 : Statements by delegates on aspects of youth employment in their countries

4.30 p.m. - 7.00 p.m.

Statements by delegates (continued)

Thursday, 23 May 1968

8.00 a.m. - 1.00 p.m.

Agenda item 5: Extent and characteristics of employment problem of African youth. (ECA working document E/CN.14/SW/12, chapters 1 and 2).

4.30 p.m. - 7.00 p.m.

Agenda item 5 : (continued)

Friday, 24 May 1968

8.00 a.m. - 1.00 p.m.

Agenda item 6: Education and training of youth for the needs of national social and economic development (ECA working document E/CN.14/SW/12, chapters 2 and 3).

Special Youth Employment and Training Schemes, ILO/ECA/1968/1

4.30 p.m. - 7.00 p.m.

Agenda item 6: (continued).

Saturday, 25 May 1968

8.00 a.m. - 1.00 p.m.

Agenda item 7: Economic Programmes (ECA working document E/CN.14/SW/12, chapters 4 and 5; CCTA Symposium on unemployed youth).

4.30 p.m. - 7.00 p.m.

Agenda item 7: (continued)

Monday, 27 May 1968

8.00 a.m. - 1.00 p.m.

Agenda item 8: Social Programmes (ECA working document E/CN.14/SW/12, chapter 6: ECA, Family, Child and Youth Welfare Services in Africa, E/CN.14/SWSA/1, UN, Family, Child and Youth Welfare Services, ST/SOA/59; ECA, Policy and Programmes concerning training and employment of Youth in French-speaking West Africa, E/CN.14/SW/14.

4.30 p.m. - 7.00 p.m.

Agenda item 8 : (continued)

Tuesday, 28 May 1968

8.00 a.m. - 1.00 p.m.

Agenda item 9: Special Youth Training and work schemes : (ECA working document E/CN.14/SW/12, chapter 6; ECA, Policy and Programmes concerning training and employment of Youth in French-speaking West Africa, E/CN.14/SW/14; ECA, Youth Work in the Congo, 1962-1966, E/CN.14/SW/13. ILO Practical Organization of Man-power Mobilization Schemes. CCTA, Symposium on unemployed youth). Special Youth Employment and training schemes, ILO/ECA/1968/1.

4.30 p.m. - 7.00 p.m.

Agenda item 9 : (continued)

Wednesday, 29 May 1968

8.00 a.m. - 1.00 p.m.

Agenda item 10: Youth Employment Planning (ECA, working document E/CN.14/SW/12, chapter 7).

4.30 p.m. - 7.00 p.m.

Agenda item 10:(continued)

Thursday, 30 May 1968

8.00 a.m. - 1.00 p.m.

Agenda item 11: Consideration of Report and Recommendations of Conference.

4.30 p.m.

Formal closing session.

ANNEX II

LIST OF PARTICIPANTS

Chairman M. Djibrilla Hima
Vice Chairman Mr. A. B. O. Cole

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Mali	M. Mamadou Habib DIOP Directeur National des Centres d'Animation Rurale Haut Commissariat à la Jeunesse et aux Sports <u>BAMAKO</u> , Mali
Nigeria	Mr. A. B. O. Cole Senior Labour Officer Federal Ministry of Labour <u>LAGOS</u> , Nigeria
Niger	M. Djibrilla HIMA Directeur de la Jeunesse et des Sports Ministère de l'Information et de la Jeunesse <u>NIAMEY</u> , Niger M. Ahmed MOUDDOUR Chef de Service Departemental d'Agriculture <u>DOSSO</u> , Niger
Senegal	M. Mademba DIOP Directeur du Service Civique National de la Jeunesse Ministère de la Jeunesse et des Sports <u>DAKAR</u> , Sénégal

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Togo

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à la Présidence de la République
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ANNEX III

LIST OF DOCUMENTS

<u>Code</u>	<u>Title</u>	<u>Language</u>	
E/CN.14/SW/11/Rev.1	Agenda	E	F
E/CN.14/SW/11/Add.1/Rev.1	Daily Programme of Work	E	F
E/CN.14/SW/12	Youth Employment and National Development in Africa	E	F
E/CN.14/SW/13	Youth Work in the Democratic Republic of the Congo, 1962-1966	E	F
E/CN.14/SW/14	Recent Aspects of Policy and Programmes concerning the Training and Employ- ment of Youth in the French- speaking African countries South of the Sahara.	E	F
E/CN.14/SW/15	Provisional List of Documents	E	F
ILO/ECA/1968/1	Special Youth Employment and Training Schemes	E	F
ILO/ECA/1968/2	Summary of the conclusions of the ILO Meeting on Consultants on young workers problems - Geneva, 10 - 18 October 1967, concerning the Vocational Preparation and Employment of out-of-School Youth in Developing countries	E	F

<u>Code</u>	<u>Title</u>	<u>Language</u>	
ILO/ECA/1968/3	Summary of certain relevant conclusions of the meeting of the ILO Advisory Working Group on Rural Employment Problems in Tropical Africa	E	N
	Practical Organization of Manpower Mobilization Schemes in Developing Countries by Mr. E. Costa - article in the <u>International Labour Review</u> , Vol.93, No.3, March 1966.	E	F
	Symposium on Unemployed Youth, Dar-es-Salaam, 1962, (CCTA Publication No.89)	E	F
UNESCO/ED/211	International Conference on Youth, Grenoble, France, 23 August - 1 September 1964.	E	F
ST/SOA/59	Family, Child and Youth Welfare Services (United Nations document)	E	F
E/CN.14/SWSA/5 (Sales No.66.II.K.7)	Family, Child and Youth Welfare Services in Africa (ECA document)	E	F
E/CN.14/SW/16	Final Report (Draft)	E	F

<u>Code</u>	<u>Title</u>	<u>Language</u>
SW/INF/1	Information Note to all participants	E F
SW/INF/2	The Economics of Education, by Prof. Sir Arthur Lewis, An article in the <u>Legon Observer</u> : Vol.III, No.10, May 1968.	E F
SW/INF/3	Formal Opening Programme	E F
<u>COUNTRY STATEMENTS</u>		
SW/INF/4 (Ghana)	Youth Employment Programme in Ghana by Mr. C.Y.Tublu	E
SW/INF/5 (Tunisia)	L'Emploi des Jeunes et le developpement National - Les Programmes Nationaux de Formation et de Preparation des Jeunes au Travail, par M. Mohamed Khedder	F
SW/INF/6 (Niger)	Bref exposé du représentant de la Republique du Niger, M. Djibrilla Hima	F
SW/INF/7 (Senegal)	Exposé de M. Mademba Dion, représentant du Senegal	atF
SW/INF/8 (Nigeria)	Statement by Mr. A.B.O.Cole, representative of Nigeria	E
SW/INF/9 (Congo-Brazzaville)	Exposé de M. Gérard Biyoundoudi, représentant de la République du Congo	F
SW/INF/10 (Madagascar)	L'Emploi des Jeunes et le developpement national, exposé de Melle D. Bikini, representante de la Republique Malgache	F
SW/INF/11 (OMS)	Declaration de M.R.Collas, au nom de l'Organization Mondiale de la Santé	F
SW/INF/12 (ILO)	Statement by the ILO representative, Mr. Lothar Richter	E

<u>Code</u>	<u>Title</u>	<u>Language</u>
SW/INF/13 (Mali)	Rapport sur la Jeunesse et l'emploi par M. Habib Diop, représentant du Mali	F
SW/INF/14 (Ivory Coast)	Condensé du projet portant création de Centres d'éducation Permanent, par M. Diarra Lassina, représentant de la Cote d'Ivoire	F
SW/INF/15 (Upper Volta)	Exposé de M. Guy Konate, représen- tant de Haute Volta	F
SW/INF/16 (United Nations)	Young Women and Girls in National Service Programmes for early School Leavers, by Miss Dorothea E. Woods	E F
SW/INF/17 (World YMCA)	Statement by the representative of the World Young Women's Christian Association Mrs. D. Bartlett-Vanderpuye	E F
SW/INF/18 (Uganda)	Statement by Miss Harmsworth, representative of Uganda	E
SW/INF/19 (Kenya)	Statement by Mr. Masale, repre- sentative of Kenya	E
SW/INF/20 (Algeria)	Exposé du représentant de l'Algerie, M. Rekika.	F
SW/INF/21 (Togo)	Exposé de M. Kerim, représen- tant du Togo sur la Jeunesse Togolaise.	F
SW/INF/22 (UNESCO)	Statement by the representative of UNESCO, Mr. P. Vagliani	F

ANNEX IV

SPEECH BY MR. BOUKARY SABO,
MINISTER FOR INFORMATION AND YOUTH AFFAIRS

It is a great honour for me to welcome you to our capital on behalf of the President of the Republic.

The Government of Niger welcomes the choice of Niamey as the venue for this Regional Meeting on Youth Employment and National Development. It is therefore with great pleasure that, on behalf of my Government, I thank the Economic Commission for Africa for its apt decision.

I should also like to thank the participating countries for replying to the invitation sent to them.

Everyone is fully aware of the importance of the subject to be discussed; it is a matter of studying, dissecting and making an inventory of the data relating to a problem about which everyone is most concerned - a problem which has been given a public airing many times, but for which no one has yet found a properly and, above all, applicable solution.

I hope that your Meeting, in examining the problem in all its aspects, will throw sufficient light on it so that there will emerge from your investigation a line of thought which will enable us one day to overcome the acute difficulties of the problem.

The question of youth employment in relation to national development has raised fundamental factors concerning the welfare of the family, children and adolescents (which have been studied at a previous meeting), and today it is necessary that our States put forward their points of view on "the mobilization of youth for national development".

Thus we shall see opening up before us the panorama of services existing on this subject in our sixteen countries, and thus we shall be able to benefit from the experiences of all; through a succession of comparisons and analogies, and through the exchange of ideas and discussions of certain points of which our experience is limited, you will be able to determine the essential guide lines valid for the whole of African youth and for setting out on the road to planned national development, a prelude to the economic take-off of entire regions.

Such a colloquy, although it may not reduce the tremendous obstacles, nevertheless makes it possible to conduct a general survey and comprehend aspects of these obstacles, and to encourage the participants in their individual determination to make a joint attack on them. Everyone should pull together to make our task easier. Woe betide countries on their own!

Admittedly, if I am to believe the data provided by the representatives of the different sectors in my country, it is no easy matter to draw up programmes to combat unemployment and under-employment among young people in the rural and urban areas.

Nor is it any easier to implement measures with a view to improving and promoting training programmes and skills among young employees.

It is even less easy to incorporate programmes, once they have been drawn up, in the overall framework of economic development, for which our leaders are waging a permanent battle.

I am well aware that this must be accompanied by labour legislation relating to youth.

Since legislation on this subject does not yet exist, it is necessary for you to consider the problem, taking into account the psycho-physiological, climatic and traditional phenomena of Africa.

But I also realize that you are resolved to go into these subjects as thoroughly as possible. We can have every confidence in your desire and ability to arrive at rewarding, even decisive conclusions.

Before concluding, however, I would ask you to excuse us if your reception here has not been all you would have wished.

Nevertheless I can assure you that we will do everything in our power to make your stay a pleasant one.

I declare open the Regional Meeting on Youth Employment and National Development and wish you every success in your work.

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ANNEX V

SPEECH ON BEHALF OF THE EXECUTIVE SECRETARY OF THE
UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA

By

Mr. Baba Kasse, Director,
ECA Sub-Regional Office for West Africa

Your Excellencies, Distinguished Guests, Ladies and Gentlemen,

It is a pleasure as well as an honour for me to have this opportunity to address this opening session on behalf of the Executive Secretary of the Economic Commission for Africa.

At the outset, I would like to express the appreciation of the Secretariat of the Commission and of the members of the expert group to His Excellency the Minister for Information and Youth who has given us a welcoming speech on behalf of the President of the Republic of Niger, and who has also opened this Regional Meeting on Youth Employment and National Development. To our distinguished guests I express similar sentiments for, inspite of the heavy responsibilities that devolve upon them, they have found it necessary to come to this opening session as a sign of the importance they attach to problems of youth on this continent. I can assure the Niger Government, on behalf of all those participating in these deliberations, that their gesture has set the tone for the urgent task ahead of us.

Speaking on behalf of the Executive Secretary, I wish to express to the Government of the Republic of Niger our deep gratitude and appreciation both for the Government's acceptance to act as host to this meeting, for the warm welcome accorded participants at their

arrival in Niamey, and for the generous and hospitable provisions which have been made to accommodate as well as to facilitate the movements of the participants and observers. We, of the Sub-regional Office, on our part, consider it a privilege to be associated with promoting the welfare of youth through this meeting.

I am indeed happy to welcome the representatives of the ILO and FAO who are assisting the secretariat and the meeting with a Co-Director and a Co-Secretary respectively, and all the other international organizations -- UNICEF, UNESCO, WHO -- for also collaborating with the ECA and the Division of Social Development, New York, in this first inter-agency effort in the promoting of youth work in Africa. Other national and international organizations have accepted our invitations and have come here to attend this meeting and to give it technical support. These I welcome most heartily. It is pleasant to know that in this endeavour Africa does not stand alone.

To those participants who have accepted to come here in spite of their heavy commitments at home, I extend a cordial welcome and express the sincere hope that the give-and-take exercise in which they will be engaged over the next few days will prove to be rewarding and enriching experience for each and all of them and for their countries as well.

This meeting is not an isolated event. It is concerned with a subject which has been a major preoccupation of the Economic Commission for Africa, and indeed of the whole of the United Nations, its specialized agencies and UNICEF. Other international and national bodies in both Europe and Africa have been engaged upon ventures which have as their aim the promotion of better life and development for the youth of Africa. In this regard it is worthy to mention the 1962 Symposium on unemployed youth organized under the auspices of the former Commission for Technical Co-operation in Africa (CCTA).

This meeting, as we are all aware, represents a phase of ECA project of continuing priority in Welfare Services for Families, Children and Youth in Africa. At its eighth session in Lagos, Nigeria, in 1967, the Commission passed resolution 170(VIII) (The Mobilization of Youth for National Development) in which it sought, among other things, to strengthen and co-ordinate projects for the full education of African youth in order to combat the wastage of talent and the exodus of youth from rural areas, and to encourage the mobilization of young people to the maximum for national service and development.

Everywhere, to-day, we have become more sensitive to the situation of young people aged 14 to 25, and to the immensity of the task of meeting even their basic needs. An ILO report on "Youth and Work", and the studies of this organization on child labour and the working conditions of youth in developing areas, have revealed great needs for vocational training and better working conditions. An Expert Committee of the World Health Organization has called attention to the health problems of adolescents. Studies prepared for the United Nations Commission on the Status of Women have shown that in many countries there are far fewer girls than boys in secondary schools and universities and technical education. UNESCO has given us opportunity to identify the main youth problems which may be partially solved through youth activities. A comprehensive view of the needs of younger teen-agers has been made possible through a series of UNICEF-sponsored seminars on the needs of children and youth.

Youth is increasingly coming to be viewed not only as the beneficiaries of development in the fields of health, education and vocational training, employment and welfare, but also as agents of development. African governments have been experimenting with schemes to channel the energies of young people, many of them unemployed, into work of national importance.

Solutions of problems of youth are rooted in both the family as an institution as well as in programmes of development contemplated. The nature and speed of development being faced by newly independent countries in Africa will be accompanied by problems of adjustment for the family and for young people. For social workers, social planners and administrators, the particular concern in this situation is not only to create an awareness of the problems involved, but essentially to ensure that the social implications of contemporary changes are clearly recognized; that positive steps are taken to alleviate the stresses and strains placed upon human society and its unit - the family; that due steps are taken to provide programmes of social development designed to anticipate and prevent individual maladjustment and social disruption while, positively, establishing the younger generation in their rightful role; and that the political and economic development truly contribute to the welfare of the people. For the policy-maker and governments, when this meeting has discovered or delimited the problems faced and recommended solutions or lines for action, it is hoped that all the weight will be given to programmes for their implementation, so that Africa may be spared some of the restlessness which seems to characterize the behaviour of youth in other parts of the world to-day; and so that the youth of Africa can make constructive contribution to their own and the country's development.

African countries now appreciate the decisive role of the human factor in economic development. A modern technological society of "incessant change and innovation" cannot emerge unless the "cake of custom and traditions" is broken. The human element is an obstacle, an agent as well as the end of development. In helping the family - and especially the youth - through the current upheaval, it is necessary to ensure that minimum measures are provided by governments, non-governmental and international agencies. The part that this meeting can play in this is vital.

It is generally assumed that the provision of universal education, including mass literacy, is desirable in this endeavour. Though this assumption cannot be challenged, it is becoming apparent that the budget of most African countries cannot bear the burden. When sacrifices are made to increase the output of primary schools, the problem of unemployment of primary school leavers begins to loom large. There is need, therefore, for a strategy of education which will make it possible to educate an optimum rather than a maximum number of persons who can be absorbed by an expanding economy. This raises the question of what the modern communities of Africa should do with those who do not have opportunities for schooling.

Up to now, programmes of extra-mural studies of the universities have been planned to meet requirements of secondary school leavers. Consideration needs to be given to the formulation of schemes which would include audio-visual aids for the illiterate sections of the community. The use of mass media in this way will enable large sections of the community to keep in touch with current economic, social, political and technological developments. This is not an ideal approach. But it does not neglect literacy, which is a means, with the attendant - sharing of knowledge and experience and the creation of an ethos for a community.

There is also the need for a systematic examination of the concepts of education for African families with a view to making practical proposals for introducing the social needs and interests of the family and the youth into the curricula of schools and training colleges, as well as in adapting training in schools to the developmental needs of the society. Education should provide a means of bridging the gap between generations, and between the urban and rural ways of life.

The Secretariat of the Commission has availed itself of the services of a consultant who has prepared, in consultation with members of the Social Development Section, a paper on "Youth Employment and National Development in Africa" which will be placed before you during this meeting. This is a very important document which is recommended for careful study. Other documents made available to you are considered of utmost importance to your deliberations. Many of the problems which you will be discussing are touched upon in varying degrees in all these documents. They do not purport to give answers or solutions to these problems. In preparing them, the writers hoped to stimulate thinking and discussion which might, eventually, help each individual find answers to his or her questions and problems.

All of you assembled here to-day and coming from different backgrounds and perhaps different schools of thought are engaged in your respective countries in a tremendously absorbing experience : that of promoting the welfare of young people and thereby aiding the national development efforts. Your aim is to be able to clarify to your own people what the problems of youth are, what solutions are appropriate in your own circumstances, and the nature of the contribution your society and its youth can make to the total development effort. We, of the United Nations and its specialized agencies are also interested in the recommendations you make in order that we also can be guided in our efforts in this direction. But your main undertaking, when you leave here, will be to set about implementation of the recommendations you have made about this urgent task.

Ladies and Gentlemen, I wish you good luck in your endeavours.