

**Ministry of Education and Youth**  
**Youth Development Program (JA-L1005) Jamaica**  
**Labour Market Survey**  
**February 1 – July 31, 2011**

**Final Report**

**1. Background<sup>1</sup>**

- 1.1 The Government of Jamaica received a loan from the Inter-American Development Bank (IDB) to facilitate the transition of unattached youth to adulthood and the world of work through training, on-the-job experience, information dissemination and labour intermediation services. Activities will be financed in three mutually supporting strategic areas: (i) enhancement of youth training and life skills offered by the national youth service (NYS); (ii) promotion of youth information centres building upon ongoing efforts in this area; and (iii) institutional strengthening to NYS and the national centre for youth development (NCYD), including technical assistance to support governance and articulation between various sectors.
- 1.2 The program is designed as a multiphase operation in order to provide systemic and long-term support, both financial and technical, to the youth sector over an estimated minimum period of eight years. Program activities will be financed in two phases, with a first phase of approximately four years and a second phase of another four years. The first phase of the program will strengthen institutional capacity to implement, monitor and evaluate youth policies and programs; support the ongoing transformation of the NYS; expand youth information centres (YIC); and test new modalities for unattached youth.
- 1.3 In this context it is envisaged that the NYS will be a more efficient and robust organisation, catering to a population of about eleven thousand (11,000) participants annually. At present the unit cost of training a single participant in the Corps programme, over seven months is approximately One Hundred and Forty thousand dollars (\$140,000). The size of the unattached population in 2001 was estimated to be about one hundred and sixty thousand (160,000). This means that the National Youth Service would need a minimum of fifteen (15) years in order to treat with this population at a cost of 22. 4 Billion dollars at zero inflation. This is with an assumption that no new persons would enter the ranks of the unattached.
- 1.4 The challenges faced by the NYS are not only in the area of training resource requirements, but also the availability of suitable avenues for placing participants in jobs for the six (6) month period. This was evident in the 2006-07 financial year when the NYS trained approximately six thousand (6000) persons and experienced severe challenges with placing the participants. This was in great part due to the presence of other organizations such as HEARTNTA competing for placement opportunities and the need for a review of the NYS placement strategies.
- 1.5 In order to address the above-mentioned constraints the National Youth Service in 2004-05 financial year embarked on a programme referred to as the Private Sector Initiative. The

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<sup>1</sup> The background statements, in the main, are extracts of the TOR document supplied by the Ministry of Education and Youth

aim of the programme is to get the Private Sector to assist the National Youth Service through budgetary augmentation, or the absorption of the stipend component of the programme for the duration of the placement. The programme has had limited success in the first two years of operation but has underperformed significantly since. The National Youth Service is convinced, that in-order to significantly reduce the number of unattached youth, this programme will be important for tackling the obstacles in any meaningful way; especially for creating any significant impact in the number of unattached, this programme will be paramount to this achievement.

## **2. Objectives of the Consultancy**

- 2.1 The objective of this consultancy is to identify the current employment trends in the market place locally, regionally and internationally as related to the training offered by NYS Corps Curriculum and HEART Trust-NTA skills training.
- 2.2 This data will guide a Corporate Outreach Consultancy, which will seek to increase private sector participation in the placement of NYS and HEART Trust-NTA Trainees and long term employment opportunities for participants.
- 2.3 The Labour Market Survey will also help to guide the revision of the Corps Curriculum and HEART Trust-NTA skills training courses and identification of those courses which are relevant and in high demand in the current and emerging Labour Markets, locally, regionally and internationally.

### **3. Scope of Work/Consultancy Activities**

The scope of work involved:

- i) Development of a detailed work plan including activities, deliverables and timeframe for delivery.
- ii) Conducting interviews with NYS Staff in Head and Parish offices and stakeholders such as umbrella organizations in the private sector, Ministry of Labour and Social Security, Planning Institute of Jamaica, Jamaica Confederation of Trade Unions, and HEART/NTA among others.
- iii) Reviewing and assessment of the current corporate outreach programmes for NYS and HEART Trust-NTA and assess relevance in current policies with regard to increasing the employment opportunities for the participants.
- iv) Reviewing relevant documents, such as the NYS corporate plan, marketing plan, institutional assessment, Service Learning Initiative, monitoring forms, exit interview forms and Employer Satisfaction Reports. Review previous work done on the NYS and employers, including the tracer study done in 2003 and the employer study undertaken in 2008.
- v) Reviewing (i) the Corps Programme and (ii) HEART Trust-NTA skills Training Programmes.
- vi) Examining issues relating to increasing the number of placements in the private sector.
- vii) Conducting a literature review of the main labour market issues which will need to be addressed by NYS and HEART Trust-NTA with regard to increasing employment opportunities for participants.
- viii) Conducting a labour market review of existing and emerging markets locally, regionally and internationally to identify employment trends for skills training as offered by NYS and HEART Trust-NTA.
- ix) Conducting a labour market review of existing and emerging markets to identify trends in the demands as related to qualifications and experience for skills training as offered by NYS and HEART Trust-NTA.
- x) Conducting a labour market review identifying potential jobs for which NYS and HEART-Trust-NTA could develop training competencies and offer as part of the current training programmes.

## **4.0 Approach and Methodology**

In view of the various reviews, policy and operational, and the broad-spectrum group and agency engagements, a highly consultative approach was utilized for the exercise. The consultations were in depth and encouraged a high degree of probity and exploration.

As a result, a mixed-methods approach was used to prepare the various outputs. This mix included:

1. Documentary research, particularly relating to the strategic review, but including relevant national and international material. This research related to both internet, electronic and hardcopy sources.
2. Unstructured interviews, particularly with policy level and senior technical personnel in the Government, and especially of the Ministries of Education and Youth and Labour & Social Security, as well as with the leadership of the NYS and Heart Trust/NTA. These interviews were essentially open discussions on the issues.
3. Structured interviews, as necessary, with some senior technical and operational personnel in Government and the relevant agencies. These interviews guided discussions relating mainly to policy and operational matters.
4. A 'restricted' social survey was done across representative groups of private sector entities, including large, medium and small enterprises, drawn from across the island.

### **4.1 Duration**

The study was scheduled to be conducted over a four-month period of full-time engagement. However, the duration was affected by unplanned administrative delays and scheduling difficulties with lead personnel of the public and private sectors, resulting in extensions to September 30<sup>th</sup>, 2011.

## **5.0 Project Activities**

### **5.1.1 Work Plan**

The initial work plan anticipated a four-month exercise, commencing January 31<sup>st</sup> and ending May 31<sup>st</sup>, 2011 (**See Appendix 1**). However, unforeseen factors, such as delays in consulting with key personnel and organizations, and administrative procedures, extended the project by an additional three (3) months (**see Appendix 2**).

### **5.1.2 Consultations**

#### **5.1.2.1 Staff & Public Sector Agencies/Bodies**

The consultation process included NYS parish meetings and discussions with other agencies of government and private sector interests. The updated consultation schedule is attached (**Appendix 3**).

#### **Labour Market Seminar**

A labour market seminar was conducted for an audience of over 30 persons drawn from across many agencies and institutions, including NYS, NCYD, CAP, HEART/NTA, JAMVAT, PSOJ (OBRA Project). The focus was on:

- 1 Providing participants with a full overview of the current understandings of the labour market, local and international, and the directions and opportunities for employment,
- 2 Providing an explanation of the labour market survey and an understanding of the role and responsibilities of the different agencies and personnel in the exercise.

A copy of the seminar presentation is attached.

#### **Interim report(s) – Presentation(s)**

Presentation of the results of the interim reports was made to Stakeholder groups and interests, including MOE, NYS, NCYD, CAP, HEART/NTA, JAMVAT, PIOJ, PSOJ (OBRA Project). The objectives for these presentations were to provide updates, initial findings and recommendations, as well as to get feedback from the participants in relation to the issues and concerns.

#### **5.1.2.2 Private Sector – Employers and Agencies**

In regard to meetings and consultations with private sector bodies, a modified version of the Labour Market Seminar presented to the NYS, CAY, NCYD, Heart NTA, etc., at the outset, was designed as a means through which they would be provided with an understanding of the general state of Jamaica's labour market and the youth component in particular.

Unfortunately, only three such seminars were held, two of which were presented to the Manchester Chamber of Commerce. On both occasions over 30 business owners or representatives, from the parish, were in attendance.

The third seminar was presented to the Kiwanis Club of North St. Andrew, with a view to informing the members about the state of the labour market, and, being business leaders and operatives, interest them in partnering with the national initiatives for youth development.

Other planned presentations did not materialize. One for the PSOJ was rescheduled twice while one to the St. Ann Chamber of Commerce was also reschedule for reason of a crowded agenda.

However, notwithstanding the small number of seminars, as shown on the consultation schedule, meetings were held with the PSOJ and a number of Chambers of Commerce representatives. These included the St. Ann, Trelawny, St. James, Hanover, Portland and St. Thomas Chambers of Commerce. Telephone exchanges were held with the Clarendon Chamber.

In addition to these meetings and telephone exchanges, all active parish chambers of commerce<sup>2</sup>, the PSOJ, JMA, JCC and JEA were written to explaining and inviting the participation in the Labour Market Study and Survey. In most instances, the letters and survey instruments were emailed to members of the respective organizations.

Through these encounters, a greater degree of understanding of, cooperation with and participation in Government's youth development programmes and initiatives by private businesses and interests was sought.

Crucially though, the labour market survey was used to estimate the extent of the willingness of companies to participate in youth employment alleviation problems. The survey questionnaire is attached as **Appendix 4** (inclusive of **Table 1 (A, B, & C)**).

**Apprenticeship Working Group.** The consultations included meeting with the 'working-group' of persons engaged in reviewing the apprenticeship programme. The membership of the group is drawn from a cross-section of relevant agencies and ministries. This with a view to assisting in a proper understanding of the labour market and helping to guide the discussion and direction of the revision of the Apprenticeship programme. One such meeting was attended.

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<sup>2</sup> The exceptions were St. Elizabeth and St. Thomas (just being organized), which do not have active Chambers of Commerce. Westmoreland's two Chambers of Commerce, Negril and Westmoreland proper, were written to.

### 5.1.3 Documentation review

The documentation review incorporated a wide range of reports and papers on research findings and policy recommendations having to do with the labour market and the youth population in particular. STATIN's labour force survey reports and PIOJ's 2030 development vision plans and Economic & Social Survey (ESSJ) reports have been consulted.

Against the background and issues precipitating this review exercise, the documentation on youth in Jamaica, like the programmes and initiatives, are not highly collaborative and integrative.

#### NCYD

The National Youth Policy of 2004, whose initiative gave rise to the National Council on Youth Development (NCYD) and related documentation, such as the NCYD Operational Plan, 2011 – 2012, NCYD Status Report, YUTE Vibes, Updates on Establishment & Operation of Youth Information Centres in Jamaica; the National Youth Council of Jamaica (NYCJ); proposal for Youth Mainstreaming through Sports, etc., perhaps represent the clearest, most consistent and comprehensive thoughts and discussion on addressing the 'problems of youth'.

#### NYS

However, in respect to the NYS, a noble and long standing initiative, established in law by the National Youth Service Act, has not been sufficiently articulated in its documentation, programmes and projects and with other agencies such as the NCYD, HEART Trust/NTA, Social Development Commission (SDC), etc., over time.

The NYS was founded by the Government of Jamaica in 1973, "dedicated to providing employment and development opportunities for youth 17-24 years." It became a Statutory Organisation in 1999. In between, in 1983, the NYS Programme was discontinued but was reestablished in 1995.

There is not enough material explaining the discontinuation for over 12 years between 1983 and 1995, or the shift in emphasis over the years. Nonetheless, there has been, almost consistently, a **decided focus on 'at-risk youth'**, perhaps consequent on a deep-seated, ingrained trend within the society. This trend is highlighted by a consultative study by the Government in 1994, from which Williams and Tindigarukayo (2003, p. 1) cited the following as among the major concerns:

- An increasing trend in antisocial behavior. A "lack of respect for constituted authority and laws, lack of respect for and consideration of others, increased use of violence in settlement of personal or domestic disputes, increased involvement in crimes, drug abuse and other forms of delinquency were on the increase"

- Increasing unemployment and unemployability. The problem of youth unemployment was due to a number of factors, namely: the inability of the formal economy to generate sufficient jobs for the 30,000 young people coming on the job market each year; the lack of marketable skills...

However, the concept of National Youth Service is broader, more developmental and inclusive, than 'at-risk' initiatives. Moreover, at-risk-group focus is a specialized activity beyond the remit and capacity of a National Youth Service programme, as envisioned and currently structured, aptly cautioned by Hull (2007, p.2) as follows:

“While the NYS is adept at working with youth at the top of the spectrum, the conclusion of this analysis is that they may not be adequately suited to handle those unattached youth with more severe behavioral problems. However, we do suggest a new alternative for the NYS in working with other providers in Jamaica to address those youth with cognitive deficits.”

NYS's income source being the national budget, forces it from time to time to reduce its programme offerings as well as its mode of delivery, residential vs. non-residential training and orientation of programme participants, for instance. The residential offerings are generally agreed as the more successful, but, by virtue of costs, are the first to be cut during financial challenges. Rainford, in the Marketing & Communication Plan (2011), states:

“At present the Government of Jamaica is virtually the sole source of funding for the training and placement of youth in the NYS Corps Programme. The annual allotment from the Consolidated Fund is grossly inadequate and has been shrinking over the past few years. As a result the programme is limited in scope and youth participation despite the demand for the programme. In the fiscal year 2008/09 applications totalled 31,954, whereas accepted participants numbered 11,654 (3:1).”

Perhaps for these reasons, despite the highly skilled and dedicated personnel serving the NYS, the 'corporate plans' appear more as programme/project objectives, which are not subsets of long term, overall targets. These plans (see for example, NYS Corporate Plan 2008-2001), completely avoid any contextual or philosophical guide and motivation. The Plan simply invokes the numbers game- amounts to be recruited, trained and placed, etc.

### **NYS Marketing Strategies<sup>3</sup>**

A recent NYS marketing strategy document indicates that “The new strategies”, as they call it, “that are being employed in undertaking the ...objectives are as follows:”

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<sup>3</sup> Proposed alliance with the National Commercial Bank & The National Youth Service, March 24, 2010, p. 3.

1. Bilateral Relationships. Bilateral relationships are being strengthened along with development agencies to secure funding for Corp Programmes.
2. Partnerships are being developed with:
  - a. The Ministry of Health, to provide labour support to health sector
  - b. The Jamaica Foundation for Lifelong Learning, to reduce the illiteracy rate in Jamaica.
  - c. The Interschool Brigade, to train participants in the basic components of the Uniform Corp (JCF, JDF, Jamaica Fire Brigade and the Correctional Services).
  - d. The Ministry of Education, to train Youth Aides for the MOE HIV programme.
  - e. The Jamaica Customs Department, to train participants in Customer Service.
  - f. The Tourism interests, to train participants in areas including Front Desk Operations, Housekeeping, and Hospitality Desk.
3. Computer Skills Training. The NYS will provide training in computing skills including data entry at the NYS Head Office computer laboratory.
4. Work Experience. The NYS will provide work experience to 6,000 students through the National Summer Employment Programme
5. Product Development. Revision and modification to the Corps Programmes is being conducted so as to align the programmes with domestic and international standards and certification.
6. Training. Field staff, managers and directors will be trained in:
  - a. Corporate Management – the discipline
  - b. Corporate Management – The practice
7. The development of a Pilot Documentary for viewers both locally and internationally through various media houses with specific focus on the mentoring of trauma victims in volatile areas.

However, despite the well organized and reasoned document it is, as argued above, the society must be galvanized, interest groups by interest groups, city by city, private and public entities, religious and non-religious agencies, must be brought into a full discussion on youth. The 3,000,

6,000 or 10,000 young people targeted is not enough. The myriad of sporting and entertainment bodies, social clubs (KIWANIS, Rotary, LIONS, Optimist, Police Youth Clubs, etc.), can be encouraged to take a couple of persons. This will ensure tens of thousands of young people are taken on. But more to the point, a society would have been motivated and galvanized for the cause.

The NYS has to be presented to the society as a body, inviolable, consistent and viable, perhaps in like manner to others such as the Statistical Institute of Jamaica (STATIN), the Planning Institute of Jamaica (PIOJ), or the Registrar General Department (RGD) ; one of the social bodies/institutions charged with articulating and managing crucial issues relating to youth engagement. The marketing plan as well as the individual 'partnership agreements', with National Commercial Bank (NCB) would then be workable with that context as a backdrop.

### 5.1.4 Issues relating to increasing the number of Private Sector Placements

To begin with, given the magnitude and implications of the youth unemployment/engagement problem in Jamaica, it deserves recognition as a national concern, requiring national understanding and concerted action and determination. The ‘youth problem’ deserves to be placed highly on the national consensus/Social Transformation Agenda (Government, Opposition, Private Sector, Trade Unions, Churches (Religious Bodies), etc.) underway for over a decade now.

The myriad of public, private and non-governmental (NGO) initiatives being undertaken, while noble and well intentioned, may not be discerning enough of the essence and magnitude of the problem, and, consequently not systematic enough to address it.

For instance, youth unemployment is deep-seated and persistent in Jamaica. As shown below, the country has one of the highest rates of unemployment in the world. The 2003 NYS Tracer Study of Graduates observed **“Youth unemployment is not only a critical factor for the instability of the social structure now but also has serious implications for the future of Jamaican society as well.”**<sup>4</sup>

The question of why high-youth-unemployment is so endemic in Jamaica must be answered. Its causes as well as consequences must be addressed. And, it must be addressed as a philosophical concern as much as it is of social and economic significance. **Philosophically, the question of the perception of the youth in the society, as humans in need of actualization or as entities to be slighted, ignored or exploited and consigned to marginal existence, has to be addressed.**

When that question is answered, then the issue of education, health and security, social and physical, of the youth will be addressed automatically. Private and public sector partnerships will be forged in all these regards.

Therefore, it is not purely and simply a matter of provision of employment opportunities, it is a societal consideration of its youth and its future. Below, in the Labour Market Survey report segment, it is shown that there is willingness of private entities to provide employment opportunities/apprenticeships for the youth, but not enough of an understanding of the issues is held by them. The IDB’s 2007 Hull report (Hull, 2007, p.3) on the “Preparation of the Jamaican Youth Development Programme” makes the point well in observing:

Young people do not grow up in programs, but in families, schools, and neighborhoods. What is suggested here is that the NYS help young people in Jamaica understand life's challenges and responsibilities and develop the necessary skills to succeed as adults. This report supports the idea that the NYS continue to avoid "fixing" adolescents engaged in risky behaviors or preventing other youth from "getting into trouble." Preventing high risk behaviors is not the same as preparation for the future. Indeed, an

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<sup>4</sup> L.O. Williams and T. K. Tindigarukayo, A Tracer Study of Graduates of the National Youth Service Programme, Jamaica, July 2003, p.7.

adolescent who attends school, obeys laws, and avoids drugs, is not necessarily equipped to meet the difficult demands of adulthood, and there is a large segment of the unattached youth population in Jamaica in need of positive youth development.

There is definitely a general and genuine need for communication of the issues to wide cross-sections of persons, in mass formats as well as in very local scenarios, such as town-hall meetings, preferably under the aegis of the umbrella organizational structures, local and national.

It is also very clear that with many state agencies as well as private and non-governmental bodies tripping over each other to gain the attention of a not very large private business community, in search of support for their many and varied causes, the approach is not effective or viable. A much greater degree of coordination is required.

The interface with corporate Jamaica needs strengthening, along the lines of Hull's recommendation, Recommendation #3:

*Additional Corporate Services Officers are needed in each of the parish offices to provide the minimum level of service to participants and employers/internship providers, conduct recruitment, and collect multiple data measures over time on all participants.*

However, the interface must be within a coordinated and structured frame of reference, a partnership underscored by a common understanding of the issues and approach to fixing them.

The HEART Trust/NTA is in a different position to the NYS, structurally, operationally and financially, which allows it to have a greater degree of prominence with corporate Jamaica. Indeed, technically, the Trust is sponsored by the business community, in virtue of the 3% payroll levy, and in turn seeks the help of businesses in providing apprenticeship as well as employment for its trained personnel.

The dedicated source of funding allows for a sustained marketing campaign and a variety of private sector partnership interfaces. This often competes and crowds out other initiatives, such as NYS, with its limited resource base and under-staffed operation, to gain footholds and permanence with the business community. Consequently and invariably, most placements by the NYS are done with the public sector, which operates almost in an obligatory manner.

A revised national youth policy must address these concerns, outlining the respective roles of each entity and modes of programmes and project financing, national, regional and local coordination, etc., in keeping with **Goal 3, Population Sector Plan, Vision 2030**<sup>5</sup>:

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<sup>5</sup> **VISION 2030 JAMAICA, NATIONAL DEVELOPMENT PLAN, POPULATION SECTOR PLAN, (FINAL DRAFT), POPULATION SECTOR PLAN, 2009 – 2030, p.5.**

“Adolescents and youth are fully empowered protected and enabled to fully realize their social, cultural and human rights; and fulfill their physical, economic and social aspirations”,

And also in sync with the broader objective of the Vision, “We **especially seek to create a secure future for our vulnerable population in ensuring that:**<sup>6</sup>

- Each child has equal opportunity to develop his or her full potential through access to the best care, affection and protection
- Our youth are empowered to contribute meaningfully in building and strengthening the communities to which they belong
- Our elderly and persons with disabilities are fully integrated within society, have access to appropriate care and support services and are treated as valuable human resources
- No one falls into, or remains in poverty for lack of adequate support

However, even in the current state of flux, misunderstandings and uncertainties surrounding the national youth programme, and the NYS in particular, spurned by programme emphases and de-emphases, political interpretation and reinterpretation, etc., it does not engender confidence and clarity to allow for marketing and buy-in from private interests.

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1. <sup>6</sup> **Planning Institute of Jamaica, (2007), VISION 2030, JAMAICA, NATIONAL DEVELOPMENT PLAN, p. VI.**

## 6.0 YOUTH DEVELOPMENT PROGRAMMES

The answer to the problem of youth, in Jamaica, resides with a comprehensive understanding and strategy to deal with it. A sustained and integrated national youth development focus is called for.

### 6.1 International focus

Youth employment and engagement are concerns of all societies, especially so in more recent decades when, by virtue of the large proportions of the populations emerging as youth (14-24 years) and the obvious consequences of alienating or ignoring them. Many societies are pursuing comprehensive integrated development policies to ensure optimum results and productive involvement of their youth. The main preoccupation of these programmes is that of transitioning the youth populations to adulthood, meaningful citizenship and to gainful employment and/or economic engagement.

However, for many of these countries and jurisdictions, the transitioning process of the youth is challenging, for reasons of inadequate institutional mechanisms, structures and facilities, poor economic performances and hence, inadequate employment opportunities, generally and for youth in particular.

This seemingly concerted focus on youth internationally is succinctly and cogently captured by Maysoun Sukariah and Stuart Tannock as follows:

“At the start of the twenty-first century, youth have become, for the first time, a primary centre of concern for international development organisations: the often marginal social and economic conditions they have long faced worldwide are suddenly a topic of the utmost urgency. In 2001, a worldwide Youth Employment Network was formed as a global alliance between the World Bank, the United Nations (UN), and the International Labour Organisation (ILO), to focus on four ‘global priorities’ of employment creation, employability, entrepreneurship and equal opportunities for youth. Since then, a mass of reports have spilled forth from these and other connected organisations to proclaim youth – and in particular, youth employment – as a top developmental priority: the UN Secretary-General’s (2005) report, *Global Analysis and Evaluation of National Action Plans on Youth Employment*, the ILO’s (2005) background paper, *Youth Employment: From a National Challenge to a Global Development Goal*, the World Bank’s (2005) *Children & Youth: A Framework for Action*, and, most notably, as the report which has generated a buzz of media, public and policy attention, the World Bank’s (2006) *World Development Report 2007: Development and the Next Generation*.<sup>1</sup> Other international and aid organisations (Save the Children, World Economic Forum, USAID, GTZ, CIDA (Canadian International Development Agency), DFID (UK Department for International Development) and so on, have climbed on board as well. Rhetoric, funding,

personnel and institutional linkages tie all of these organisations' stances on youth and youth employment together in a unified sense of concern and strategy."<sup>7</sup>

However, given the varied capacities of the different countries to handle the challenges, in many of these endeavours, bilateral and multilateral arrangements with the United Nations (UN), World Bank, The Commonwealth, CIDA, and USAID, among others, have been constructed and established with individual jurisdictions as well as with groups of countries combined. Indeed, leading the way, and in the context of the International Year of Youth (2010), it is useful to note the united effort of the UN agencies in this endeavour:

### **Establishment of the UN Inter-Agency Network on Youth Development**

The International Year of Youth was preceded by a number of regional and national observances devoted to young people: 2008 was African Youth Year and Iberoamerican Youth Year; 2009 was designated as the official youth year in the Russian Federation, and the African Union has declared 2009-2019 as the decade of youth development in Africa. At intergovernmental meetings, including the General Assembly, the Commission for Social Development, as well as African Union and Iberoamerican Summits, Member States have increasingly highlighted effective youth development as a core means of achieving inclusive, productive societies capable of reaching international development benchmarks such as those outlined in the Millennium Development Goals.

The increased interest in youth at all levels, has also led to the expansion of youth-related activities across the UN system. In preparation for the World Youth Congress in Quebec City in August 2008 and the 2008 UNDESA publication "Growing Together: Youth and the Work of the United Nations", the UN Programme on Youth consulted with some 30 UN entities that had adopted a youth focus in their programming and project development. This expository undertaking brought to the forefront the extent to which a youth focus had taken root throughout the system, as well as the overlap and complementarities among the projects and programmes. This consultation process led to regular meetings of an interagency group on youth. The group served as a platform for entities to provide updates on youth-related work and to initiate dialogue on prospects for collaboration.

In 2009, the participants of the interagency group on youth decided that a more structured coordination mechanism would be helpful to ensure the greatest possible efficacy in UN efforts to facilitate youth development. The youth organizations represented in the International Coordination

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<sup>7</sup> **In the Best Interests of Youth or Neoliberalism? The World Bank & the New Global Youth Empowerment Project.** Mayssoun Sukarieh & Stuart Tannock. February 2007.

Meeting of Youth Organizations (ICMYO) also called upon the interagency group to become more formalized in order to promote collaboration among the UN system and youth organizations.

With this in mind, the UN Programme on Youth and UNESCO organized a meeting of Heads of UN Youth Programmes, which took place at UNESCO Headquarters in Paris from 18-19 February 2010. At this meeting, the Terms of Reference for the United Nations Inter-Agency Network on Youth Development were adopted. The UN Programme on Youth was confirmed as a permanent co-chair of the Network and UNESCO was chosen as the rotating co-chair for 2010. In addition, participants identified possible areas for joint collaboration during 2010/2011 and identified a number of other action points for the Network.

A resolution of the General Assembly (A/RES/64/130) welcomed the increased collaboration among United Nations entities in the area of youth development, and called upon the United Nations Programme on Youth to continue to act as the focal point within the United Nations system for promoting further collaboration. In addition, through resolution 47/1 of the Commission for Social Development, Member States requested the Secretary-General to provide the General Assembly at its sixty-sixth session, through the Commission for Social Development at its forty-ninth session, with a comprehensive report on the coordination and collaboration of relevant UN entities in their work related to youth. This report is being coordinated by the UN Programme on Youth and will be available in February 2011.<sup>8</sup>

The World Bank (IBRD)<sup>9</sup>, while providing an almost purely economic rationale (**The economic case for investing in children and youth**) weighs in on the subject as follows:

“This note argues that investing in children and youth (C&Y) is smart economics. Countries that produce a skilled, healthy, and productive workforce are better positioned in the global economy to achieve economic prosperity, political stability, and social well-being. Since capacities built during childhood and the youth period largely determine adult outcomes, effective investments in young people provide important returns not only to the individual and the community, but to society as a whole. In other words, child and youth investments are a crucial ingredient for an effective development strategy.

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<sup>8</sup> United Nations Inter-Agency Network on Youth Development. <http://social.un.org/youthyear/uniany.html>. July 11, 2011.

<sup>9</sup> The World Bank. Children & Youth. VOLUME IV, NUMBER 1 AUGUST 2010. [www.worldbank.org/childrenandyouth](http://www.worldbank.org/childrenandyouth). p.2.

**“Failing to invest in children and youth triggers substantial economic, social, and political costs.** Given the cumulative nature of human development, underinvestments in children and youth are difficult to reverse later in life, and the price for society is high. Negative outcomes resulting from misaligned investment strategies include truncated human and social capital accumulation (e.g. school drop-out, poor labor market entry) and negative conduct (e.g. substance abuse, crime and violence, risky sexual behaviors). Moreover, evidence shows that such behaviors are likely to be transferred to the next generation, creating a vicious cycle of social exclusion and negative behaviors. These outcomes and the resulting underutilization of human resources are costly for the individual and society, and may have two types of cost implications:

**Direct expenditure:** The costs associated with medical treatment, special education programs, the criminal justice system, welfare spending, and other public subsidies to prevent or compensate for the effects of poor choices during adolescence and youth; and

**Opportunity cost:** The potential benefits that could have been achieved in the absence or reduction of undesirable behaviors. For instance, teenage pregnancy, HIV/AIDS, early school drop-out, or unemployment can be associated with lower economic production and lower lifetime earnings.

**“In many countries the overall damage to society amounts to several percent of GDP per year. Although it is impossible to put a value on a human life or on the range of positive and negative externalities generated by young people, rough estimates show that preventable risky behaviors induce losses to society that reach into the billions of dollars.**

**Figure 2: The estimated cost of not investing in children & youth, as % of current GDP (for selected negative outcomes)**

<b>Negative Outcomes</b>	<b>Jordan</b>	<b>Jamaica</b>	<b>Uganda<sup>a</sup></b>	<b>India<sup>a</sup></b>
Unemployment	1.8	1.4	..	0.6 <sup>c</sup>
School Dropout <sup>b</sup>	1.5	3.0	34.0	0.3
Teen Pregnancy	3.1	1.3	19.2	3.1
HIV/AIDS	..	0.7	..	..
Crime & Violence	..	3.2	..	..
Migration	0.2	..	..	..

“In Latin America and the Caribbean as a whole, total risky youth behavior reduces economic growth by up to 2 per cent annually. Findings from the United States, where the cost of child poverty is estimated at almost 4 percent of annual GDP, suggest these results are in a feasible range. Figure 2 illustrates cost estimates of negative outcomes in several countries. For example, in:

- Jordan, if youth unemployment rates were equal to adults, the country would generate additional output equivalent to 1.8 percent of current GDP;
- Jamaica, youth crime and violence incurs public and private costs equivalent to 3.2 percent of current GDP;
- Uganda, if girls with only a primary education finished secondary school, over their working lives they would contribute economic benefits to their country equivalent to one-third of current year GDP”

Societies differ in how they treat the issue of youth engagement for reasons of philosophy, motivation, politics, and share economics. Some take a broad, holistic approach, while others are more conservative and particular.

## **6.2 Malaysia – A Coordinated Endeavour**

The Malaysian experience and practice is one of the more far reaching and pragmatic approaches to youth engagement, and is therefore instructive to cite at length:

### **Structure and mandate (See Appendix 5 for full details)**

Youth development in Malaysia is managed primarily by three major organizations: the National Youth Consultative Council; the Ministry of Youth and Sports; and the Malaysian Youth Council.

#### **(a) National Youth Consultative Council**

The National Youth Consultative Council (NYCC), formed in 1972, is the principal body responsible for youth policy formulation in Malaysia. Chaired by the Ministry of Youth and Sports (MOYS), the NYCC’s membership consists of the following:

- Members of the Supreme Council of the Malaysian Youth Council (MYC);
- Members of the MYC’s Executive Committee;
- Chairpersons of State Youth Consultative Councils;
- 10 representatives from other federal government agencies including the Ministry of Education, the Ministry of Health, the Ministry of Human Resources, the Ministry of Entrepreneur Development, the Ministry of Information, the Ministry of Agriculture, the Ministry of Culture, Arts and Tourism, the Ministry of Rural Development, the Ministry of National Unity and Social Development, and the Department of Islamic Development;
- 10 experts appointed by the MOYS;
- 3 resource persons on specific issues;
- Senior officers of the MOYS and Directors of State Youth and Sport Departments; and

- Joint Secretary and Director General of MOYS and Secretary General of the MYC.

The objectives of the NYCC are as follows:

- To monitor the implementation of the National Youth Policy;
- To advise the Minister of Youth and Sports in formulating policies on issues related to youth development;
- To act as a consultative and advisory body for youth organizations and the State Youth Consultative Councils; and
- To coordinate the planning and activities of all youth organizations and the State Youth Consultative Councils.

### **(b) Ministry of Youth and Sports**

The Ministry of Youth and Sports (MOYS), formerly the Ministry of Culture, Youth and Sports, was established in 1964. The Ministry's main function is to contribute to the development of youth policy, through its position as chair of the NYCC, and to serve as the policy's key implementation body.

### **(c) Malaysian Youth Council**

The Malaysian Youth Council (MYC) is a non-governmental voluntary organization, which was formed in 1948. It plays an active role in monitoring the implementation of the National Youth Policy as well as in the policy formulation process through the NYCC. The MYC is also the sole coordinating body for youth and student organizations in Malaysia.

MYC membership is open to national youth organizations and state youth councils which operate in at least 7 out of the 14 states in the country with a membership of at least 2,000 youth. Participating organizations must be voluntary and self-governing and support democratic principles.

The National Youth Development Policy of 1987 has the following as its main objective:  
*To establish a holistic and harmonious Malaysian youth force imbued with strong spiritual and moral values, who are responsible, independent and patriotic; thus, serving as a stimulus to the development and prosperity of the nation in consonance with Vision 2020.*

The Policy includes seven strategies:

- Enhancement of the knowledge base in various subjects to develop the competence of youth;
- Inculcation of moral values and development of a positive and creative attitude in youth;
- Equipping youth with state-of-art technical knowledge and vocational skills, as well as involving them in entrepreneurial activities in line with the demands of nation-building;

- Engagement of youth in societal and voluntary activities that lead to a healthy, active and dynamic lifestyle that would nurture youth into responsible leaders of high caliber;
- Encouragement of partnership and cooperation amongst government agencies, NGOs and the private sector for the benefit of youth development; and
- Encouragement of youth to further promote closer ties and international networking with international communities (MOYS 1997).

### 6.3 Jamaica's experience – A case for emergency treatment

Observations on the situation for Jamaica are that by the sheer number and proportions of youth needing attention, the varied categories of youth-in-need – those seeking further education (tertiary and non-tertiary), job seekers, qualified and unqualified, literate and non-literate (to include numeracy), attitudinal divergences, etc., indicate a society in trouble and requiring a 'state of emergency' to treat with it. **The combination of youth unemployment and population inactivity (age group 25-54) does not bode well for the society at large.**

Despite a great deal of work and activities being undertaken, there is some degree of uncertainty in policy, direction, ownership and coordination of the programmes and processes. The coverage, in terms of numbers and national reach of the programmes, is currently inadequate.

At the ministerial level, The Ministries of Education and Youth and Youth, Sports and Culture have shared and/or alternated responsibilities for youth over the years.

At the operational level, agencies having responsibility for youth include the National Youth Service (NYS), National Council for Youth Development (NCYD) and Social Development Commission (SDC), HEART Trust/NTA (though training oriented and non-youth specific).

#### 6.3.1 NYS & HEART Trust/NTA: Review of NYS Corp Programme & Heart/NTA Skills Training Programme

"The National Youth Service Corp Programme combines behavior modification and career skills development to form a targeted labour market intervention for Jamaican youth in the 17 – 24 age cohorts...

"The Programme exposes the participants to four (4) weeks of residential orientation in a specialized area. Although the re-socialization mandate forms the core of the Corps Programmes, specialized training is also delivered to the participants within the four-week period. In the post-training period, participants are provided with a corporate placement opportunity to practice and refine the skills learnt in orientation. This is further supported by a Life Career Skills Development programme that is delivered monthly in the form of personal and career development workshops, Island wide."<sup>10</sup>

The list of Corp Programmes is:

1. Customer Service
2. Business Administration
3. Education
4. Health
5. Micro Entrepreneurship
6. Peace
7. Uniformed

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<sup>10</sup> National Youth Service, Annual Report, Financial Year April 2009 – March 2010. Pg. 8

8. Clerical Administration
9. Tourism
10. JAMVAT<sup>11</sup>
11. NSEP<sup>12</sup>

The emphasis of the NYS CORP Programmes on character and grooming is immensely favourable among employers and its own placement and field officers. This citation by an employer (Comments 10.01B), which resonates with others, makes the point: **“Training in workplace readiness is absolutely essential as many young employees do not understand the workplace and how to manage themselves on the job.”**

The NYS Officers too, citing the many examples of the control they have over the delivery of the programmes, their interactions with recruits/participants, from inception through orientation and training, to follow up and review/evaluate, allow for the empathy, guidance and direction that participants need.

Field Officers report too that many participants, particularly those with very limited exposure “to acceptable societal behavior”, often thank them for the opportunity, especially on the residential offerings, to see this other, very important side of life.

The other programmes, such as offered by HEART Trust/NTA, being largely skills based, do not allow for the kind of ‘rehabilitative, corrective’ orientation of NYS. With such large numbers of youth requiring this type of exposure, more resources have to be found to increase the numbers accessing the programmes and provide more specialized assistance to the discipline-challenged ones.

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<sup>11</sup> **Jamaica Values and Attitude (Project)**

<sup>12</sup> **National Summer Employment Programme**

The programmes offered by HEART Trust/NTA are:

Art and Craft Production (Textile/Fabric)	Small Appliance Repairs
Carpentry (1 & 2)	Wall and Floor Tiling
CFP (Cookery) Commercial Food Preparation	Welding (1&2)
Crop Production	Barbering
Electrical Installation (1 & 2)	Early Childhood Development
Farm Maintenance	Health Care Assistance
Furniture Making	Horticulture – Turf Management
Garment Production	Stevedoring Foundation Skills
General Agriculture	Teacher Assistant Level
General Construction (1&2)	Lighting Operations
General Cosmetology (1&2)	Industrial Security Operations
Green House Technology	Aircraft Maintenance Foundation Skills
Housekeeping – (Linen Room Attendant)	Fashion Design
Housekeeping – (Room Attendant)	Interior Decorating (1&2)
Livestock Rearing	Business Administration(Secretary Skills)
Masonry	Customer Service
Mechanical Maintenance	Data Operations (1&2)
Motor Vehicle Repairs (Cars and Light Trucks)	General Office Administration (Office Clerk)
Musical Performance	Library Assistant
Nail Technology	Library Clerk
Plumbing (1&2)	Marketing and Promotions - (Merchandising) (1&2)
Printing and Graphic Arts – Computer Graphic Arts	Web Page Designing
Property Maintenance (Small Property)	Para-Legal Services

The HEART Trust/NTA is established and respected as a training institution and its programmes are acceptable to the business community, testified to by one employer as follows: **“Heart/ NTA meet the minimum standards for work at the entry level consistently. Generally candidates are ready for work.”**

From a skills-training stand point, both the job openings and labour market survey data sets indicate that there is high demand for programmes/subject areas common to both NYS and HEART Trust/NTA, some to much greater degrees than others.

The issue is in what ways are these two very relevant institutions, along with others, are to combine to deliver training and developmental programmes to youth.

## **7.0. UNDERSTANDING THE LABOUR MARKET – STRUCTURE & FUNCTIONING**

### **7.1 Importance of the Labour Market**

The labour market is arguably the most important arrangement and input in the production of goods and services, particularly so in regard to the provision of skills and competencies, technical, managerial and support, necessary to ensure the efficient accomplishment of economic activities.

“...a well functioning labor market contributes to shared growth by providing opportunities to find jobs, obtain skills, and perform well on the job to all segments of the population.”<sup>13</sup>

### **7.2 Structure and Functioning of the Labour Market**

The following section explaining the labour market, in the main, has been excerpted from a study by the author/consultant on behalf of the Planning Institute of Jamaica (PIOJ). The study, being in “Support of Jamaica’s Economic Reform”, was directed as follows:

- a) Guided by the Key Indicators of the Labour Market (KILM) established by the ILO, develop similar indices for the Jamaican labour market where these do not already exist and/or are not currently in use, and, where possible, develop and/or demonstrate new/additional uses for those currently in use;
- b) Use these indicators as part of the basis on which the national Labour Market Information System (LMIS) will be developed;

#### **7.2.1 Definition of the Labour Market**<sup>14</sup>

Put simply, the labour market is the interplay between execution of economic activities and supply and utilization of skills and expertise in this regard. That is to say, the economic activities within a jurisdiction - manufacturing, construction, services, etc., existing and prospective or projected/anticipated, essentially dictate the skills and capability requirements, which are, in turn, provided by the population supply pool, channeled through the education and training facilities. The interplay can be structured or unstructured.

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<sup>13</sup> Jamaica Country Economic Memorandum: Unlocking Growth. World Bank. P. 142.

<sup>14</sup> This definition/treatment, although somewhat modified, was presented previously by the author in the final report on IADB Regional Project in Non-Traditional Skills for Low-Income Women, Labour Market Information System Component, 2000. It was refined for a paper proposing a set of indicators for Jamaica by the Author on behalf of the PIOJ in 2002 (Benthan H. Hussey. Key Indicators of Jamaica’s Labour Market, PIOJ, 2002).

The formal sectors of the economy tend to be structured and interlinked. Recruitment and selection of skills and expertise are, to some extent, coordinated with the suppliers and the relationships are, in varying degrees, somewhat highly formalized.

However, the more informal sectors of the economy are less structured and organized. Their recruitment and selection processes are generally unplanned and informal and relationships and links with suppliers are not generally highly developed.

Notwithstanding that the definition essentially addresses particular jurisdictions or areas; the reality is that, given the internationalization of trade and business and employment opportunities, the labour market has to be viewed as having extended operational features or international dimensions.

**There are three aspects to the labour market, the supply side, the demand side and the institutional, regulatory aspect.** All three aspects are **inexorably** linked, forming a dynamic and interdependent trilogy.

In the trilogy, the state plays a multifaceted role in being an employer (in Jamaica's case, the single largest employer), often the single most important supplier of trained personnel and also in being the dominant partner in providing the regulatory framework for employer/employee interaction as well as the climate and conditions for investment.

### **7.2.2 Demand side**

The demand side constitutes the broad mix of economic and social activities that are undertaken, temporarily or on an ongoing basis, in the public and private sectors as well as in non-government organizations (NGOs), requiring skills and competencies for their execution.

The demand side also includes umbrella representative bodies such as employers' associations, local, Regional and international, in their supporting roles to individual and collective entities in the production of goods and services.

For the market to operate effectively and efficiently, the supply and demand sides have to be aware of and respond expeditiously to the needs and requirements of each other.

### **7.2.3 Supply side**

The supply side involves the broad mix of skills and capabilities within the subject economy or designated economic area, seeking or aspiring to work for pay or other types of reward.

The supply side would also include the training and skills producing institutions and labour representative bodies and associations, which bargain/negotiate for employees and prospective employees or assist in setting rates of pay and conditions of employment. Trade unions and staff associations, professional associations and bodies providing

representation on standards, certification, and means of engagement (collective bargaining, rates of pay, etc.) are to be considered supply side entities as well.

#### **7.2.4 Regulatory & Support Systems**

The third, seemingly more sedate, aspect of the labour market context and operation is the State regulatory agencies and other bodies. The government, in an almost omnipresent way, from the standpoint of its policies, regulatory and legislative responsibilities, plays a very critical role in the structure and functioning of the labour market. Legislation, procedures and initiatives such as wage guidelines, minimum wage(s), general conditions of employment, fiscal and monetary policies, etc., together prescribe the context and rules of interface between employers and employees as well as their representative agencies, where they obtain.

The ILO, trade unions/confederations of trade unions, local and international, employers' federations/confederations, local and international, are important parts of the institutional, regulatory side of the operations of the labour market. These bodies are especially relevant in the development and acceptance of local, Regional or international conventions and agreeing social contracts or memoranda of understandings between the main players to elicit cooperation and concerted action on important issues or processes.

The labour market structure and operation are graphically summarized in **Illustration 1**.

#### **7.2.5 Labour Market Indicators<sup>15</sup>**

Labour market indicators are 'sign posts' or signals of the conditions or state-of-health of the labour market in a jurisdiction or area. They provide information on the demand, supply and regulatory and support services aspects of the market. As such, individual indicators can be useful in providing particular details of the market but are not by themselves sufficient to describe the labour market fully. Collectively though, they should provide an overall picture of the structure, nature and operational dynamics of the market. It is therefore important that a sufficiently broad spectrum of indicators is chosen to provide the range of information and activities that are representative of the market in the particular jurisdiction or area.

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<sup>15</sup> The comments in this section are extracted largely from the Labour Market Indicator's assignment conducted by the Author on behalf of the PIOJ in 2002.

### 7.2.6 The ILO's Key indicators of the Labour Market (KILM<sup>16</sup>)

The International Labour Organization (ILO) initially developed and disseminated a set of 18 Key indicators of the Labour Market (KILM). However, the list was later expanded to include two additional indicators, indicated as KILM 19 and 20 below. The full list in use currently is:

1. Labour force participation rate
2. Employment-to-population ratio
3. Status in employment
4. Employment by sector
5. Part-time workers
6. Hours of work
7. Employment in the informal sector
8. Unemployment
9. Youth unemployment
10. Long-term unemployment
11. Unemployment by educational attainment
12. Time-related underemployment
13. Inactivity
14. Educational attainment and illiteracy
15. Manufacturing wage indices
16. Occupational wage and earning indices
17. Hourly compensation costs
18. Labour productivity
19. Employment elasticities
20. Poverty, working poverty and income distribution

Most of the indicators are broken into subsidiary or constituent indicators for meaning and effect. For instance, KILM 6, Hours of Work, is broken down into:

- i) Number of persons working 40 hours per week, and
- ii) Number of persons working less than 10 hours a week

KILM 9, Youth Unemployment, is broken down into:

- i) Youth unemployment rate,
- ii) Ratio of youth unemployment rate to adult unemployment rate,
- iii) Share of youth unemployment to total unemployment, and
- iv) Share of youth unemployment to youth population

As a result, there are over 40 subsidiary indicators making up the ILO's KILM schema.

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<sup>16</sup> For full details please consult Key Indicators of the Labour Market, Country Profiles, ILO, 1999 or [http://www.ilo.org/empelm/what/lang--en/WCMS\\_114240](http://www.ilo.org/empelm/what/lang--en/WCMS_114240)

### 7.2.7 Jamaica's KILM

Jamaica's labour market indicators and related data are supplied by a mix of agencies and institutions, the main ones of which include the Statistical Institute of Jamaica (STATIN), Planning Institute of Jamaica (PIOJ), Ministry of Labour & Social Security (MLSS), the Ministry of Education and Culture, HEART/NTA and the Jamaica Employers' Federation. Of these, STATIN and, to a lesser extent, the PIOJ, supply most of the labour market information through their regular publications.

STATIN lists its main labour force indicators as<sup>17</sup>:

- Total population
- Population 14 years and over
- Labour force
- Employed labour force
- Unemployed labour force
- Outside the labour force
- Employment rate
- Unemployment rate
- Job seeking rate
- Percentage of population under 14 years
- Percentage of population 14 years and over
- Percentage of population 14+ outside the LF
- Labour force as a percentage of total population
- Labour force as a percentage of population 14+

Where applicable, STATIN also presents its information according to subsidiary or constituent indicators, and does so in relation to gender as well.

The PIOJ, particularly in its Economic & Social Survey, in addition to reproduction of much of STATIN's labour force data, presents data on:

- Macroeconomic performance
- Industrial relations
- Education and Training
- Human development and welfare

After careful consideration and consultation, a set of 12 composite indicators or categories of indicators has been chosen as representative of Jamaica's labour market. (See proposed indicators for full details).

The indicators are composite, in that, they are in turn comprised of subsidiary or constituent elements.

Aside from the breakdown of indicators into constituent elements, some of them have also been segmented into important and relevant subsets, which in turn have their own

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<sup>17</sup> The labour Force 2000, Statistical Institute of Jamaica, 2001

subsidiary elements. For instance, the Employment Indicator (4) is broken down into Employment status (4.1), Self-employment (4.2), Small business employment (4.3), Hours worked: Part-time employment (4.4.1), Hours worked: Full-time employment (4.4.2), Hours worked: Overtime employment (4.4.3), High demand occupations, etc. (4.5), Employment by occupational level (4.6), Overseas employment (4.7) and Work Permits and Exemptions (4.8).

Not counting gender and age considerations, there are just over 50 subsidiary indicators.

The proposed Indicators have been grouped as such for ease of analysis and for particular subjects/issues to be explored as fully as possible.

Many, perhaps most, of the Indicators identified/suggested have been in use in Jamaica over many years. Most stakeholders have consistently and systematically compiled data on particular indicators, improving and refining their processes over time. This exercise is therefore viewed as a continuation of this refining process.

Whilst not a lot of new indicators are added to Jamaica's list, attention is being drawn to the following, which will need to be examined and appropriate measures taken for their incorporation in the national labour market information portfolio:

1. KILM 4.1, Job vacancies by industry and by occupation
2. KILM 4.3, Self-employment and subsidiaries
3. KILM 4.3, Small Business employment and subsidiaries
4. KILM 4.6, High demand occupations, active recruitment occupations and high demand skills
5. KILM 5.0, Unemployment, Unemployment/vacancy ratio and Inactivity rates
6. KILM 5.1, Redundancy
7. KILM 6.2, School Enrolment population, Enrolment rate of 17 year olds
8. KILM 7.0 Poverty, particularly in relation to employment/unemployment status
9. KILM 8.0, Labour Productivity
10. KILM 9.0, Wages and salaries
11. KILM 11.0, Social Protection, particularly towards attempting to measure social protection and non-protection
12. KILM 12, Labour market programmes.

## 8.0 JAMAICA'S LABOUR MARKET: A Summary Performance Overview

**Table1: Selected Indicators of Jamaica's Labour Market (2007-2010)**

Indicators	2007	2008	2009	2010
Population (Millions)	2.68	2.69	2.70	2.71
Population 25-54 (Millions)	1.09	1.11	1.12	1.12
Economically Inactive (000)	192,000	172,800	196,200	202,600
Economic Inactivity Rate (%)	18	16	18	18.1
Labour Force (Million)	1.277	1.300	1.270	1.250
LF Participation Rate (%)	64.9	65.4	63.6	62.4
Employed Labour Force	1.15	1.162	1.126	1.095
Unemployed Labour Force (000)	129.4	137.3	144.3	154.7
Unemployed Labour Force Rate (%)	10.3	10.6	11.4	12.4
Elementary Occupational Employment	173,000	163,000	144,700	134,300
Elementary employment rate (%)	15	14.1	12.8	12.3
Part-time employment (000)	148,300	141,300	153,400	141,100
Youth Unemployment (14-24)	49,000	49,800	46,700	49,700
Youth Unemployment Rate (%)	23.7	25.9	27.1	30.8
Own Account Employment	384,000	401,100	415,000	412,000
Own Account Employment Rate (%)	33.4	34.5	36.9	37.6
Migration (USA, Canada & UK)	23,925	23,537	28,848	28,733
Approved Work Permits	5,575	5,084	3,569	3,395

**Source: Labour Force Survey, STATIN and Economic & Social Survey, Jamaica, PIOJ; various issues. Some calculations have also been done for specific statistics.**

## 8.1 The Indicators – Meaning and Implications

Almost all the indicators for Jamaica have been showing less than desirable results. The unemployment data, for instance, generally across all age groups and youth in particular, have indicated very low employment creation by the economy, particularly among the traditional employing sectors. This is evidenced in the continued growth in the population and the labour force<sup>18</sup> and fall in the employed labour force data.

Aside from the fall in real employment, there is also the qualitative aspect to the workings of the market. There are strong, and perhaps worrying, indications of structural unemployment, frictional unemployment, underemployment, high and growing levels of youth unemployment, and continued low productivity levels. These are looked at in turn below:

1. **Structural Unemployment:** Structural unemployment indicates a misalignment between the jobs available in a particular labour market or jurisdiction and the personnel (skills and competencies) available to execute those jobs. In this scenario, people will be available for and seek work but do not meet the requirements for the jobs available.

Such structural imbalance is often reflected in;

- a. Work permits (5,084 in 2008; 3,569 in 2009; and 3,395 in 2010 , respectively)
  - b. High levels of elementary skilled workers (144.7 thousand in 2009 and 134.3 thousand in 2010; approximately 18% over the years), and
  - c. The high proportion of workers in low productivity activities (estimated at 80%)
2. **Frictional unemployment:** Speaks to the delays experienced in vacancies being filled, even when the skills and competencies required are available within the market.
    - a. Underutilized LMIS (not enough companies are using the official system hosted by the Ministry of Labour & Social Security)
    - b. Repeat advertisements
    - c. Poorly structured job profiles (consequently not capturing or attracting the desired market segments), and

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<sup>18</sup> Even though the latter dipped in the last year, but which could be an ominous signal of disenchantment with and withdrawal from the labour force.

- d. Poor job offers (pay and conditions of employment not attracting or retaining employees)

3. **Low employment creation rates:**

- a. Declining employment levels, particularly among the established traditional sectors (Agriculture, Manufacturing, Construction and Installation, for instance)
- b. Migration of skilled workers (among the 28,848 and 28,733 to USA, CA, & UK in 2009 and 2010, respectively)
- c. Sustained high unemployment rates (10.6%, 11.4% and 12.4%, in 2008, 2009 and 2010, respectively).
- d. Long-term unemployment rates (6 months or more)

4. High levels of youth unemployment (30.8% in 2010)

5. **Significant underemployment:**

- a. Wage related (estimated high proportion of workers at or near the minimum wage, amounting to nearly 50% of the workforce)
- b. Quality of jobs, (low productivity, etc)
- c. Time related (69,500 and 69,300 in '08 & '09, respectively (ESSJ '09)

## 9.0 Youth Unemployment

The literature confirms that the subject of youth “employment and engagement are concerns of all societies. Most are pursuing comprehensive integrated development policies to ensure optimum results and productive involvement of their youth.”<sup>19</sup>

**Table 1** gives a general overview of Jamaica’s labour market scenario over the last four (4) years (2007-2010), while **Tables 2A and 2B** provide a comparative assessment of the youth unemployment problem for a wide range of countries, across the world and, closer home, across the Caribbean, respectively, effectively placing Jamaica in a broader context for meaningful comparison.

Youth unemployment rates vary across the range of countries of Europe and Asia, etc., shown in **Table 2A**. The rates for the United Kingdom ranged from 11% to 19% in 2002 and 2009; for the USA from 12% to 16% in 2002 and 2009 and for The OECD countries, 13% and 17% in 2002 and 2009, respectively.

Some countries experienced very low rates of 10% and under over the period. The Netherlands, for instance, had 5% and 7% in 2002 and 2009, respectively. The highest rates in this group of countries were among Greece, Poland and Estonia, reaching above 20% in instances over the period.

In respect to CRICOM countries (**Table 2B**), Jamaica’s youth unemployment rates, up to 34% in the 1990s, were among the highest, and consistently so, between 1991 and 1999. However, the figures for the period 2007-2010 (Table 1), ranging from 24% in 2007 to 31% in 2010, suggesting a downward trend from the 1990s, are still relatively high and are among the highest.

**The consequences of high youth unemployment and inadequate social integration are quite well known to the Jamaican landscape. Violence and criminality, for instance, seem correlated with youth unemployment and detachment.**

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<sup>19</sup> Benthon H. Hussey, Interim Report 1, Labour Market Survey, 2011.

**Table 2A: International Comparison of Youth unemployment rate (% of youth labour force (15-24))**

<b>Countries</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Australia	12.8	12.0	11.4	10.7	10.0	9.4	8.9	11.6
Austria	6.2	7.0	9.7	10.3	9.1	8.7	8.1	10.0
Belgium	17.7	21.8	21.2	21.5	20.5	18.8	18.0	21.9
Canada	13.6	13.6	13.4	12.4	11.6	11.2	11.6	15.3
Chile	21.6	21.1	20.8	19.7	18.3	17.8	19.7	22.6
Czech Republic	16.0	17.6	20.4	19.3	17.5	10.7	9.9	16.6
Denmark	7.4	9.2	8.2	8.6	7.7	7.9	7.6	11.2
Estonia	17.6	20.6	21.7	15.9	12.0	10.0	12.0	27.5
Finland	19.5	20.4	19.5	18.9	17.6	15.7	15.7	21.6
France	20.2	18.3	19.7	20.2	21.3	18.7	18.1	22.8
Germany	9.8	10.6	12.6	15.2	13.6	11.7	10.4	11.0
Greece	26.8	26.8	26.9	26.0	25.2	22.9	22.1	25.8
Hungary	12.6	13.4	15.5	19.4	19.1	18.0	19.9	26.5
Iceland	7.2	8.2	8.1	7.2	8.4	7.2	8.2	16.0
Ireland	9.3	9.4	9.3	9.7	9.8	10.0	12.5	25.9
Israel <a href="#">1</a>	20.9	22.2	20.5	17.8	18.2	16.1	12.6	..
Italy	26.3	26.3	23.5	24.0	21.6	20.3	21.3	25.4
Japan	10.0	10.2	9.5	8.6	8.0	7.7	7.2	9.1
Korea	8.5	10.1	10.5	10.2	10.0	8.8	9.3	9.8

Luxembourg	7.0	10.9	16.9	13.7	16.2	15.2	17.9	17.2
Mexico	5.9	6.2	7.6	6.6	6.2	6.7	7.0	10.0
Netherlands	5.4	6.7	8.6	8.8	6.9	6.3	5.6	7.3
New Zealand	11.8	10.5	9.7	9.7	10.0	10.1	11.4	16.6
Norway	11.5	11.7	11.7	12.0	8.6	7.3	7.5	9.2
Poland	43.9	43.0	40.8	37.8	29.8	21.7	17.3	20.7
Portugal	11.6	14.5	15.3	16.1	16.2	16.6	16.4	20.0
Slovak Republic	37.4	33.1	32.7	29.9	26.6	20.1	18.8	27.3
Slovenia	16.5	17.3	16.1	15.9	13.9	10.1	10.4	13.6
Spain	22.2	22.7	22.0	19.7	17.9	18.2	24.6	37.9
Sweden	12.9	13.8	17.0	22.3	21.3	18.9	19.4	25.0
Switzerland	5.6	8.5	7.7	8.8	7.7	7.1	7.0	8.2
Turkey	19.2	20.5	20.6	19.9	19.1	20.0	20.5	25.3
United Kingdom	11.0	11.5	10.9	12.2	13.9	14.4	14.1	18.9
United States	12.0	12.4	11.8	11.3	10.5	10.5	12.8	17.6
OECD-Total <a href="#">2</a>	13.4	13.8	13.7	13.4	12.5	12.0	12.7	16.7

Source:

<http://web.worldbank.org/WBSITE/EXTERNAL/NEWS/0,.contentMDK:21869960~pagePK:64257043~piPK:437376~theSitePK:4607,00.html>

**Table 2B: Unemployment Rates for Youth (15-24) in the Caribbean, 1991-1999**

Country	1991	1992	1993	1994	1995	1996	1997	1998	1999
Bahamas	22.8	27.0	23.5	23.8	21.0	23.8	22.2	15.7	15.8
Barbados	33.7	42.7	42.2	41.1	37.8	29.2	29.5	24.6	21.8
Belize	n.a.	n.a.	16.8	17.3	23.4	25.6	23.7	25.1	22.5
Cayman	n.a.	n.a.	13.9	14.1	11.4	10.9	9.5	n.a.	n.a.
Curacao	n.a.	29.3	26.7	28.0	28.8	29.3	33.9	35.5	n.a.
Dominica	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	40.5	n.a.	n.a.
Grenada	27.0	n.a.	n.a.	44.4	n.a.	30.1	n.a.	31.5	n.a.
Guyana	n.a.	26.8	n.a.	n.a.	n.a.	n.a.	20.0	n.a.	n.a.
Jamaica	30.1	28.3	29.5	27.3	34.1	34.4	33.5	33.4	34.0
St. Lucia	n.a.	n.a.	29.1	33.6	33.9	35.2	36.6	44	36.6
St. Vincent	36.3	n.a.							
Suriname	n.a.	n.a.	31.4	29.8	26.2	24.7	25.1	23.1	n.a.
Trinidad & Tobago	34.2	34.7	33.5	32.5	31.0	28.5	27.3	26.9	25.4
<b>Total</b>	<b>30.3</b>	<b>30.0</b>	<b>30.0</b>	<b>28.8</b>	<b>32.1</b>	<b>31.4</b>	<b>29.5</b>	<b>30.1</b>	<b>29.6</b>

n.a.- not available

**Source:** International Labour Organisation, Caribbean Labour Market Information database. Data supplied by the National Statistical Agencies (Taken from The Labour Market Information News Letter of Jamaica, PIOJ, March 2005).

## **10.0 EMPLOYMENT OPPORTUNITIES: ADVERTISEMENTS**

The labour market, particularly because of the globalization process, is no longer a local or jurisdictional matter, but has taken on international dimensions. “The nurse, the teacher, the information technologist, etc., trained in Jamaica and formerly ‘restricted’ to employment at home, may now be employed in many other jurisdictions. Migration, therefore, is not necessarily a function of the failure of the nation to accommodate its skilled personnel, but may instead be a function of the new dynamics of an internationalized labour market.”<sup>20</sup>

Indeed, a recent report of the United Nations on international migration underscores this point in respect to Jamaica and other developing countries:

**“A new United Nations report on International Migration has painted a grim image of the island's workforce, saying that as much as 60 per cent of the most 'highly-educated' Jamaicans have migrated - mainly to more developed countries such as the United States, Britain and others within the Organisation for Economic Co-operation and Development (OECD).**

“The migration of skilled labour has long been a source of concern for developing countries, which regard it as a major impediment to their development.

“But the full report, which was released yesterday at a high-level dialogue on international migration, as part of the 61st General Assembly . . . , says similar situations exist in other Caribbean countries such as Trinidad and Tobago, Guyana and Haiti, as well as several countries in Africa.

"Between 33 and 55 per cent of the highly-educated people of Angola, Burundi, Ghana, Kenya, Mauritius, Mozambique, Sierra Leone, Uganda and the United Republic of Tanzania live in OECD countries. That proportion is even higher - about 60 per cent - for Guyana, Haiti, Jamaica, and Trinidad and Tobago," the report said.<sup>21</sup>

However, while migration is often seen as a drain of skilled resources, it is also an opportunity, since the absorptive capacity of the economy of new entrants to the labour force is slower than the rate of entrance.

As such, the examination of job opportunities has two dimensions, local and international.

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<sup>20</sup> Benthon H. Hussey, Labour Market Implications of GOJ's Medium Term Social & Economic Policy, Labour Market Reform, Support to Jamaica's Economic Reform Programme, 2002.

<sup>21</sup> ARLENE MARTIN-WILKINS, Lifestyle Coordinator. Friday, September 15, 2006



## 10.1 Local Employment Opportunities<sup>22</sup>

Indications of local job opportunities in Jamaica have been derived from the Ministry of Labour and Social Security (MLSS)'s Labour Market Information System ([www.lmis.gov.jm](http://www.lmis.gov.jm)). The system records information from two principal sources. Employers and prospective employers regularly post job vacancies on the website for the interested public to view and respond accordingly.

The vacancies are collated and reported on by categories, including industry (sector), job type, qualifications required, employment type (permanent, or part-time), etc. An example of such reporting is provided at **Appendix 6**, for the period March 1 2010 to May 13, 2011.

Secondly, the MLSS conducts a thorough research and reporting of jobs advertised in the two (2) leading daily and weekend papers, the daily Gleaner, The Observer and The Sunday Gleaner and The Sunday Observer, respectively. These jobs are also categorized by industry, type and frequency, etc. A typical reporting of these jobs is provided at **Table 3** below, reflecting the ten most popularly advertised jobs during July-September and October-December quarters of 2010.

**Appendix 7** for all jobs for 2010 and **Appendix 8** for all jobs advertised for January – March 2011 present a very comprehensive listing of advertised vacancies, job category by job category and occupational category by occupational category, according to the International Standard Classification of Occupations (ILO) and the Jamaica Standard Occupational Classifications (JSOC) .

**Table 4** provides a full listing of jobs advertised, by Occupational Category, during 2010 and 2011 (details contained in **Appendices 7 and 8**).

These jobs provide an indication of the growth areas and the occupational offerings within the economy. **Appendix 6** also indicates the skills and competencies required by the market.

The available jobs indicate/confirm a decided shift in the nature of the Jamaican economy, moving from a primarily goods producing one a few decades ago, to a largely service oriented one today.

As such, over 70% of all jobs advertised are service oriented; Professionals, Senior Officials and Technicians, 37%; Service Workers, Shop and Market Sales Workers, 27.5%, and Clerks, 10.1% are the leading categories. Full details are found in Appendix 7 & 8, but the curriculum specialist of NYS and HEART Trust/NTA must now look at the market to guide training programmes and delivery.

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<sup>22</sup> These opportunities do not include those ascertained from the Labour Market Survey, discussed later in this report.

The International Standard Classification of Occupations (ISCO), the Jamaica Standard Occupational Classification, the Australian Standard Classification of Occupation (ASCO) and the Canadian National Occupational Classification (CNO) are to be consulted for definitions and specifications of occupations to aid the curriculum development process.

**Table 3: The Ten Most Advertised Jobs during 2010**

July to September 2010		October to December 2010	
Occupations	Vacancies	Occupations	Vacancies
Teachers/Lecturers	555	Sales Representatives	262
Managers	334	Managers	200
Sales Representatives	328	Security Officers/Watchmen	183
Domestic Helpers/Babysitters	228	Personal Care Specialists	165
Personal Care Specialist	165	Teachers/Lecturers	147
Chefs/Cooks/Bakers	153	Supervisors	139
Bartenders/Waiters	133	Domestic Helpers/Babysitters	127
Drivers/Delivery Riders	132	Bartenders/Waiters	127
Security Officers/Watchmen	129	Drivers/Delivery Riders	125
Supervisors	108	Packers/Wrappers/Labelers	117

**Table 4: The Total Number of Jobs Advertised during 2010 and 2011<sup>23</sup>, by Occupational Category**

Job Category	Number of Openings					
	2010	% of Total	2011	% of Total	Total	% of Total
Professionals, Senior Officials & Technicians	6,120	39.27%	1,545	33.38%	7,665	37.9%
Clerks	1,570	10.07%	480	10.37%	2,050	10.1%
Service Workers, Shop and Market Sales Workers	4,398	28.22%	1,166	25.19%	5,564	27.5%
Skilled Agriculture and Fishery Workers	19	0.12%	8	0.17%	27	0.001%
Plant and Machine Operators	567	3.64%	374	8.08%	941	4.7%
Craft and Related Trade Workers	714	4.58%	182	3.93%	896	4.4%
Elementary Occupations	2,197	14.10%	874	18.88%	3,071	15.2
<b>Total</b>	<b>15,585</b>	<b>100.00%</b>	<b>4,629</b>	<b>100.00%</b>	<b>20,214</b>	<b>100.0%</b>

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<sup>23</sup> January – March, 2011

## 10.2 Non-Traditional Opportunities

With vision, thought and planning, much can be achieved in national development and resulting employment opportunities, high levels of voluntarism and nationalism, for the population in general, and for the youth in particular, from the following:

- Sports,
- Arts,
- Entertainment,
- Entrepreneurship,
- Voluntary Organizations (Social Clubs – Kiwanis, Rotary, Lions, etc.) etc.

Possibilities with two of these areas are looked at below, but the considerations can and should be extended to the others. The curriculum, marketing and corporate outreach plans and programmes would have to package special programmes and arrangements for these bodies.<sup>24</sup>

### 10.2.1 Sports

Various authorities have suggested the potential of sports to provide real employment, beyond the current experience. For instance, especially in relation to the NYS, sports offers more than employment opportunities, it provides avenues for personal as well as national developmental outcomes. According to Delano Franklyn (2009), former Executive Director of the NYS, sports may be looked at from:

- ...a competitive perspective...;
- as a social institution, focusing on education, crime, health and drugs; and
- from a nation-building and economic perspective, as a critical component in working towards a growth economy.

Partly in support of this assertion, Franklyn cites Dr. Henly Morgan, who suggests:

“Sport has greatly enhanced Jamaica as a “brand”, and if we could fully exploit Jamaica’s brand value, it is suggested that GDP would increase from the current US\$12 billion annually to US\$48 billion annually and per capita income would move from the present US\$3,800 bracket to a more respectable US\$12,000.” (The Economy and Sports (Henley Morgan, “Economics and Athletics,” *Daily Observer*, September 2, 2009)

Considering that there were:

- 44 Sporting Associations sponsored by the Sports Dev. Foundation Limited in 2009-2010 (excluding others such as ISSA)
- A total of 304 registered football clubs,

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<sup>24</sup> See Appendix 9: Professions in Sports, Arts & Entertainment for a guide

- Athletics, Cricket, Netball also follow with large numbers of clubs and school based bodies.
1. If every club and sporting body were contracted, through NYS, for 2 persons to be taken on, a possible 2,000 jobs could be created.
  2. If every high school in Jamaica, under the ISSA programme, for the various champs and school-based sporting activities, were suitably persuaded, another 2,000 jobs could be created

### **10.2.2 Social Clubs**

There are many social clubs in Jamaica, which operate purely on a voluntary basis. These include:

- Kiwanis Clubs – 56
- Rotary Clubs – 29
- Lions Clubs - 27
- Optimist - 25 (estimated)

For purpose of voluntarism, mentorship, coaching and introduction to work and business, these clubs present real opportunities for partnership arrangements, especially with the NYS. They may also be inclined or could be encouraged into such partnership arrangements by virtue of the various concessions they receive from government over the years.

Additionally, given that these organizations have to do a lot of administrative work in support of their operational endeavours, the partnerships can be extended to include employment, ongoing and seasonal, to one or two NYS participants each. This could result in 200-300 jobs/apprenticeships annually.

### **10.3 International Employment Opportunities**

This aspect of the examination of the labour market looks at the jurisdictions of Australia, Britain, Canada and the USA. Also, given Jamaica's geographical position in the Caribbean and as an active partner and signatory to the CARICOM Free Movement of Skills and Trade Treaty, an examination of job opportunities is made of the Regional Block of countries as well.

There are established work/job placement arrangements as well as a long tradition of Jamaicans migrating to Britain, Canada and United States of America to find work. The emigration pattern of Jamaicans to these three countries is captured in **Table 4**, while emigration by occupation is captured in **Table 5** for North America (USA & Canada), by decades, 1970 to 2003.

However, while emigration is not evidence of or a proxy for actual jobs, it is more than reasonable to assume that a majority, if not all, migrants, at some point would have found jobs. The increasing remittance inflow to Jamaica is an indication of employment of migrants.

**Table 4: Mainstreams of Migration to the United States of America (USA), Canada and the United Kingdom (1970-2003)**

<b>Decade</b>	<b>USA</b>	<b>Canada</b>	<b>United Kingdom</b>	<b>Total</b>	<b>Annual Average</b>
<b>1970-1979</b>	143,561	51,754	13,832	<b>209,147</b>	<b>20,915</b>
<b>1980-1989</b>	214,527	34,075	4,057	<b>252,659</b>	<b>25,266</b>
<b>1990-1999</b>	178,162	39,198	3,138	<b>220,498</b>	<b>22,050</b>
<b>2000-2003</b>	51,816	9,649	1,520	<b>62,985</b>	<b>15,721</b>
<b>Total</b>	<b>588,066</b>	<b>134,676</b>	<b>22,547</b>	<b>745,289</b>	<b>21,920</b>

**Source: The Labour Market Information Newsletter, PIOJ, March 2005.**

**Table 5: JAMAICAN MIGRATION TO NORTH AMERICA BY OCCUPATION, 1970-2003**

OCCUPATION	1970-1979		1980-1989		1990-1999		2000-2003*	
	Number	%	Number	%	Number	%	Number	%
PROFESSIONAL, TECHNICAL ADMINISTRATIVE AND MANAGEMENT	16,701	18.3	19,762	18	16,257	17.9	3,889	30.8
CLERICAL AND SALES	16,670	18.2	19,338	17.6	9,278	10.2	656	5.2
CRAFTSMEN, PRODUCTION PROCESS AND OPERATING PERSONNEL	30,003	32.8	30,052	27.3	12,369	13.6	1,552	12.3
SERVICE WORKERS INCLUDING PRIVATE HOUSEHOLD WORKERS	22,306	24.4	32,612	29.6	38,667	42.5	6,009	47.6
FARMING FORESTRY AND FISHING	4,123	4.5	3,662	3.3	8,628	9.5	505	4
OCCUPATIONS NOT STATED OR CLASSIFIED	1,591	1.7	4,643	4.2	5,856	6.4	0	0
<b>TOTAL WORKERS</b>	<b>91,394</b>	<b>100</b>	<b>110,070</b>	<b>100</b>	<b>91,055</b>	<b>100</b>	<b>12,612</b>	<b>100</b>
HOUSEWIVES, CHILDREN, STUDENTS AND WITH NO OCCUPATION	105,743		129,070		124,505		28,430	
<b>TOTAL EMIGRANTS</b>	197,137		239,140		215,560		41,042	

\*The distribution of Migrants from Jamaica to the USA by Occupation was not available for 2002 and 2003

**Source:** The Labour Market Information Newsletter, PIOJ, March 2005.

### 10.3 Established Overseas Employment Programmes

“The overseas employment programme consists of the United States (US) farm Work Programme; the US Hospitality Programme; the Canadian Farm and Factory Programme as well as the Canadian Hospitality and Skilled Workers Programme”<sup>25</sup> **Table 6** provides summary details of Jamaicans employed under these programmes during 2009 and 2010.

**Table 6: Jamaicans employed in North America under the Overseas Employment Programme, by Sex and Type of Employment**

Gender	US Farm Work		US Hospitality		Canadian Farm & Factory		Canadian Skilled Worker/Hospitality		Total	
	2009	2010	2009	2010	2009	2010	2009	2010	2009	2010
Male	3,743	3,877	156	336	5,708	5,770	43	98	9,650	10,081
Female	0	0	203	586	158	182	114	117	475	885
<b>Total</b>	<b>3,743</b>	<b>3,977</b>	<b>359</b>	<b>922</b>	<b>5,866</b>	<b>5,952</b>	<b>157</b>	<b>215</b>	<b>10,125</b>	<b>10,966</b>

Source: Economic & Social Survey, PIOJ, 2010.

<sup>25</sup> Social & Economic Survey, PIOJ, 2010, p. 21.5.

## **10.4 Skilled Workers and Professional Programmes (Australia and Canada) – Appendix 10.0**

Some countries currently employ a skilled workers and professional immigration programme through which they recruit personnel from other jurisdictions to satisfy demands of their labour markets. Two of these countries are Australia and Canada, both of which offer up to 200,000 immigrant or residential visas to qualified applicants from around the world. The following outlines some of the essential features of these programmes:

### **10.4.1 Australia**

Australia has emerged as a major source of jobs and immigration, given its consistent economic growth over the last decade. “Over the last decade, Australia's strong economic performance has resulted in significant economic growth, low inflation, low unemployment and low interest rates. The Australian economy is open and competitive, aided by a dynamic private sector and a skilled workforce.”

#### **Work Visas**

The Australian Skilled or Work Visa program is specifically tailored to encourage individuals with specific skills and capabilities to migrate to Australia to improve Australia's economy and work force.

Australian Work visa applicants who are able to obtain sponsorship through an employer or be nominated under one of the participating State Migration Plans are given priority processing.

**There are 113, 850 Australian work and business visas to be granted in 2010 - 11.<sup>26</sup>**

#### **Skilled Independent Visa**

The Skilled Independent visa is a permanent work visa for individuals who have the qualifications and skills required to fill Australia's skill shortages.

Skilled Independent visa applicants are required to obtain a minimum of **120 points** on a points assessment. The assessment is such that applicants are required to be under 45 years of age and be able demonstrate that they have a qualification and/or skills in an occupation on the Skilled Occupation List (SOL). Applicants for the Skilled Independent visa do not require sponsorship.

#### **Skills & Criteria**

The off-shore general skilled migration stream is divided into several classes including

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<sup>26</sup> A list of jobs currently available in Australia, Canada, Britain and the USA is provided in Appendix

the Skilled Independent class (the most popular class, sometimes known as the “points-system”) and the Skilled Sponsored subclass. To qualify, an applicant or their partner must be:

- Under the age of 45 years.
- Competent in English.
- In an occupation on the “skilled occupation list” (a list containing literally hundreds of approved occupations).
- Have at least 12 months work experience in a skilled occupation.

If the minimum criteria are met, the applicant will be subject to a points test and the objective is to claim enough points to achieve the automatic pass mark.

Points are granted for your qualifications, work experience, occupation, age, English language ability, occupation targeting and spouse's skills (qualifications, age, work, English). Additional points are available if the applicant studied or worked in a skilled occupation in Australia previously, OR if fluent and qualified in one of the languages of the country's major trading partners or ethnic groups.

The applicant or partner's occupation is often the make or break of an application; either one must have recent work experience in an occupation on the skilled occupation list. Applicants receive additional points if their occupation is listed on the periodically amended Migration Occupations in Demand List (MODL). Applicants must also have experience in their MODL occupation. Occupations that are listed on the MODL are identified by the Department of Employment and Workplace Relations as being in national demand with sustained employment prospects.

Qualifications relevant to your occupation are also important; with most degrees and higher trade certifications from recognised tertiary institutes meeting the requirements provided they involve at least three years post-secondary school study. An exception to this rule is made for certain tradespersons, IT professionals, and Senior Managers, who do not possess formal qualifications. These applicants can often qualify by using their relevant work experience to obtain industry certification in Australia, thus satisfying the qualification requirement. Applicants in occupations requiring professional registration (for example Dentists, Nurses and Physiotherapists) may need to apply for registration or meet specific requirements prior to submitting a residence application.

### 10.4.2 Canada

“...Canada is thirsty for new skilled workers in a variety of fields. Canada's low unemployment rate of 6.3% means that there has rarely been a better time to immigrate to Canada for work. As just two examples, the Construction industries in British Columbia and Ontario are in dire need of workers, and Alberta's booming oil industry has created a shortage of skilled workers to keep the economy growing. Almost all provinces are actively seeking new immigrants.”<sup>27</sup>

#### **Skilled workers and professionals**

“Skilled workers are selected as permanent residents based on their education, work experience, knowledge of English and/or French, and other criteria that have been shown to help them become economically established in Canada.”<sup>28</sup>

In addition to being successful in the official language proficiency test, applicants should either:

- have a valid offer of arranged employment, **OR**
- be a skilled worker who has had one year of continuous full-time or equivalent part-time paid work experience in at least one of the following eligible occupations within the last ten years:
  - 0631 Restaurant and Food Service Managers (Cap reached)
  - 0811 Primary Production Managers (Except Agriculture)
  - 1122 Professional Occupations in Business Services to Management (Cap reached)
  - 1233 Insurance Adjusters and Claims Examiners
  - 2121 Biologists and Related Scientists (Cap reached)
  - 2151 Architects
  - 3111 Specialist Physicians
  - 3112 General Practitioners and Family Physicians
  - 3113 Dentists (Cap reached)
  - 3131 Pharmacists (Cap reached)
  - 3142 Physiotherapists
  - 3152 Registered Nurses (Cap reached)
  - 3215 Medical Radiation Technologists
  - 3222 Dental Hygienists & Dental Therapists
  - 3233 Licensed Practical Nurses

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<sup>27</sup> [http://www.migrationexpert.ca/visa/canadian\\_labour\\_market.asp](http://www.migrationexpert.ca/visa/canadian_labour_market.asp) (June 6, 2011)

<sup>28</sup> <http://www.cic.gc.ca/english/immigrate/skilled/index.asp> (June 6, 2011)

- 4151 Psychologists
- 4152 Social Workers
- 6241 Chefs
- 6242 Cooks
- 7215 Contractors and Supervisors, Carpentry Trades
- 7216 Contractors and Supervisors, Mechanic Trades
- 7241 Electricians (Except Industrial & Power System)
- 7242 Industrial Electricians
- 7251 Plumbers
- 7265 Welders & Related Machine Operators
- 7312 Heavy-Duty Equipment Mechanics
- 7371 Crane Operators
- 7372 Drillers & Blasters - Surface Mining, Quarrying & Construction
- 8222 Supervisors, Oil and Gas Drilling and Service

**NOTE:** the occupations above are all Skill Type 0 (managerial occupations) or Skill Level A (professional occupations) or B (technical occupations and skilled trades) on the Canadian National Occupational Classification list.

### **10.4.3 CARICOM**

The CARICOM Single Market and Economy is intended to benefit the people of the Region by providing more and better opportunities to produce and sell our goods and services and to attract investment. It will create one large market among the participating member states.

The main objectives of the CSME are: full use of labour (full employment) and full exploitation of the other factors of production (natural resources and capital); competitive production leading to greater variety and quantity of products and services to trade with other countries. It is expected that these objectives will in turn provide improved standards of living and work and sustained economic development.

#### **Key elements of the Single Market and Economy include:<sup>29</sup>**

**Free movement of goods and services** - through measures such as eliminating all barriers to intra-regional movement and harmonising standards to ensure acceptability of goods and services traded;

**Right of Establishment** - to permit the establishment of CARICOM owned businesses in any Member State without restrictions;

**A Common External Tariff** - a rate of duty applied by all Members of the Market to a product imported from a country which is not a member of the market;

**Free circulation** - free movement of goods imported from extra regional sources which would require collection of taxes at first point of entry into the Region and the provision for sharing of collected customs revenue;

**Free movement of Capital** - through measures such as eliminating foreign exchange controls, convertibility of currencies (or a common currency) and integrated capital market, such as a regional stock exchange;

**A Common trade policy** - agreement among the members on matters related to internal and international trade and a coordinated external trade policy negotiated on a joint basis;

**Free movement of labour** - through measures such as removing all obstacles to intra-regional movement of skills, labour and travel, harmonising social services (education, health, etc.), providing for the transfer of social security benefits and establishing common standards and measures for accreditation and equivalency.

**The Movement of Skills** are provided for under Articles 32, 34(d), 36 and 37 of the Treaty. It covers skilled persons in the following categories:

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<sup>29</sup>

- Companies and Non-Wage Earners (self- employed persons)
- Wage Earners (University Graduates; Musicians; Artistes; Sports Persons; Media workers; Managerial, Technical and Supervisory Staff of establishing entities
- Other special categories (under discussion)

### **Graduates**

Graduates, for the purposes of free movement of skills, are persons who have obtained at least a bachelor's degree from a recognised university or a professional qualification which is equivalent...

### **Media Persons**

Media persons are persons whose primary source of income is drawn from media and media-related work, or persons who are qualified to enter this field. Such persons perform the functions...

### **Artistes**

Artistes, for the purposes of free movement of skills are persons, who are active in or qualified to enter a particular field of art with the specific purpose to earn...

### **Musicians**

Musicians, for the purposes of free movement of skills, are persons who are active in, or qualified to enter a particular field of music with the specific purpose of earning...

### **Sportsperson**

Sportspersons, for the purposes of free movement of skills, are persons who are active in or qualified to enter a particular field of sports with the specific purpose of earning...

### **Nurses**

These are persons who have successfully completed basic or higher level training for nurses; who are registered with the General Nursing Council of a CARICOM Member State and are designated Registered Nurses.

### **Teachers**

Teachers are persons who have successfully completed an approved pre- service or in service teacher preparation programme from an accredited/ recognized institution offering teacher education.

### **Managerial Staff**

Managerial Staff ISCO-88 gives the following description of a manager: **Managers determine and formulate policies and plan, direct and coordinate the activities of enterprises and organizations, or their internal departments or section.**

### **Technical Staff**

ISCO-88 provides the following description of technicians and associate professionals: **Technicians and associate professionals perform mostly technical and related tasks connected with research and the application of scientific or artistic concepts and operational methods, and government or business regulations, and teach at certain educational levels.**

Tasks performed by technicians and associate professionals usually include: undertaking and carrying out technical work connected with research and the application of concepts and operational methods in the fields of physical sciences, including engineering and technology; life sciences, including the medical profession; and the social sciences and humanities. Tasks also include: teaching children at primary and pre-primary levels; teaching and educating handicapped persons; initiating and carrying out various technical services related to trade, finance, administration, including administration of a number of government laws and regulations, and to social work; providing artistic and sports entertainment; and executing some religious tasks. Supervision of other workers may be included.

An artisan is a skilled workman or craftsman. ISCO-88 gives the following description:

Craft and related trades workers apply their specific knowledge and skills in the fields of mining and construction, form metal, erect metal structures, set machine tools; or make, fit, maintain and repair machinery, equipment or tools, carry out printing work as well as produce or process foodstuffs, textiles, or wooden, metal and other articles, including handicraft goods.

The work is carried out by hand and by hand-powered and other tools which are used to reduce the amount of physical effort and time required for specific tasks, as well as to improve the quality of the products. The tasks call for an understanding of all stages of the production process, the materials and tools used, and the nature and purpose of the final product.

Tasks performed by craft and related trades workers usually include:

- extracting and working solid minerals; constructing, maintaining and repairing buildings and other structures; casting, welding and shaping metal;
- installing and erecting heavy metal structures, tackle and related equipment;
- making machinery, tools, equipment, and other metal articles;
- setting for operators, or setting and operating various machine tools;
- fitting, maintaining and repairing industrial machinery, including engines and vehicles, as well as electrical and electronic instruments and other equipment;
- making precision instruments, jewellery, household and other precious-metal articles, pottery, glass and related products;
- producing handicraft;
- executing printing work;
- Producing and processing foodstuff and various articles made of wood, textiles, leather and related materials.

#### **10.4.3.1 CRICOM Skills Certificate**

A CARICOM National who wishes to seek work in another Member State as a wage earner must apply for and obtain a CARICOM Certificate of Recognition of Skills Qualification (CARICOM Skills Certificate) from the designated Minister in either his/her home country, or from the host country.

The procedure to obtain a Skills Certificate is detailed in the domestic laws of Member States, which were enacted with the specific purpose of implementing the Free Movement of Skills. These laws are generally known as the Caribbean Community Skilled Nationals Acts.

This Certificate will provide Immigration Officials with proof that the person who is seeking to enter another Member State belongs to the approved categories.

#### **10.4.3.2 Skilled Certificates issued by Jamaica**

The data for the CARICOM Skills Certificates issued by the Ministry of Labour & Social Security of Jamaica (for Jamaicans to work in other CARICOM countries and for others to work in Jamaica) for the period April 2009 to March 2010 are as follows:<sup>30</sup>

- Trinidad and Tobago – 14
- Jamaica – 219
- St. Kitts and Nevis – 2
- Dominica – 1
- Barbados – 8
- Guyana – 18
- Antigua – 1
- St. Vincent – 2
- Grenada – 1

In other words, 219 Jamaicans applied for and received skills certificate to work in other Caricom countries during the period, including but not limited to the ones listed above.

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<sup>30</sup> Planning, Research and Monitoring Unit, Ministry of Labour and Social Security

## Non-Traditional Opportunities

## 11.0 Labour Market Survey

The Labour Market Survey, though not a full-fledged nationally representative exercise, was important in:

1. Providing a good reference point on the disposition of a wide range companies on the issue of youth development and employment. Specifically, it identifies companies willing to participate in the Youth Development Programmes, through a combination of provision of employment/apprenticeship and sharing in the payment of the stipend to programme participants.
2. Providing an understanding of employment possibilities, in terms of numbers, levels and categories of employment.
3. Provides supporting data and information to that garnered from other sources, making a more fulsome and accurate understanding of the labour market.

### 11.1 Summary of Findings

1. A total of 103 companies participated in the survey. The participation by economic activity areas is as follows (further details are included in **Appendix 11.0: Table 10.01**):

<b>Economic Sector/activity</b>	<b>Number of Companies</b>	<b>% of Total</b>
Retail & Distribution	28	27
Manufacturing	7	07
Health Services	5	05
Financial Services	11	11
Agricultural Services	4	04
Mining (Bauxite)	1	01
Construction/Property Services	7	07
IT Products & Services	7	07
Hotels & Restaurants	15	15
Education/Training	4	04
Professional/Business Services	6	06
Transportation/Communication	6	06
Utility	1	01
<b>Total</b>	<b>103</b>	<b>101<sup>31</sup></b>

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<sup>31</sup> Due to rounding

2. The following table presents the distribution of companies participating by parish/geographical location:

PARISH	Number of Companies	% of Total
St. Ann	18	17.5
St James	3	2.9
Kingston & St. Andrew	32	31.1
Trelawny	1	1.0
Portland	18	17.5
St Elizabeth	17	16.5
St Thomas	3	2.9
St. Mary	2	2.0
Islandwide	9	8.7
<b>Total</b>	<b>103</b>	<b>100.1</b>

Kingston & St. Andrew accounts for the highest level of participation (31.1%), followed by St. Ann, Portland and St. Elizabeth with 17.5%, 17.5% and 16.5% participation, respectively. Approximately 9% of companies, by virtue of their Island-wide network, operate across parishes.

3. **Employment status.** The participating companies currently employ approximately 7,935 persons. (See Appendix 11: Table 10.02). Seventy four (74%) are permanently employed, 12 percent temporarily and 14% on contract. The importance of this finding is that the labour market is increasingly becoming more flexible, engaging significantly large numbers or significant proportions of employees on temporary and contractual bases.

The NYS and HEART NTA trust in placements must therefore take cognizance of this fact and orient their programme participants to the new and different ways of engaging with the labour market.

4. **Prospects for employment.** Forty four (44) companies or 43% of the total participating indicate that they “expect to be increasing the number of employees in your (their) operation(s) in the near future”, at intervals of 1-2 years, 3-4 years and 5 years and more, while 57% do not think they will be employing.
5. **Operating levels of prospective employment.** From the relatively small sample of companies, approximately 1200 new jobs are projected to come on stream over the next 1-5 years. The full breakdown of these jobs is shown in Tables 10.03 and 10.04, depicting the organizational level and the occupational categories, respectively.

In respect to **operating levels**, 7% of the expected jobs are in management, 10% supervisory, 19% technical, 35%, Administrative/Clerical, 12% support/ancillary and 17% other ( such as labourers).

In terms of **occupational categories**, Customer Service and Clerical/Administrative type jobs, with 15% and 12%, respectively, are expected to lead the job openings among the companies. These are followed by Accounting (7.5%), Information Technology (7.3%), Sales/Promotion (6.6%), Personal Care Givers (5.8%), Management (5.6%), Bartenders/Waiters (3.9%), Teller/Cashiering (3.8%), Technicians (3.7%), Chefs/Cooks/Bakers (3.8%), Technicians (3.7%), Entertainers/Performers (3.4%), Construction/Maintenance (3.1%), Other (2.7%), Marketing (2%), Driver/Courier (1.5%), Engineering (1.4%), Finance (1.2%), Plant/Production Operators (1.1%), Security Officers (0.7%), Environmental Management/Landscaping (0.5%), Property Management (0.3%).

6. Combined with the data and information discussed under Employment Opportunities above, this data source should be of immense value to the NYS and HEART Trust/NTA. **The Curriculum personnel, as well as the Corporate Outreach group, should strongly consider these areas and formulate their programmes accordingly.**
7. **Companies' Association with NYS & HEART Trust/NTA.** (See Tables 10.05A and 10.05B). The majority (57.3%) of the companies have "provided employment experience/apprenticeship to Participants/Graduates of NYS and/or HEART/NTA orientation or training programmes." However, significantly more of them (55 or 53% of the companies, (Table 10.05A) have associated with HEART Trust/NTA programmes and participants/graduates than with the NYS, which has 29 or 28.2% of the companies (Table 10.05B) indicating that they have related to the NYS programmes or participants.
8. Companies have engaged with the programmes/participants either through provision of Apprenticeship/Work Experience, Extended Apprenticeship, Employment of participants while undergoing apprenticeship and/or employment of participants after apprenticeship. In respect to the NYS, 29 companies provided Apprenticeship/work experience, one (1) sought/received extended apprenticeship, one (1) employed participants while in apprenticeship and five (5) provided employment after apprenticeship.
9. **With respect to HEART/NTA**, 57 companies provided apprenticeship/work experience to participants, one (1) provided extended apprenticeship, and five (5) provided employment while participants underwent apprenticeship and a high number of 45 companies have employed persons after apprenticeship.
10. **The HEART Trust/NTA has much more visibility** and relationship with the companies, particularly since it is a statutory entity, financed primarily through

employer deductions, and has a public image and presence as a source for trained personnel, particularly at the entry levels. **The NYS, on the other hand, is less visible but is known and appreciated for its personal development and grooming programmes with the youth.** One statement made by a participating company stands out. It is that “The National Youth Service and HEART programmes both seem to be very beneficial to their participants as they both attempt to offer useful exposure and practical experience.”

And, perhaps more akin to the NYS, as it relates to personal development and grooming, another respondent states “The programme has provided a strong support for efficacy as there are genuine opportunities for youth to make a difference. The youth-centered practices that challenge, empower, and focus on improving competences are integral for the development of our youths and the programme provides this opportunity. The program is also a good vehicle that provides skill training while at the same time labour as a resource for our organization. Additionally, the participants are eager to contribute to the organization and improve upon their own personal development”

However, an apt recommendation from another respondent underscores the need for rounded training and orientation of participants, the need for discipline and good behavior. It states “I believe that great emphasis needs to be placed on preparing the youth on what are the expectations of candidates upon their arrival for the world of work. **For example, care should be taken in educating candidates on personal grooming, hygiene, and professional mannerisms, oral and written communication.**”

For a much fuller appreciation of the Companies’ views on both the NYS and HEART/NTA Programmes and Participants, see **Comments 10.01A and 10.01B**, Impressions and Recommendations, respectively.

11. **Underscoring support for NYS & HEART/NTA.** Seventy five companies, or 73% of participants, expressed a willingness “to provide employment experience/apprenticeship to Participants/Graduates of these Programmes in future”
12. A majority, 58 companies or 56% of participants, albeit a reduced number, also expressed preparedness “to contribute to the stipend/subsistence of the participants while they work/apprentice with...” them.
13. There is a great deal of significance in these numbers. Firstly, recall that only 43% of the companies indicate expectations of increasing their employment numbers, a significantly higher proportion, 73%, are disposed, prepared, to provide apprenticeship/work experience to participants of the programme. More than a half of the companies (56.3%) are willing to contribute to the stipend provided participants.

14. That more than a half of the companies are willing to contribute to the stipend of programme participants is indication of appreciation for the programmes and a willingness to be engaged with youth development, to be partners in the national effort.
15. In terms of extent of the “proportion of contribution” companies are likely to provide, their responses are as follows:

<b>Proportion of Contribution</b>	<b>Number of Companies</b>	<b>% of Total</b>
100%	30	49
75%	5	8
50%	21	34
25%	4	7
Other (30%)	1	2
<b>Total</b>	<b>61</b>	<b>100</b>

Just under a half (49%) of companies indicating willingness to contribute to the stipend of youth programme participants suggest that they would be prepared to pay the full amount, while 8% would be willing to pay 75%, 34% would be willing to pay 50%, 7% would pay 25% and 2% would pay 30%.

Therefore, most companies, over 90%, are willing to pay between 50% and 100% of the stipend of programme participants.

16. Perhaps, in recognition of the probable inadequacy of the stipend amount (\$3,200.00 per week to NYS programme participants), 38 companies or 62% of companies indicating a willingness to contribute to the stipend, suggest they would “be prepared to offer participants more than the official stipend amount”
17. Therefore, endorsement of the NYS and HEART Trust/NTA Programmes goes beyond the willingness of companies to provide apprenticeship/work experience to their preparedness to contributing to and/or exceeding the stipend amount.

There is a latent perception that a greater degree of effort needs to be undertaken to address this ‘youth problem’.

## 12.0 Conclusions

- 12.1 The problems of youth in Jamaica are many and varied, highlighted by significantly large proportions having low levels of education and skills, inadequate or perhaps improper socialization, perhaps largely resulting in high levels of unemployment, high levels of detachment, and engagement or susceptibility to engaging in disreputable activities.
- 12.2 The disreputable activities, such as crime and drug abuse, eventuate in very high monetary, social and psychological costs on the country, estimated by the IBRD at more than 2% of GDP.
- 12.3 The local labour market is not currently buoyant enough to create jobs to absorb the high levels of youth unemployment, compounded by the large number of new entrants leaving school and other training institutions. The traditional sectors, in particular, have been contracting their employment numbers, even while, in some instances, enjoying some degree of economic growth and profitability - A phenomenon known or dubbed '**jobless growth**', and which has given rise to international initiatives of the ILO and other bodies to search for solutions to it.
- 12.4 Local labour market conditions have been, over the last four (4) or so years, significantly affected by the worldwide economic recession, stymieing or exacerbating an already protracted low economic performance, and also leading to international initiatives to address loss of jobs in this context (ILO's *Global Jobs Pact: Regional and International Perspectives on Jobs for Growth* , for instance)
- 12.5 One approach to creating new job opportunities is exploring the non-traditional sectors – Arts, Entertainment and Sports, building real industries and occupational endeavours and gainful employment out of them.
- 12.6 The areas of focus for new jobs on the local market are administrative/clerical, customer service (to include waiting and bartending), sales and marketing, information technology and care giving.
- 12.7 The international labour market continues to be important in absorbing some of the excess personnel. The new frontiers of Australia and Canada, and to a lesser extent CARICOM, present real opportunities. Negotiations at the bilateral levels for quotas, especially in regard to Australia and Canada, and given their Commonwealth status in common with Jamaica, would seem feasible.
- 12.8 The National Youth Service (NYS) and HEART Trust/NTA have found favour and support among a wide cross-section of private enterprises, which need to be capitalized on.

- 12.9 The current support of the PSOJ for the YUTE initiative is indicative of a mood of private enterprise to participate in the 'rescue' mission for the youth. This mood should be capitalized on and broadened to national dimensions. Partnerships should be forged at parish levels as well as on a national scale.
- 12.10 The consultative process utilized in this exercise recognized the huge benefits to be gotten from town-hall meetings with targeted audiences of business people, especially at the local parish, chambers of commerce, levels, as well as social clubs. Presenting to them on the labour market was eye-opening for many, stimulating immediate responses to participate in youth development programmes in some way.
- 12.11 However, as observed in earlier sections of this report, beyond consultation of private sector groups, and other bodies, a full and proper understanding of the 'youth problem' has to be garnered and appreciated by the widest cross-section of groups and, interests comprising the Jamaican society, from which planned and concerted action is taken to address it.

The many and varied youth related activities now being undertaken should be articulated and coordinated, even if implemented separately, within the common understanding and trajectory towards resolution.

The spirit of the National Youth Policy of 2004 should be revisited. The process, the spread of consultations and the depth of thinking that went into the formulation of the policy are required to effect a revision and establish a new thrust.

## 13.0 Recommendations

- 13.0 A national dialogue on youth should be convened. It should include being made be an agenda item on the social contractual/dialogue for social transformation, on the way now for over a decade.
- 13.1 A deliberate and determined inter-ministerial (Youth and Culture, Education, Health, Labour & Social Security and National Security) and inter-agency focus is required to capture and represent the many and varied issues and considerations relating to youth.
- 13.2 The dialogue should be about youth in general and not specific to ‘at-risk youth’ since all youth, privileged and/or otherwise, are in need of orientation towards a national spirit and endeavour. **To seek to instill a concept and practice of voluntarism and national development in one set of youth and not all youth, is prejudicial**
- As Recommendation 5 of the 2001/2001 “Tracer Study of Graduates of the National Youth Service Programme” states “There should be targeted promotion of the National Youth Service in schools through Guidance and Counseling Services, Personal Development Teachers and Heads of Upper Schools (Grade 10 and Grade 11). NYS literature should be made available to each student collecting CSEC results from his/her high school at the end of August each year.”<sup>32</sup>
- 13.3 While the traditional sectors of the economy are to be encouraged and relied on for absorption of surplus labour, a special team of persons, a task force, should be created to examine the options and opportunities within the non-traditional sectors.
- 13.4 Considerable potential exist with the social clubs (KIWANIS, Rotary, Lions, Optimist, etc.) for mentorship, guidance and actual employment of youth. A viable marketing programme should be prepared for encouraging and enlisting these bodies into the youth development programme initiatives.
- 13.5 The job opportunity areas identified in the various sources provide an opportunity for the partnerships to be explored. **The curriculum specialists must consult the occupational classifications across the various jurisdictions of Australia, Jamaica, Canada and Caricom, etc. to ensure appropriate definitions of occupations, training programme content, delivery methods and supporting behavioral themes, such as work attitude, deportment, performance criteria, etc., especially since considerations now are for preparation for employment beyond the immediate geographical boundaries of Jamaica to an ever increasing international labour market.**

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<sup>32</sup> Williams, L.O., and J.K. Tindigarukayo (2003), A Tracer Study of Graduates of the National Youth Service Programme.





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