

THE NATIONAL YOUTH POLICY

OF

GRENADA

OCTOBER 2003

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(A) PREFACE

Every democratically elected government since independence in 1974 in Grenada has come to power on a manifesto and with a mandate to improve the living conditions of the masses. Over the years there has been significant improvements in the standard of living of the people, including young people. However, the dramatic changes that have taken place worldwide as a result of technological advances in the last decade have eroded the old certainties and complacency. No nation can any longer rely on the old methods of preparing children and young people for tomorrow's world.

These concerns were on the agenda of the Commonwealth Youth Ministers' Meeting in Trinidad in 1995 and were widely debated. It was found that only 17 of the 53 member countries had reviewed or documented their National Youth Policies to suit the changed circumstances. In doing so they had made a paradigm shift to recognizing that young people would have a vital role to play in managing innovation and change. Unless young people were given the right to participate in the decision-making processes, their nations would be denied the opportunity to harness their enormous potential for sustainable economic and social development. By the end of the meeting all Commonwealth countries agreed to formulate their National Youth Policies drawing heavily on these insights and other technical advice made available through the Commonwealth Youth Programme.

The process in Grenada had been slow, and for good reason. Between 1998 and 2001 extensive consultations were held with young people, educators, employers, community leaders and representatives of Government and Civil Society. Young people, who had been systematically marginalized, had to be coaxed back into the public arena. Several workshops were held to gather information, to assess their needs and to sharpen their leadership skills. In the end the document had to be circulated to stakeholders in an effort to achieve consensus.

Now that the document is completed it offers a clear analysis of the needs, aspirations, fears, hopes and dreams of Grenadian youth. It represents a powerful form of communication between the most dynamic segment of the population and the highest decision making body in society.

This document will be presented to Cabinet and careful consideration will be given to its vision, goals, objectives and strategies; as well as the mechanisms recommended for implementing it.

Once approved by Cabinet, the document will be used to draw up a Plan of Action showing when, how and by whom this policy will be pursued within the given financial constraints.

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Hon. Adrian Mitchell,
Minister of Youth, Sports and Community Development.

(B) INTRODUCTION

This National Youth Policy is intended to send a clear message to the young people of Grenada, Carriacou and Petit Martinique that all the stakeholders in national development, particularly Government and other leaders in the political, economic, religious and social institutions, have identified them as the crucial factor in the development process. To enable them to act out their role as **nation builders**, this policy document provides a broad framework for the action, as well as the institutions and programmes necessary to motivate, equip and mobilize young men and women for full participation in the mainstream of Grenadian society.

(1) BACKGROUND

The tri-island state of Grenada is the most southerly of the member countries of the Organisation of Eastern Caribbean (OECS). Grenada, the largest of the three islands (the other two being Carriacou and Petit Martinique) lies 144 km north of Trinidad and 110 km south south-west of St. Vincent. It is about 34 km in length and 19 km in width at its extremes, and has an area of 311 km². Carriacou and Petit Martinique are 34 km² and 2 km² in area, respectively.

Grenada is mountainous, very picturesque and covered with thick forest. The mountains are volcanic in origin, running off in spurs from a central range that extends along the entire length of the island. The highest peak, Mount St. Catherine, rises 840 metres above sea level. Grand Etang, a lake which lies in an old volcanic crater at about 518 metres above sea level, and Grand Anse Beach, which lies on the south-western coast, are two of the more remarkable features of the island of Grenada.

The climate is good, with a dry season which extends from January to May, and a wet season which occupies the rest of the year. During the dry season the temperature falls to as low as 18⁰ Celsius at night. During the wet season the temperature rises to as high as 32⁰ Celsius with little variation between the day time and night time levels. The annual rainfall varies considerably, ranging from 152 cm in coastal districts to over 380 cm in the mountainous interior. The average for Carriacou is about 127 cm. Except for southern Grenada, most of the country is well watered by fast-flowing streams.

Traditionally, Grenada produces sugar, nutmeg, mace, cocoa and bananas for export. It is the world's second largest producer of nutmeg after Indonesia. It has a small manufacturing sector and in recent years the tourism sector has experienced very rapid growth. To ensure sustained growth in this sector, environmental protection programmes, infrastructural development and training programmes have been advocated.

The estimated population at the end of 1994 was 97,400 persons, with 88,800 in Grenada, about 8,000 in Carriacou and 600 in Petit Martinique. With a birth rate of 24.5 per 1000 and a death rate of 6.9 per 1,000, there is a natural tendency for the population to increase over time, excluding emigration. The majority of the population is of African descent. However, there are also people of East Indian and European descent. The population is predominantly Roman Catholic, although there is a substantial Anglican minority. English is universally spoken.

St. George's, the capital, lies in the south-west of the island and has a fine harbour. Other towns are Grenville, Gouyave, Sauteurs and Victoria, and Hillsborough in Carriacou.

The Government's main objective (as stated in The Medium-Term Economic Strategy Paper, 1996-1998) was to promote the sustainable economic and social development of Grenada. This policy which has not changed significantly, would involve increasing the rate of economic growth from recent levels, reducing unemployment and eliminating domestic and external arrears on debt service payments. The Government would continue to emphasise policies and programmes designed to develop human resources (particularly human resources in rural areas through the micro enterprise programmes), strengthen public finances and generate savings to provide counterpart resources for the Public Sector Investment Programme (PSIP). Emphasis would also be placed on increasing economic efficiency through improved resource allocation, divestment of some of the remaining state-owned enterprises (SOEs), and on approaches and initiatives to stimulate greater private sector participation in economic activity. Trade reform would be addressed under the Caribbean Community (CARICOM) regime of phased tariff reductions, which would help to improve external competitiveness. The quality of human resources generally would be improved by expanding access to secondary and post-secondary education and training.

(2) DEFINITION OF YOUTH

Since there are no dramatic rites of passage to mark the end of childhood and the beginning of adulthood in Grenada, the period of transition ranges from one to several years. If adulthood is defined in terms of social and economic "independence" then young people in the peculiar conditions of Grenada, and the Caribbean as a whole, would not be expected to achieve this goal until their late 20's or early 30's. The data below confirm this view.

For Grenada, a working definition of youth is that category of young men and women who have passed the age of compulsory schooling and who are becoming socially and economically independent of parents or guardians, through the acquisition of a career or searching for or finding acceptable employment.

In chronological terms it is assumed that this period normally ranges from 16 to 30. Respondents have noted that in some cases economic and social responsibility may be thrust upon young people under the age 16 as a result of family disasters or early pregnancy. Similarly

dependence on parents may be prolonged beyond the age of 30 due to extended education and training or social or physical disability.

However, it was generally agreed that for reasons of economy, this policy should focus on the age-band 16-24¹. It was argued that by the age of 24 most young people in a progressive and dynamic society should have completed the transition to adulthood.

Henceforth the term “youth” will refer to young men and women aged 16-24 years seeking opportunities and making important decisions affecting their future status as adults in Grenadian society.

(3) YOUTH PROFILE

Richard Carter’s report of “Youth in the Organisation of Eastern Caribbean States: The Grenada Study” (ISER, 1997) provides a clear portrait of young people in Grenada. The quantitative data compare favourably with data gleaned from the 1991 census and subsequent appraisals; while the qualitative data provide a unique insight into the thinking of modern Grenadian youth. There was therefore no need to duplicate this work by carrying out detailed statistical research for this document.

The Demographic Importance of Youth

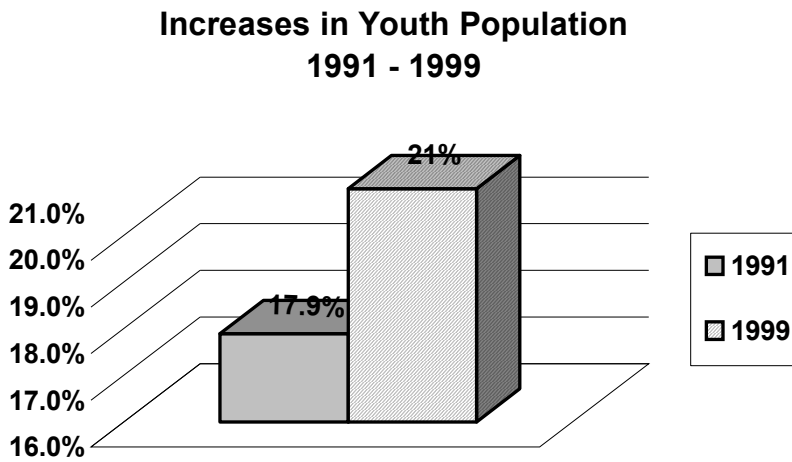
Statistics from the 1991 Census and reproduced in the Annual Abstract of Statistics for 1996 show the total population of Grenada to be 95,597, almost equally divided between males and females. The youth components were as follows: -

Age group	Male	Female	Total	%
15 – 19 years old	4822	4627	9449	9.9
20 – 24 years old	3870	3743	7613	8.0
Total	8692	8370	17062	17.9

The 1999 estimates of the population of Grenada showed that it increased to 100,702. Persons aged 15 to 19 totalled 11,840 made up of 6,041 males and 5,799 females. Persons aged 20 – 24 totalled 9,212 made up of 4,658 males and 4,554 females. The proportion of the population aged 15 to 24 -- the youth -- therefore increased from 17.9% to 21%.

¹ This does not preclude persons up to the age of 30 from participating in the youth development programs

These figures are shown as a bar chart below.



Education

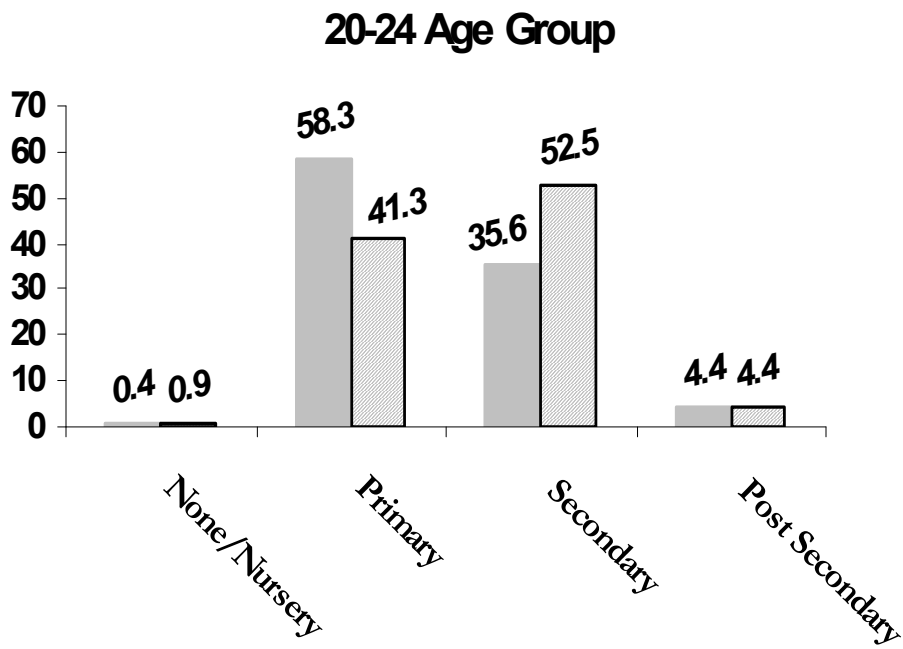
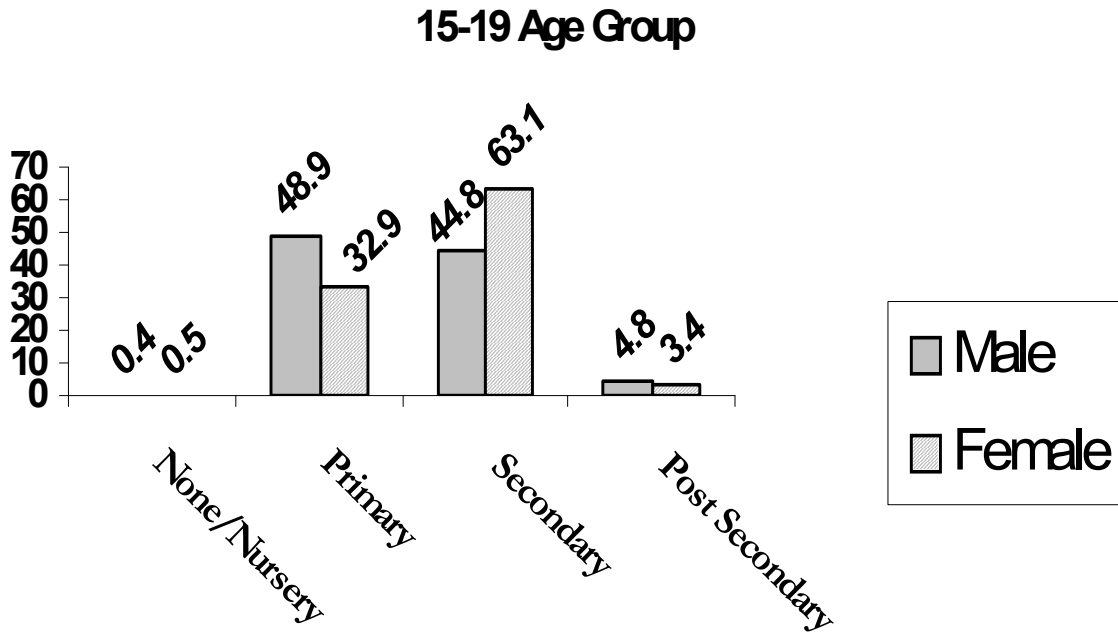
The 1991 Census continues to be the primary source of statistical data. The highest levels of education achieved by youth were as follows: -

Age group	None/Nursery %	Primary %	Secondary %	Post - Secondary %
15 – 19 years Male	0.4	48.9	44.8	4.8
15 – 19 years Female	0.5	32.9	63.1	3.4
20 – 24 years Male	0.4	58.3	35.6	4.4
20 – 24 years Female	0.9	41.3	52.5	4.4

Hence 45% of male youth and 63% of female youth had received secondary education. More males than females received post-secondary education. In both cases the proportion with tertiary education was less than 5%. If education is considered a means of personal and national development then it should be of some concern that 55% of young men and 37% of young women did not receive secondary education; and over 95% did not gain access to tertiary education.

The charts below clearly show the highest level of education achieved by gender, with more females in both age groups completing secondary education.

Level of educational achievement



Employment

The employment status of youth in 1991 was found to be: -

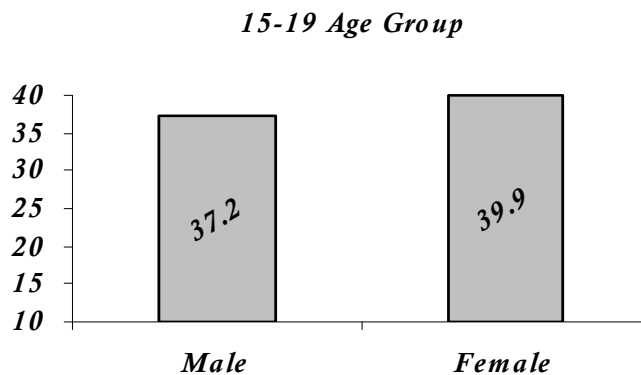
<u>All Youth</u>	
Employed	32.8%
Unemployed	34.4%
Non-Labour Force	31.4%
No Response	<u>1.4%</u>
	<u>100.0%</u>

However when the statistics were disaggregated according to gender it was found that even though more females than males completed secondary schooling, their rates of unemployment were marginally higher. Rates of unemployment among young people were: -

Age group	Males	Females	Total
15 – 19 years	37.2 %	39.9 %	38.1 %
20 – 24 years	21.9 %	21.3 %	21.7 %

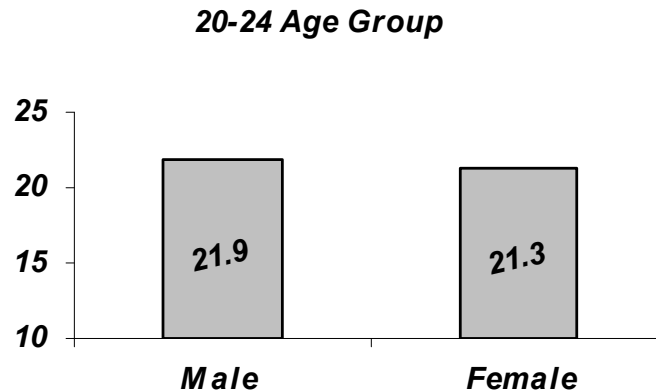
This comparison can be seen in the two bar charts below.

- Unemployed 15 – 19 year olds, males and females



Nearly two out of every five young people aged 15 – 19 years and seeking employment were likely to be unsuccessful.

- Unemployed 20 - 24 year olds, males and females.



Seven years later, the 1998 Labour Force Survey by D. Hunte (2000) found that even though young people accounted for 23.6% of the total labour force, 49% of the unemployed in Grenada were aged 15 to 24. Of these 57% were male and 43% female. Over 58% of the unemployed had no academic qualifications. Only 9.5% were able to generate employment for themselves.

Ironically such high levels of unemployment co-existed with employment opportunities at the managerial and technical levels, as well as at the semi-skilled and unskilled, manual levels.

Social scientists observing this phenomenon across the Caribbean have explained it in terms of secondary schools exposing children to an academic-oriented curriculum best suited for a career in the professions or the civil service. Limited opportunities in the high-status professions and the contraction of the public sector in the 1990's have led to increasing numbers of school-leavers aspiring to white collar jobs, failing to acquire them, and refusing to do the low-status work available in the private sector.

Acton Camejo (1994), C. Brown-Chen (1994) and K. Dadds et. al. (1997) have referred to this "crisis" as a mismatch between the educational and economic policies of the Caribbean. On the one hand more and more children have been receiving secondary education with great expectations of getting better employment. On the other hand the economy is not creating enough suitable employment opportunities to absorb them in the workforce. As more and more school-leavers chase the available jobs, employers demand higher qualifications. This intensive competition for desirable jobs has therefore led to a "qualifications spiral" throughout the region; and reasonably well educated youth "liming on the block".

Unemployed young people are invariably dependent on parents. This dependence constitutes an important component of the definition of youth and has serious implications for establishing marital relationships, moving into a different housing situation and generally being perceived as

an adult. The dependent status of young people could therefore also be measured in terms of marital status, housing situation and attitudes.

Marital Status

Among 15 – 19 years olds, 99% of the males were unmarried, while 94% of females were in the same category. Among 20 – 24 year olds, 9.4% of the males were living or had lived in some kind of union, while 27.4% of females in this age group were living in some kind of socially approved union. The majority (over 72%) were therefore single.

Housing

With respect to housing, 87.8% lived in households headed by others, mainly parents. When Richard Carter (ISER, 1997) tried to analyse this situation he found that 54.5% shared a bedroom with others, often siblings. Hence over 1/3 said they would leave home “now” if they could; and 70% of the sample thought that young people should move out and live on their own by age 24.

The general attitude was that living with parents was restrictive but had to be tolerated because there were few alternatives. 23.5% claimed they had very good relationships with their parents, while 19.2% had no relationship.

Perceptions

In general young people had a positive self-image (87.5%). However, when asked about their perception of being young in Grenada, 43.8% replied in negative terms and another 8.8% defined it as “challenging”. The main difficulty mentioned was “lack of jobs” (68.7%).

Crime

Even though crime rates were declining in Grenada, 83.2% saw crime as “increasing/too high/cause for concern”. Young people showed concern about the numbers of young people arrested and charged for drug-related crimes.

Many saw a link between unemployment and crime. Statistics from the National Drug Avoidance Secretariat revealed that a total of 41 persons aged 15 – 24 were convicted for drug-related offences. The majority (38) were young men.

Health

The research shows Grenadian youth to be relatively healthy. Hence 71% claimed that there was no need to use the services of Public Health clinics. However, nearly 50% of Carter’s sample feared catching HIV/AIDS. Yet the majority were sexually active with multiple partners. Most (61.3%) had their first sexual encounter in the age range 15 to 19. Only 39% used contraceptives at their first sexual encounter. Teenage pregnancy was another area of concern. It represented on average 25% of all births over the past 10 years.

These aspects of young people’s sexual behaviour in an age when the incidence of HIV/AIDS is on the increase, were some of the ingredients of a biological time bomb that was quietly ticking away in Grenadian society.

Lifestyles

The lifestyle among young people revolved around securing money for expenditure on basic necessities like groceries; and watching television. Over 77% watched television for one or

more hours every day. This high exposure to new values and cultures undoubtedly affected their attitudes and behaviour and found expression in their lifestyles. Hence only 17.8% of the sample were engaged in sports or other outdoor activities. ***Over 79% said that they did not belong to social or community groups.***

In general Grenadian youth seemed to have positive attitudes towards the major institutions of society such as the family, the school and the church. With respect to religion over 84% considered it important or very important and 85% prayed every day. Only 27.3% of those who attended church were members of organised church-related groups.

Aspirations

When attention was turned to the future, 42.1% saw it as being better than today, while 32.3% saw it being worse in 5 years' time. Their aspirations in 5 years' time included getting a house/land (45%) and a job/career (30.1%). Only a small minority (3.7%), probably those who could afford it, showed signs of a preoccupation with, or lust for, fashionable consumer goods ("materialistic hedonism") often associated with youth.

(4) HISTORICAL AND CONTEMPORARY ISSUES IMPINGING ON YOUNG MEN AND WOMEN

One of the most important issues impinging on young men and women in Grenada in the past 25 years is the legacy of popular democracy fostered by the New Jewel Movement (NJM) from 1973, and practised between 1979 and 1983. Jorge Heine in an article entitled "***A Revolution Aborted***" in H. Beckles and V. Shepherd's exploration of economy and society (1996), refers to the rule of the People's Revolutionary Government (PRG) as:

...the single most advanced effort to bring socialism to the English speaking Caribbean ... regionally the Grenadian Revolution stands only after the Haitian Revolution of 1804 and the Cuban Revolution of 1959 in the scope and degree of change brought to political institutions. (p.557)

The records show that the NJM and the PRG received considerable support from young people. Mass organisations like the National Youth Organisation (NYO) and the National Women's Organisation (NWO) succeeded in mobilizing and organising thousands of young people. Young people participated fully in the village assemblies, the zonal assemblies and parish assemblies, and discussed important issues like the budget and the national development plans. Young people were active in the literacy programmes of the Centre for Popular Education and the 4H Clubs. For example in 1982 UNESCO found thirty-six (36) 4H clubs with a total membership of over 2,000 operating in Grenada. By this and other means, employment fell from 50% to 15% between 1979 and 1983. Young people throughout the country participated fully in the decision making process in the major institutions and contributed significantly to the task of nation building.

The bloody end to this revolution has undoubtedly had an effect on young people in Grenada. Several writers such as C. A. Sunshine (1996) have commented on the Grenadian fear of joining organisations in the wake of the revolutionary debacle. They argue that individualism has replaced the co-operative spirit of the revolution.

Other Issues Affecting Young People

During the many consultations held to formulate this policy young people and other stakeholders identified the following issues that were causing young people concern: -

- ◆ *Limited access to secondary and tertiary education*
- ◆ *The irrelevance of the available education*
- ◆ *The inadequate provision of technical and vocational training*
- ◆ *The limited availability of life-skills and leadership training*
- ◆ *Cultural penetration through the mass media*
- ◆ *Anti-social lifestyles related to substance abuse (drugs)*
- ◆ *Sexual promiscuity*
- ◆ *Threats to young people's health such as HIV/AIDS*
- ◆ *Violence*
- ◆ *Environmental degradation (in its early stages)*
- ◆ *High levels of unemployment*
- ◆ *The lack of support for enterprise development*
- ◆ *Limited outlets for sporting, artistic and recreational activities*
- ◆ *Limited access to housing*
- ◆ *Piecemeal response to the needs of youth*
- ◆ *Marginalisation from the mainstream of society*

These concerns are similar to those found by the West Indian Commission Report (1992) and the Situational Analysis of Caribbean Youth by Professor Danna et. al. (1997).

(5) BACKGROUND TO THE DEVELOPMENT OF YOUTH SERVICES IN THE GRENADA

Youth services in Grenada as elsewhere, have traditionally been provided informally in small communities. Religious organisations took the lead in providing services for young people as part of their missionary activities. However, it was not until the 1940's following the Report of the *Moyne Commission* that society as a whole recognised its obligation to provide services for young people making the transition to adulthood.

During the period leading up to and following independence in 1974 the state took responsibility for preparing young people for national development. In the zeal to create a nation state, government organisations reached out to young people in an effort to motivate and mobilize

them for the task of nation building. Several Ministries, divisions and departments were established to provide specific services to young people.

Education

The Ministry with the greatest resources and capacity to impact on young people has been and remains the Ministry of Education. The Education Act of 1976 made schooling compulsory for children between the ages of 5 and 16 years. Since then the Government has striven to provide places for all school children. By 1997, according to statistics provided by the Ministry of Education there were 73 pre-primary institutions, 58 primary, 18 secondary, and 1 tertiary, as well as 8 craft/technical/vocational/special education centres. In addition to this there were 21 pre-primary, 18 primary, 1 secondary and 1 technical/vocational institutions privately run in Grenada.

Between 1987 and 1997 public expenditure on education rose from \$21,538,814 to \$40,827,332 representing 9.5% and 11.7% of the national budget for the respective years. This expenditure was based on the assumption that education was the key to personal and national development and that this education determined outcomes for both youth and adults.

The fact that an increasing number of young people have failed to realise their potential at school has led to a major review of the educational system. Particular attention has been paid to the historical, colonial function of education and the need to educate children and young people for nation building. There have therefore been systematic attempts to broaden the curriculum to meet the varied needs of young people in independent Grenada.

Youth Work

The Ministry of Youth, Sports, Culture and Community Development has also provided essential services to youth. The Department of Youth provides opportunities for youth empowerment. It seeks to collaborate and network with various government and non-government organisations. Through its youth officers it tries to develop projects and programmes for young people at the grassroots level. It has historically been underfunded and without a clear policy framework.

Sports

The Department of Sports provides assistance to schools and community organisations to develop sporting programmes. Its Rural Community Programme has tried to reach out to people in their communities and to use sports as a vehicle for the holistic development of young people.

Health

The Ministries of Health and Social Services by virtue of the youthful nature of the population provides vital services to young people.

Similarly, the Micro-enterprise Development Project and the Job Training Programme mainly benefited youth.

Indeed all service providers should be cognizant of the needs of youth by virtue of the fact that young people represent a significant proportion of the population. The demographic strength of youth justifies focusing on them. However, these various provisions for young people tend to be unco-ordinated, resulting in some duplication and gaps in provision.

Non-Governmental Organisations

Non-governmental organisations also make a significant contribution to youth development in Grenada. It is very difficult to measure the extent of this contribution. The Draft Grenada National Youth Policy of 1996 mentioned the Grenada Save The Children Development Agency (GRENSAVE), NEWLO Life Skills and Vocational Skills Centre, The Catholic Youth Movement, the Grenada Planned Parenthood Association and several sports organisations as important providers of services. The Ministry responsible for Youth Affairs carried out a survey of youth and community organisations providing services to young people in 1999. The resulting directory contains the names, addresses and details of 149 youth and community and youth oriented institutions. These included youth clubs, sports clubs, religious organisations, community service organisations, national and international organisations. Yet the document admitted that the list was not “exhaustive”.

(6) REFERENCE TO OTHER RELEVANT POLICIES AND DOCUMENTS

In recent years there has been a convergence in social policy towards a more a enlightened approach to ordinary people, including youth. There is a general a paradigm shift away from punitive and exclusive measures that prevented citizens of Grenada from benefiting from social provisions, realising their full potential and making a contribution to national development.

The Health and Family Life Education Policy recognised that all social and economic gains could be wiped out by young people falling victim to one or other epidemic. The threat of HIV/AIDS getting out of control in a society prone to sexual promiscuity has led to some action. The new Health Policy therefore strives to ensure that young men and women receive consistent exposure to learning experiences that would change their attitudes and behaviour. What is needed now is real empowerment of young people, particularly young women, to make choices and develop healthy life-styles even against the wishes of their partners and peers.

The draft ***Juvenile Justice Policy Paper*** focuses on young offenders, youth at risk and young people in need of care and protection. It recognises that all impressionistic young people are at risk of engaging in anti-social behaviour that could inadvertently be classified as criminal.

This paper is informed by the UN Convention On The Rights Of The Child and states clearly that the imprisonment of young offenders should be a last resort and used only for the shortest possible time. It advocates alternative, preventive and rehabilitative measures and makes many recommendations for enlightened intervention at every stage of the criminal justice system.

The National Coalition On The Rights Of The Child plus the following welfare institutions and organisations have been listed as part of the implementation mechanisms.

Homes

Bel Air
Dorothy Hopkin
Queen Elizabeth
Sipodilla
Richmond Fellowship
Tufton Hall

Organisations

New Life Organisation
Programme for Adolescent Mothers
Project Good Hope
NCH Action for Children
GRENCASE

Particular attention should be paid to criminal elements among young people because of the disproportionate impact they could have on young people as a whole.

The proposed ***Education Policy*** has taken on board the necessity to provide more relevant educational opportunities to meet the needs of an ever-changing society. It recognises the imperative to change the curriculum from producing colonial middle managers and administrators to one that produces nation-builders. A multi-dimensional approach to the development of young people has been taken. It begins to recognize the various manifestations of intelligence and the right of “differently endowed” children to have their talents developed in mainstream educational institutions. The forthcoming document is eagerly anticipated.

Similarly the (proposed) ***Sports Policy*** is of interest because of its potential impact on young people. The essence of the new Sports Policy is the adoption of a holistic approach to sports development. It advocates that more emphasis should be put on building a broad base of sports enthusiasts than concentrating on a few super-athletes. It also requires trainers to cater to the many and varied needs of sports persons.

(7) PRINCIPLES AND VALUES UNDERLYING THE NATIONAL YOUTH POLICY

Freedom

The bedrock of all policies and programmes are principles and values. The most fundamental principle or value underpinning the National Youth Policy is the quest for freedom and freedom itself. This value has featured prominently in the historical struggles of the masses in Grenada

and throughout the Caribbean. It is embedded in the Constitution of Grenada as an inalienable right of a people painfully emerging from the legacy of slavery.

This freedom is understood not only in terms of an individual goal but also in terms of the autonomy of institutions, particularly the state, to pursue the interests of the electorate. Since independence all governments have assumed power with the mandate to improve the living conditions and the quality of life of the masses. The increasing democratisation of Grenada has led to more and more people participating in the major institutions of society. The extent of this participation has been determined (even frustrated) by the established systems of stratification within the society. The universal franchise, increasing access to secondary and tertiary education, expansion in the public sector and general economic development have resulted in upward social mobility for significant numbers of people in Grenada.

However, for young people the norms of the society have severely limited their participation. The traditional notions that young people should be *“seen and not heard”*, and that they should *“age to achieve”* have prevailed at most times in the history of Grenada. At best young people were seen as those to be acted upon and not actors in their own right.

This National Youth Policy is based on the premise that at this juncture in world history when technological changes are eroding the foundations of traditional and authoritarian societies by transmitting knowledge across boundaries and across generations directly to end users, the role of cultural intermediaries and gate-keepers is becoming redundant. Whether society likes it or not young people have direct access to knowledge that they believe is more relevant to their future. What is more important, young people have an aptitude for the technological appliances that facilitate access to this knowledge. Hence, for the first time in human history conservative thinkers have nothing useful to say to young people to help them cope with the challenges of the new age. For example, what can a standard parent teach a youth about managing a sexual relationship in a society experiencing the HIV/AIDS epidemic? Neither abstinence nor the use of contraceptives make sense to a youth driven by the urge to reproduce. Similarly to tell a young person to go out and find a job in a society experiencing a contraction of the labour force, through structural adjustment or mechanisation does not make sense.

Participation

Consequently, solutions to modern problems have to be worked out collectively with the full participation of all stakeholders.

This National Youth Policy therefore advocates a paradigm shift from the social welfare approach to youth work based on the “empty vessel model”, to a participatory methodology. It draws heavily on the theoretical insights of J. Midgley et. al. (1986) and P. Freire (1994) who recognised the capacity of “participation” to give participants a sense of ownership and thereby motivate them to work together in pursuit of agreed objectives. The consequence of this approach is collaboration and the release of collective, creative energy or synergy. In the process, participants are transformed into actors conscious of their ability to systematically achieve goals and to alter the structure of their social reality, the material and spiritual conditions of their lives.

This participatory methodology, agreed on in the many consultations with young people and other stakeholders in Grenada was useful for the formulation of the National Youth Policy. However, so successful was it in transforming participants into decision-makers and giving them a sense of ownership that it is being recommended for the development and implementation of the policy. It is a proven method, an ongoing process of transition that is capable of bringing about a qualitative shift in the political, economic, social and cultural relations among youth and between them, government and civil society. It is the preferred method of rebuilding human relationships and communities shattered by slavery, industrialization, urbanization and colonialism; and which are now threatened by globalization. In essence it is the means of empowering young people, and equipping them to define the new relations in which young women and men will be in charge of their destiny as they shape the form and content of the institutions, programmes, projects and processes that affect their lives.

In the particular case of Grenada, young people may cry *déjà vu* and wonder if this exercise does not run the risk of a messy end, as in 1983. They therefore need an assurance from the political directorate that blockages to participation or even communication at the highest level of the political structure have been removed. Nothing short of a clear signal to this effect will entice them back from the retreat into individualism that they have chosen in recent years.

(C) VISION STATEMENT AND GOALS

Given the prevailing conditions described in Section B above, what then is the realistic vision for young people of Grenada? Several participatory workshops as well as group sessions and individual consultations have led to the crafting of the following VISION STATEMENT.

The National Youth Policy advocates the holistic development of young men and women and their active and effective participation in nation building through the provision of the necessary opportunities and resources to enable them to fulfil their aspirations.

GOALS

Young people and other stakeholders broke down this vision into eleven broad goals. These goals are cognizant of the disadvantages young people face; and represent their hopes and dreams, and the aspirations they consider feasible in Grenadian society at the beginning of the 21st century.

The goals are as follows: -

- I. The acquisition of socially acceptable values and attitudes by all young men and women.***
- II. The provision of relevant education for all young people to enable them to experience personal development and make a contribution to national development.***
- III. The availability of adequate health education and health care facilities for all young men and women.***
- IV. The cultivation of healthy lifestyles among young men and women, free of substance abuse, sexual promiscuity, and violence.***
- V. The provision of technical and vocational training opportunities for all young men and women.***
- VI. The creation of more employment opportunities for young women and men.***
- VII. The provision of training and support systems for enterprise, particularly small business development among young people.***

- VIII. The promotion and provision of sporting, artistic and recreational opportunities for young people as means of enhancing the quality of their lives and offering rewarding career options.***
- IX. The collaboration of Government and Non-Governmental Organizations in the provision of youth services.***
- X. The widespread provision of leadership training for young people.***
- XI. The full participation of both young men and young women in the political, economic, social and cultural life of the nation.***

(D) POLICY OBJECTIVES

In an effort to operationalize the vision and goals for youth, each goal was broken down into specific objectives as follows: -

GOAL I

The acquisition of socially acceptable values and attitudes by young men and women.

Related Objectives

- (a) Every child and young person in Grenada should be given opportunities to acquire socially acceptable values and attitudes.
- (b) These values should ideally be instilled in the home.
- (c) Failing the adequate socialization of children at home, the schools should take the responsibility to ensure that acceptable values are taught and positive attitudes developed.
- (d) Religious and community organisations should reinforce socially acceptable values and attitudes.
- (e) These values and attitudes should be strengthened to act as a defence against cultural penetration.

GOAL II

The provision of relevant education for all young people to enable them to experience personal development and make a contribution to national development.

Related Objectives

- (a) The written and unwritten education policies should be thoroughly reviewed.
- (b) Equal attention should be paid to the different “intelligences” with which children are endowed.
- (c) Young people should be educated for personal development and nation building and given appropriate career guidance.
- (d) Both formal and informal education and training should be provided in social awareness and responsibility.
- (e) Greater emphasis should be placed on preparing young people to be more receptive to the acquisition of technical and vocational skills.
- (f) All children should acquire skills in the modern, pervasive computer-based technology.
- (g) All disadvantaged groups should be included in whatever provision is made for education.
- (h) Formal and informal educators should collaborate in providing services to youth.
- (i) Teachers and educators generally should be retrained to achieve the goals of the National Youth Policy.

GOAL III

The availability of adequate health education and health care facilities for all young men and women.

Related Objectives

- (a) Health should be a priority for development for the Government of Grenada.
- (b) Every young person should receive health education using a variety of methods of communication.
- (c) Every young man and woman should have access to health care facilities.
- (d) Particular emphasis should be placed on preventing the spread of HIV/AIDS in the region since there is no known cure and because the pandemic threatens to wipe out all the social progress made since independence.

GOAL IV

The cultivation of healthy lifestyles among young men and women, free of substance abuse, sexual promiscuity and violence.

Related Objectives

- (a) All young people should be receive education and training for healthy living and conflict resolution.
- (b) The cultivation of healthy lifestyles should be fostered as the most effective means of preventing the spread of HIV/AIDS in the region.
- (c) In light of the challenges to agriculture in the region healthy lifestyles should relate to healthy eating and the consumption of local agricultural produce.
- (d) Young people should be encouraged and rewarded in whatever way possible to practice healthy lifestyles.

GOAL V

The provision of technical and vocational training opportunities for all young women and men.

Related Objectives

- (a) The stigma associated with technical and vocational occupations should be removed by whatever means possible.
- (b) Greater emphasis should be placed on technical and vocational training in secondary and tertiary institutions.
- (c) More young people should be in a position to choose technical and vocational careers as first options.

GOAL VI

The creation of more employment opportunities for young women and men.

Related Objectives

- (a) Paid employment/self-employment should be seen as essential for the attainment of adult status in the cash economy of Grenada.
- (b) Every youth should be adequately prepared for the world of work.

- (c) Young people should be involved in the process of identifying growth areas in the economy.
- (d) The level of unemployment among young people should fall below 10% in five (5) years' time.

GOAL VII

The provision of training and support systems for enterprise, particularly small business development among young people.

Related Objectives

- (a) Within the next 10 years at least 25% of young people should be self-employed.
- (b) Adequate training and support facilities should be provided to encourage business enterprise.
- (c) Tax incentives, low interest rates, duty free concessions and other benefits should be used to get more young people to choose self-employment as a career option.

GOAL VIII

The promotion and provision of sporting, artistic and recreational opportunities for young people as means of enhancing the quality of their lives and offering rewarding career options.

Related Objectives

- (a) All young people in Grenada should have access to sporting, artistic and recreational training and facilities within the next 5 years.
- (b) Sports, art and recreation should be promoted not only as vital for good health and cultural expression but also as a means of creating wealth and employment.

GOAL IX

The collaboration of Government and Non-Governmental Organisations in the provision of youth services.

Related Objectives

- (a) A network of youth service providers should be established.
- (b) They should all adopt a common approach to youth development based on the insights of this National Youth Policy.
- (c) The Ministry responsible for Youth Affairs will take a lead role in facilitating these objectives.

GOAL X

The widespread provision of leadership training for young people.

Related Objectives

- (a) Leaders of all youth organisations should receive some kind of leadership training within the next 2 years.
- (b) Members of youth organisations should also receive training in a variety of social skills such as participation and conflict resolution.
- (c) This training should be provided at central location(s) - such as the Youth Development Centre and other appropriate locations throughout Grenada.

GOAL XI

The full participation of both young men and young women in the political, economic, social and cultural life of the nation.

Related Objectives

- (a) Young people should be motivated to participate more fully in the mainstream of society.
- (b) A mechanism for recording and rewarding the achievements of young people in various areas of endeavour should be designed and used to motivate them to participate more fully.
- (c) Equal recognition should be given to young men and women for achievement in the political, economic, social and cultural arenas as in sporting and academic pursuits.
- (d) Opportunities should be provided for young people to represent their country in regional and international fora.

These Goals and Related Objectives cannot at this point be more specific and time-bound. They are purposely crafted in the dynamic language of participation. The objective is to get young people more involved in the processes that affect their lives. Once they are agreed on in principle, critical decisions will have to be made on how much resources will be allocated to their achievement and in what time frame they should be achieved. These details will be dealt with in the Plan of Action.

(E) STRATEGIES AND KEY STRATEGIC AREAS

The strategies listed below were recommended for the achievement of every goal and its related objectives. The complexity of social life means that the same strategies may be used to achieve different objectives. Any repetition or overlap is therefore intended to *strengthen the safety net to prevent young people from slipping through the process of socialization*. Participants were of the opinion that young people face challenges and are forced to make choices every day. Every institution responsible for their socialization are therefore expected to be aware of the need for support by young people as they make their way towards an acceptable accommodation with society.

GOAL I

The acquisition of socially acceptable values and attitudes by all young men and women.

STRATEGIES

- ◆ Provide training in parenting for young mothers and fathers.
- ◆ Form groups of young mothers and fathers.
- ◆ Encourage spiritual awareness and a sense of personal spirituality through school programmes.
- ◆ Encourage churches to develop and extend their youth ministry beyond their own flock.
- ◆ Form youth and community groups to offer support to parents.
- ◆ Use the media to promote socially acceptable values and attitudes and to counter the intrusion of socially unacceptable ones.

GOAL II

The provision of relevant education for all young people to enable them to experience personal development and make a contribution to national development.

STRATEGIES

- ◆ Formulate an Education Policy to incorporate the new trends in youth development.
- ◆ Ensure all teachers are trained and qualified before they enter the service.
- ◆ Provide on going training for all teachers.
- ◆ Promote methods of interactive and participatory teaching and learning.
- ◆ Provide a smooth and efficient replacement of teachers who leave the service.
- ◆ Encourage exposure to modern technology.
- ◆ Provide more training opportunities for teachers in computer technology.
- ◆ Provide courses in Computer Literacy in all educational institutions.
- ◆ Provide Career Guidance in secondary schools.
- ◆ Ensure that life-skills training is mandatory at all levels of education.
- ◆ Provide more training in civic awareness and social responsibility.

- ◆ Provide training for special needs teachers.
- ◆ Ensure that physically challenged students can access every educational facility.
- ◆ Provide out of school literacy programmes.
- ◆ Develop programmes for informal education after school hours.
- ◆ Facilitate networking between the Ministry of Education and other Ministries/Agencies which provide services to youth.

GOAL III

The availability of adequate health education and health care facilities for all young men and women.

STRATEGIES

- ◆ Take advantage of the current threat of HIV/AIDS as a means of making the health of young people a national priority for sustainable development.
- ◆ Organise seminars/workshops to address health issues.
- ◆ Use local art forms to promote health issues.
- ◆ Promote health issues through competitions.
- ◆ Encourage community-based activities like health fairs and panel discussions.
- ◆ Provide training for dealing with persons suffering with terminal illnesses.
- ◆ Observe Health Week annually.
- ◆ Ensure the availability of basic health facilities at all community centres 24 hours per day.
- ◆ Provide free health services for disadvantaged young men and women.
- ◆ Upgrade District Centres to provide a wider range of services.
- ◆ Ensure updated information is available and circulated.
- ◆ Strengthen the resources of the Ministry of Health through networking with other organisations and institutions.

GOAL IV

The cultivation of healthy lifestyles among young men and women, free of substance abuse, sexual promiscuity and violence.

STRATEGIES

- ◆ Review how Health and Family Life Education is taught in schools.
- ◆ Improve and extend the Health and Family Life Education Programme to communities.
- ◆ Teach children how to resolve conflict amicably.
- ◆ Provide ongoing training programmes on parenting.
- ◆ Encourage more community, family-based programmes and activities.
- ◆ Promote local cultural activities among young people.
- ◆ Make greater use of the media, community groups, the churches, and the schools to target young people.

- ◆ Encourage the local media to focus on positive youth activities and promote more local programmes.
- ◆ Promote activities to bridge the generation gap.
- ◆ Recognise and reward those young people practising healthy lifestyles.
- ◆ Use role models more effectively to encourage healthy lifestyles.

GOAL V

The provision of technical and vocational training opportunities for all young men and women.

STRATEGIES

- ◆ Promote discussion of the value and role of technical and practical skills in the new economic, global environment of the 21st century.
- ◆ Develop ongoing technical training programme for teachers.
- ◆ Provide technical and vocational training in the secondary school curriculum.
- ◆ Provide community-based training centres for ongoing training.
- ◆ Develop an apprenticeship programme.
- ◆ Provide more scholarship in technical and vocational disciplines.
- ◆ Encourage enterprise development and training at the community level.

GOAL VI

The creation of more employment opportunities for young women and men.

STRATEGIES

- ◆ Stimulate discussion on the right of young people to employment.
- ◆ Analyse trends in the job market, past, current and future.
- ◆ Highlight employment opportunities through personal development, career guidance, and job training.
- ◆ Encourage linkages between the private sector and training institutions.
- ◆ Offer incentives to employers to recruit and train young people.
- ◆ Utilize rural community centers for teaching and learning technical and vocational skills.
- ◆ Establish a website through which young people could access job opportunities.
- ◆ Create lucrative incentives for getting involved in local industries such as fishing and agriculture.
- ◆ Try to eliminate or reduce the amount of imported labour.

GOAL VII

The provision of training and support systems for enterprise, particularly small business development among young people.

STRATEGIES

- ◆ Institutionalize the Junior Achievement programme at all levels in the educational system.
- ◆ Provide more courses in Small Business Development.
- ◆ Create website to disseminate information on small businesses.
- ◆ Provide information on enterprise through workshops, brochures, articles etc.
- ◆ Provide special interest rates on loans for young entrepreneurs.
- ◆ Offer taxation and other concessions to young people involved in small business.
- ◆ Provide technical and marketing support to young businesspersons.
- ◆ Help to establish co-operatives among small businesses run by young people.
- ◆ Give greater recognition to young entrepreneurs.

GOAL VIII

The promotion and provision of sporting, artistic and recreational opportunities for young people as means of enhancing the quality of their lives and offering rewarding career options.

STRATEGIES

- ◆ Encourage discussion of the role of culture in personal and national development.
- ◆ Provide more well trained sports officers.
- ◆ Include sports and culture on the curriculum of all schools.
- ◆ Establish and develop more sporting facilities.
- ◆ Devote more resources to the training, recognition and remuneration of artists.
- ◆ Establish organisations to promote/market sports, the arts and recreation as viable careers for young people.
- ◆ Offer taxation and other incentives to stimulate activity in the sporting, cultural and recreational areas of life.

GOAL IX

The collaboration of Government and Non-Governmental organisations in the provision of youth services.

STRATEGIES

- ◆ Promote structured working relationships between Government and Non-Governmental agencies.
- ◆ Encourage the participation of more service organisations in the educational system.
- ◆ Encourage private sector organisations to run job training and career workshops.
- ◆ Use the resources and skills of the Non-Governmental Organisations to run various programmes at schools and in the communities.

GOAL X

The widespread provision of leadership training for young people.

STRATEGIES

- ◆ Develop leadership courses based on the goals of this National Youth Policy.
- ◆ Train the leaders of all youth organisations and institutions providing youth services in Grenada.
- ◆ Provide opportunities for leadership in community groups.
- ◆ Expose young leaders to regional and international learning opportunities.
- ◆ Give greater recognition to youth leaders.

GOAL XI

The full participation of both young men and young women in the political, economical, social and cultural life of the nation.

STRATEGIES

- ◆ Provide training through basic courses in civics/political science at all levels in the educational system.
- ◆ Promote democratic ideals among young people.
- ◆ Help to establish/strengthen the National Youth Council.
- ◆ Help to establish a National Youth Parliament.
- ◆ Encourage consultation with youths on political issues.
- ◆ Encourage youth involvement in Local Government.
- ◆ Use the school system to develop more cultural and artistic programmes.
- ◆ Encourage more local cultural and recreational activities.
- ◆ Promote the establishment of more community youth groups.
- ◆ Encourage young people to adopt and develop historic sites.
- ◆ Provide opportunities for the physically challenged or those suffering from terminal illnesses to participate in all youth activities.
- ◆ Allocate adequate funding for youth development.
- ◆ Provide more facilities for youth involvement in various activities.
- ◆ Expose young people to more regional and international issues and activities.
- ◆ Include youth representatives on all committees tasked with the responsibility of making national decisions or discussing issues pertinent to youth development.

These strategies suggest that the home, the school, the workplace, the church and the community are key areas for intervention. They all have a vital role to play in the socialization of children and the preparation of young people for responsible adult roles. The central thrust of this policy, however, is that the time for allocating blame and for “passing the buck” is over. We cannot sit back and blame the family or the school, when all of us as responsible citizens have a part to play. Major institutions must collaborate to provide a safety net through which no young person should slip.

(F) RIGHTS, RESPONSIBILITIES AND OBLIGATIONS OF YOUNG WOMEN AND MEN

Small developing countries emerging from a long colonial history without a democratic culture are prone to both malevolent and benevolent dictators. In tiny nation states with populations of less than 10,000 or even 100,000 souls, it is tempting to think that the challenges could be addressed with relatively small amounts of money and the use of draconian measures. Many countries have introduced neo-military youth services or other forms of compulsion. It is therefore incumbent on this National Youth Policy to stress the fundamental rights of youth.

The Constitutions of Grenada guarantees all citizens certain general rights by virtue of being human and citizens.

More specifically the United Nations Convention on the Rights of the Child to which Grenada is a signatory clearly articulates the rights of every human being under the age of 18. These rights are consistent with the recommendations of this National Youth Policy and relate to:

- (i) The right to life. (Article 6)
- (ii) The right to an identity. (Article 8)
- (iii) The right to freedom of expression. (Article 13)
- (iv) The right to protection from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse. (Article 19)
- (v) The right to the enjoyment of the highest attainable standard of health. (Article 24)
- (vi) The right to a standard of living adequate for the child's physical, mental, spiritual, moral and social development. (Article 27)
- (vii) The right to education.....to make higher education accessible to all...and to make educational and vocational information and guidance available and accessible to all. (Article 28)

These rights of children and young people were endorsed by respondents, during the process of formulating this National Youth Policy.

On the other side of the coin respondents, including young people themselves, stressed the corresponding responsibilities and obligations of youth. The most popular responses were:

- ◆ To become educated.
- ◆ To maximize the use of resources and opportunities.
- ◆ To be respectful of self, others and the environment.
- ◆ To take care of oneself.
- ◆ To work towards personal achievement.
- ◆ To listen and seek assistance.

- ◆ To make informed decisions.
- ◆ To participate in development.
- ◆ To contribute to nation building.

This National Youth Policy is cognisant of the tendency for adults to stress the responsibilities of youth and for young men and women to stress their rights. It therefore strives to achieve balance by giving equal weights to both aspects of youth development.

(G) PRIORITY TARGET GROUPS

Since resources are limited it is not possible to address every single issue listed above simultaneously. In a complex society like Grenada it is far better to intervene strategically. This policy is clearly intended to provide a framework within which action by various stakeholders could be orchestrated.

There are several Government and Non-Governmental Organisations providing youth services and if these efforts are coordinated the policy stands a better chance of being implemented and achieving the stated goals and objectives.

One way forward is to identify priority target groups and suggest which stakeholder is best equipped to meet their needs. The target groups singled out by respondents for immediate attention are as follows: -

(I) Adolescents

Adolescence is the period when children begin the transition to adulthood. It is a critical period when they start to distance themselves from the agents of primary socialization. Peer groups replace parents as the “significant others” in their lives.

It is also a period of heightened sensitivity when children become acutely aware of their social identity. During this period, feedback on a whole range of attributes is important; and impressions have a lasting impact.

This period starts at different chronological ages but it is generally understood that for the vast majority of children it takes place during the years of their secondary school career. Hence the educational system is in the best position to help young people manage their adolescence more successfully.

The current review of the National Education Policy has taken on board the need to adopt a multi-dimensional approach to education. The primary goal of producing well-rounded individuals has replaced the earlier preoccupation with academic performance.

This policy advocates a close working relationship between the Ministry of Education and the Ministry of Youth, Sports, Culture and Community Development in pursuit of common objectives.

(II) Juvenile Delinquents and Youth At Risk

Juvenile delinquents or young offenders are young people under 18 who break the law and in so doing defy the norms of society. As such they receive enormous exposure in the media. They are often portrayed as dangerous threats to social order. The response by decision-makers in society is invariably punitive.

Their peers, however, perceive them differently and in some cases elevate them to the status of heroes. As such their behaviour has a disproportionate effect on young people. Hence all young

people during the intense period of adolescence are at risk of being influenced by juvenile delinquents.

The numbers of young people convicted and incarcerated at Richmond Hill prison are relatively small. Between 1995 and 1999 the total was 121 children and young people between the ages of 12 and 20. The figures have been analysed as follows.

- 22 were between 12 and 16 years old.
- 32 were between 17 and 18 years old.
- 67 were between 19 and 20 years old.

There were only 5 females convicted. About 48% came from the St. George's District.

These are manageable figures; and the Draft Juvenile Justice Paper of August 2000 strongly recommends alternative and more rehabilitative measures to deal with this category of youth. The goal is to ***“promote the development of a range of options, both custodial and non-custodial for young offenders who come into conflict with the law and ensure that adequate standards are set for those who are held in custody. These options must always be in the best interest of the young person”***.

This National Youth Policy endorses the strategies and implementation mechanisms recommended by the Juvenile Justice Policy Paper. These measures are both rehabilitative (for offenders) and preventative (for those at risk). It also recommends close collaboration between the National Committee for Juvenile Justice and whatever body is established to implement the National Youth Policy.

(III) The Physically Challenged

The way a society treats its physically challenged members is a measure of how much it cares for its people. How it provides for those young people who are differently able, sends a clear message to all young people.

Physically challenged young people have the same needs as their peers. They are willing to partake in the general provisions, to realize their potential and to make a contribution as full members of society.

The UN Convention on the Rights Of The Child recognised that ***“a mentally or physically disabled child should enjoy a full and decent life, in conditions which ensure dignity, promote self-reliance and facilitate the child’s active participation in the community”***. (Article 23)

The major requirements for the exercise of this right are a change of attitude and the provision of additional facilities to enable them to gain access to youth service.

(IV) Young Women

In a society historically dominated by adult males, it is believed that young women are doubly disadvantaged by virtue of being young and female. There is considerable social and political pressure on young women to prevent them from realizing their potential and taking their rightful place in a society that advocates freedom.

Statistics from the Ministry of Education show that young women are more likely to drop out of secondary school than young men. Between 1992 and 1997, 352 young women dropped out of secondary school compared with 279 young men.

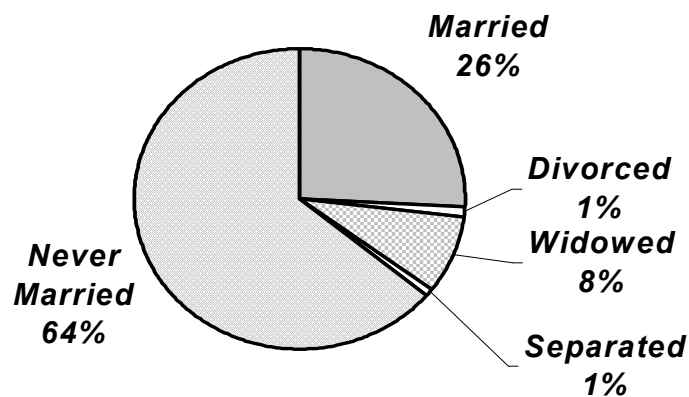
Statistics also show that even though a larger proportion of young women receive secondary education they suffer higher rates of unemployment than young men.

In Grenada, and the Caribbean as a whole, young women are a special group by virtue of the responsibility conferred on them for raising children. The number of female-headed households has historically been high throughout the region.

A UNICEF Situational Analysis of Children and their Families in Grenada (Jan 1996) found that the union status of women was:

Married	26%
Divorced	1%
Widowed	8%
Separated	1%
Never Married	<u>64%</u>
	<u>100%</u>

The pie chart shows below highlights the fact that the majority of Grenadian women were not married. Unmarried, unemployed or under employed mothers are vulnerable to predation by men.



The spread of the HIV/AIDS epidemic through heterosexual relationships now poses the most serious threat to Grenadian and other similar societies. And since women find themselves in a subordinate position in such relationships, they are in no position to negotiate safe sex.

This National Youth Policy therefore advocates measures designed to systematically empower young women. Nothing short of a campaign to train young women in the following areas can save Grenada from decimation by HIV-AIDS epidemic.

- ◆ Assertiveness training.
- ◆ Leadership training.
- ◆ Business enterprise development.
- ◆ The cultivation of Healthy Lifestyles.

(V) Young Men

Young men are the victims of child-rearing practices based on a stereotype of the Caribbean male. The old adage of “loosing the bull” has contributed to young men growing up without a sense of responsibility. Irresponsible behaviour on the part of young men is reputed to cause them to offend in greater numbers and to fail academically. It is a well-known fact that young women out perform young men in educational institutions.

Ironically though young men fail to realize their potential academically they still hanker after those professions and occupations dependent on academic competence. In Grenada and throughout the Caribbean can be found large numbers of young men who refuse to do manual jobs, particularly agricultural work, choosing instead to remain unemployed dreaming of high-status employment.

These outcomes for young men have led to a popular belief that men are at risk. Errol Miller’s thesis (1991) argues that both the structure and culture of Caribbean societies militate against black men.

Notwithstanding the obvious constraints, this National Youth Policy strongly recommends the singling out of young men for special treatment. Special courses should be designed in...

- ◆ Parenting
- ◆ Leadership
- ◆ Business enterprise development
- ◆ The cultivation of healthy lifestyles
- ◆ The removal of the stigma from certain occupations
- ◆ The dignification of “man the maker”.

Respondents were adamant that this National Youth Policy would fail if it ignored the needs of these groups.

(H) IMPLEMENTATION MECHANISMS

A National Youth Policy no matter how clearly argued or how well written cannot be implemented without **POLITICAL WILL** and **FINANCIAL RESOURCES**. Indeed many National Youth Policies throughout the Commonwealth have not been implemented because their recommendations were too controversial or too expensive.

Hence this National Youth Policy has been designed to use the given resources and to act as a catalyst to bring about change for the betterment of young people and by extension the future Grenadian society. It has avoided excessive idealism that advocates revolutionary change that is unfeasible or which could result in a catastrophic backlash.

This National Youth Policy identifies seven mechanisms for motivating and mobilizing young people. These mechanisms are intended to give a fillip to the process of youth development and nation building using the enormous resources of youth. They are as follows:

(1) A STRONG YOUTH DEPARTMENT

A strong Youth Department under the aegis of the Ministry of Youth should be established as soon as possible. The distinction between the Youth Department and the Youth Development Centre should be clarified. The recently completed “Vision for the Youth Department” makes clear that the management of the Centre is not the same as running a Youth Department. This “Vision” advocates separate staffing and other resources led by a Director of Youth in the Youth Department and a Manager at the Youth Development Centre.

This National Youth Policy endorses the recommendations of this “Vision”.

(2) AN INTERMINISTERIAL COMMITTEE ON YOUTH

As argued above there are several Ministries providing services to young people. They undoubtedly interact but the evidence suggests that they do not operate within a common policy framework.

This document provides a new paradigm for youth development. It is strongly recommended that this Committee made up of Ministers, Permanent Secretaries and Directors of Divisions meet on a regular basis to co-ordinate programmes in pursuit of common objectives. The objective is to establish a powerful network to ensure that the varied needs of young people are addressed in a rational and cost-effective way. The Ministry responsible for Youth Affairs should play a lead role in this Committee.

(3) A NATIONAL YOUTH COUNCIL

This National Youth Policy recommends the establishment/strengthening of a National Youth Council. This should be a representative body, democratically run by young people themselves.

It should be the highest tier of a system of representation that has as its base youth organisations scattered across the country.

The functions of this Council include the following:

- ◆ The provision of practical experience in leadership and good governance.
- ◆ Communication between decision-makers and grass roots members.
- ◆ The cultivation and dissemination of youth perspectives on important issues.
- ◆ The fostering of socio-economic activities among young people.
- ◆ The provision of opportunities to represent youth and advocate on their behalf.

This national, powerful, grassroots youth organisation could then foster other youth organisations, such as a Youth Parliament, to help empower youth.

(4) A MODEL YOUTH DEVELOPMENT CENTRE

Grenada is fortunate to have the physical facilities for a model Youth Development Centre. This National Youth Policy strongly recommends that these facilities be put to optimum use.

The Centre should be fully staffed and given the responsibility for gathering resources to design and deliver courses for young women and men. These courses should be in (among other things): -

- ◆ Leadership
- ◆ Business enterprise development
- ◆ Social and political responsibility
- ◆ Healthy lifestyles
- ◆ Conflict resolution.

There are several international, regional and national agencies willing and able to contribute to this training. UNDP, UNICEF, UNFPA, IPPF, CARICOM Secretariat, the Commonwealth Youth Programme, the Ministries of Education and Health, the Chamber of Commerce are some of the agencies with mandates to facilitate such training.

It is hoped that experience at this Youth Development Centre would be taken into consideration in designing other Centres across the country.

(5) A NATIONAL YOUTH REGISTER

It is strongly recommended that a National Register of young people aged 16 to 24 be established. This would constitute the database of all young people in this age group which planners need. Young people in this age range should be invited to visit the Youth Development Centre in Grand Anse to register, stating among other things:

- ◆ Their educational status
- ◆ Their educational aspirations
- ◆ Their employment status
- ◆ Their employment aspirations

- ◆ Their sporting, artistic and recreational interests
- ◆ Their involvement or interest in cultural and social activities
- ◆ Their participation in youth and other organisations.

This database should enable the Ministry of Youth and other stakeholders to refer them to other agencies which could satisfy their needs or plan for the provision of the required services. This information would also help the Centre to design courses for youth.

While visiting the Youth Development Centre these young people could be provided with details of the National Youth Policy and other relevant information.

(6) A NATIONAL YOUTH COMMISSION

A National Youth Commission made up of representatives of the various stakeholders should be established. This body is intended to generate synergy between Governmental and Non-Governmental Organisations and Youth groups in pursuit of common youth developmental goals. This independent body would have the responsibility for overseeing and monitoring the implementation of the National Youth Policy.

(7) A PLAN OF ACTION

Once the National Youth Policy is approved by Parliament, a Plan of Action should be drawn up.

(I) CONCLUSION

This National Youth Policy document was formulated in response to the demand by various stakeholders for a review of the situation facing young people. These bodies also mandated that a new approach to youth development be designed to ensure that a greater proportion of young people realise their potential and contribute more significantly to the task of building a nation.

The methodology used was fully participatory. Young people, parents, employers, and decision-makers in all areas of life were consulted for advice. Primary and secondary research enabled the writers to create a vision for youth in Grenada. This vision was then broken down into goals, objectives and strategies.

The aspirations of youth were then tempered by the political and economic reality of Grenada. In this context several feasible recommendations were made on how to send a clear message to young people about getting involved in the process of personal and national development.

In particular seven mechanisms were identified to aid the implementation of this National Youth Policy.

The next vital step is for this National Youth Policy to be approved by Parliament. This act would clearly demonstrate that there is the political will to implement the new policy. Once there is political will, the gathering and allocation of resources would be made easier.

It is hoped that this National Youth Policy and its recommendations help to suggest, co-ordinate and direct activities for the empowerment of young people.

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<i>The Bahamas</i>	<i>Jamaica</i>
<i>Belize</i>	<i>St. Vincent and the Grenadines</i>
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APPENDIX I

THE TASK FORCE MEMBERS

1. 1. Mr. Cecil Greenidge Chairman
2. Ms. Emmaline Pierre
3. Mr. Tyrone Buckmire
4. 5. Ms Gloria Payne Banfield
5. Mr. Jerome Mc Barnette
6. Mr. Isaac Bhagwan
7. National Youth Council
8. New Life Organization
9. Catholic Youth Secretariat
10. Grenada Union of Teaches
11. Ministry of Youth Affairs
12. Ministry of Social Services
13. Ministry of Health
14. Ministry of Education
15. Grenada Conference of Churches
16. Drug Avoidance Committee
17. Grenada Police Force
18. Agency for Rural Transformation
19. Grenada Scouts Association
20. Grenada Guides Association
21. Grenada 4 H Club
22. Grenada Red Cross Association
23. Grenada Community Development Agency
24. Coalitions of the Rights of the Child
25. Grenada Save the Children Fund
26. Legal Aid and Counselling Clinic

FACILITATORS/CONSULTANTS

Ms. Norma Shorey-Bryan
Dr. B. Ivan Henry
Dr. Spencer Thomas

APPENDIX II

A METHODOLOGICAL NOTE

There have been several attempts to formulate National Youth Policies in Grenada. These ranged from the exposition of certain political philosophies, to the justification for a set of youth development programmes that had evolved since the 1940's. The last National Youth Policy to be produced was during the mid-1990's when an expert in youth development was brought in to compile a document. This policy document contained volumes of useful information on the situation facing young people in Grenada and documented the responses of Governmental and Non-Governmental Agencies.

Then in 1995 the Commonwealth Youth Ministers' Meeting was held in the Region in Trinidad. Both political and technical leaders carried out a critical analysis of the challenges that would confront young people in the new millennium and asked themselves how well or not they were preparing youth for the new world order. A commitment was then made by each member state of the Commonwealth to formulate its National Youth Policy by the year 2000.

Subsequent research and development led to the production of a National Youth Policy Toolkit to help countries formulate their youth policies. The most important aspect of this toolkit was a shift away from the production of policies by experts, no matter how enlightened. This approach represented a paradigm shift from welfare provision and even exclusion to participation. This principle of participation had two serious implications for the involvement of young people in decision making.

First, the new approach stipulated that all stakeholders, particularly young people, had to be extensively consulted. This meant that the process would take longer than had hitherto been the case and that the process would be as important as the product. The very act of consulting young people sent a clear message that they themselves and their input were considered important. In addition to this, the trained facilitators were expected to empower young participants by providing them with the knowledge and skills to become change agents in their communities.

The second issue was that of continuity. The activities required to formulate the policy were designed to act as a catalyst to change the way young people and other stakeholders saw the world and to engender in them a sense of ownership. Even if the document was not completed young people would be empowered to begin to tackle their problems themselves in a democratic, participatory manner. The process was expected to throw up future leaders.

Grenada benefited from this new approach to policy development in 1996 when a major workshop was held there to train youth leaders of the Sub-Region in the use of the NYP Toolkit. A large contingent from Grenada attended.

A Commonwealth-trained Consultant/Facilitator was assigned to Grenada in 1998 to work with the NYP Task Force in carrying out the activities to formulate a National Youth Policy. Several consultations were held between 1998 and 2000.

Both quantitative and qualitative data were collected. The methods of collection included: -

- ❑ Desk research
- ❑ Participant Observation
- ❑ In-depth Interviews
- ❑ Questionnaires
- ❑ Focus Group Discussions
- ❑ Rap Sessions
- ❑ Brainstorming Sessions
- ❑ Training Workshops
- ❑ Conferences

In March 1998 a Sub-Regional Workshop was conducted in Dominica to review the process in several countries, to learn from mistakes made and to share good practice. Many respondents complained about the time it was taking to carry out the consultations. They also complained about the difficulty of generating and writing down consensus on certain issues.

In the case of Grenada, volumes of material had been generated by 2000. The problem was then to distill it into an acceptable policy document. Two methods were adopted to achieve this end. First, "Writing-up Sub-Committees" were set up and several writing workshops held. Second, a Consultant was appointed to review and refine the work of these Sub-Committees.

By March of 2001, the first draft of the National Youth Policy was completed. It was then subjected to further scrutiny by a group of about 25 stakeholders who made comment. These comments were finally incorporated into the second draft.