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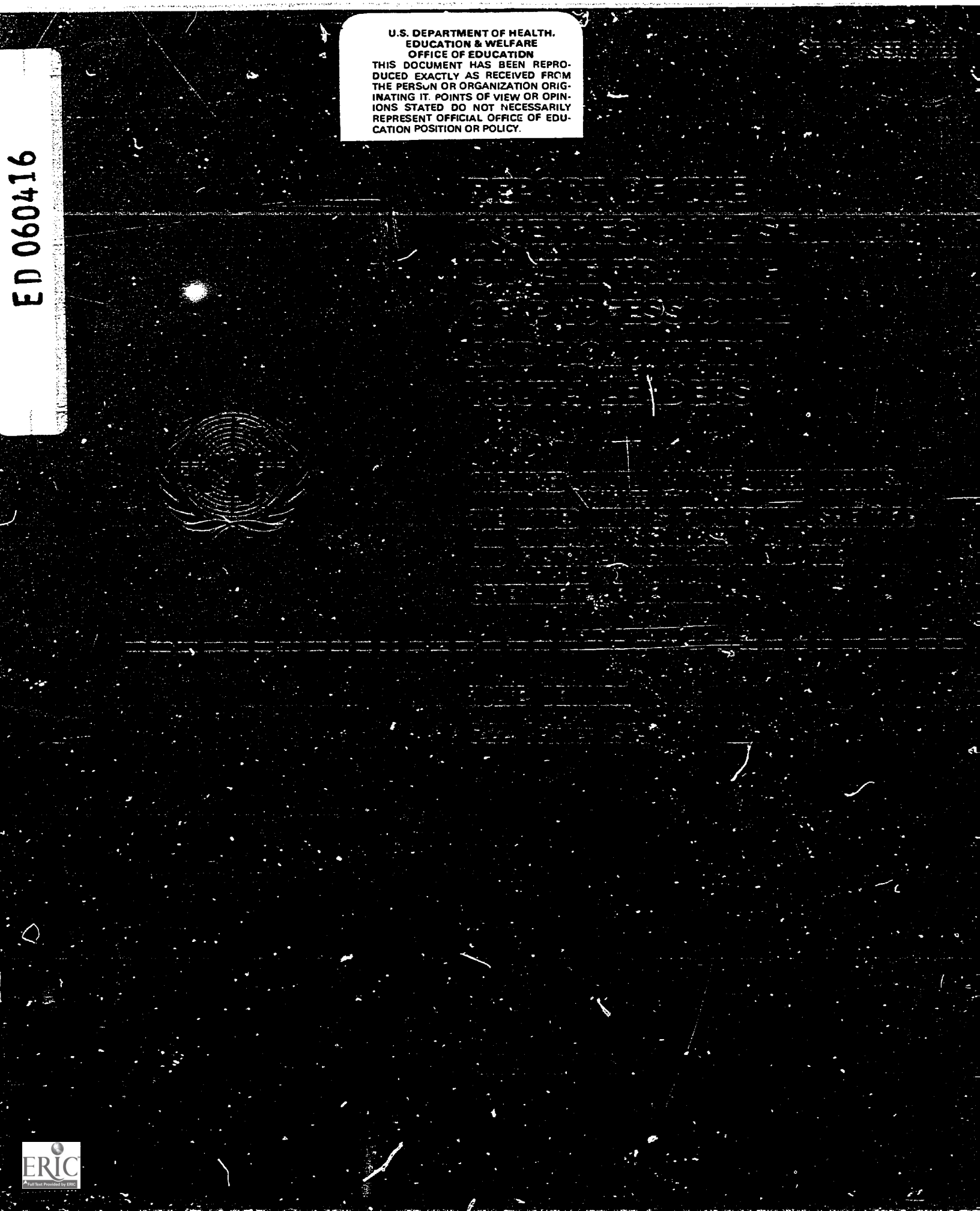
ABSTRACT

The Interregional Seminar on the Training of Professional and Voluntary Youth Leaders was held in Holte, Denmark, from 7 to 22 October 1969. The purpose of the seminar was to review the current experience of both governmental and non-governmental services responsible for training youth leaders for various types of work. The seminar considered the training of professional and voluntary youth leaders under three main headings: (1) objectives of training for professional and voluntary leaders; (2) policies for training youth workers and improving their status; and (3) organization, content and methods of current training programs. The first part of the report discusses these three areas, and contains concluding comments. Part Two contains Background Papers, as follows: I. Summary of the Country Papers; II. The Training of Young People for Action in Community Development; III. Need for Constant Reappraisal and Research in Regard to the Training of Youth Leaders; IV. The Training of Professional and Voluntary Youth Leaders; V. The Training of Youth Leaders; and VI. International Youth Organizations and the Training of Professional and Voluntary Youth Leaders. An annex provides a list of participants. (DB)



REPORT OF THE INTERREGIONAL SEMINAR ON THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS

ORGANIZED JOINTLY BY THE UNITED NATIONS, THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION AND THE GOVERNMENT OF DENMARK

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PART ONE

REPORT OF THE SEMINAR

INTRODUCTION

The Interregional Seminar on the Training of Professional and Voluntary Youth Leaders was held in Holte, Denmark, from 7 to 22 October 1969. It was organized by the United Nations and the United Nations Educational, Scientific and Cultural Organization (UNESCO) in co-operation with the Government of Denmark and was financed out of funds from the Danish Special Contribution to the United Nations Development Programme. There were twenty-six participants from countries in the developing areas; eighteen of these were nominated by Governments and eight were nominated by international youth organizations having consultative status with the Economic and Social Council and approved by their governments. The participants were senior officials in governmental service or professional and voluntary leaders of non-governmental organizations who bore direct responsibility for the planning, direction or administration of national training programmes for youth leaders. The participants attended the Seminar in their individual capacities as specialists in the field of youth work and not as representatives of Governments or organizations.

The co-directors were Dorte Bennedsen on behalf of the Government of Denmark, Peter Kuenstler on behalf of the United Nations, and Pierluigi Vagliani on behalf of UNESCO. The consultants were Sybil Francis, Staff Tutor in the School of Social Welfare at the University of the West Indies, Willie Begert, former United Nations expert in community development in the Cameroons, and Adolfo Aristeguieto Grameko, Director of Research for the Boy Scouts World Bureau. UNESCO made it possible for three "youth consultants", Archie Le Mone, Robert Berjonneau and Borut Miklavcic to attend. Miss Dorothea E. Woods served as Rapporteur of the Seminar.

Background and purpose of the Seminar

A major obstacle in the way of expanding youth work to meet the needs of youth and ensure their participation in the life of society is the shortage of qualified youth leaders. Adequate facilities for training professional and voluntary leaders are rarely provided for in existing national plans or long-range national youth policies. The Inter-Agency Meeting on Youth in 1967, therefore, decided to devote attention to training and leadership development as part of the action programme of the United Nations and agencies related to youth. At the Fifteenth Session of its General Conference in 1968, UNESCO stressed the importance of training for leadership in out-of-school education and in youth action for development. The United Nations Commission for Social Development, at its session in 1969, listed the training of youth leaders as an essential component of national youth policies and in September 1969, the Third Committee of the General Assembly discussed the Secretary-General's report on long-term policies and programmes for youth in national development, which also gave high priority to the training of professional and voluntary youth leaders.

The purpose of the Seminar was to review the current experience of both governmental and non-governmental services responsible for training youth leaders for various types of youth work. It sought to identify current trends and to indicate new directions for the future, giving particular attention to training for

participation in national development. It sought to draw conclusions which might aid in the development of national and international policies for extending and improving this aspect of youth work, and for setting standards for the training of professional and voluntary youth leaders.

Programme

The Seminar considered the training of professional and voluntary youth leaders under three main headings:

1. Objectives of training for professional and voluntary leaders
2. Policies for training youth workers and improving their status
3. Organization, content and methods of current training programmes

Opening session

The Seminar was officially opened on 7 October 1969 by Mr. Tue Rohrsted, member of the Danish Board of Technical Co-operation with Developing Countries, in the presence of members of the diplomatic corps and of Danish and international organizations. In his remarks, Mr. Rohrsted pointed out that youth was an important element in the development of nations. He then went on to describe the policy of the Government of Denmark as regards technical co-operation with developing countries. More than 50 per cent of the current appropriations were directed through international organizations rather than bilateral channels. Greater emphasis was placed on technical co-operation than on the flow of capital. Over 5,000 participants, largely from developing areas, had participated in seminars and training courses made possible through contributions to multilateral agencies.

Mr. Peter Kuenstler, co-director of the Seminar on behalf of the United Nations, read a message from the Secretary-General expressing the United Nations gratitude to the Danish authorities for enabling the Seminar to be held. He welcomed the observer from the Food and Agriculture Organization of the United Nations (FAO) and announced that the International Labour Organisation (ILO), the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) would also be represented.

Mr. Kuenstler said that the subject of the Seminar, the training of professional and voluntary youth leaders, was a key element in any youth policy. In the discussions currently taking place in the General Assembly on long-term policies and programmes for youth in national development, the training of youth leaders was being given priority along with the provision of employment, attention to the problems of rural youth, and improvement of the status of young women and girls. He stated that the Seminar faced a difficult task in exploring the objectives and content of training, for non-governmental organizations and governments had different goals and national situations varied widely. Nevertheless, in its exploration of the broad subject of the training of professional and voluntary youth leaders, the Seminar would no doubt find areas of agreement which could facilitate the work of policy makers in the developing countries.

Mr. Pierluigi Vagliani, co-director on behalf of UNESCO, expressed the gratitude of his Director-General for the opportunity to share responsibility for the Seminar. He stated that the world-wide crisis in education was forcing deep reflection on the role of education in the development of man. The old formulas were being contested through the rethinking of such basic questions as the type of society desired and the type of leaders capable of achieving that society. He thought that the Seminar should not attempt to preserve the old structures for training youth leaders but should try to analyse ways in which young people could renew education and society and spur action for development and the achievement of human rights.

Mrs. Dorte Bennedsen, co-director for the Government of Denmark, said that the shortage of qualified youth leaders was a problem in both developing and industrialized countries. She foresaw a profitable debate between participants from government service and those coming from non-governmental youth organizations. In Denmark, such debate was regarded as essential to the formulation and forward movement of national youth policy.

Method of work

The Seminar met in plenary session for general discussion of the three main items, which were introduced by officials of the United Nations or UNESCO. Further discussion of the objectives of training was held in plenary session, but three smaller groups met to probe into the content and method of current training programmes and questions relating to policies for training youth leaders and improving their status. These small groups reported their findings to the plenary session. The co-directors took turns acting as chairman of the plenary sessions and the small groups chose their own leaders.

The main headings of the programme were covered by working papers prepared by the Secretariats of UNESCO and the United Nations. In addition, there was a synthesis of the country reports, prepared by a consultant, and papers on more specialized points, namely training for action in community development and the relation between research and training, also prepared by consultants. After the general discussion of the three main items, the regular consultants and the youth consultants, together with the Rapporteur, prepared an agenda of outstanding points. A committee of participants and the co-directors reviewed those points and selected issues for further discussion.

The Rapporteur, in collaboration with the regular consultants and the youth consultants, prepared a set of draft conclusions. These were discussed by the participants on the last two days of the session and accepted as the conclusions of the Seminar, and they are contained in chapters I, II and III of the report.

In addition to the working papers, two talks were given, one by Mr. A. Baunsbak-Jensen, Director of the Youth and Adult Education Department of the Danish Ministry of Education, and the other by Mr. Ole Johanson on "Folk High Schools in Denmark."

A number of excursions and visits were arranged, enabling participants to see for themselves Danish youth movements and clubs, a folk high school and the International Rural Development College. There was an information session on the political, economic and social life of Denmark. At other evening meetings, participants presented films or slides on community development in Tobago and Cameroon, on work camps in Thailand, and on the setting in which youth work takes place in Senegal.

I. PRINCIPLES AND OBJECTIVES OF THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS

Seventy-five per cent of the world's young people between twelve and twenty-five years of age live in the developing areas. In most of the countries of the developing world, fewer than ten per cent of the young people participate in out-of-school activities for youth. The immensity of the task of providing such opportunities for them may be seen in the fact that the twelve-year plan of the Young World Food and Development Project of the Food and Agriculture Organization is not expected to do more than raise the percentage of organized rural youth from 2 per cent in 1968 to 8 per cent in 1980. The world crisis in education, and the movement to reshape education for the society of today and tomorrow, call for increasingly energetic action to develop youth programmes for the vast mass of uneducated youth.

Rapidly growing populations necessitate an increase in the number of well-trained youth leaders. Fundamental changes must be made in those concepts of youth work which have in the past led to "diversionary tactics" designed merely to keep youth busy. Contemporary youth leaders and programmes should address themselves to the basic human needs of young people, including the need for opportunities to reach new levels of social, educational and civic rights and responsibilities, and the need to see more in society than the benefits of material gain and well-being, even though it is important that youth should be provided with the necessities for a secure and stable life. While recognizing, therefore, that certain sectors of youth have specific needs in relation to health, housing, education and employment, care should be taken to prevent the placing of emphasis on one or more of these specific needs from becoming another diversionary tactic, avoiding a comprehensive approach to the claims of youth and their problems.

More youth leaders are needed at all levels of youth work, for example group leaders, project directors, the managers of youth institutes and animators at the field or local level; organizers, trainers or commissioners at the district or regional level; administrators, elected officers of voluntary organizations and civil service officers of governmental youth services at the national level. In addition, present happenings among youth call for a serious rethinking of the very idea of "youth leader" and "youth work". If young people are expected to be concerned with all aspects of economic and social development, their leaders should be equipped to participate in development, and whenever people within and outside the limited world of youth movements and institutions are capable of opening a dialogue with youth and helping to meet their needs, their services should be sought.

The training of professional and voluntary youth leaders should be based on a knowledge of the needs of youth and their aspirations. Where possible, research institutions and youth organizations and young people themselves should seek out more facts in order to facilitate planning. However, the lack of precise data on the nature and scope of problems should not be an excuse for inaction.

Because the young people of today are exposed to so many experiences, they are growing up more quickly both physically and intellectually and are being called upon to exercise more responsibility. When their emotional maturity lags behind other aspects of their growth, the youth movements, through group dynamics and through the action of the youth leader, can help them to understand themselves and their relations to others and so to achieve progressively that emotional maturity which will enable them to contribute to society. Adults, in their turn, must be able to understand themselves and the new ideas of youth, so that the integration of youth into society will come about through mutual understanding and combined effort rather than by being regarded as the responsibility of youth alone.

A. Youth and society

One of the outstanding felt needs of young people today is participation in the life of society, which in many ways affords them no opportunity to express themselves and to contribute to its growth and development. One of the greatest tests of youth work lies in its ability to facilitate this process of participation. Many young people are reluctant to enter society if they cannot agree with its principles; they have little sense of solidarity with a society of oppression, nor can they give wholehearted support to a society in which their idealism clashes with the realities of injustice.

The integration of youth into society today is even more difficult than in the past, for youth must find its role in a society that is on the move, where what is modern today becomes tradition tomorrow.

Nevertheless, young people are eager to advance into positions of social responsibility. Many refuse to cut down their expectations when they find themselves faced with realities; instead they are determined to find their way through society's barriers to justice. Training should help them to learn how to make themselves heard by those in power. Many young people insist that paternalistic leaders of society give them no responsibility; yet the emancipation of youth means the taking of responsibility, exercising personal initiative in group life, local initiative in community development and in the national sphere exercising the right to vote and hold public office. For other young people, the nature of responsibility is the issue at stake. Some are against authoritarian acts of the so-called "Establishment", but are attracted by positions of vested interest. Some confess, "we do not want responsibility without authority". The time factor in change is of interest to many young people. Some wish for immediate results; others make a long-range option, choosing not to intervene at the centres of power but to work with the powerless, in the belief that organizing the poor may eventually lead to their being a force in society. Some choose rapid direct political action while others choose the slower method of change through the education of the masses. Youth leaders should be trained to assist young people to gain access to social responsibility, to cope with authoritarianism, and to work for long-range as well as immediate goals.

Many young people in the developing areas want to know more about the society in which they are to take part. The unschooled young people with no jobs in sight and no hope for their future are tired of not understanding the forces which shape their lives. The educated young people, on the other hand, want to be informed about events behind the headlines. The training of youth leaders should be designed to help young people understand more about the workings of society.

Some of the essential elements of this study of society should be general ideas of population developments and their impact on youth problems and youth power, an awareness of the existing and potential rights and responsibilities of youth, a knowledge of national development plans and policies, an analysis of the limits of freedom and order, and an insight into the influence of scientific and technological advances.

General attitudes towards tradition and progress vary from country to country and from organization to organization. Nevertheless, training should be directed towards spreading a knowledge of cultural patterns, discovering what indigenous culture should be preserved and what traditional customs have merit. It should aim to give an understanding of the way in which society changes, the motivating forces and the disintegrating forces, and why the speed of change is often slow at profound levels of society.

If youth leaders are to persuade young people to accept new constructive values for the twentieth century, training should show the leaders how to permit young people to make a critical examination of spiritual teachings, nationalist assumptions, economic organization, educational policies, and the transplanting of foreign values to developing areas.

There is often a gap between the thinking of young people and that of the older generation. These differences may be found in the family, at school, at work and in society. It is important that the training of youth leaders should prepare them to find ways of establishing a constructive dialogue between young people and adults in order to build a new society.

The younger generation has sometimes been accused of criticizing society without having a clear goal for and vision of the future. The training of youth leaders should include some speculation about the future and some examination of perspectives for the years ahead. The Charter of the United Nations expresses a number of valid social goals including the protection of the dignity of the human person, the elimination of economic and social inequities, and the promotion of peace and world co-operation. The training of youth leaders should help young people to discover how to combat the selfishness of those who merely pretend to defend the poor, to work against those who would impose laws which demand responsibilities or punishment without any rights, to promote non-violent solutions to conflicts, and to bring about a balanced change in socio-economic structures.

The training of youth leaders should also point out ways in which youth organizations and youth movements are becoming more and more important to the forward movement of society. Within these small social units, young people can learn much about planning for social goals, deciding the outcome of difficult issues, and in general practising self-government.

In traditional thinking about leadership, emphasis has been placed on social stability. Youth leaders should of course emphasize the importance of appreciating what is good in the existing order and traditional ways. Many organizations believe that one of their major functions is to keep the divergent parts of society together. However, the main emphasis of the new spirit lies in seeing leadership as the initiator of change or even of temporary instability. If young people are to be a dynamic force in society, leadership training should concern itself with an analysis of the psychological as well as the social aspects of changing the status quo and of ways of organizing for change.

Youth leaders are therefore faced by contradictory demands. They must encourage and accept the natural desire of youth for innovation and change and at the same time they must recognize the value of starting with society where it is. That is, the needs of society may be classified as the need to maintain adequate social order as a climate necessary for healthy social change and evolution, the need to strengthen national solidarity and integration, and the need to develop the economic abilities of the society to provide more and better social welfare services for all citizens. In this context, training should enable youth leaders to learn how to assist young people to develop wholesome and constructively critical attitudes towards social values and goals, and at the same time an appreciation of the difficulties confronting governmental and non-governmental efforts to achieve national prosperity, and a readiness to accelerate national development and to participate in solving development problems.

If young people are to achieve their desire to be active defenders of human rights, the training of youth leaders must be concerned not only with ideals but with the skills of achieving racial integration or racial justice, not only with the obstacles but with the points of breakthrough in the emancipation of young women and girls, not only with convictions about religious tolerance but with practical solutions for the problems of prejudice, not only with abstract rights of youth to protest but with concrete projects for reshaping society.

In the developing areas, national freedom has often been the starting point for gaining the political power required to bring about the socio-economic change needed for development. Now training must aim to confront professional and voluntary leaders with ways of encouraging youth action as agents of development. A role must be found for thoseyoung people who act out of selfless service, for those inspired by national ideals, for those preparing for professions in development, and for those seeking to escape the security of unemployment. If it is true that the large-scale mobilization of youth for development has failed, youth leaders should receive some preparation for promoting nation-wide voluntary

efforts of larger sectors of youth in the practices of self-restraint, self-reliance, self-help and creativity. Such training should aim to deepen youth's understanding of the pace and timing of development, it should help to establish the infrastructure for development as well as promote projects and it should show how to organize inactive youth and encourage them to accept responsibilities. There is a need for youth to participate not only in the implementation of development plans but in determining the very aims of development, and training should be devised to make this decision-making process more effective.

Training for voluntary and professional youth leaders must aim at encouraging youth action in existing political systems: participating in community councils or committees for community development, promoting the education of voters and the development of a healthy political conscience and learning to let the government know what youth wants to say, that is, finding openings for influence. In some societies, however, young people will have to focus their attention on making radical structural changes before they are ready to accept responsibility in society; for, in many societies, there are no channels for communication between young people at the base of society and the leaders at the top, and there are few channels for dealing intelligently with sympathetic listeners in official circles.

In some countries, training in the political youth movements and even in the general youth movements can aim at innovations in political tactics. It can promote the formation of public opinion by campaigns, the influencing of politicians by pressure groups and demonstrations. The young person of today is faced with the necessity of making a choice between different methods of achieving social, economic and political ends. There is a wide range of choices, running from various forms of non-violent action to outright violence. There are also situations in which young people face the danger that even non-violent action may lead to situations of violence. Some participants in the seminar took the stand that the responsibility of the youth leader is to help youth to find a non-violent solution to all problems. All the participants thought that the responsibility of the youth leader was to help youth to see clearly the significance and possible effects of the means of action which they may choose.

A problem that faces many young people in developing countries is the lack of liberty in territories still under colonial domination. Training should inform youth leaders about the rights accorded to these territories by the Charter of the United Nations and should emphasize the right of the youth of these territories to form their own organizations.

As young people move from social service, via education and teaching projects and community development and organization, to social and political action, their role may become more and more controversial and open to accusations from those who wish to preserve the status quo. Likewise, as the traditional and "respectable" youth movements move from the safe ground of character-building and the production of citizens who will work within a given situation, to the insecure

ground of encouraging citizens to do their best to change a given situation, they will find it necessary to train leaders to help young people to accept the consequences of their action, for example, in some societies there may be public censure for the conscientious objector to war, the withdrawal of scholarships from those who demonstrate for peace, the loss of opportunities for job advancement for agitators for land reform, prison for civil disobedience for demonstrators for racial equality, even death for the freedom fighter against colonialism. In some situations, then, one objective of the training of youth leaders is to indicate ways of dealing with the oppression that is visited upon young people who take a stand for social justice.

Not to be forgotten is youth's initiation into the world community. The youth of developing countries who oppose war, who protest against foreign intervention in the affairs of their countries, who feel restricted by the fluctuations of world trade, already have a sense of world unity. That the force of the internationalism of world faiths and international political ideologies seems to be diminished by pleas for a meaningful national sovereignty and cultural identity should not hide the aspiration to world solidarity. The young people of the developing areas have an opportunity to change the structures, programmes and priorities of the world youth organizations; in future, they should explore the possibilities for participating in international democracy at the United Nations and Specialized agency level, either by using existing channels or by stretching the structures to cover youth action. The training of youth leaders should be strengthened to this end.

B. The evolution of education and its impact on youth and youth organizations

Much of the unrest among young people has been concerned with educational reform. Therefore, it is important to discover the relationship between these changes and youth leadership training. In doing so, it becomes clear that youth leadership is growing in importance as a profession. In some places, an analysis of the clamour for educational reform reveals that the demands of government and industry and of the academic world upon education are different from the demands of youth. Yet, in fact, both the needs of youth and the needs of society for an education that will promote national integrity and solidarity, national development and a world outlook, should coincide. Training for youth leaders should give consideration to the impact of formal education on youth and youth organizations.

The Universal Declaration of Human Rights proclaims that everyone has the right to education. However, even though education budgets in developing countries are high in relation to national income, needs - in some cases the needs of as many as 90 per cent of school age youth - cannot be met, because the educational infrastructure is inadequate. Where formal education is so inadequate, it is not surprising that youth work is considered less essential and is accorded a low priority in planning. This situation is not likely to change until there is more understanding of the ways in which youth work can provide young people with education. For example, where educational authorities may be considering the restructuring of primary education as terminal education, youth organizations should be considering what alternative forms of post-primary education they can

offer: evening classes, study groups in further education, courses connected with community development. Formal schooling does not always prepare youth for agricultural improvement or for existing employment. Accordingly, some youth movements should reorient their approach and should become organizers of clubs for agricultural improvement or for initiating small model farms or agricultural settlements. They should experiment with functional education for middle-level personnel such as health promoters, nutrition teachers and literacy teachers. If formal schooling is weak on vocational guidance, youth movements should multiply their efforts to spread information about the general employment situatic . and job openings.

Youth work interacts with the development of formal education in its choice of methods. Where school education is not democratic in form, the youth movements can offer opportunities for young people to learn to express their opinions. Where formal education stresses competition, the youth movements can promote the organization of co-operatives. Where formal education depends on rote learning or memory, the youth organizations can experiment with active methods of education, such as education through service projects or educational workshops. Where teachers in school remain impersonally aloof from their pupils, the out-of-school sector can stress warm personal relations between the youth worker and the young person.

If formal education fails to deal with the problems of liberty in the development of man in an intelligent fashion, the responsibility of youth leaders to awaken consciences, to develop a sense of security in the creation and transformation of the individual and the group, and to promote an understanding of where we are going in history is all the greater.

If formal education offers no provision for the physical education of young people, the organizations for youth and sport should offer sports with high standards of instruction. If formal education in developing areas tends to be designed for the upper classes and to stress intellectual disciplines unconnected with moral teachings, youth movements should continue to stress moral principles. Where formal education tends to lead to the development of a privileged class separated from the masses, youth movements can work against this trend, both by pressing for school reform and by taking educational and other action to show solidarity with the under-privileged. Where formal education in some of the new nations is weak in international perspectives, those youth organizations with international affiliations can emphasize international education, can lead the way to greater exchange and mutual discovery of cultural values, and can increase the national capacity to participate in international co-operation.

In the training of youth leaders, attention can also be drawn to the ways in which young people can influence educational reform. Not only can youth movements be organized as extra-curricular activities at schools, but some of the methods developed by the youth movements can be introduced into formal schooling. Youth groups and youth movements can endeavour to convince the national bodies concerned with education of the importance of introducing changes

to bring education up to date.

C. The education of the human being and the training of young people for production

In general, and for the younger age groups in particular, the training of youth leaders should focus attention on the education of the individual as well as on the incorporation of young people into the development process. Guide-lines for training related to the education of the individual may be arrived at by reflection on universal needs of the youth of yesterday, today and tomorrow. Leaders who have a deep understanding of themselves are more likely to be able to help young people to solve their own problems.

For work with the unorganized masses a new kind of leadership is needed. Priority should be given to work with unemployed early school leaders, and training should be devised to prepare youth leaders for such work. There are four possible aspects of such training. It should be directed towards changing attitudes about agricultural labour, about working for other people, about preferring foreign goods to indigenous goods of equal quality, and about the significance of handicrafts as creative artistry. Youth movements and institutions, both governmental and non-governmental, can add pre-vocational training, vocational training and the establishment of co-operatives to their activities. For this work, it is not technical instructors alone that are needed but youth leaders concerned with the total growth of the young person. It is vital to stress the importance of educating the whole person, not merely the economic producer.

Though it is tempting to yield to an attitude of despair, or to say that the creation of jobs for youth lies outside the scope of youth organizations and depends on national and world development, experiments with pilot projects for self-employment in cottage industries and marketing co-operatives, agricultural settlements and producers' co-operatives, and the expansion of careers in community development and youth work, are within the competence of the youth organizations. Some impact on the total situation can be made by the efforts of youth organizers to open up further possibilities for youth in industry and public service, first making sure that co-operation with the trade unions is secured. Thus, some attempt should be made to train youth leaders in job creation and placement.

In general, in spite of the efforts of non-governmental organizations and governments, not enough has been done to reach the youth outside the cities, and more attention must be given to reaching the unorganized masses or marginal youth through the mass media, through local authorities and their community development schemes, and through nation-wide youth movements. Leaders must therefore be trained to organize such work.

D. Other principles and objectives of importance in the training of youth leaders

The professional youth worker needs a sound educational background; he should be capable of disciplined thought and should have the elements of a liberal education. He also needs to keep abreast of current events and to be sensitive to the influence of society. Training courses for youth leaders, usually designed to impart specific skills or knowledge, should also contribute to their spiritual, physical, educational and cultural development and to their sense of the importance of their professional or voluntary contribution.

Although there is a common core of training for all youth work, differentiation may be necessary on the basis of the youth groups with whom the leaders are to work. Such differentiation may be according to age-groups, or according to whether the leader is to work with young men and boys, young women and girls, or mixed groups. Different training may be needed for work with high school pupils and university students and young professionals, work with young workers, including gainfully employed rural youth, and work with the out-of-school unemployed youth.

Different training may also be necessary for work within different structures connected with youth: spontaneous youth groups of friends or disciples, where the emphasis is on dialogue, youth organizations and movements with strong organizational imperatives, youth institutions with open membership, governmental youth services with programmes for economic and social development, and mass media used to inform vast populations and stir them to action.

The training of youth leaders may also be differentiated according to whether the structures for training are local, national or international; whether training is centred in specific premises or done by mobile teams working in the midst of young people; whether the programmes are highly structured with the direction coming from the top, or "happenings" where initiative bursts out at all levels. In any event, it is important to establish training structures which will not be quickly outdated.

Concepts of youth work related to youth welfare, education and community and social development all have their place in the general training of professional and voluntary youth leaders, and such training should aim to give a sound knowledge of these varied concepts and practices.

Youth leaders can gain from an exposure to the different styles of leadership, the autocratic, the paternalistic, the democratic and the laissez-faire, or at least from an evaluation of their strengths and weaknesses. It is also important to discover the strengths and limitations of various forms of youth work as regards the development and release of the inner springs of freedom which are so differently defined from generation to generation: adult-directed youth work with younger adolescents, the communal societies of voluntary service, group work derived from social work, and the more formal seminars of official organizations.

Planners of training courses for youth leaders are faced by two fundamentally different approaches to youth in society. The objective may be seen as one of educating youth for participation in tomorrow's society or as one of involving youth as partners in the public life of today. Each of these options has implications for the spirit in which a training programme is undertaken. Parallel with these options, there are choices to be made about the ways in which the training programmes themselves are to be organized. These choices lie between programmes which are centrally devised and imposed from above in an authoritarian manner, and decentralized programmes formulated by young people, from which they themselves often emerge as natural leaders.

II. POLICIES FOR THE TRAINING OF PROFESSIONAL YOUTH WORKERS AND VOLUNTARY YOUTH LEADERS AND FOR THE IMPROVEMENT OF THEIR STATUS

The great shortage of youth leaders gives rise to a need for some kind of policy to promote the rapid development of training. There are differences of opinion on the concepts which should govern the formulation of such a policy. Research into present requirements, estimates of expected needs over the next ten to thirty years, and the application of planning techniques should all be utilized in devising an over-all policy. However, some organizations prefer a more flexible approach so that their resources can be rapidly mobilized to meet emergency needs. Thus, a training policy should have both long-range goals and short-term objectives.

In countries where there is a national youth policy - over-all plans and a legal basis for providing education, training, employment, welfare, recreation, cultural activities and opportunities for participation in development for all young people - there should be no divergence between the national training policy and the national youth policy. A high-level decision should be taken to give priority to the training of youth leaders so that the standard of youth work can be raised and the youth policy carried out more effectively.

In countries where decisions on national priorities have not given rise to a governmental youth policy, or to a national office for planning for youth affairs, there should be a great measure of harmony between the national policy for the training of youth leaders and the youth component in more general governmental policies for political emancipation, the development of human resources, permanent education for all, and popular participation in social, economic and cultural development. Large numbers of young people are eager to contribute to development and their training to this end should add dynamism to governmental programmes and should reassure youth that co-operation in meeting the needs of society need not mean acceptance of a particular partisan political outlook on development.

A national policy for training youth leaders need not necessarily be a governmental youth policy. In some countries, it may be possible for non-governmental organizations to start at the local level to decide how co-ordination between local policies and programmes can come about and to work forward gradually to the measures and structures which would constitute a national policy. It should not be forgotten that much trial and error and experience is needed to develop a sound policy. Caution is needed to prevent youth policy from becoming a political instrument to be used against youth.

A national policy for training should prepare youth leaders to meet the needs of all young people, but special provision should be made for training for work with particular groups of youth: the highly involved, the interested, and the often forgotten masses. A comprehensive training policy should support professional youth leaders, youth leaders working up through the ranks of the youth organizations, and the leaders emerging from the spontaneous youth movements. Since the spontaneous youth leaders are sometimes regarded as suspect and difficult to manage, measures should be taken to maintain a dialogue with them and to protect them from undue harassment by the "Establishment".

National youth policies should set priorities regarding the groups of youth for whom trained leaders are needed. Student groups usually produce their own leaders. Large masses of youth live in rural areas and their needs are often the most acute, so work with rural youth should be given priority even though it may be easier to carry out work with urban youth because there are more resources and because of the attraction of the city for the youth worker. In some situations, rural youth drifting to the cities may prove to be the group that most urgently needs trained leadership. A youth policy should make provision for attracting trained people to such work. Priorities should also be established for types of training. Indeed, several countries emphasize the training of trainers, whose work can have the greatest multiplier effect.

A. Responsibility for the policy of training youth leaders

In countries where no single governmental service is responsible for youth work, steps may have to be taken to define and locate the central body which will exercise over-all responsibility for policy and co-ordination.

Thus, in countries where various governmental ministries and services encourage the training of youth leaders - agricultural extension, out-of-school education, youth welfare and so on - some measures for the co-ordination of efforts are advisable. For example, responsibility may be delegated to a special youth service; or a co-ordinating body, such as a national youth board, may be organized to plan and direct the training of leaders.

The magnitude of the task of preparing youth leaders is so great that governments must accept a role in the promotion of training. Where governmental youth organizations are strong, they may be expected to initiate training. In some countries, it is considered desirable for governments to leave most of the initiative to non-governmental organizations and to support their work with financial assistance, advisory services, material aid and places for meeting, but not to interfere with their basic educational work, except by way of assuring high standards of training. It is important that there should be regularity and impartiality in the flow of governmental assistance to youth work and that it should not be subject to favouritism changing with each new political appointment to posts in the ministries concerned with youth. On the community level, too, it is important for youth leaders to gain the support of local authorities and to make sure that the politicians clearly understand the aims and needs of those who are most closely in touch with young people.

In any event, so that the best use may be made of scarce resources, there should be close co-ordination between governmental youth services and non-governmental organizations in developing a policy for training youth leaders. This may be done by a joint commission, or through a governmental body on which non-governmental bodies are represented, or it may be done by having public authorities sit on a co-ordinating body of non-governmental organizations.

It is important that all youth organizations, including the political youth organizations, should join in discussing the policy for the training of youth leaders. Even though the widely divergent opinions of political youth groups make

co-operation no easy task, and even though political youth groups may wish to persuade those youth organizations without a political affiliation to adopt a particular line of thinking, their presence is needed. They often have a serious contribution to make to development; their viewpoints often sharpen youth's deep questioning about society; and their experience may be valuable to those politicians who are sympathetic to the need for a comprehensive national youth policy.

Where structures for co-ordination exist, efforts must be made to guarantee the best representation from all sectors of youth work and to create an atmosphere of dialogue so that government policy can be influenced by what young people are thinking. So far, few experiments have been made in including people under the age of twenty-five as true partners in formulating policy. Some co-ordinating bodies have recognized the importance of letting young people know about the essential aspects of training policies. In countries where experts and volunteers from abroad are playing an important role in building up the infrastructure of youth work, it is helpful to have international representation on co-ordination committees. In some situations, provision has been made to ensure the high quality of the training policy and its periodic evaluation by naming an advisory body of specialists, including individuals from various fields of education and social development. The role of representatives of youth and youth organizations in determining training policy should be increased.

A national policy for the training of youth leaders should not be an abstract formulation of what would be ideal for a country but should be based on the recognition that young people have an essential role to play in the development of the nation and on an assessment of the measures likely to be available in the light of that recognition.

A modern expanding society requires a new category of educator in the community: the youth leader. It is necessary to modify traditional concepts in such a way that the contemporary world will be able to accept and justly appreciate this new type of educator.

A national policy for the training of youth leaders may well set forth some desirable qualifications for those who are to be responsible for the training programmes: academic qualifications, the types of experience desirable, the physical or medical standards to be met. A corps of professional trainers can be built up from university graduates with experience in youth work or from people coming up through a strong network of local youth organizations or community development programmes, but it is also helpful to choose a third force of trainers from outside professions, such as doctors, teachers, trade union leaders or organizers of co-operatives.

Several national youth policies encourage the employment of full-time training officers, more frequently for action at national and regional levels than for action at the local level. Since local training must depend in great part on voluntary personnel, it is important that considerable thought should be given to the relationship between professionals and part-time or full-time voluntary workers and the subsequent impact on training programmes. It is important that the

professional governmental youth leader should work side by side with the volunteer in order to avoid becoming a functionary rather than an animator. It is also important that the volunteer serving on the board of a non-governmental organization should recognize the professional worker as an executive partner. It is important that both the professional youth administrator and the volunteer should recognize each other's roles in the decision-making process, in programme-planning and in counselling. In general, experience has shown the value of having some training courses for professionals alone, some for volunteers alone, and some for professionals and volunteers together.

To attract women leaders it may be necessary to provide special arrangements, such as maternity leave or day-care services for children.

To ensure that trainers do not get out of date or lose their enthusiasm, training policies should offer grants for observation tours, study leave and exchange with professionals in other fields, so that the trainers can remain in touch with the realities of the youth situation and keep abreast of the newest techniques of training.

B. Organizing a system for training youth leaders

Leaders cannot be created in a vacuum. A policy for the training of youth leaders should be based on the comprehensive needs of youth, supported and encouraged by effective and responsible youth organizations, and conceived outside rigid structures in order to be constantly adaptable to evolving needs. It should develop a strategy for the development of training institutions and facilities and for the co-ordination of this work.

If the academic status of youth leaders is to be recognized, there will have to be an increase in the number of courses in such well-established institutions as universities and their extra-mural departments, schools of social work, teacher-training institutions, youth leader training colleges, and the community development training centres.

A number of governments are setting up national training centres or training institutes for the advanced training of leaders. In spite of the danger that these centres may offer programmes that are too rigid, they are generally considered worthwhile because they can fill the gaps in training that are not filled by institutions within the formal educational system. They are important for the continuity of experimentation and for progressive training experiences. As residential centres, they can contribute to the sense of national solidarity among the youth leaders of a nation. For government personnel, they can promote a trend away from specialized training to polyvalent training, e.g. the sports leader can learn techniques of encouraging action in community development. By offering their facilities to non-governmental organizations, the national training centres can encourage training that is in line with national priorities.

The national youth councils should increase their responsibilities for the training of professional youth leaders for youth organizations. More mobile teams should be set up for generalized training or for training in special skills.

Encouragement should be given to the training policies of those non-governmental organizations that stress the importance of holding seminars run by young people, teach-ins by militant student leaders, pre-service training for work campers, and in-service training for voluntary service in institutions and community organizations.

The national policy for the training of youth leaders should make provision for courses for training people at different levels: the policy-makers and senior officers of governmental and non-governmental programmes, the technical people who will impart skills, the persons who run the local groups and centres, and the peer leaders who have gained their knowledge of youth through experience. Some separate courses are needed for each category of leader, but there must be provision for the transmission of knowledge from one set of leaders to another.

Training courses for youth leaders may vary greatly in length. Long-term programmes of basic training for professionals may last for three or four years; short-term courses for professional or voluntary leaders may last for a day, or a week-end or a week. Refresher courses, or "sandwich courses", are especially important for concentrating attention on special issues or for renewing skills and methods.

C. International dimensions of training policies

A national policy for the training of youth leaders can no longer escape having some international perspective. Government officials, national youth councils and leaders of non-governmental organizations should be aware of the assistance that is available from the United Nations and its related agencies such as UNICEF, the International Labour Organisation, the Food and Agriculture Organization, UNESCO and the World Health Organization, from the international non-governmental organizations, and from various bilateral sources, including governments and foundations. They should develop a policy for the most strategic use of such assistance and co-operation.

The value of this assistance is undeniable, but it should nevertheless be realized that it must be handled judiciously in order to relate to the needs and circumstances of the receiving countries. Imported assistance in training should not be conditional on the importation of foreign ideas which may be incompatible with local conditions.

In many countries, the whole approach to training has been imported, so that a thoroughgoing reappraisal becomes necessary after political independence when new priorities for social and economic development are established. Policy-makers do not reject imported training simply because it is imported but value the opportunity to compare their own experience with that of training which has developed abroad.

Bilateral and multilateral assistance should be directed, in large measure, to the establishment and strengthening of local training institutions and programmes. The feasibility of collaboration by the various United Nations

agencies in the establishment of multidisciplinary regional training centres, with special provisions for youth training, should be explored.

An increasing number of people from abroad are being incorporated into the corps of trainers. They include both experts and volunteers, many of whom are under thirty years of age. In some countries, their knowledge, technical skills and modern equipment and materials are accepted as positive elements in a society in rapid transition. Elsewhere, there is a fear that their contribution may be irrelevant because of the difficulties of cross-cultural transmission of content and method. Experts and volunteers should be selected for their knowledge, for their understanding of and respect for local cultures and circumstances, and for the particular function that they will be required to carry out. It is important that their contribution should correspond to real needs and that their methods should be in line with indigeneous thinking.

It has been found that in many instances personnel from abroad have a value to the country far beyond their technical knowledge. They have at times contributed to national solidarity and co-operation as well as to international understanding. Their presence has made it easier to keep in mind the world context of development problems and their solutions.

It is helpful for experts in youth work to have a short orientation to the country in which they serve. A strategy for the use of volunteers should call for careful selection, training in language, and where necessary further technical training in youth work. This training may be given in the country of origin or increasingly in the host country, where the training teams should be comprised largely of local personnel from the fields in which they will be working.

There is lively discussion about training abroad. Some organizations are adamant that all basic training must be offered in the developing country itself, but where there is no solid infrastructure for training this is not possible. In general, training policies should favor the selection of top leaders for training abroad so that the best use can be made of available resources. Persons selected for training abroad should be experienced and knowledgeable regarding needs and conditions in their own countries. They should be able to assess the suitability of ideas to be transplanted into developing areas. The selection should not be made so much in terms of the age of the leader as in terms of his knowledge and sensitivity. Care should be taken that the training offered in the economically developed countries is relevant to conditions in the trainee's home country.

D. Training policy and the content of training

A policy for the training of youth leaders should provide an analysis of the training needs of the country and proposals for meeting those needs.

More study should be given to the question of whether or not there can be a common core of training for youth leaders drawn from different but similar professions: the rural animator or agricultural extension agent, the community

worker, the teacher, the adult educator, the social worker, the social service administrator, the health educator, the home economist, the industrial trainer. Can they follow common general courses in administration, counselling and the organization and direction of programmes?

Policies should also include recommendations about the content of the orientation courses needed for other professional people capable of making a solid contribution to the training of youth leaders.

Without subjecting the youth leader to a "technical bath" at the expense of his personal growth, there should be some courses with a special emphasis, such as work with different groups of youth, skills for showing youth how to do what they want to do, or new methods such as audio-visual aids.

E. The status of the youth leader

In many developing areas, the status of the youth worker is none too enviable. Youth work is rarely seen as a regular profession. Salaries are low and leaders are required to work with too many young people over too wide an area. Much needs to be done if capable young people are to be attracted to this work, and if the increasing demand for youth leaders is to be met.

Youth leaders should enjoy freedom of association as set forth in the Universal Declaration of Human Rights. They should have the right to form organizations and to select their own officers and to determine and carry out their own programmes. In many countries, the status of the youth leader and the professional youth worker is enhanced by governmental recognition of the existence of youth associations.

A policy for training youth leaders should aim at encouraging better public understanding of the youth leader. Sometimes this will mean destroying the image of the youth worker as the mere organizer of free-time activities. Efforts should be made to show the public how the work of the youth leader is comparable in social value to that of the teacher or of the social worker and deserving of equal recognition. Putting the case for the youth leader may involve setting up exhibits on youth work, sending out press releases or radio and television broadcasts, and prompting leading officials to speak about the role of the youth leader in development. For the common man, it means showing what youth work can mean in the lives of his children. But the important task is, whether through a deepened sense of vocation or by public awards and honours, to let the public know what youth leaders are doing, why this work is valuable, and how it could be more valuable if more resources could be devoted to it.

The volunteer should not suffer undue hardship because of his contribution. He should be encouraged by public recognition and by further training. In developing countries, where many youth are unemployed, efforts should be made to offer opportunities for capable voluntary youth leaders, who desire to do so, to become paid workers who can earn their own living in youth work.

There is much argument about whether youth leadership should be a life-long profession or whether it should, by and large, be reserved for young people. The rotation of youth leaders after a period of years is one way of insuring the possibility of new approaches and more contemporary ideas, and of extending the field of youth work to a larger number of outstanding young people. In most countries, the spontaneous or elected leaders of youth and student organizations have no intention of doing full-time work in this field, although they often continue to offer voluntary service after finishing their professional education in other fields. In some countries, the elected and paid youth leader is not allowed to stay at the same level for more than three years. In others, young people work in youth leadership for a few years and then move on to other professions or governmental posts. Nevertheless, with the growing importance of out-of-school education, community development and youth welfare, more and more gifted young people are choosing youth leadership as a life-long profession.

The youth leader who wants to remain in the avant-garde of his profession can continue his self-education, but a training policy should provide further opportunities for study, perhaps a dialogue with sociologists and psychologists, perhaps a refresher course in up to date pedagogical methods, perhaps an observation tour abroad. Some youth policies make provision for cultural leave without pay; other policies make it possible for a number of youth leaders to take their leave at the same time in order to attend a course.

As yet there is little evidence that youth leaders in developing countries have formed themselves into professional associations to advance their cause, but in some countries, communication between youth leaders is enhanced by periodic meetings and in other places, youth leaders join the existing national associations of social workers. The importance of professional associations for youth leaders only is still an open question.

To improve the status of such youth leaders, and to prevent the exodus of capable people from this field, a policy for the training and advancement of youth leaders should eventually provide for some codification of the legal standards required for the educators, group worker, counsellors, civil servants and inspectors in this field. Both the governmental and the non-governmental organizations should work for improved personnel policies, better selection procedures, equitable salary scales, suitable working conditions, adequate social security and allowances, and a sensible policy of promotion which does not turn an excellent animator into a mediocre administrator. Better facilities and better transport should not be overlooked.

The seminar discussed the usefulness of an international charter on the status of youth workers, comparable to that prepared for teachers by UNESCO and the International Labour Organisation. Some international youth organizations and some officers of governmental youth services said that they would welcome an international standard of that nature. Preliminary work on such a charter should be done by national youth organizations and then taken up by international youth organizations at appropriate meetings.

III. ORGANIZATION, CONTENT AND METHODS OF CURRENT TRAINING PROGRAMMES

The content and method of youth leadership training are determining factors in the implementation of the policies and objectives of youth programmes, to which they must be directly related. Training must also be related to the tasks and responsibilities which the youth leaders at various levels, both professional and voluntary, will be required to undertake, to the resources which will be available, and to the milieu within which they will work. These factors will largely determine the content of the training programme and the emphasis given to the various facets of it.

The aim of youth leadership training at all levels should be to contribute to the development of an 'integrated' person with an understanding of himself as an individual and as a part of his society. The trainee should be helped to acquire an understanding, at an appropriate level, of human beings - particularly the age group with which he will work - and of the society, and of their mutual interaction, and also of the special skills required in the performance of his work.

Training must be viewed as a continuous and progressive process throughout the career of the youth worker and throughout the time of service of the voluntary leader.

There are various approaches to the training of youth leaders. In some instances, youth workers are integrated into the general social welfare services of the country, and they receive their basic training in social work courses at universities or schools of social work. In others, youth leadership is identified with education and youth leaders are trained in teacher training colleges. Or youth work may be regarded as a separate and distinct field within the stream of permanent education, and youth leaders may be trained in their own institutions or training programmes. In other cases, the training of youth leaders constitutes a specific approach which cannot be identified with either of the preceding systems of training. More and more, it is clear that youth work has claims to be treated as a separate profession.

New revolutionary concepts of the dimensions of youth work, with emphasis on the involvement of youth in society and opportunities for youth to participate at all levels in national development programmes, are likely to require substantial changes in traditional approaches to youth leadership training in most countries. For example, an increasing emphasis is being placed, in many countries, on broad leadership training for large numbers by direct participation in service programmes, such as work camps.

The existing youth programmes in most developing countries, which provide the focus for training, are directed mainly to out-of-school youth, and are designed to supplement deficiencies in basic and vocational education, to develop leadership potentials in the young people themselves, and to involve youth in programmes of development. However, the awareness that these programmes

do not reach the large masses of 'unattached' youth, and the search for new approaches to these youth, may result in the need for a radical revision of existing training programmes to provide for a different type of leadership for a different kind of programme.

Recognition of the 'preventive' value of work with the younger adolescents, and the importance of the family for this age group, may also require changes in content and emphasis for youth leaders in this age group.

A. Content and approaches

All training courses should aim to give youth leaders the knowledge and the capacity to understand the rights and responsibilities of youth and the ability to communicate with youth in order to motivate them and in turn to be motivated to serve the aspirations of youth loyally in order to assist them to reach creative goals for society.

The content of a training course should expose the youth worker and the youth leader thoroughly to the many dimensions of youth dynamics in society. They should understand such mattersas the psychology of adolescents, trends and tendencies in the sociology of youth, the economic and political environment in which they live, both local and national, and youth "sub-cultures". All these topics are needed in a good training programme, whether that programme is governmental or non-governmental. The most acute needs of youth, whether identified by studies or by direct experience, give a basic direction to contemporary training. Training programmes should also be directly connected with the needs of the community, and they should be in line with national training policies. There may be some circumstances in which youth's own choice of training may be in contrast to the main thrust of youth policies.

The establishment of priorities is the best approach towards structuring the content of any course for the training of youth leaders. These priorities or needs, whether they are felt needs or others, have to be, in the main, proposals that come from youth themselves. In other words, the needs of youth in general set the content, the tone, and the method and approach of training programmes for leaders. Moreover, it is mandatory that young people should participate in the formulation of priorities at each and every level and that efforts should be made to develop the structures that will make this possible.

The variety of youth leaders and the functions they occupy in many different kinds of youth organization require not only general training in administration, organization and methodology but also specialized courses for work with different groups of youth such as young industrial workers, apprentices or rural youth. Much of this can be done through short-term in-service training programmes designed to take full account of the particular needs of the organizations corcerned and the particular duties of the youth leader.

Training courses or programmes for youth leaders should also reflect

interdisciplinary approaches for working with youth. Important parts of a well-developed training programme for youth leaders are contributions from scientific and medical personnel, psychological concepts and practices, sociology and education, political and economic philosophy, and management techniques. Knowledge of the techniques of out-of-school education and in particular the concept of life-long education are essential ingredients of the training. Training courses can often be strengthened by collaboration with other organizations, such as those for workers or farmers.

In the complex process of training personnel for creative and productive work with youth representing all levels, from rural to urban, from organized to "unattached", the limitations of the lecture method need to be understood. If lectures are seldom desirable, what then are, the best ways of imparting the content of training courses? In the final analysis, experimental approaches are necessary. Utilization of audio-visual material, cultural "montages", forums, discussion groups, demonstrations, team-work, work sessions with trainees and young people who are only a few years older, learning-by-doing, and practical service are all possible techniques with which to experiment. Closer attention should be paid to these approaches, in order to find the best combination between subject, approach and instructor. Further thinking is needed to develop even newer methods.

Whatever method is used, consideration should be given to the available material and human resources. For field work, it is often difficult to find capable supervisors. In some in-service training, there is also the danger that trainees will be considered as "free labour" fit for any menial task. Nevertheless, in spite of the risks, new methods must be attempted.

It is absolutely necessary for youth leaders, youth workers and administrators to be aware of the over-all national and world situation and its impact on youth. Youth the world over are demanding answers to questions that are seldom raised in "official" circles. These answers must be valid; they must be real or youth, en masse, will reject them.

Some training for youth leadership in developing countries takes vocational training as a starting point, but training in vocational skills is not complete without a social education component. Training programmes for youth leaders and youth workers who will be involved with young workers and unattached youth should include courses to prepare youth for active participation in social institutions such as trade unions or co-operatives, to promote understanding of the economy and labour relations, and to train youth for subsequent participation in industrial and rural development.

The youth situation not only demands immediate and creative approaches, but the younger generation also requires systematic efforts in terms of organization - organization in the sense of reaching out programmatically to the places where young people are. Sports, for example, can play an important role in reaching the masses of youth, be they rural, urban, unattached, in or out of school. Sports, too, can serve as a part of youth leadership training. Youth leader trainees can, and, in a sense, must be persons readily open to learning about programmes related to athletics, for athletics often serve as a good means whereby to approach youth

wherever they are to be found. This is especially true in the rural areas, where youth find themselves to a noticeable degree in isolation and somewhat unorganized as a result of their scattered living locations. Physical activities can develop habits of healthy living, team spirit, fair play and mutual understanding and can serve as a means of identifying natural leaders of group activities, provided they are not paternalistically conceived. Sports programmes can, in addition to the already mentioned features, serve to fill the void of inactivity often found in rural areas. In urban youth circles which lack direction and purpose, sports can also weld these groups into units with a deeper sense of social responsibility for developing an intelligent use of leisure time. In this field, youth leaders should develop the concept of sport for all and through its implementation contribute to the democratization of sport.

For out-of-school youth in rural areas, agricultural extension courses, co-operatives and community development should be included in training programmes. Four types of leaders dealing with youth and youth training courses can co-operate in the establishment of such programmes : policy makers, technical leaders, district leaders, and local leaders such as teachers and young people themselves. These four types of personnel should co-ordinate their responsibilities in such a fashion as to produce the best possible courses for rural out-of-school youth.

In general, youth in marginal income brackets, both in rural and urban areas, are preoccupied with questions of vocational training and job placement. In addition to governmental efforts, non-governmental organizations should study ways of training youth leaders to contribute to the solution of the problems of unemployed youth.

B. Categories and levels of training

Categories and levels of training are closely linked to content and approaches. General courses and programmes must have a broad base in order to prepare leaders to reach the largest possible number of youth. The more comprehensive the training course, the better. However, it is equally important for such courses to maintain a degree of flexibility. The content of the course should also contain special elements to prepare the trainee to meet the more specific demands and needs of particular groups.

In terms of leadership categories, training courses should be designed both for the professional youth leader and for the volunteer at all levels. It has been recommended that training courses should be organized to fit in with the time-schedule of the personnel in question. Long-term courses have value in that they can, because of the length of time involved, cover more ground, especially where questions concerning economics and politics and the organization of society are brought into the picture.

Long-term courses also afford another advantage. They can serve as a means of providing a system of selecting the best possible youth leaders by letting administrators see how the trainees respond to training over an extended period of time. The natural abilities of the trainee should be developed during such periods of training.

Courses which alternate formal sessions with practical sessions are more easily adaptable to the complex issues involved in youth leadership and training. The distinct advantage of such courses in training programmes is that they can be either long or short-term in duration.

In order to ensure up to-the-minute approaches, it is imperative for those persons already working in the field to be exposed to programmes of continuing education. This is particularly true in areas that are changing rapidly. Periodic and intensive refresher courses, short-term seminars, consultations and even correspondence courses should be established.

Short-term courses for a day, a few days or a week-end are valuable for bringing unusual groups of people together: youth who will not give long periods of their time, busy specialists who wish to probe into a single aspect of youth's needs, leaders from related fields who have never compared their experiences. Short courses may also be well adapted to serve as introductory courses for particular skills for the uninitiated: cinematography, dramatic techniques, sensitivity training and other active methods. Often the short-term course which is issue-oriented serves to bring together scattered youth, who can then work out a combined strategy, for example for peace demonstrations, racial justice or community development. Finally, short-term courses enable youth leaders to have a brief exchange among equals, and to assess and evaluate the programmes being carried out. This element of strength gained from sharing experiences should not be underrated.

Nor should in-service training be forgotten. Often the best youth leader is the one who has had experience in local work, who has chosen to give time to a voluntary organization and who has added to his natural abilities by the process of learning by doing.

C. Utilization of training resources

Many of the problems which must be faced in the implementation of training programmes in the developing countries arise from a lack of finances, and training must be approached with this limiting factor in view.

The majority of developing countries suffer from a paucity both of physical resources and of personnel for the training of youth leaders. Where there is no network of training institutions, the possibility of combining two or more different approaches, such as correspondence courses, teams of travelling instructors, evening classes and short-term courses, should be investigated.

Because of the high cost of establishing and maintaining adequate training centres, the most careful thought and planning should be given to the design of future programmes and to the establishment of new institutions. Consideration should be given to the practicability and merits of setting up national or regional training institutions on a multidisciplinary basis, or incorporating them, where possible, into existing institutions, e.g. universities or training colleges.

For the maximum utilization of all resources, it is important that there should be joint planning and co-ordination of training programmes at various levels, as for example between ministries and government departments, between governmental and non-governmental agencies, and between the various non-governmental youth agencies.

A representative co-ordinating committee for training, at the national level, could assume various responsibilities, including joint planning and policy-making to give a national focus and direction to training programmes, periodic meetings and seminars at different levels and for different purposes, the production of films, filmstrips and other audio-visual aids, and training material.

The various channels of education and training should be fully exploited. For example, more imaginative and productive use should be made, in the interest of youth training,of whatever channels of mass communication exist in a country - radio, television, the youth press, magazines, or more elementary media. It is important for youth themselves to be the creators training their peers. For example, in some countries, radio forums for the discussion by youth of current problems, or theatre clubs of young people who dramatize social issues, have proved effective.

Various techniques of training, providing for maximum use of training personnel, should be explored. It is often regarded as desirable to provide training for youth leaders in their own local environment, through the use of mobile training teams.

Training programmes for youth leaders and youth workers should be supplied with adequate and up-to-date study materials prepared specifically for youth of various categories and based on the problems faced by them. The youth organizations should be consulted or should participate in the drafting of material by universities, governmental bodies or international agencies.

The lack of indigenous training material is a problem common to most developing countries. Imported material, usually prepared for a very different situation, requires considerable adaptation, and is seldom wholly satisfactory. The question of who should prepare this material is a difficult one. Universities and training institutions could undertake the task, but where they do not exist it is unlikely that youth workers in the field, preoccupied with programmes and projects, will have the time, or in many instances the ability, to prepare the material. The possibility of multilateral or bilateral help in the training of selected persons to prepare training materials for the developing countries should be pursued.

The selection of persons for training as youth workers and youth leaders is an important factor in the maximum utilization of training resources. The motivation of the person should be a determining factor - as far as this can be ascertained. Successful experience as a voluntary worker is a valuable criterion. Educational level and health are obvious factors to be taken into consideration.

In determining priorities in the selection of personnel for higher levels of training, special consideration should be given to those persons who could have the greatest multiplier effect.

Training programmes that are designed for youth leaders, but which have more general interest, can sometimes be applied to the training of persons in other fields. In at least one country, a voluntary youth organization is paid by an industrial firm to carry out a programme of leadership training for its employees. Apart from the financial considerations, the public relations value of this is worth nothing.

D. Evaluation

All youth organizations carry out some kind of informal evaluation in the course of their training. However, the concept of a systematic evaluation of youth training programmes is relatively new, and is undoubtedly difficult to implement. Despite one difficulty, however, it is important that the content and methods of training programmes should be objectively evaluated in order to ensure their continued relevance and effectiveness.

Some organizations appear to be reluctant to undertake such systematic evaluation. Training programmes are often rigidly structured and rarely assessed, and in other instances changes are effected in programmes for reasons other than considerations of effectiveness.

A periodic review of the work and activities of trainees in the field is in all cases indispensable to the training process, and should serve as a tool in the constant review of courses and in the development of co-operation between former trainees and between them and the training institution.

Evaluation should be conducted primarily from a qualitative rather than a quantitative standpoint, and should be carried out at different levels within the framework of the organization or service concerned or by collaboration between the organization or service and the training institution, or by a neutral agency or individual not directly involved in the training programme.

Various methods and approaches can be utilized in evaluation. Important prerequisities are a clear definition of objectives, systematic recording, and adequate supervision. Field trips for on-the-spot evaluation by trainers, progress reports by trainees who have had specialized training, and the use of questionnaires to elicit the opinions of the trainees are useful tools.

In a community development setting, the degree of acceptance by the community of innovations, new forms of social and economic organization, and new values introduced by the trainee are an effective index of the value of the training received by the worker.

Often in developing countries, however, basic information is lacking as

regards styles of leadership in the community, forms of youth organization, and the needs and aspirations of youth. Universities, schools of social work, and government research units should be urged to undertake research into these and other matters of importance in training youth leaders. The results of this research and other relevant social statistics should be interpreted in terms which are understandable by the layman, and should be made available to individuals and organizations in the field.

Ways and means by which the youth themselves could participate in the evaluation of youth leadership training programmes should be explored. For example, a personal log-book of training, with a record of each training course attended by the youth leader, has been found useful as an indicator of gaps in the individual's training, and also for evaluating the results of the training.

IV. COMMENTS BY THE RAPPORTEUR

It is difficult to measure the progress achieved by the seminar. Since it differed in scope from previous international meetings on training, it could not help but break new ground. An earlier seminar of the United Nations dealt only with training for youth welfare; the earlier regional seminars of UNESCO had been concerned with the methods and techniques of training youth leaders, not with policies; the meeting of the Council of Europe covered a more restricted geographical area and dealt primarily with training problems in industrialized areas.

Certainly the seminar was sensitive to the mood of today's young people and the political and ethical, as well as social, dilemmas that they face in bringing about the social changes which are needed in the development process. The participants did not attempt to evade these questions by having recourse to discussion on the technical aspects of training but dealt honestly with such issues as the rift between the generations, the difficulty of creating channels for youth power, and the hard decision between non-violent and violent means of deliverance from injustice.

If the measure of progress lies in the formulation of a clear-sighted view of how to find and prepare enough youth leaders to bring all young people into constructive roles in their national development, then perhaps the seminar was too theoretical. It did take a strong stand in favour of youth work which deals with the basic necessities of life rather than with recreation - in fact it may have swung too far away from a leisure-centred programme. But the desperate lack of infrastructure for out-of-school education, agricultural development, preparation for employment, and youth welfare is in part due to the shortage of competent leaders. There were few innovations as regards plans for finding or preparing youth leaders who could create self-perpetuating movements for social development, even though there may have been a greater readiness to accept that programmes of youth and youth leadership training should be committed to the aims of development.

A significant feature of the seminar was the opportunity for experienced people from governmental youth services and non-governmental organizations to hear each other's views. Relations between governments and voluntary organizations in the developing countries ran the gamut from tension and strain to unfamiliarity with each other's work to genuine partnership in meeting the needs of youth. Given the attitude of today's young people towards the "Establishment", it was important to note that the spirit of progress was not all in the voluntary sector and that attachment to tradition was not all in the governmental sector.

Certainly, this was the first time that a United Nations meeting had tried to work out the role and substance of a training policy within a national youth policy. Even though the General Assembly was in the same month discussing the value of long-term policies and programmes for youth, such co-ordinated approaches to meeting the needs and aspirations of youth were not yet in existence in all twenty-six countries. Therefore, the meeting had to go back to the first

definition of a desirable youth policy. Where governmental policies for the training of youth leaders do not exist, at least the non-governmental organizations can co-ordinate their efforts. It was clear that in most developing areas, the full potentiality of the university, the school of social work, and the teacher training college were not being utilized for professional training for youth work in the same way as the governmental and non-governmental national training centres for youth leaders.

As for international responsibility for training, a clearer picture emerged of the training facilities of the international youth organizations and of the assistance available from the intergovernmental agencies. A few organizations and individuals felt committed to work for an international charter on the status of the youth worker.

Contact with Danish youth work and youth workers brought the revelations of contrast and comparison. The trainer from developing areas where the unemployment of adolescents reaches tragic proportions, was open-eyed with wonder at a small country which has no unemployment but must import 70,000 migrant workers from abroad. Hope could grow from the knowledge that a hundred years ago Denmark had few riches except the land and the sea and its human resources, and the folk high schools as a new form of youth education had played a notable role in the development into an affluent society. The seminar itself was a reminder that young Danes believe that the youth of one country have a responsibility to help the youth of another country to frame training policies and to build up training programmes.

PART TWO

BACKGROUND PAPERS

I. SUMMARY OF THE COUNTRY PAPERS

Sybil Francis

Introduction

In recent years, for a variety of reasons, attention both at national and international levels has increasingly been focussed on the youth of the world. Young people under the age of twenty-five now constitute approximately 54 per cent of the world's population. The group between the ages of twelve and twenty-five comprised, in 1965, some 500 million young people, 75 per cent of whom lived in the developing countries of the world. The numerical importance of this age group, both in relative and absolute terms (the youth of Asia alone are approximately double the population of the United States of America), their increasing influence on world thought and opinion, and the vigorous and often explosive character of the new, worldwide youth "movement", have highlighted youth as a major social and political problem, an important component of national development, both as agent and beneficiary, and as a generation which must be trained and educated for the responsibilities which it will shortly have to assume - or is in some instances already assuming.

It has been found that a major obstacle to the development of youth work to meet the needs of young people, and to enable them to participate meaningfully in the life of the society, has been a shortage of qualified youth leaders. To review the current experience of both governmental and non-governmental services responsible for the training of youth leaders, and to seek to identify current trends and new directions for the future, participants in the interregional seminar on the training of professional and voluntary youth leaders prepared country reports. This paper is a synthesis of nineteen of these country reports, which were designed to give an account of the objectives of training for professional and voluntary leaders, the organization, content, and methods of current training programmes, and the policies for training youth workers and improving their status.

The findings are, however, limited by the fact that some of the reports were confined to a description of one programme only, and did not reflect the over-all situation in the country.

Dimensions of the problem

The term "youth" covers a wide age range - between twelve and twenty-five - and the needs of young people, and the services they require, will obviously vary within this range. At the lower age levels, the young person's needs will normally be in terms of health, welfare, protection and preparation for adult life, and they should largely be an integral part of over-all education, health, family, and child welfare services. Out-of-school programmes are, however, usually required to supplement deficiencies in family life and/or in educational opportunities.

Services for the older age group, which in the developing countries is likely to be from fifteen to twenty-five, will be more concerned with preparation for adulthood and working life, including vocational training and the provision of a job, leisure-time activities, and direct participation in national development. Many of these young people may already have assumed adult responsibilities in regard to work and family. No firm distinction can be made, however, as in the developing countries many young people either do not attend school at all, or would already have left school by the age of twelve. There are, moreover, further possible distinctions between the needs of youth in different economic groups, and between urban and rural youth.

The training of youth leaders must also be examined against the dynamic background of young people in today's world - including their needs and changing aspirations, the new roles of youth organization in over-all national development, and the resources which are available within each country.

Throughout the world, young people form a focal point for many of the pressures and influences of contemporary society. They are deeply affected by the growing size and complexity of industrial and governmental organization, by changes in habits of work made inevitable by developing technologies, and by increasing friction between the relative wealth of some and the continuing poverty of the many. Special problems are posed by the emergence of new nationalisms, the expectations which they engender, and the changes which they demand in relationships between groupings of people.1/

At the same time, the numerical superiority of youth in the world today carries with it important and far-reaching implications. A recent United Nations report on long-term policies and programmes for youth in national development examines these implications, and underlines the fact that "it is certain that the youth of the world will begin to predominate in world affairs. World opinion is going to become increasingly the opinion of the world's youth, and the generation conflict will assume proportions not previously imagined. Prestige and status are already shifting rapidly from age to youth and the roles of young people and their elders in the families are changing".2/

The increasing importance of youth is further influenced by a universality of thought and action among the young people of the world. The report comments on the quest of youth for a universal identity, and on the existence of a "youth culture" in the modern world, fostered by the influence of mass communication and sentiments of solidarity among the young. Economic and Social Council resolution 1353 (XLV) recognized that

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1/ Keeble R.W.J., A Life Full of Meaning, Pergamon Press Ltd., 1965.

2/ Preliminary report on long-term policies and programmes for youth in national development, New York, United Nations, 1969, E/CN.5/434, p.10.

"underlying many of the reactions and attitudes of youth in this era is a feeling of world solidarity and a sense of common responsibility for the achievement of peace and economic and social justice."

In the relatively affluent societies of the "developed" countries, the demands of young people are largely related to "greater participation, responsibility, toleration, and permissiveness, and for greater scope for self-realization and assured personal identity...".3/

While some of these factors also obtain in the developing countries, the problems of young people there are, in many ways, different. Many of these young people have been participating actively in their country's struggle for independence, and in the creation of the new nation. Their problems, broadly speaking, now arise from a composite of inadequate resources for growth, an educational system that is often inadequate and dysfunctional, but in some instances expanding faster than the job-producing capacity of the economy, unemployment which is growing beyond control and productivity which is rendered ineffectual by an ever-increasing rate of population growth. Young people in the developing countries, often inadequately prepared but with high expectations, are striving, with impatience for "greater economic opportunity, and a fulfilment in terms of wealth, influence, and achievement".4/

While the differences between these two groupings of young people are apparent, it is also clear that, given present-day mass communications, the actions of youth in the developing countries and the aspirations of youth in the developing countries cannot be separated.

These, and the myriad other factors which contribute to the complex and dynamic situation in the world today, provide the context within which youth organizations must operate, and should determine their activities in terms of programming and leadership development.

A. Objectives of training for professional and voluntary youth leaders

1. National policies and plans

In order to make the fullest possible use of the resources available and to ensure a purposeful and co-ordinated approach to the needs of youth, training programmes and projects, whether undertaken by governments or by non-governmental organizations, should be carried out within the framework of a national youth policy, established ideally at the highest governmental level. This should form an integral part of the over-all development plan for the country.

3/ Op. cit., p.8.
4/ Op. cit., p.8.

Guidelines for the establishment of a national youth policy have been set out in the United Nations document mentioned above. It is considered that such a policy should be based on agreed targets to be achieved in education, training, health, employment, agriculture, industry, welfare, and recreation. The policy should provide, inter alia, for:

(a) An orientation of youth within and towards the main national development objectives. It should specify the role, responsibilities, rights and benefits of youth in the total plan;

(b) The identification of gaps and overlaps in the provisions for youth within the different sectors, and the most appropriate relationship between sectoral programmes in terms of the over-all objectives;

(c) The specification of the objectives relating to youth to be achieved within a definite period; and

(d) The participation of youth, not only at the working level, but in decision-making at various levels.

The special needs, aspirations and contributions of young people should be an integral part of over-all cross-sectoral planning and policy-making. In addition, a concrete youth policy should be included among the broad economic and social objectives, with clearly stated goals presented for public and official guidance. 5/

A functional machinery should be established for co-ordination in the implementation of the plan, especially between ministries and departments of government with sectoral responsibilities relating to youth.

Long-term comprehensive planning is a basic requirement for ensuring that adequate leadership is provided for current and projected programmes for youth. It is also vital to the formulation of the objectives and of the content of training programmes for youth leaders.

Many country reports emphasize the fact that the work of both governmental and non-governmental agencies is seriously handicapped by the absence of a national policy for youth and for the training of youth leaders.

An interesting attempt at creating the required machinery has been made in Thailand, where a National Youth Promotion Committee has recently been set up in the office of the Prime Minister to co-ordinate and promote work relating to youth. The Committee has been given the task of:

(a) Developing guidelines for youth activities;

(b) Co-ordinating both governmental and non-governmental youth programmes; and

(c) providing both moral and material support for youth work.

5/ Op. cit. p. 38.

The Committee's policy is to give high priority to the proper development of human resources in the formulation of regional development plans which will involve youth in the national social and economic development processes. The Committee has the mandate, and the access to the operating agencies, to enable it to achieve a co-ordinated approach.

In many countries, various ministries have responsibility for specific aspects of work relating to youth, but reports indicate that the programmes are, in most instances, unco-ordinated, and without guidance from an over-all policy. In some instances, for example, Guyana, Trinidad and Tobago, and the Philippines, responsibility for the promotion of youth work has been placed in the office of the Prime Minister, but it is nevertheless reported in the Trinidad and Tobago report that "the services provided by all the ministries are not integrated or co-ordinated".

One result of this situation is that, as stated in the report of the Republic of Korea, "although... youth are actively participating in the work of national development, the government has so far failed to effectively train the youth, nor has the government effectively utilized the resourceful energy of youth".

2. Broad objectives of training

Despite the lack of national policies and plans, the country reports nevertheless indicate a growing concern on the part of all governments in regard to the problems of youth. These are reflected in the variety of new programmes and measures at the national level, which have recently been introduced in many countries or are projected in the near future. Most of these are directed to out-of-school youth, and are designed to supplement deficiencies in basic and vocational education, to develop leadership potentials among the youth themselves, and to involve young people in various ways in programmes of national development. In some countries, e.g. Guyana and Senegal, the development of national pride and national consciousness are included among the specific objectives.

In some instances - notably the student volunteer work camp programmes of Thailand and Morocco - the young people themselves are playing an important part in the design and operation of the programmes.

Country reports indicate a wide variation in the basic philosophy of, and approaches by, governments in regard to programmes for youth. Some governments, for example in Malaysia, Iran, and the Philippines take direct responsibility for initiating and conducting special out-of-school programmes for youth, and in the training of leaders for these and for some non-governmental programmes. In Ghana, on the other hand, youth activities, which are organized through clubs, are considered to be the province of non-governmental organizations which operate programmes "appropriate to their specialized interests and objectives". Government policy is to ensure that youth organizations with a variety of interests will operate "without coercion", and diversity is encouraged to provide the young people with a variety of leisure-time activities. Government participation in these programmes is limited to the provision of subsidies, and of trained staff to give professional guidance to the organizations and to assist with the training of voluntary leaders. In other cases, as in some Latin American countries, the work of the voluntary youth organizations is completely divorced from government, and receives no governmental assistance.

In all countries, voluntary organizations play an important role, and with the exceptions mentioned above, are usually encouraged and subsidized by government. These organizations conduct their own training programmes, which vary with their particular objectives, although they share a common interest in the promotion of citizenship, the development of leadership, and the personal development of young people.

With the exception of Thailand, which reports that most primary and secondary students are Boy Scouts, the country reports do not indicate the proportion of young people who are, in fact, members of existing youth organizations, and what, if anything, is being done for these young people who are outside the organizations. It is suspected, however, that the programmes described in the reports affect a relatively small proportion of the youth of these countries. New approaches may have to be sought, and new categories of leaders trained, to meet the needs of the numbers of young people who are outside the existing organized groups.

The reports also appear to deal preponderantly with programmes for boys and young men, although it is assumed that girls are included in many of the programmes described. Guyana is the only country which reported that special emphasis was placed on the role of women in society. The question of new and imaginative approaches to the training of girls and women, and the training of the leaders required for these programmes, has been raised in previous seminars, and obviously needs continuing discussion.

Reports indicate a growing awareness, on the part of both governmental and voluntary agencies, of the need to relate their programmes meaningfully to the particular needs of the country. The Dahomey report comments that "in the present context of African reality any youth movement whatever cannot be disassociated from economic activities, from the necessities of agricultural development, and from the development of human resources. The new history of the world and the social and economic conditions of Africa, make it necessary for the youth movement to learn a new role without bitterness".

Some reports expressed concern regarding the relevance of training received by youth leaders outside their own countries. One report considered that such leaders returned with a knowledge of 'skills' but not of 'aims'.

3. Objectives of specific training programmes

The variety of programmes, both governmental and voluntary, in the countries under review, are reflected in their various objectives.

In voluntary organizations, leadership training, in organizational terms, is understandably directed to preserving, re-affirming, and promoting the fundamental aims and objects of the particular movement. A concomitant of this is training directed to the personal development of the leader in moral, spiritual and intellectual terms, with varying emphases.

Many of the voluntary organizations are affiliates of international organizations, for example , the YMCA, YWCA, Boy Scouts, and the Boys Brigage, which originated in the developed countries. In many countries, both developed and developing, the structure and programmes of these organizations are being examined with a view to their modernization, where necessary, to meet the current and projected needs of youth. In addition to their work within particular countries, international organizations are regarded as having a special role in the realm of education for international co-operation and understanding, and in the development and strengthening of world brotherhood and unity.

There appears to be an increasing interest in many countries in programmes which promote broad leadership training among youth themselves through participation and broadening experience. Organizations such as the Youth Palaces of Iran, and the Student Work Camp Associations of Morocco, India, Thailand, and many other countries, endeavour to promote initiative, and to prepare future leaders of the country by involving young people in the processes of planning and decision-making within their organizations and in the projects which they promote.

The student work camp programmes operating in many countries provide training in leadership through practical experience in a service project. The objectives usually include:

(a) The training and motivation of leaders from among student volunteers;

(b) Strengthening community spirit, and promoting an interest in education, among the villagers involved;

(c) Improving the infrastructure through the construction of dams, schools, and health centres, by the volunteers;

(d) Giving the volunteers practical experience in the problems of development, and in the realities of poverty;

(e) Creating, in the volunteers, an interest in working in rural areas outside the main cities.

The objectives of governmental programmes discussed in the reports tend to relate more specifically to particular developmental needs in the society. For example, the Rural Youth Leadership Training programme of Thailand is designed to meet the needs of children and youth in rural areas who "are continuously exposed to unhealthy conditions, and who lack opportunities for adequate vocational training...". It is proposed that rural youth clubs should be established in the villages, and a large-scale programme is being instituted by the Government to train the required number of voluntary and professional youth leaders who will "provide guidance, both technical and moral to the out-of-school youth in the village sector".

In Guyana, the initiative is being taken by the Government inter alia to develop in youth an interest in, and training for pioneer agricultural settlements in the undeveloped hinterlands of that country.

B. Organization, content and method of training

It is universally agreed in the countries represented that an essential requirement for the development of youth programmes is the provision of well-trained leaders - both professional and voluntary. In most countries, voluntary organizations have traditionally accepted responsibility for out-of-school programmes for youth, operated almost exclusively by part-time volunteers, and have conducted their own training programmes.

It is likely that, in the forseeable future, the majority of youth leaders will continue to be volunteers. However, the new demands on youth organizations to meet the challenges of today, and the rapid expansion of these programmes, have added new dimensions to youth work and created new problems. Voluntary organizations are finding it increasingly difficult to recruit and train volunteers in sufficient numbers. There is increasing need for the employment of full-time youth workers with professional training to direct programmes and to train and guide the voluntary leaders.

The description by the Boy Scouts World Bureau of the role of the professional Scouter is applicable to most organizations:

> "The professional leader works closely with and alongside the volunteer worker. He gives support to the volunteer's actions and is able to devote his time, talent, and energies to providing the framework within which the volunteer works. He is also responsible for developing relationships inside and outside the movement in support of the volunteers".

The promotion of youth work involves, broadly speaking, the following categories of persons, who can be classified under the general term "leaders". All of these require training appropriate to the duties and responsibilities which they undertake:

(i) Leaders at the top policy development level (top planners)

This group includes people at the governmental planning level who are key persons in the formulation of national policies. Also included are Ministers of Government and senior civil servants who have sectoral responsibility for various programmes which involve youth. The FAC report prepared for this seminar emphasizes the fact that "Government's support for the programmes is dependent on top planners' understanding of and interest in the youth programmes".

The training of this group involves the provision of information on the over-all needs and potentials of youth programmes. International organizations can play a significant role in this respect. Universities, youth leaders, and the young people themselves also have a responsibility for supplying information and highlighting needs.

(ii) Senior administrative and policy-making personnel within youth organizations

These are often volunteers serving on policy-making boards and committees. Unless these persons are informed and up-to-date in their thinking, the work of trained leaders and volunteers within an organization can be seriously handicapped.

(iii) Trainers, and senior technical personnel

These are mostly full-time workers, but may include volunteers with special technical training. Country reports reflect a serious shortage of training personnel, who should ideally be fully trained at university level.

(iv) Adult youth leaders and technical personnel working directly with youth

These may be either full-time workers or part-time volunteers. Often they have to work with a minimum of guidance from trained personnel.

(v) Junior leaders

This group includes young people who have shown talent and ability to serve as leaders among their peer groups.

Special short-term courses are required for volunteer workers at all levels.

The lack of trained leaders - both professional and voluntary - is heavily underlined in the country reports.

In Thailand, it is stated that "the major block hindering the implementation of a programme to support youth is a lack of professional youth leadership."

In Ghana, "professional youth leaders are scarce" and "people with the knowledge and desire to offer their leisure to motivate organizations in the right direction are difficult to come by.."

In Iran, shortages of funds and other factors have led to the appointment of "teachers and instructors who partly, if not totally, lack the standard of qualifications".

A recent survey on leadership training in the international youth organizations indicates that "for many the basic problem still remains how to find more people who can serve as trainers, how to bring in leaders from different social backgrounds and how to intensify training for a wider group of youth leaders".

Attempts by voluntary organizations to solve these problems are hampered primarily by a lack of financial resources, scarcity of competent trainers and relevant training materials, and a low basic educational level among prospective leaders.

Poverty, unemployment and underemployment are also mentioned as factors which adversely affect the availability of voluntary youth leaders. In Kenya, it is observed that "youth leadership must be looked at in terms of wage-earning occupations, as the degree of general poverty does not allow voluntary leadership". Volunteers are often lost after they obtain employment or are transferred from one area to another. At the same time, Kenya has very few professional leaders, and "there are no training centres of recognized status".

In Ghana, it is reported that because of inadequate finances training programmes in voluntary organizations "are not effectively pursued, and only minimal attention is given to the training of leaders: Three voluntary organizations in the country do, however, have their own national training centres for the training of leaders for their organizations.

The possibility of the voluntary organizations' pooling their resources for training, as is done in Korea, should be further pursued.

Some organizations regard leadership training as a major element in their programmes. The Moroccan Work Camp Association, for example, credits much of the success of its work to its leadership training programme which covers a three-year period.

Although the shortage of professional youth leaders appears to be a universal problem, very few institutions exist in these countries for the training of youth workers. This is not surprising, as reports indicate that in most countries very few of these posts in fact exist. Use is sometimes made of persons from related professions, such as physical education, but one country report complains that often persons who possess technical skills lack training in youth leadership per se.

In some countries, youth workers are given a general social welfare training. For example, in Ghana and Togo, youth workers are trained in diploma courses at the Government operated School for Social Welfare and School for Social Training, respectively. Many youth workers in Trinidad and Tobago receive their basic training at the University of the West Indies, where a two-year certificate course in social work and a degree course in applied social studies are offered in the Department of Sociology, and at foreign Universities.

Senegal, which has two training institutions for lower and middle-level training sends some workers abroad for training at the higher level, but is finding it more advantageous to bring trainers to the country to teach training staff. This latter category of training is regarded as a priority need in many countries.

Governments and organizations frequently run short-term in-service courses for their employees, which are sometimes, as in the case of Trinidad and Tobago, obligatory.

The University of Guyana proposes to introduce a two-year diploma course in social work which will be conducted in the evenings so that youth workers and others can obtain the training while remaining on the job.

Professional training is sometimes carried out by non-governmental organizations. An interesting example of this is the YMCA of Uruguay which, through its Department of Education, offers training at different levels, including a four-year course at the professional level comprising three years of theoretical and practical work at the organization's training institution in Uruguay, and one year's practical training abroad. Advanced in-service training for top level personnel is also offered at their Institute for Higher Studies.

The Philippines has no national training programme for youth leaders, but the Government provides intensive leadership and community development training for junior and senior college students participating in community development volunteer service in rural areas. This programme, which is described below, is considered first and foremost as a training endeavour. Its purpose is "to produce a class of young Filipinos" who would become not only "capable leaders in the field of politics", but also "realistic and imaginative teachers and resilient and active... community development workers".

All the countries covered by the Seminar are preoccupied with questions of economic and social development. An apparent result of this has been an increasing interest in the promotion of programmes which train young people for leadership through participation in service programmes which are linked with development. These are directed mainly to the more privileged groups of young people in the society - students at high schools and universities - and are predominantly work camp projects operated by voluntary bodies with varying degrees of governmental support.

The Philippine programme, which has a distinct community development bias, is sponsored by the Bicol Secretariat for volunteer service, and is operated on a regional basis. It includes both men and women in their junior and senior years at college. The programme consists of three successive periods of training in leadership and community development, including, in the latter phases, specific skills in agriculture and child care. Each of these is followed by a period of field work in a barrio. The final assignment covers a period of forty-five days during which the student volunteer lives with a host family in the barrio and is expected to put his training, as well as his college education, into practice in a meaningful way, so that "whatever project is started will be carried on by the barrio people when he leaves."

The programme is almost completely financed from private sources, including large industrial organizations, and with material help from CARE. The report states that " contributions from politicians are not, as a rule, solicited, nor

is it desired that the Government should take over the financial burden of the programme at this stage". As a result, however, the financial instability of the programme presents a perennial problem - a condition which is common to work-camp programmes in other countries.

The work of the Moroccan Work-Camp Association, also a non-governmental organization, has many similar features, particularly in its emphasis on training. Over a three-year period, participants are trained in a series of short courses to equip them for progressively more important leadership responsibilities in work camps. Volunteers who exhibit outstanding qualities are given longer and more intensive training in a course which lasts for a university year.

In Thailand, the work-camp programme is financed by the joint efforts of government private sources, the latter providing the larger percentage of the funds, which are raised by the students' own efforts. A training programme for camp leaders and a regular evaluation of the programme are carried out by government through the Youth Promotion Committee.

Service programmes of this kind seek to combine leadership training for the participants with the mobilization of the skills and energies of the better educated young people of the country for the benefit of the less privileged groups. Another such programme is the Experimental Educational Plan for the Social Integration of Youth, in Brazil. This programme unites university and high school students, for the purpose of studying social problems, particularly those of the family and child, and for social action. Students work for short periods in specially established child study centres on programmes directed towards applying technical knowledge to study and action in rural conditions, bringing the students into contact with real situations and problems, exercising leadership and self-discipline through working in groups, and creating a social consciousness and a feeling of personal commitment in the students.

The Ecuador Centre for Youth, a voluntary agency in which students are also involved, seeks to spread the effects of training with a minimum of resources by training small groups of young people in short, graded courses on the understanding that each trainee will organize, and seek to influence, groups of his peers, in addition to rendering service where needed in low-income areas.

C. Policies for training youth workers and improving their status

The absence of national policies in regard to youth training, the lack of facilities for the training of professional youth workers, and limited financial resources, are regarded as contributing to the paucity of professional youth workers in most countries. The high turn-over of staff is attributed in part to the comparatively low salaries, limited promotional opportunities, and to the low status accorded to youth workers in the society.

An important factor in the consideration of this problem is that developing countries suffer from an over-all shortage of educated and qualified personnel. The youth service must, therefore, compete for staff in a scarce market which offers more lucrative and attractive posts in other fields. If the situation is to be improved, steps must be taken to ensure that the salaries and other benefits attached to these posts are at least on a par with those in comparable posts in the country. Steps should also be taken, through the use of mass media and other means, to publicize the work of the youth worker and youth programmes and problems in general.

As regards the provision of training, the general opinion appears to be that individual non-governmental organizations do not have the resources to undertake adequately the training of either voluntary or professional youth leaders, and that substantial governmental assistance is required. Again the organizations are faced with the question of priorities in the apportionment of scarce governmental resources. The degree of priority accorded by governments to the training of youth leaders will in turn depend on the priority which has been given to youth work at the national policy-making level. This is affected by many factors, not the least of which is pressure of public opinion.

On the question of training facilities, some reports advocate the establishment of special national institutions for youth training. Little mention is made of the training of youth workers in schools of social work and universities which offer social work training, where these exist, and indeed, there appears to be a tendency to regard youth workers as a category which must be treated separately. The paper on the training of voluntary and professional youth leaders prepared by the Division of Social Affairs of the United Nations Secretariat raises the possibility of developing a common core of training for different but similar professions such as youth leadership, teaching, adult education, social work, agricultural extension and so on. It is suggested, among other things, that it would become somewhat easier for professionals who had taken a basic pre-service training in two or more of these and similar professions, to transfer from one to another after receiving comparatively short supplementary retraining.6/

This approach is already being implemented in some areas but could be more widely explored. There are distinct advantages in giving youth workers basic professional training in generic courses along with persons from these other related fields. Implementation should not be difficult as the dominant trend in social welfare training for some time has been toward generic training. Given s sound grounding in the relevant branches of knowledge in the social, behavioural and biological sciences and in law, and in social welfare functions and methods, the graduate, it has been assumed and demonstrated, can apply such knowledge in a variety of settings and can acquire the necessary competence in a specialized programme though supervised experience on the job.7/

6/ Paper No. IV, "The training of professional voluntary youth leaders", prepared by the Division of Social Affairs of the United Nations Secretariat.

7/ The training of social welfare personnel, New York, United Nations, 1965 E/CN.5/AC.12/L.6, 1956, p. 6.

Participation in such social welfare training courses would identify youth workers as being part of the over-all social welfare service of a country. It would broaden the vision of youth workers, and facilitate their collaboration with other related agencies in the field. It might also serve to attract more workers into the field of youth work by lessening the fear of promotional stagnation in a limited field. Such an approach would also be more economical in the use of available training resources.

In situations where youth work is identified primarily with disciplines other than social welfare, for example education, generic training could also be pursued, with adaptations, where necessary, to existing training programmes.

The question of residential training centres for youth workers and voluntary youth leaders has been raised in country papers. The value of residential education for adults has been amply demonstrated in many countries. In a recent article, R.J. Kidd, a leading figure in adult education, strongly advocated the establishment of residential centres for continuing education where "for a week-end, or a few days, weeks, or months, adults may have a variety of educational experiences in common by living in residence together."8/ Residential centres of this kind, particularly if set up on a multidisciplinary basis, and with a broad programme, could be invaluable in the training and education of youth leaders at all levels, not only in techniques and skills directly related to youth work, but in continuing education in the broader, and equally important elements which are necessary to help the individual to grow and develop as a well-balanced human being and an effective member of society.

The urgent need reflected in country reports for training programmes that are realistically related to the tasks which need to be performed in youth work underlines the importance of undertaking a systematic assessment, prior to the establishment of new programmes and thereafter on a periodic basis, of personnel requirements for current and projected programmes.

Universities and Schools of Social Work, in association with youth agencies, have a particular responsibility to undertake research both into the needs of youth and into the type and content of training required for youth workers. In addition to this responsibility, and the training of professional youth workers, these institutions should also be closely associated with the development of training at all the levels required, including short-term in-service training courses for both voluntary and professional youth workers.

D. Evaluation

Very little has been said in country reports on the subject of evaluation. This is, however, a most important factor in youth work, particularly where it is imperative that the most effective use should be made of limited resources.

8/ Kidd, R.J. "Universities and social responsibility", Indian Journal of Adult Education, Vol. XXX, No. 5, May 1969.

Evaluation of youth programmes is often difficult to accomplish satisfactorily, but it is nevertheless important that programmes and methods should be objectively examined at regular intervals to determine their effectiveness and relevance in the light of changing situations.

A clear definition of objectives and systematic recording are prerequisites for evaluation.

E. Conclusion

One of the most pressing needs reflected repeatedly in the country reports is the need for policies and planning in relation to youth at the national level. This is considered necessary to provide direction and support for both governmental and non-governmental programmes, to facilitate the co-ordination of effort, and to establish national priorities commensurate with the situation and problems of youth.

It is important that such plans should be projected on a long-term comprehensive basis rather than as emergency measures, and that these should represent the combined thinking of governmental and non-governmental bodies concerned with youth and the young people themselves. Training, both at the professional and voluntary levels, would form an integral part of national planning. Whilst a detailed consideration of national planning is outside the termes of reference of the present Seminar, it is obviously of the utmost relevance to the questions under review.

Non-governmental organizations should be regarded as a part of the over-all machinery for development, but it is important that they should be allowed to preserve the characteristic autonomy and individuality which enables them to make their peculiarly useful contribution to society.

It seems obvious, however, that non-governmental organizations in most countries are unable, because of limited resources, to undertake satisfactorily the training of the voluntary and professional youth leaders who are needed to meet their growing requirements without assistance from government. The need has been partially met in some countries, for example, the Republic of Korea, by co-ordination of effort on the part of non-governmental organizations.

An interesting innovation in training is the increasing number and variety of programmes which involve youth, particularly high school and university students, in service projects in the field - generally conducted in rural areas. These programmes bring the students into direct contact with the realities of poverty and with the problems associated with development, while utilizing their education and skills to help solve some of these problems.

On the other hand, many of the activities of non-governmental youth organizations, with the notable exception of the 4 H Club movement, appear to be confined largely to the urban areas. Some attempts are being made to

redress the balance, for example, the Rural Youth Leadership programme of Thailand, but the Seminar will no doubt wish to give particular attention to the question of youth in rural areas, who, after all, constitute a major part of the population in developing countries, and whose problems, because of increasing internal migration, are reflected vividly in the urban slums of these countries.

Similarly, the training of girls and women, which appears to lag behind in several countries, and is given a minor role in many country reports, merits special consideration.

It is interesting to note the conscious attempts being made to develop new and imaginative training programmes related directly to the needs and culture of particular countries. In social welfare training in general, there has been, in recent years, an "increasing awareness that training programmes tailored to the requirements of developed countries may be neither appropriate nor feasible in developing countries confronted with mass social problems, limited resources to undertake specialized welfare programmes, relatively low level of general education on which to build social welfare training, and an acute shortage of trained and experienced personnel in practically all fields." 9/

The developing and the developed countries can learn from each other, and there is need for continuing assistance from the developed countries in the education and training of youth leaders, as in other fields. Nevertheless, there is much truth in the statement of the African writer Okat p'Bitek, quoted by J.R. Kidd, that...

"Most of our social ills are indigenous... and the most effective solutions cannot be imported, but must be the result of deliberate reorganization of the resources available for tackling specific issues." 10/

The developing countries share many common problems and could benefit mutually from a greater interchange of ideas and personnel, such as is being undertaken in this Seminar. They could also benefit from the expansion and wider inter-country use of regional and national training centres for social welfare personnel (including youth leaders), located in developing countries and concentrating primarily on the problems of these countries. This is one of the areas in which international assistance would be valuable.

The problems of recruitment and training of both voluntary and professional youth leaders appear to be universal. While these are, in part, related to social and economic conditions in the society, ways and means must be sought of creating greater incentives for both categories of leader in terms of status, recognition and salaries.

9/ The training of social welfare personnel, op. cit.

10/ Kidd, J.R., op.cit., p.10.

Some country reports reflect a strong awareness of the fact that individual leadership training in today's context must be a continuing process. The rapidly changing situation in all countries demands youth leaders who, while maintaining their personal integrity, are nevertheless flexible and capable of continuing personal growth.

The remarkable extensions of knowledge in recent years, and the challenges presented to established values and habits, no longer allow for the purely vertical transmission of knowledge and ideas from the older and wiser to the young and inexperienced. Indeed, as Margaret Mead has said, "Now it is the young who are most at home in the world, and the adults who are strangers." Today's world requires in large measure a horizontal exchange of ideas between youth and their adult leaders and a mutual search for knowledge and basic values. This requires a fundamental rethinking of many of the traditional approaches to leadership in programmes relating to youth.

II. THE TRAINING OF YOUNG PEOPLE FOR ACTION IN COMMUNITY DEVELOPMENT

Willie Begert

A paper prepared in 1968 by the United Nations Secretariat says:

> "Current discussions of the concept of community development emphasize that ... community development should aim to achieve material improvements at a steady pace, but it is based on the assumption that in the long run such advance depends on the growing ability of the people to think, plan, organize and implement change more effectively. They need to gain a growing consciousness of their role within the economic and social life of the nation and the world." 1/

This brief statement sums up admirably the concept of community development on which the present paper is based.

Introduction

Before we think in terms of training youth leaders for community development, there are two questions that need to be asked:

(a) Why do we want young people to become involved in community development?

(b) How can we best involve them?

The answers to the first question will vary considerably, but there seem to be three major reasons. Firstly, young people constitute an essential and vital part of their community and nation and, as such, should be involved in all important local and national activities. In developing countries particularly, the age groups under consideration represent a very high percentage of the total population. Moreover, these young people are soon going to have to take over full responsibility for community and national affairs. Active participation in a well-planned youth community development programme can serve as an initiation, an apprenticeship preparing them for those responsibilities.

Secondly, because of the very nature of youth, young people have a special contribution to make; they have the sort of imagination and courage with regard to change which is often lacking in older people, and they are less willing to resign themselves to unsatisfactory conditions simply because things have always been that way. They also have physical energy and stamina.

1/ "The participation of young people in community development", Dorothea Woods.

Thirdly, for their personal development, young people need to feel that they are doing something of real importance.

As regards the ways in which young people can be involved, the document already referred to shows that young people have in fact been active in all the major fields usually included in community development programmes. 2/

Among the organizational forms adopted for the involvement of youth in community development, one can distinguish three types of organization:

(a) National schemes which are intended to enable - or, in some cases, to oblige young citizens to give a period of civic service in community development or some related activity;

(b) International voluntary service which offers a young person, either individually or as a member of a team an opportunity to work in a foreign country;

(c) Isolated efforts made to involve young people more actively in community development activities in their own communities.

Of these three types of programme, the third is the one which has been least systematically used and about which least has been written. However, while all three forms have proved that they can make an important contribution to development, it is probably this third form which is most closely related to the essential aims of community development. Indeed, one is tempted to say that the ultimate value of the other two types is in direct proportion to the degree to which they orient young volunteers towards voluntary service and leadership within their own community.

Planning community development programmes for young people

Clearly, each country or organization must decide on its own type of community development programme in the light of the needs to be met, the resources available, what is already being done in this field, and its own particular aims. We have no blue-print to offer for use in all circumstances. It is perhaps worthwhile, however, drawing attention to some important general principles.

It is of the utmost importance that youth participation in community development should constitute an integral part of over-all local and national development programmes, and should not be merely a series of actions taking place on the fringe of those programmes. This is important for two main reasons. Firstly, the different aspects of community and national life are closely interrelated, and development in all spheres and by all agencies needs to be planned as an integrated whole. Secondly, if youth participation in community development is partly an apprenticeship for later responsibilities, the sooner young participants are directly involved

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2/ See, in particular, table IV, "Fields of youth action in community development", op. cit., p. 25 a.