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CASE STUDY OF COUNTRY POLICY AND PLANNING APPROACH
TO THE NEEDS OF CHILDREN AND YOUTH

Submitted by the
Government of Jamaica



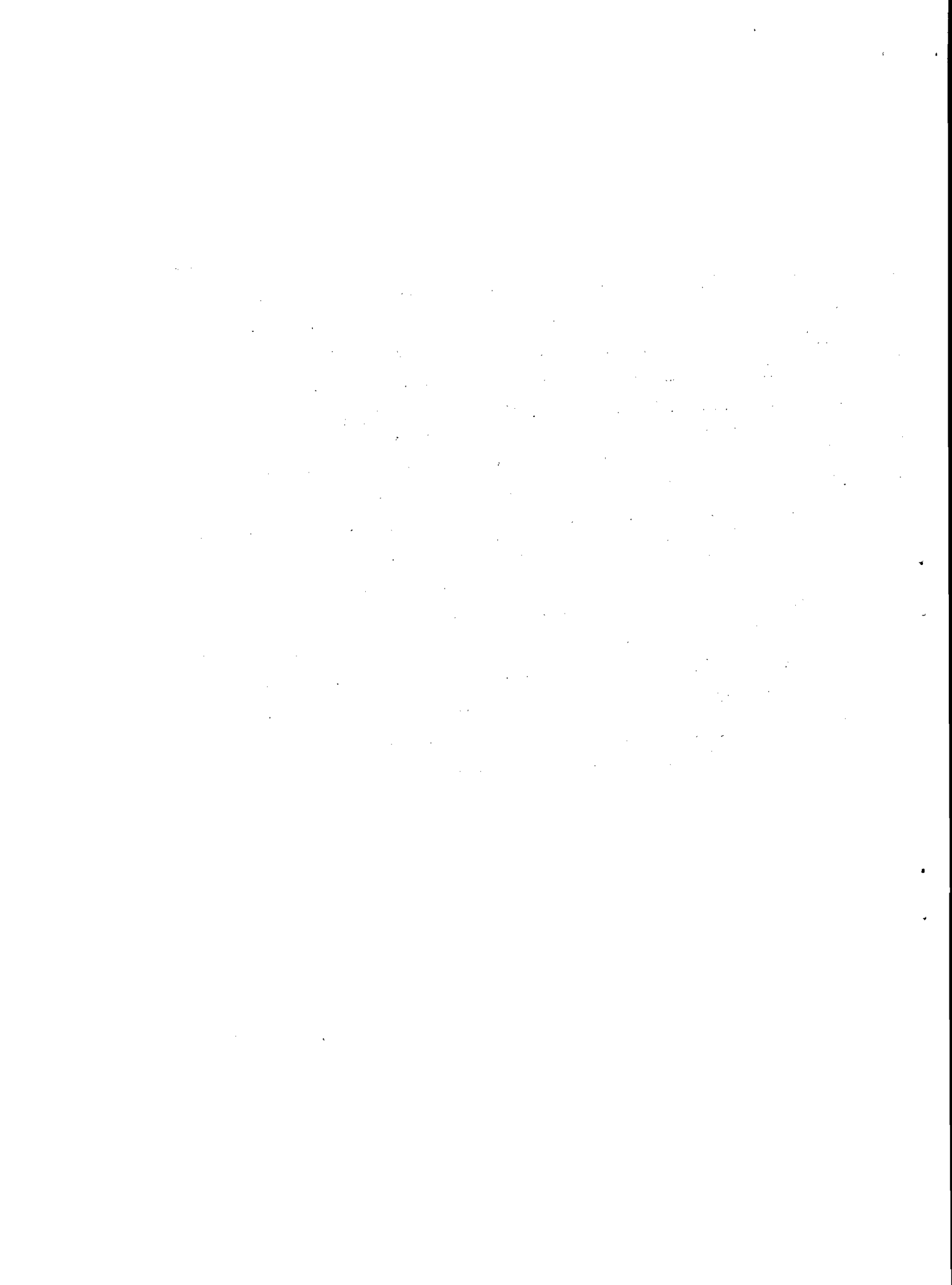


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/1. Description



1. Description of Jamaica

Jamaica is an island in the Caribbean Sea situated between 17° 43' and 18° 32' N. Latitude and 76° 11' and 78° 21' W. Longitude, 100 miles west of Haiti, 90 miles south of Cuba, 445 miles north of Cartajena. The island's greatest length is 146 miles, its greatest width 51, and in its 4 500 square miles it has a population density of 377 persons per square mile.

Jamaica has been described as a long rugged spine of mountain set in a ring of plain. More than half the area is over 1 000 ft. above sea level and about 1 million acres or one-third of the total land area is cultivable.

Discovered by the Spanish, Jamaica was captured from them by the British two centuries later in 1655 and remained a British colony until 1962 in which year Jamaica became an Independent country within the British Commonwealth.

Government:

The head of the Government is the Prime Minister who has a Cabinet of 11 Ministers. The Cabinet is the centre of the system of Government, initiating all Government policies and programmes, responsible for the general direction and control of the Government, and collectively responsible to Parliament. Each Minister conducts the business of his Ministry on his own responsibility, bringing matters before the Cabinet in his discretion. The Parliament is elected not less frequently than once every five years, and comprises 45 members. There is a Senate of 21 members appointed by the Governor-General who as the Queen's representative is the head of State; 13 on the advice of the Prime Minister and 8 on the advice of the Leader of the Opposition.

2. Bearing of General Objectives on Children and Youth

In 1963 the Government of Jamaica published a 5 Year Development Plan, the broad fundamental goals of which were economic viability, and social and cultural development and integration, and in which it was stated that it was realized that by diverting resources to provide economic, social and cultural services for the section of the community in greatest need there would be less than full concentration or rapid economic growth.

Social services are allocated 23% and community services 27% of the total development expenditure planned for the 5 year period.

The effort towards achieving the fundamental goal of social development is reflected both in the short term objective of providing immediate social benefits to persons in the lower income bracket, and in the long term aim of developing the human resources - improvement in the quality

/of the

of the people being both the aim and the key to development. This process involves the substitution of new and more relevant and acceptable values to replace those inherent in a colonial society in which privilege and status were entrenched behind social and economic barriers. It involves a balanced and integrated development which provides adequate opportunities for mobility, and the provision of youth and adult training programmes is essential. However, the process does not involve, as it does in some developing countries, a departure from a fixed social stratification set by our culture, as there are no formal caste, class or religious barriers to mobility and progress. The motto of Independent Jamaica is "Out of Many One People" - 91% of the population is of mixed negro descent, nearly 4% are Indians and their mixed descendants, Chinese and Lebanese account together for 2%, the rest Europeans and others. There are some 20 established religious faiths of which 90% of the population are members. Although relationships are more harmonious than those existing in many communities with similar backgrounds, there are differences in patterns of behaviour and in values related to ethnic origin, religion, etc. and the molding of these into a national unity is the ultimate aim.

It is well known that co-operation was an important feature in traditional African society. This was brought to Jamaica by the Africans who came as slaves and up to the early part of this century it was fairly common in rural areas for jobs such as house building, preparation of agricultural land, planting, etc. to be done with the help and co-operation of neighbours. Today's youths, however, are not familiar with these practices, and are being exposed to them for the first time in the Community Development Programme, where, for instance, a village matches the cash and materials contributed by Government with its co-operative labour to erect a community centre for the use of the whole village.

The greater part of the Jamaican society tends to be mother-oriented and the roots of this are found in the slave era - when marriage was not permitted and a system of faithful concubinage developed; the offspring from which were the sole responsibility of the mother. Some 70 per cent of births in Jamaica are illegitimate. Judged by Western standards this is somewhat shocking. However, a large proportion of these births are to stable common-law unions (the partners of which are as faithful as in legal marriage) but in which, however, it is accepted that the responsibility for the children rests on the mother.

Related to this is the high labour force participation rates among women (which, although declining over the past decade was 50 per cent in 1960) and among young people. These two groups tend to be hardest hit by unemployment and from the 1960 Census it appears that 39 per cent of the unemployed labour force was in the 15-19 age group and that 54 per cent of the unemployed were seeking their first jobs. It should be noted that of the 145 000 in the 15-19 age group only 15 per cent were pursuing full time studies.

/Unemployment is

Unemployment is recognized as the major social and economic problem in Jamaica, and this is aggravated in this mechanical age by the conflict between the choice of increasing income and increasing employment, but the Plan contains a number of measures designed to deal with the general problem of unemployment, and with the unemployment among youths and among females.

Among these is the handicraft training programmes being run by Village Officers in the Community Development Programme, which is aimed chiefly at the young women of the villages who after undergoing the training available to them in needlework, straw-work, ceramics, etc. are able to produce saleable items individually in their homes, or co-operatively with other villagers.

Within the Ministry of Education a vocational guidance division was set up. The staff is perhaps too small to make much impact, but a careers manual has been produced and made available widely and with this and visits to schools by the guidance staff a greater consciousness of careers, job possibilities and training requirements is developing both among children in the later stages of their school life and among their teachers. There is also a regular television programme put on by the Government Information Service in which a panel of young people have an opportunity to ask questions about various professions.

Vocational training is provided in the formal education system by the Ministry of Education. Training is also provided as part of the urban Community Development Programme and a number of training workshops have been set up and in which training is offered, which makes previously unemployed young people employable or able to produce saleable items on their own account.

Training is also available under an apprenticeship system - the details of which are discussed in Section 7 - Legislation.

The population of Jamaica has been growing rapidly. The rate of natural increase now stands at 3.2% per annum. The birth rate is now 40 per thousand. The population is comparatively young - 41% being under the age of 14 years, and 52% under the age of 21 years. With the high birth rate and increasing longevity the dependency ratio becomes less and less favourable. An increasing proportion of women are becoming mothers and of the 15-20 age group the proportion who were mothers in 1960 had risen to 22.2%. The necessary steps are being taken to bring about a greater awareness of the implications of rapid population growth and population pressure in the island, of the national problems arising therefrom, and of the effects of excessive child bearing on the lives and problems of individuals. Information, and assistance when desired, is being made available for spacing and limitation of families. In this field the majority of the work is being done by private organisations, some of which attempt also a limited amount of sex education for youths. There is also a Harmony in the Homes Movement supported by the churches, civic groups, private citizens and the Government which tries in a number of ways to focus attention on the dignity of the home and of family life.

The past two decades have been marked by an increasing rate of urbanisation of the population. Since 1943 the population in Kingston, the capital, and its suburbs has increased by nearly 90% and the proportion of the population living in towns of over 10 000 has risen to 30%. Since urbanisation is a typical feature of development and we are unaware of any major problem which it has created for Jamaica, it is necessary only to mention that efforts are being made to counter this trend. It is an important part of the Government's policy to create satisfactory living conditions and to increase employment opportunities in areas other than the main urban centres. Efforts are being made in Community Development schemes, rural electrification programmes, housing and water supply schemes, and the Farm Development Scheme to make good the deficiencies in the basic services and facilities available in rural areas. One of the results anticipated from this policy is that a larger proportion of the farm population, particularly in the younger age groups, will remain in agriculture, and with improved efficiency, both satisfy the growing demand for food, and achieve for themselves a higher standard of living.

Many of the problems now faced by a large number of Jamaicans are attributable in some degree to the inadequacy of their education, by both quantity and quality. A major objective of the Government's educational policy is to satisfy the accommodation and training needs and to provide the necessary teachers for the 7-15 age group, and as soon as facilities are adequate and compulsion is practicable, to ensure that the waste from irregular attendance does not continue. The importance is recognised of constantly reviewing the curriculum and adapting it to suit the needs of the Jamaican society, and increased emphasis is being placed on the expansion of its agricultural, technical, and vocational content. It is necessary for the education system to educate in the widest meaning of the term, to achieve acceptable academic standards, develop self reliance and self respect, habits of self study, and of corporate activity. It is also necessary for it to inculcate a respect for work and for achievement and build up the prestige of manual skills.

The figures of unemployment among young people quoted above, indicate one of the critical problems facing Jamaica. There is a lack of employment outlets for youth, when they are trained and much more so when they are untrained and partly illiterate. It is recognised that a massive training programme could, unless sufficient employment outlets were provided, lead to aggravation of their frustrations. The Youth Development Programmes therefore provide for training closely related to the type and extent of employment outlets, training in social and civic skills to increase national awareness of the essential meaning of independence, and of nationhood; recreational programmes providing particularly in rural areas facilities and training programmes and encouraging both the discovery of talent for national benefit and development of community spirit through team activity.

3. Planning in Jamaica

In 1955 the nucleus of an economic planning unit was drawn together with the selection of a small group of economists who were working in different fields of Government and in 1956 the Central Planning Unit was formally created within the Office of the Chief Minister and Minister of Development. The functions then were and still are the preparation of long range policy proposals, the study of ad hoc problems of an economic and social nature and assisting in the preparation of the annual budget including the annual review of the economy. It functions as an independent research and advisory service to the Government as a whole. The study of individual matters is made either on its own initiative, on instructions from the Cabinet, or on a request from any Ministry.

Under our system of Government each Minister is fully responsible for the subjects within his portfolio and for making and implementing his plans and programmes. The Central Planning Unit, however, has a responsibility for co-ordinating the plans of the several Ministries and ensuring that they do not conflict or mitigate against each other and that together they are within the resources of the country. The Planning Unit has a special interest in forward planning to ensure that necessary preparatory work is undertaken before scarce resources are allocated for projects, and in reviewing the progress of programmes so that it can advise on necessary adjustments and steps to obviate bottlenecks.

It is of interest to note that special care has been taken in selecting personnel of the Unit so that in addition to training in economics the staff had as wide a range as possible of second specialities. From its inception the system has been to allocate to each member of the Unit responsibility for liaison with certain Ministries. This has the double benefit of having in the Unit some one fully conversant with the problems, etc. of each sector, and also provides for the Ministry a point of contact.

The need has often been discussed, particularly in relation to the evaluation of plans and progress and for making Ministries planning conscious of having in each Ministry a planning body. The UNESCO mission previously referred to strongly commended this in the case of education, and Government has recently approved the establishment within the Ministry of Education of a small planning unit.

In the Ministry of Health one of the Chief Medical Officers was trained in health planning techniques and other senior officers have been trained in related matters. No formal planning unit has yet been set up in that Ministry, however, although there is at present a Committee of specialists in several fields working out a survey of the needs and resources required to meet them over the next 10 years.

There are a number of limitations in planning in Jamaica, particularly in planning for the social sector. The principal being perhaps the size and number of problems to be solved in relation to the available resources, the vulnerability of the economy to external forces, the inadequacy of social data, and the small size of the Government sector in relation to the whole economy.

/It is

It is realised that information on manpower needs and resources is essential for planning. In 1959 a Manpower Research Unit was established with the assistance of I.L.O. and this has enabled a closer review of some aspects of labour supply and demand, and the steps needed to bring them into balance. There are, however, many gaps in the information and steps are now being taken to set up a permanent survey team to carry out quarterly surveys to provide social statistics and with particular reference to manpower data. With this information it will be possible to tailor training provisions to fit specific needs.

4. What National Development Policies will require of Children and Youth

In Jamaica's efforts to expand the economy a great deal of reliance will have to be placed on the manufacturing sector and on the agricultural sector. The former is expected to achieve an average annual growth rate of around 7% during the 5 Year Plan period. While the growth projected for agriculture is much less, we have to rely on that sector both for the contribution from the export agriculture and for domestic agriculture increasingly to feed the population and so reduce the burden on the economy from importing food.

The influence of the Government on the manufacturing sector is very limited and is more or less restricted to creating the climate in which manufacturing enterprises can grow. This involves as far as its implication on youth is concerned, the training programmes previously mentioned to provide and up-grade skills, apprenticeship and particular emphasis on the importance of raising levels of both national and individual productivity. The fact that many of the industries that are being attracted to Jamaica under the various incentive laws are assembly industries, offering employment opportunities for women, should enhance the prospects of their children, for whom in a material sense they will be able to do more. This aggravates, however, the problems of the children who are either left unsupervised and to their own devices while their mothers are at work, or are sent to live with a grandmother or other relative and lose the benefit of growing up in a close immediate family unit.

Very limited provision is made in day nurseries and in basic schools for care of younger children whose mothers work but are either unwilling or unable to send them to be cared for by a member of their family. Many people in Jamaica live in "tenement yards" - these are compounds where rooms are let as individual units, sharing communal cooking, lavatory, etc., facilities. It is common for the children of a working mother to be left in the "yard" in which she lives with an older child or another woman being asked to "give an eye" to the children, and where they are very small to see that they are fed.

Mention has been made of the efforts to encourage youths to stay in agriculture. Even if attempts to encourage industry to locate in rural areas are unsuccessful, and all new industries locate on the present

/industrial estate

industrial estate in Kingston, there is little hope for rural youths to find employment in these new industries. They would have to compete with the youths (under 20's) already in Kingston who represent 40% of the population there.

In 1957 a Statutory Body, the Jamaica Youth Corps, was established under which were set up and operated two residential camps for boys aged 15-19 years as an experiment in community living. The aim was to continue the education of boys who were unemployed at a particularly vulnerable age for social deviation and assist them to develop as useful citizens. The boys are exposed to a wide range of activity and learn through doing. They operate as far as possible on a principle of self sufficiency, and grow their own food, construct their own buildings, roads and other facilities, and they are able to operate on a very low cost budget and with a low staff ratio. Evaluations of the results of these camps over the years has led to changes in emphasis, greater attention now being given to the provision of formal training and limiting the choice of campers to training in skills which will fit them to meet their economic and social needs on their return to their communities. One camp specialises in training in vocational skills suitable to the urban environment, the other concentrates on agriculture and related skills required in the rural environment, and recruitment to one or other camp is selective.

It is not uncommon for the ex-campers on their return home full of enthusiasm and new ideas to be met by a barrier of resistance from the older people which may result in their abandoning their new concepts or leaving the village. To counter this, two things are being done. Recruitment in rural areas is now being restricted to villages in the Community Development Programme, the resident Village Officer of which is able to back up, assist and enlist support for the ex-camper. Also consideration is being given to the establishment of a Youth Village to be settled by ex-campers.

Jamaica has a long tradition of community development activities, dating back to 1937 when Jamaica Welfare, which later became the Jamaica Social Welfare Commission, was set up and initiated a Better Village Programme, centred around home economics, adult education and co-operation. Although this programme met with many successes, it soon became over-extended, and in 1962 it was reorganised to improve its effectiveness. It now concentrates in 100 villages at a time, with properly trained multi-purpose community development workers residing in each of the villages for one or 2 years, able to be constantly available for discussion and advice for the village and to conduct training and recreation programmes. Mention was made earlier of the community centre being provided co-operatively in each of the villages. For the first time the Community Development Programme has a special provision for youth in recreation and sports development programmes under which the villages are provided with playing fields adjacent to the community centres, equipment and coaches.

5. Needs of Children and Youth

Some of the problems of children and youth in Jamaica have already been mentioned, but with the needs resulting from them, they can be looked at in greater detail.

The decline in mortality rates mentioned earlier from 67.1 per thousand in 1954 to 39.3 in 1964 is due both to a general rise in the levels of living and to improvements in the medical and public health services. However, there are still serious inadequacies. In 26 general and maternity hospitals there are 6 134 beds or an average of one hospital bed for every 600 persons. There are 85 Health Centres throughout the island, providing simple medical services. At these hospitals and Health Centres ante natal and post natal care is provided free or at a moderate income-related fee. Not all mothers are able to get to these services and they are assisted by midwives of whom there are 315 registered provided by the local authorities. Unfortunately, 55% of deliveries in rural areas even today are by untrained "nannies". In 1961, of 66 000 births, 22,500 were delivered in hospitals, 15 100 at home by Public Health nurses and the rest were delivered by "nannies". Although efforts are made to provide ante natal services and proper sanitary deliveries of babies, the poor economic condition of some of the mothers affect both themselves and their babies and malnutrition which is still common particularly in the post weaning period is the cause of 20% of the deaths of children aged 1-4. Gastro enteritis and other socio-economic diseases account for 50% of the infant deaths. One of the programmes aimed at overcoming this is the supplemental feeding scheme which distributes skimmed milk powder to pregnant and nursing mothers and to their children aged one to 2 years. 80 000 children get 2½ lbs. of skimmed milk per month which is equivalent to 16 pints per month of liquid milk. This scheme was started with milk from UNICEF, and is continued with milk powder available under the U.S. Surplus Foods programme. The distribution is done through clinics and midwives. Immunization programmes to protect children against various communicable diseases are also undertaken. The numbers immunized vary from year to year, small pox (adults and children) averaging 100 000, typhoid (adults and children) 180 000, polio 140 000 (children) diphtheria, whooping cough and tetanus 160 000 (children) and B.C.G. 22 000 (61 000 tests also done). There is a staff of 110 Public Health nurses who do school and home visits and in 1964 a new 200 bed hospital exclusively for children was opened and in its present year had over 4 000 in patients. It has specialist facilities and equipment of the highest standard.

There is a voluntary organisation, the Child Welfare Association whose work centres around the health and physical well being of babies and young children. They run daily pre-natal child and adult clinics, and operate 2 day nurseries. They also distribute subsidised half cream milk for children six months to one year and try through efforts such as clubs for fathers and mothers to promote the welfare of their children.

A nutrition survey has been carried out among pre-school children, i.e. ages 1-6 years to ascertain the general state of their health. The diets of these children were carefully examined in order to find out whether there were any deficiencies.

It is hoped from the findings of this study to develop a diet supplement which will help to meet any deficiencies observed in the regular diets of these children.

Associated with low economic status are the poor environmental conditions which also have an effect on the children.

In rural areas bad housing conditions contribute to the unattractiveness of farm life and are a significant contributory factor in the flow of young persons to towns.

At the 1960 Census 21% of dwellings had water piped into the buildings and 16% had the supply piped into the yard. 20% of the dwellings had water closets, an insignificant proportion of which were in rural areas. Although there has been a great increase in the number of households using electricity and in the average amount which they use, they still represent a small fraction of the total population.

Nearly 50 000 children reach the age of 5 years annually, and with medical and environmental improvements this number will grow. Apart from a minimal provision of infant places, the Government education system caters for children 7 years and over. At the 1960 Census 10% of the children 5-7 were attending school.

From the education statistics in the appendix it will be clear that a major problem for the school age children is the lack of sufficient educational opportunity. The rapid and steady growth of the population and the high proportion in it of young people makes the solution of this problem exceedingly difficult, but Government is giving it increasing attention and has recently had the advice of a UNESCO mission whose recommendations are now being studied.

Environment also creates problems for these children of school age, particularly those in the secondary stream. Although Government offers financial assistance beyond the cost of books and tuition, the homes from which some children come are so poor that they are unable to benefit fully from the educational opportunities, e.g., they have neither privacy nor basic facilities such as light, to do their home work, they have so many domestic responsibilities before and after school that they are physically exhausted; unable to pay for transport they have to walk long distances to school.

In primary schools there is a school feeding programme supplying a hot midday meal free or in some cases at a very small and highly subsidised cost. A voluntary organisation, the Save the Children Fund, has been running a feeding scheme on a small scale for many years.

/The school

The school leaving age for the children who do not get into the secondary education stream is 14 years, and from what has already been said, it will be clear that the main problem of these school leavers is the lack of opportunities for job training and the scarcity of jobs. It is anomalous that with high unemployment there is a scarcity of agricultural labour, but following the example of their elders these youths have a scale of job preference which puts agricultural employment very low. Admittedly many of the jobs are strenuous, uninteresting and meagrely paid.

Provision for education of children is made both by the public sector including institutions originally privately established mainly by Church bodies, but now are under some measure of Government control in return for substantial Government aid. The private sector can be divided into 3 main categories - infant centres and basic and preparatory schools for pre-school age children which serve a real need although often their plant and facilities are a bare minimum; all-age schools established by church bodies, some of which are "class" schools, others being supplementary to the public establishments; and thirdly, the profit-motivated establishments, catering for children who cannot get into the public system.

In the public sector "primary" education is offered children from the age of $6\frac{1}{2}$ years to the end of the academic year in which they attain their 15th birthday. On the basis of a selection test some 3 000 - 4 000 pupils annually from the 5th and 6th grade of primary, public and private schools (aged around eleven years) are offered education of a secondary general type at the Public High Schools or Comprehensive schools. The majority leave school after a 5 year course, but limited facilities are available for further studies of the unsuccessful candidates in the 11 plus selection test, most continue in the senior department of the Primary or all-age schools (public), some move into private schools, some into Senior schools, some drop out of the education system altogether, and some on the basis of a selection test at age 13 or 14 move into Technical High Schools.

At the end of the senior school or senior department course (at age 15) there is again some movement by school leavers into private secondary schools. A handful gain entry into vocational institutions, trade training centres, the Youth Corps camps. Some continue studying with correspondence courses sponsored by the Ministry of Education, and evening classes, mainly in order to qualify for entry into the teaching profession as probationers.

At the post secondary level the College of Arts, Science and Technology, the Teacher Training Colleges, and the University of the West Indies offer opportunities to those who can qualify. A small number study at universities overseas.

Non-enrolment of the 7-14 age group is around 8 per cent, but absenteeism is estimated at some 40 per cent of average annual enrolment. In the 7-18 age group non-enrolment is around 22 per cent.

There is one other group of children whose special needs are often overlooked in discussing provisions for young people and this is the handicapped.

/Consequent on

Consequent on a polio epidemic some years ago it became necessary to provide special medical facilities for treatment of the cases and these were set up as an annex to the Hospital of the U.W.I. Out of this has grown a rehabilitation centre for physically disabled and as well as medical and prosthetic care a school has been set up for the children with the aim of fitting them to enter (many for the first time) normal education institutions. The children are encouraged to overcome their disabilities by recognising the abilities which remain to them, and for example, swimming being an important treatment for them many become good at it and compete in school competitions, their success having an important psychological effect both on the swimmers and on their disabled colleagues.

A voluntary association runs a school for children aged 2 - 16 years who are deaf and/or dumb and does work among these children when they leave school and also assists adult deaf.

Work is also done by voluntary groups among the blind, and there is a prevention of blindness campaign which includes provision of facilities for testing children's eyes in schools and assistance with securing treatment where necessary. Schooling and special vocational training is also provided for a number of blind children.

Another voluntary group also provides education facilities for mentally handicapped children.

There is another voluntary society, a casework agency, whose focus is on the problems of children. Cases referred to it involve behaviour problems, cruelty, neglect, non-maintenance, desertion, etc. It endeavours to keep the child whenever possible within his home working towards building up the home and family relationship and where this is not possible finds a foster home for the child.

The subject of child care is the responsibility of the Minister of Development and Welfare within whose Ministry is a Child Care and Protection division, whose main responsibilities are to give effect to the Juveniles law by bringing cases to court as in need of care and protection, sanctioning parents to bring to court their children who are out of control and supervising children under orders from the Juvenile Courts for which specially trained judges have been provided. The Division runs places of safety in which juvenile offenders or those in need of care are kept while awaiting a decision of the court or placement in the appropriate institution. There are also approved schools - correctional institutions where deviants are readjusted and prepared for their return to their homes.

There are also children's homes in which children adjudged by the court to be in need of care and protection are placed. Education facilities are provided in all these institutions and increasing emphasis is being placed on vocational training. Here we reflect the common anomaly of civilization by automatically guaranteeing to deviants an opportunity for training whereas the rest of their age group who are well behaved and well-adjusted have to compete among themselves for places available to but a small proportion of their number.

6. Investment in Children and Youth

The largest single provision for children and youth is naturally in the field of education which over the past 5 years has varied between 14% and 13% of total Government expenditure, education's share of all recurrent expenditure being 15-16% while its proportion of the amount provided for capital expenditure varied between 9% and 6%. As a proportion of national income Government expenditure on education averages just under 3 per cent.

In addition to this expenditure by the Government about a half as much again is spent on education from private sources.

In the case of health where the provisions are made for the entire population it is difficult to allocate the expenditure for children and youth, except where it is a special identifiable service such as an immunisation campaign which is only available, e.g. to children under 6 and to pregnant women. It would be misleading to allocate an arbitrary proportion based on population or any such indicator since the range of services performed is not consistent throughout the island. Total expenditure on health averages £3-4 per capita per annum and represents some 10% of total Government expenditure and 2.4% of national income.

Expenditure on maintaining children in care and protection through the Ministry of Development and Welfare including the staff of the Child Care Division amounts to £0.45 per head of the juvenile (under 17 years) population.

The expenditure of the Youth Development Agency on the Youth Corps and Youth Clubs amounts to a further £0.27 and with the subventions given by both the Ministry of Development and Welfare and the Ministry of Health to voluntary organisations particularly concerned with children and youth (£60 000 Ministry of Development and Welfare; £38 000 Ministry of Health) the expenditure represents 1% of total Government expenditure.

In addition there are a number of provisions and subsidies which although not aimed directly at children and youth are indirectly for their benefit. These include expenditure on improving environmental conditions - housing, sanitation, water supplies - and expenditure on agricultural development, particularly on crop subsidies.

/7. Legislation

7. Legislation

The Laws of Jamaica of special relevance to children and youth include:

Juvenile Law

This Law is a comprehensive Law which deals with the prevention of cruelty to, and the employment, trial and punishment of, children and young persons under the age of 17 years (referred to as juveniles).

The Law establishes Juvenile Courts, Approved Schools and an Advisory Council to advise the Minister on any matter which in its opinion affects the proper carrying out of the provisions and objects of the Law.

Each Juvenile Court consists of a Resident Magistrate who is specially trained in juvenile work and two Justices of the Peace, one of whom is a woman and both of whom are selected from special panels of those Justices of the Peace who are considered to be specially qualified to deal with juvenile cases.

Under the Law it is compulsory to keep juveniles entirely out of the ordinary Police Courts and wherever possible the Juvenile Courts are held in buildings other than Police Courts and in every instance the general public is excluded. This procedure is specially designed to eliminate from Juvenile Courts the atmosphere of Police Courts.

Juvenile Courts deal with two types of juveniles -

- (a) those brought before them as a result of some delinquency; and
- (b) those who have been neglected and illtreated and are in need of care and protection.

The powers of these Courts include:

- (i) the placing of juveniles on probation;
- (ii) the committal of juveniles to Approved Schools and to the care of fit persons (whether relatives or not) who are willing to undertake the care of them; and
- (iii) the assessment of contributions payable by the parents, guardians, etc., of juveniles committed to Approved Schools and fit persons.

The statutory age of criminal responsibility is 8 years.

The Law establishes Approved Schools to which juveniles adjudged delinquents and those suffering from neglect or illtreatment will be sent.

/However, as

However, as far as possible children are boarded out with suitable foster parents (referred to as fit persons) since it is desirable that children should be brought up in homes rather than in institutions.

The Law provides that children under the age of 12 can be employed only by their parents or guardians, in prescribed occupations. It makes stipulation also as to the employment of Juveniles generally.

Adoption Law

Legitimation per subsequens matrimonium is a recognised principle of Law in Jamaica. This principle is given recognition in the Legitimation Law which provides, inter alia, as follows:

"Any child born before the marriage of his or her parents whose parents have intermarried or shall hereafter intermarry shall be deemed on the marriage of such parents to have been legitimated as from the date of such marriage and shall be entitled to all the rights of a child born in wedlock."

This statutory legitimation is effective to legitimate any child even if at the time of the birth of such child there existed any legal impediment to the marriage of the parents of such child. In addition to the above method of legitimation a child born out of wedlock may acquire the status of a person born in wedlock by being adopted under the Adoption of Children Law, 1956.

Inheritance

As the law now stands, if the mother of an illegitimate child dies wholly or partially intestate leaving no legitimate issue surviving, the illegitimate child or if he is dead his issue may take such interests as they would have been entitled to had he been legitimate. Similarly, the mother of an illegitimate child may participate in his intestacy as if he had been legitimate. The law does not, however, apply to or affect the right of any person to take by purchase or descent any entailed interest in real or personal property. Where, however, a mother has both legitimate and illegitimate children the illegitimate child has no rights to inherit upon the intestacy of the mother. A law will shortly be enacted whereby illegitimate and legitimate children of the same mother are to rank *pari passu* for the inheritance of their mother's estate in case of an intestacy.

In so far as succession by an illegitimate child to the estate of its father upon intestacy, the law of Jamaica does not recognise any such right even where the father voluntarily registers himself as the father of the child. 70% of the children born in Jamaica are born out of wedlock. This law has the effect therefore of *disinheriting* the majority of the children born in Jamaica, if as is often the case, their fathers die intestate. Common-law marriages are not of course legally recognised in Jamaica. On the other hand it is still possible for a person to completely disinherit his spouse and children by willing his property to his mistress

or other deserving charity and in such a case neither the spouse nor the children would have a remedy. However, active consideration is being given to enacting an Inheritance Family Provision Act to enable the court in such circumstances to make provision for the spouse and infant children out of the estate of the deceased person. The only real remaining question to be resolved is whether in this Act the children will include illegitimate children.

Maintenance

The law provides that a man must maintain his own children under 16 years of age and also every child whether or not born in wedlock, that a woman has living with her at the time of his marriage to her, or at the start of his cohabitation with her.

Every widow and unmarried woman is required to maintain her own children should the father fail to do so.

With regard to persons unable to maintain themselves through age or mental or bodily infirmity, children born in wedlock are required to maintain their father, mother, grand-fathers and grand-mothers. Every person born out of wedlock is required to maintain his mother, the person registered as his father or the man with whom his mother cohabited at the time of his birth provided in his infancy he had been treated by such persons as their child.

Domestic Relations

Consideration is being given to recommendations of the Law Reform Committee for changes in the Law of domestic relations as far as it affects children in that:

- (a) in relation to a child of one party to a marriage (including an illegitimate or adopted child) who has been accepted as one of the family by the other party, where any proceedings for divorce or nullity of marriage or judicial separation either before or by or after the final decree consideration is being given to the enactment of a law to empower a court to make such provisions as appear just with respect to the custody, maintenance and education of such children in the same way as it is empowered in relation to the children of the marriage. In considering whether any or what provision should be made for requiring any party to make any payment towards the maintenance or education of such a child (who is not his own), consideration is being given to a proposal that a court should be required to have regard to the extent to which that party had on or after the acceptance of the child as one of the family assumed responsibility for the child's maintenance and to the liability of any person other than a party to the marriage to maintain.

/(b) consideration

- (b) consideration is being given to a proposal to enact a law to prohibit a court from making absolute any decree for divorce or nullity of marriage or from pronouncing a decree of judicial separation unless and until the court is satisfied as respect any child under 16 that arrangements have been made for the care and upbringing of the child and that those arrangements are satisfactory or the best that can be devised in the circumstances or that it is impracticable for the party or parties appearing before the court to make any such arrangements;
- (c) consideration is being given to a proposal to enact a law to require a judge in determining an application for leave to present a petition for divorce before the expiration of three years from the date of the marriage to have regard to the interest of any children of the marriage in terms identical to (b) above. (Any children of the marriage is to be construed as including a reference to any other child in relation to whom the court "would have jurisdiction" and would include any child of one party to the marriage including an illegitimate or adopted child who has been accepted as one of the family by the other party.)
- (d) consideration is being given to a proposal to enact a law to enable a court by which proceedings instituted for divorce, nullity, or judicial separation are dismissed either forthwith or within a reasonable time after the proceedings have been dismissed to make such provision with respect to the custody, maintenance and education of any child as could be made in the case where the proceedings are successful.
- (e) consideration is being given to a proposal to enact a law to empower a court to order a husband who has been guilty of wilful neglect to provide reasonable maintenance for his wife or children, to make periodical payments to the wife and also to make provision for the custody of such children. The proposal envisages a power to enable the court in these circumstances, if it thinks fit, to order the payments to be made to the child or to any other person for the benefit of the child instead of to the wife.
- (f) consideration is being given to a proposal to enact a law to empower a court in any of the circumstances referred to at (a) to (e) above to order that the child by under the supervision of a Welfare Officer or of a local authority.

/Apprenticeship

Apprenticeship

The Law provides for the establishment of an Apprenticeship Board, which estimates the number of apprentices required to ensure a sufficiency of skilled workers, recommends on vocational guidance and sets standards of training for apprentices. The Board with the approval of the Minister makes apprenticeship orders.

The law requires that contracts of apprenticeship are in writing, and authenticated by the parent or guardian where the apprentice is under 21 years; and instructs the employment of apprentices unless a contract has been registered by the Board.

8. Summary and Conclusions

Jamaica has a relatively young population - 41% being under the age of 14 years and 52% under the age of 21 years. With a birthrate more or less stable at 40 per thousand and a death rate which has declined to 7 per thousand the population is growing rapidly and is expected to double itself by the 1990's.

The land resources of the island are limited and only one-third of the land area is arable. Although the role of agriculture in the economy is and must remain important, both because of the contribution from the export crops and also because of the need to feed the growing population, employment in agriculture becomes less and less popular. The drift from rural areas particularly of young people is cause for serious concern.

Machinery for economic and social planning has been a part of the administration since 1956 and the planning process is fairly sophisticated. Although planning is for the public sector, which is a small portion of the total economy, account is taken also of the performance and contribution to economic growth from the private sector.

Although our statistical services are relatively well established and efficient, there is a lack of social data, perhaps the most critical gap being manpower demand data.

The Jamaican society is mother-oriented - a large proportion of households having no male head. In looking at the figure of illegitimate births in Jamaica and many West Indian territories, it is necessary to realise that a system of faithful concubinage as stable as legal marriage exists. The rate of high female participation in the labour force and the resultant lack of supervision of children should be noted.

The three most important problems facing the youth of Jamaica today, are malnutrition in early ages which often does irreparable damage to organs which is not apparent till later years; the inadequacy of educational opportunities both as to quantity and quality and the difficulty of closing the gap with the rapid increase of the population;

/and thirdly,

and thirdly, the impossibility of the economy which is still basically agricultural absorbing the increment to the labour force as well as providing sufficient jobs for the large number of unemployed.

Jamaica's legal system which is at present under serious review recognises the special need for protecting the rights of children. Among the matters under review is the difference between statutory ages in different laws - the age of consent being 14 years, school leaving age 15 years, marriageable age (with parental consent) 16 years.

In concluding attention might be focused on two related problems which are of general interest to developing countries. The first is that we are obliged to provide social services beyond the capacity of our resources. The more advanced countries developed social consciousness as a consequence of and after they had developed industrially. Thus while they were industrialising their population was declining because bad health conditions caused a high death rate, they had no problems with unionisation and fair wages and hours of work, they were free to exploit child labour and so on. For a period therefore they were able to concentrate all their resources to economic development and only gradually and as they could afford them were social services provided. Apart from following the pattern of the social services of the advanced countries today's developing countries reap the benefits of their medical research thus improving their health conditions and increasing their population growth.

The second general point is that as these social services are not directly productive they have traditionally been financed from the revenues of the developing countries. As these are limited the back-log in their provision has grown. Today, international financial institutions are prepared to make funds available for social services particularly for education, but as it is extremely difficult to measure social progress and as no cost benefit indicators have been worked out, it is difficult to use these funds both from the viewpoint of the lenders who must be able to report in quantitative terms on the distribution of their funds and from the viewpoint of the borrowers who must be able to work out a logical system of repayment of such funds, and as time passes the gap grows wider and more difficult and expensive to fill.

APPENDIX

DEMOGRAPHIC STATISTICS

Table 1

BIRTH AND DEATH RATES 1958 - 1964.

Year	Population at 31st Dec.	Birth Rate per 1000	Death Rate per 1000	Rate of Natural Increase per 1000	Infant Mortality Rate (per 1000 live births)
1958	1 565 000	40.1	9.2	30.9	62.3
1959	1 600 000	40.9	10.5	30.4	67.8
1960	1 625 000	42.9	8.9	34.0	50.1
1961	1 639 000	41.0	8.8	32.2	47.2
1962	1 662 000	40.6	9.0	31.6	48.1
1963	1 706 000	39.7	9.1	30.6	49.2
1964	1 762 000	39.8	7.7	32.1	39.3

Table 2

BIRTHS AND DEATHS 1958 - 1964

Year	Births	Deaths	Infant Deaths	Still Births
1958	62 100	14 300	3 900	850
1959	64 800	16 700	4 400	828
1960	69 200	14 300	3 500	781
1961	66 900	14 400	3 200	819
1962	66 900	14 800	3 200	743
1963	66 800	15 300	3 300	828
1964	69 266	13 746	2 723	890

Table 3

NUMBER OF MOTHERS UNDER 24 YEARS OLD

Age	1943		1960	
	No.	Proportion of Total %	No.	Proportion of Total %
15-19	8 145	13.36	16 720	22.18
20-24	29 738	47.86	43 989	65.05

More women in the child bearing age (15-44) are having children in 1960 than in 1943. Yet although in 1960 more women were mothers there was a tendency for them to have less children, thereby causing a reduction in size of family; probably due to urbanisation and widening use of contraceptives, education and the conclusion that large families are not consistent with high standards of living.

Table 4

LITERACY

Census Year	Percentage of Population over 10 able to read & write
1911	53.8
1921	58.3
1943	73.8
1960	83.9

/Table 5

Table 5

EDUCATIONAL STANDARD BY AGE GROUP - 1960

School Level	Total Popu- lation 15 years & over	AGE GROUP			
		15-19	20-29	30-39	40 & Over
Never attended	16.0	8.2	11.3	14.4	22.6
Lengthened Primary	76.9	81.6	79.8	78.8	72.5
Secondary	6.6	10.2	8.2	6.2	4.4
Professional	.5	0.	.7	.6	.5

Table 6

PRIMARY SCHOOL ATTENDANCE AS A PROPORTION OF ENROLMENT

1961	62.2
1962	63.8
1963	64.7
1964	66.9

Table 7

CHANGES IN LABOUR FORCE 1957 - 1960

	Both Sexes		Males		Females	
	Difference	Percentage	Difference	Percentage	Differ- ence	Per- centage
	Change	Change	Change	Change	Change	Change
Total Labour Force	+1	+0.2	+29	+7.8	-28	-10.0
Employed	+36	+6.8	+34	+10.3	+2	+1.0
Unemployed	-35	-29.2	-5	-12.2	-31	-39.7
Experienced unemployed	-63	-63	-18	-52.9	-45	-68.2
Seeking first job	+28	+140	+13	-186.7	+15	+115.4

Table 8

LABOUR FORCE PARTICIPATION RATES BY AGE AND SEX

	1943		1960	
	Male	Female	Male	Female
	Total	83.95%	43.17	83.95
14 Years	23.88%	16.76	10.18	4.51
15 - 19 years	56.65%	37.99	57.2	32.01



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LATIN AMERICAN CONFERENCE ON CHILDREN
AND YOUTH IN NATIONAL DEVELOPMENT

Jointly sponsored by the Economic Commission for Latin America, the Latin American Institute for Economic and Social Planning, and the United Nations Children's Fund, in co-operation with the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, and the World Health Organization

Santiago, Chile 28 November to 11 December 1965

SUMMARY
of

the Report Prepared by the Government of Peru

Introduction

Peru's population increases at an average 3% per annum.

The 1961 census shows that the population is young: 63.2% of the population is 24 years of age and under (0 to 4 years: 18.2%; 5 to 9 years: 14.2%; 10 to 14 years: 12.1%).

Though the country's rate of growth has been favourable, largely due to increased exports which has led to a sound balance of payments, 90.5% of the economically active population has an income of up to 24,000 soles per annum.

Approximately 50% of the total population works in agriculture; this percentage increases to 90% in the Andean area.

There is urgent need for skilled workers, technicians and engineers.

Geographically Peru presents three distinct areas: Coast, Sierra or Andean area and Selva or Eastern Jungle. The coastal area, along the Pacific Ocean, is rich and fertile; the capital and most of the main cities can be found here, along with 40% of the country's total population. The Sierra or Andean area presents rugged living conditions due to topography, but

/nevertheless produces



nevertheless produces a considerable amount of food; 52% of the population lives in this area. The Selva or Jungle area is in the eastern region of the country which lies in the Atlantic watershed; it is little known and less developed; 8% of the country's total population lives in this area. There is no true integration between these areas and there is also considerable migration from the Andean area to the coast.

Peru is presently preparing its first Economic and Social Development Plan for 1967-1970, in which high priority is given to action in favour of children and youth and an effort is made to co-ordinate and reorient present activities.

Housing

The 1961 Housing Census shows that 75% of the population lives in sub-normal dwelling conditions ("barriadas" or shanty towns). Some 1,000,000 dwellings are needed, of which 850,000 are new units and the balance existing dwellings in poor condition which should be rebuilt. The building rate is low in terms of the population increase and the new demand arising from migration from rural areas. Nevertheless, both the State and the private sector are making serious efforts in the area of building, and it is hoped that together they will put up some 13,800 new dwellings in 1965.

Approximately 58.7% of the urban population has no drinking water system; in rural areas the percentage is far higher. 65% of the urban population has no sewage system, and in rural areas it is virtually unknown.

Health

According to the Ministry of Public Health and Social Welfare the main problems are the following, in order of priority: poor sanitary conditions, malnutrition, high ratio of communicable diseases, high infant mortality rate and tuberculosis.

In 1961, 25% of hospital registrations were due to communicable disease, mainly gastrointestinal in nature.

Infant mortality is close to 100 per thousand, the figure being higher in some areas and somewhat lower in others. The main causes of infant mortality are respiratory, gastrointestinal and communicable diseases, and nutritional deficiencies. It must also be borne in mind that 60% of deliveries take place under inadequate conditions.

Mortality from tuberculosis has dropped from 360 per 100 thousand in 1958 to 50 per 100 thousand in 1961; the prevalence of the disease is nevertheless notorious, but the foregoing figures show some improvement in medical care.

There are 110 preventative and curative centres for ambulatory children patients.

/There are

There are 1,511 hospital beds for children throughout the country. In 1962-64, 14 new hospitals have been built which include maternity and children's wards.

High priority has been given to the improvement of sanitation and public health; drinking water and sewage services are to be increased by 10% in urban areas and by 5% in rural districts.

The apparent shortage of hospital beds totals 17,328; 685 new hospital beds are to be provided shortly.

170 new health posts are to be established.

A 2 year building and equipment plan for hospitals and health centres is presently under way.

Nutrition

Nutrition in general is unsatisfactory: the average calory intake is 28% below the desirable figure; protein intake is 22% below minimum requirements. In general the intake of required nutrition elements only totals 75% of desirable amounts, particularly with regard to protein, calcium, iron and vitamins.

Selected children are provided with breakfast and lunch within the public school system, under a program which receives AID co-operation and UNICEF powdered skim milk.

Several nutrition programs are under way with the co-operation of international agencies such as UNICEF, FAO, WHO, and ILO.

Tax exemptions are granted to certain low cost food industries.

The Instituto Nacional de Nutrición has developed a protein-rich compound known as Peruvita.

There are also plans for enriching bread with 4% fish meal, and research is being carried out on a "Fish meal protein concentrate" for human consumption, with FAO support.

Education

In the population over 17 years of age illiteracy reaches 40%; in the Andean area and other rural districts the figure is over 80%; amongst women in rural areas illiteracy surpasses 90%.

It is estimated that school enrollment figures for 1965 are the following: 95% of the school age population at the primary level; 30% at the middle level and 8% in higher education. The growth ratio is 7% per annum. However, the drop out ratio is high at all levels.

/In 1963

In 1963 there were 17,000 scholastic establishments, 72,000 teachers and 2,000,000 pupils in the country.

In general, the quality of education at all levels is poor; there is no integration between the various levels and little account is taken of national needs and job possibilities. The educational system is being examined with a view to a reform that would take care of these deficiencies.

The "Núcleos Escolares Campesinos" are an effort to provide an answer to the need for over-all integration of the indigenous population; they are centres of social and educational action, and have been operating in Southern Peru since 1946.

The Armed Forces also provide conscripts with literacy and education; the Army has a program for training skilled workers which provided 2,576 graduates in various fields in 1964-65.

Protection and Welfare

Kindergartens and creches (nurseries) both public and private, care for some 40,000 children, it being estimated that some 600,000 pre-schoolers require such care. There are poor dietary and recreational facilities for pre-schoolers by comparison with the facilities available to school age children and nursing infants.

The 1961 Census showed that over 80,000 children from 6 to 14 years of age work; the figures are probably far higher as a great many children in the Andean area work.

Peruvian legislation takes due note of "minors in an irregular situation", i.e. deserted minors, minors in moral danger or who evidence anti-social behaviour. There are no precise statistics on such cases.

The traditional family pattern of Peru is being disrupted but so far no other satisfactory social pattern has replaced it, which has naturally led to some youthful disturbance.

The Government spends 18.2% of the national budget on children and youth. This figure includes education (the largest item), public health, justice, protection of mothers and minors, homes, etc.

The Consejo Nacional de Menores has prepared a general plan on a long term basis for the protection of minors at the national level. An effort is being made to co-ordinate the action of the various Ministries in the fields of education, health, labour, justice and welfare. The plan includes prevention, protection and treatment in the broadest sense for the minor and his family. It also includes co-ordination with private agencies working in the same field.

/Thus special

Thus special establishments (2) have already been created for minors in "an irregular situation". The "Procuraduría de Menores" extends free legal aid to minors.

The Ministry of Public Health provides free preventative care and immunizations, milk and food for healthy and ill children, as well as free hospitalization, medicines, etc., for the latter.

The U.S. Peace Corps has been very active in the field of Community Development and Welfare in the Country.

The "Cooperación Popular Universitaria" is another notable experience channelling the energies of youth to community needs, particularly in less developed areas and with regard to the indigenous population. Foreign volunteers assist in this effort.

There are many private organizations which do welfare and guidance work amongst children and youth.

The Armed Forces, under the "Civic Action" program work in the fields of road building (particularly penetration to the Selva area), literacy, industrial and agricultural training, medical assistance, etc.

